

**Canton Brownfield  
Opportunity Area  
Designation Package**

October 2022



# Canton Brownfield Opportunity Area Designation Memo

## Brownfield Opportunity Area Boundary

- Please see **page 1-6** for a boundary map of the proposed Canton Brownfield Opportunity Area (BOA).

## 1. Identified Brownfield Sites

- Please see page 3-26 for a map of known or suspected brownfield sites in the proposed Canton BOA.
- Please see **Appendix C** for a list of each relevant brownfield, vacant and underutilized sites including address, county, SBL #, property class, acreage, zoning, owner, use and condition, utilities and access points, proximity to transportation, environmental site history and previous owners, known or suspected contaminants, natural and cultural resources, and use potential.
- Please see pages **3-23 and 3-24** for a list of individual brownfield sites that, with the consent of the site owner, may be candidates for assessment funding.

## 2. Potential Development

- Please see pages **6-1 through 6-16** for a list of potential redevelopment projects anticipated for specific sites within the BOA.
- Please see pages **6-2 through 6-16** for a map of strategic redevelopment sites within the BOA a description of anticipated uses.
- Please see pages **7-1 through 7-12** for a list of local legislative, regulatory, and/or policy actions which may be required to facilitate the redevelopment of the BOA.
- Please see pages **4-1 through 4-11** for an analysis that identified anticipated end or future land uses including office, industrial and flex, retail, and multi-family residential.
- Please see page **3-20** for a map of private and public land ownership patterns.
- Please see pages **3-14 through 3-33** for a map and corresponding narrative describing the publicly controlled and other developable lands and buildings within the BOA.
- 

## 3. Community Support

- Please see pages **2-1 through 2-9** for documentation of community and public outreach methods and techniques used to ensure public participation as well as list of partners and other interests that have been consulted about the plan.
- Please see pages **5-1 through 5-3** for a vision statement and the specific goals and objectives to be achieved, both short term and long term, relative to community redevelopment and revitalization as shaped and expressed by the community.



# VILLAGE OF CANTON, NEW YORK

60 MAIN STREET, CANTON, NEW YORK 13617-1267

TELEPHONE (315) 386-2871

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December 14, 2021

BOA Nomination  
NYS Department of State  
Office of Planning & Development  
99 Washington Ave, Suite 1010  
Albany, NY 12231-0001  
ATTN: BOA Program

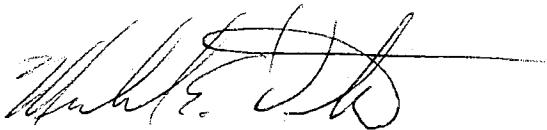
Dear Secretary Rosado:

In accordance with the requirements of NY GML Article 18-C § 970-R, the Town and Village of Canton request the official designation of a 207+/- acre area located within the village limits as a NYS Brownfield Opportunity Area. The subject area was analyzed in-depth in the attached Nomination Study entitled "Canton Step 2 Brownfield Opportunity Area Nomination Study," dated September 2021. Enclosed herein are materials required for the designation application including the public notice, presentation of supporting documentation, and complete Nomination Study.

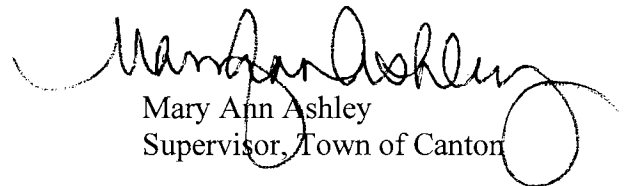
The Nomination Study combines the energies put forth over the past several years by the Town and Village of Canton, and community stakeholders, towards the realization of a sustainable future for the brownfield sites and the surrounding neighborhoods. The vision and goals outlined in the study will form the basis for future investments and activities at public and private levels, and present a unified approach to the revitalization of the Study Area. The sustainability and economic success of the community can only occur with the reinvestment in brownfield sites that have impaired its success for decades.

The official designation is the next step in the process of positioning the subject brownfield sites for redevelopment, thereby revitalizing these key areas that are so important to the future of Canton. The Village would like to thank the NYS Department of State for its continued dedication to strengthening communities impacted by brownfields, and we look forward to our continued collaboration in revitalizing this future-focused community.

Sincerely,



Michael E. Dalton  
Mayor



Mary Ann Ashley  
Supervisor, Town of Canton

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New York State Brownfield Opportunity Area Program  
Designation Application: Canton Step 2 Nomination Plan

**Physical Copy:**

**Canton Municipal Building**  
60 Main St, Canton, NY 13617

**Digital Material:**

<https://cantonny.gov/government/business/brownfield-opportunity-area/>

New York State Brownfield Opportunity Area Program  
Designation Application: Canton Step 2 Nomination Plan

**Public Notice:**

## **AFFIDAVIT OF PUBLICATION**

*North Country This Week*

### LEGAL NOTICE

Notice of intent to  
request designation of  
Brownfield Opportunity  
Area

The Town and Village of  
Canton are hereby  
providing Notice of Intent  
to submit the Canton  
Nomination Study for the  
Brownfields Opportunity  
Areas (BOA) Program to  
the New York State  
Department of State for  
official designation.  
Successful designation of  
the Canton BOA will  
make additional  
Brownfield Tax Credits  
for eligible projects, and  
give project grant or  
financing applications  
priority and preference  
from state, federal and  
local agencies as allowed  
by law. A copy of the  
BOA Nomination  
application document is  
available for review at the  
Canton Municipal  
Building, 60 Main Street,  
Canton, NY 13617 and  
on the Canton municipal  
webpage at:  
<https://cantonny.gov/government/business/brownfield-opportunity-area/>.

**AFFIDAVIT OF PUBLICATION**

*Watertown Daily Times*

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# Canton Step 2 Brownfield Opportunity Area Nomination Study



September 2021

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This document was prepared for Canton and the New York State Department of State with funds provided through the Brownfield Opportunity Area Program

## **Acknowledgments**

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Jeni Reed, Assistant

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## Lead Project Sponsors

The Village of Canton Step 2 Brownfield Opportunity Area Nomination Study is sponsored by the Town and Village of Canton through the Office of Community Economic Development with funding provided through the New York State Department of State (DOS) Brownfield Opportunity Areas (BOA) Program.

## Project Partners

The Program is a three-step process that provides grants and technical support to help municipalities and organizations complete and implement strategies that work towards revitalization within their communities. During the program, communities are formally designated as Brownfield Opportunity Areas, thus increasing their competitive position for access to funding as well as incentives under the New York State Department of Environmental Conservation's (DEC) Brownfield Cleanup Program, the Empire State Development Corporation's economic development

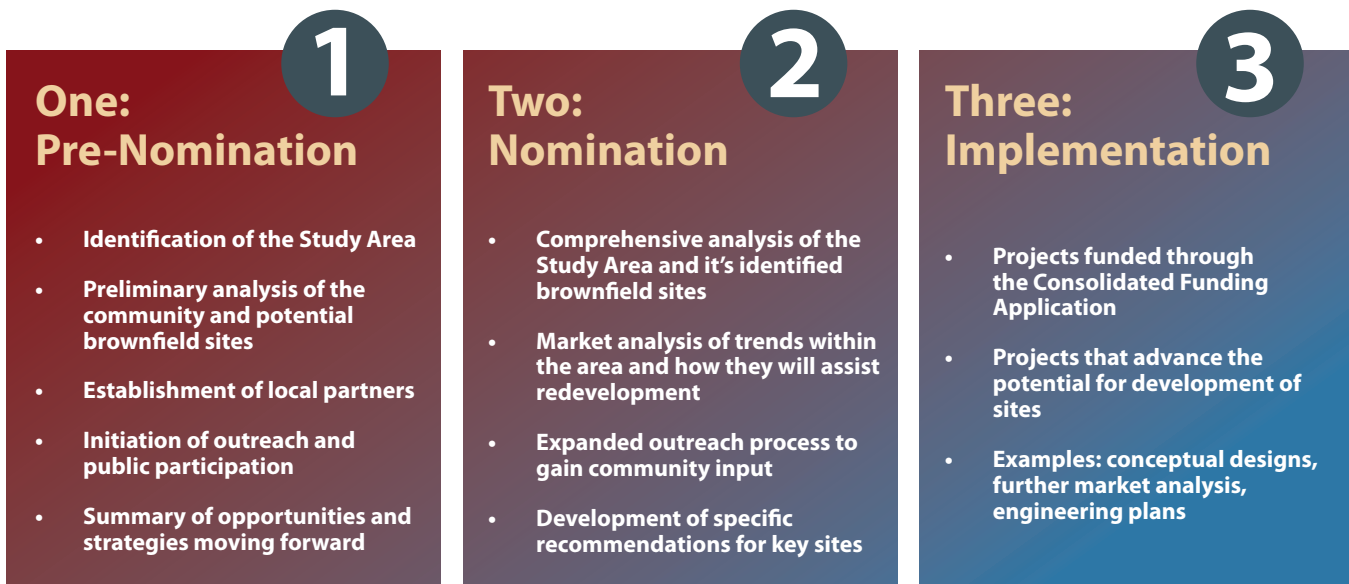



Figure 1: Three Step BOA Program

programs, as well as other State and Federal assistance opportunities.

Brownfield sites are typically former industrial, manufacturing or commercial properties where historic operations have either resulted in environmental contamination or are perceived as having resulted in environmental contamination. Many of these sites now sit vacant and detract from the strength of the surrounding area. The DOS and DEC have recognized that these sites have a tremendous negative impact on neighborhoods around them as a result.

The overall vitality of neighborhoods and corridors can be negatively impacted by the presence of vacant, underutilized, and brownfield sites. In many cases, property values





decline, reinvestment in the area decreases, and issues of safety arise when brownfield sites sit undeveloped. To combat these issues, the BOA Program assists communities in identifying and further analyzing these sources of neighborhood decline and then provides resources and capacity to develop implementation strategies that work towards the revitalization of sites that will catalyze resurgence in the neighborhoods surrounding them. However, being a planning program, the BOA does not provide direct funds for cleanup efforts. State and Federal programs exist for the cleanup and remediation of sites, such as the DEC Environmental Restoration Program and Brownfield Cleanup Program, and the United States Environmental Protection Agency's (EPA) Brownfields Program. These programs focus on physical investigations and cleanup and provide further assistance to municipalities that deal with brownfield impacts on a day-to-day basis.



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# EXECUTIVE SUMMARY

## Project Overview

The Village of Canton BOA Step 2 Nomination Study addresses the aspirations of the Canton community while striving to be economically feasible and readily accomplished after the project is complete. Following thorough analysis of the Study Area's current conditions, extensive community outreach and concise market-analysis with a focus on diverse housing options, the Nomination Study provides recommendations for the future of Canton, along with strategies for implementation of projects. The suggested projects are driven by a plan that identifies catalytic sites or areas and redevelopment alternatives and other improvements based on extensive community outreach, stakeholder meetings and roundtables, Steering Committee meetings and a market and housing analysis.

The Nomination Study also includes implementation strategies such as: sources of funding, phasing techniques, and continuation of or new partnerships to assist with development within the Study Area, and maintaining Canton's status as a regional hub and destination. The ultimate goal of the Step 2 Nomination Study is for the BOA to receive an official designation, enabling the Village to execute the plan provided to them, have increased preference for grants, and attract new investment.

## What is a Brownfield?

In New York State brownfields are defined as vacant, abandoned, or underutilized properties for which redevelopment is complicated by real or perceived environmental contamination. They are often former commercial and industrial buildings or the land on which they were located. Examples include mills, factories, foundries, and gas stations.

## What is the Brownfield Opportunity Area program?

The BOA program is funded by New York State Department of State and provides an area-wide approach to the assessment and redevelopment of brownfields or other vacant or abandoned properties within a community. The overall goal of the program is:

- Assess the range of redevelopment opportunities
- Build a shared community vision for the reuse of sites and the actions needed to achieve revitalization
- Coordinate with agencies, community groups and private sector partners to implement solutions and leverage investment in the community





The BOA program is three steps. The ultimate goal of a Step 2 Nomination Study is to receive an official Brownfield designation, allowing the City to execute the plan provided to them, have increased preference for grants, and attract investment from developers.

Step 3 of the program provides funding through the Consolidated Funding Application (CFA) for continued studies and pre-development activities to advance strategies and projects that were identified in Step 2.

## Regional and Community Setting

The village of Canton, located in St. Lawrence County, is just 30 minutes south of the City of Ogdensburg and an hour north of the City of Watertown, home of the Fort Drum Military Base. Canton is the County Seat and a regional economic hub within a predominately rural county. Once a thriving and dense area, the village experienced a variety of development due to the abundance of mills along the Grasse River. Almost all of the mills within Canton have since shut-down, creating pockets of industrial vacancy and associated vacancy within the village’s main corridors.

The village is home to two major universities, the State University of New York (SUNY) Canton and St. Lawrence University. This creates a seasonal swell for the Canton, which in turn leads to economic drought in the months that classes are not in session.

Despite the hardships that Canton has felt, there are a number of attractions within the community of Canton. Among those attractions are the natural resources and parks surrounding the Grasse River and its regional setting within the North Country. The Town and Village of Canton also recently completed a Comprehensive Plan and is submitting an Environmental Protection Agency Brownfields grant for FY2022. The BOA is comprised of many of the cities prominent structures and properties, including the Cascade Inn & Diner, the former Kraft Foods Plant, the Miner Street Feed Mill and the vacant Jubilee Plaza.



## Project Timeline

- Step 1 Pre-Nomination Study (Completed in 2011)
- Step 2 Nomination Study (Completed in 2021)
- Official BOA Designation (2022)
- Step 3 Implementation (Following Designation)



## Public Participation

The Village of Canton BOA Step 2 Nomination study was developed through and informed by an extensive community participation process which involved gathering input from residents, visitors, business owners, elected officials, private and nonprofit organizations to ensure that the plan was representative of the community's desires and the needs of the community it is intended to serve and attract. The engagement activities are as follows:

- Steering Committee meetings
- Community Conversations – meetings with groups in various settings
- Visioning Tours – interactive site visits with groups of stakeholders
- Public Meetings and Workshops – Conducted in person in October 2019; online thereafter because of COVID-19 restrictions
- Community Survey – distributed online via Survey Monkey

In March of 2020, the COVID 19 Pandemic stay-at-home order issued by Gov. Andrew Cuomo forced planning projects into a brief hiatus while project owners and teams waited out the uncertainty triggered by the panic phase of the pandemic. The project team began planning to pivot to online engagement when it became clear that the situation was grave and would last many months. Project Team and Steering Committee meetings were held on the Zoom platform. Fortunately, much of the public engagement activities planned for the project had already taken place when the stay-at-home order was issued. Additional public workshops were held via Zoom in, August of 2021 which completed the engagement schedule.



## Study Area Boundary

The Study Area boundary was informed by the Step 1 Pre-Nomination Study and extended early within the Step 2 process. The Boundary was extended to include all parcels directly abutting Gouverneur Street. Due to this, only one parcel was added, and the boundary increased by just over 6 acres total. Other than the additional parcel, no other changes were made to the boundary.

The updated, 215-acre Study Area encompasses the southwest portion of the village of Canton and includes a portion of Grasse River which flows from south to north. The Study Area includes Bend in the River Park as its southern boundary; the State University of New York at Canton (SUNY Canton) footbridge as its northern boundary; Gouverneur Street as its western boundary; and Park Street as its eastern boundary.



## Demographics and Socioeconomic Data

The population of the Canton BOA increased 1.1% from 2000-2019, but is projected to decrease 1.2% by 2024. The town and village of Canton are both experiencing similar circumstances with populations that are projected to continue to shrink through 2024.

Including the 353 (21.2%) households in the Canton BOA, there are 1,669 households in the village of Canton. The households within the Canton BOA have a median income of \$52,515 with 20.5% earning less than \$25,000 per year.

Residents aged 55 and older experienced large population growths between 2010 and 2019 in St. Lawrence County, the village and Town, and the Study Area. People aged 35-to-44 and 75-and-over age cohorts, followed by those between the ages of 65 and 74 are experiencing the fastest population growth in the village of Canton and the BOA Study Area, as indicated by ESRI projections through 2024.

## Land Ownership

The village and town of Canton own a total of 22 acres within the Study Area which makes up 13% of the parcels. Village owned properties include the municipal building and Bend in the River Park.

With 1% owned by the US Postal Service and 3.25% owned by St. Lawrence County, the remainder 82.75% is privately owned. Notable private properties within the Study Area include the vacant Jubilee plaza, The Cascade Inn & Diner, the Feed Mill and the vacant McDonald's on Main Street.

## Land Use and Zoning

There are 8 Zoning Districts within the Study Area. More dominant zoning consists of:

- 14% as C-1 Retail Commercial
- 27% as C-2 General Commercial
- 16% as O-S Open Space
- 18% as R-2 Residential General

The smaller portions consist of 9% as B-1 Business, 7% as R-1 Residential-One Family, 7% as M-1 Manufacturing, and 2% as P-M Planned Manufacturing.

The Village Park Historic District that is focused on the Village Park and surrounding properties located on Main Street, falls within the BOA Study Area totaling 4.75 acres.

## Brownfield, Vacant and Underutilized Site Inventory

33 sites within the Study Area have been identified as potential brownfields, or vacant and underutilized lots. The sites make up over 65 acres and comprise 30% of the BOA Study Area.



Nearly half (15) of the brownfield, vacant, or underutilized sites are found in the Retail Commercial zoning district surrounding Main Street, Riverside Drive, and Miner Street due to the industrial history of Canton's downtown area. Therefore these sites are extremely visible to both community members, commuters and visitors to the area.



The Step 1 Pre-Nomination document for the Canton BOA established five Focus Areas based on locations of sites that were a part the Brownfield, Vacant, and Underutilized site inventory. When revising the inventory, it is evident that the previously established focus areas below have remained intact.

- [Canton Highway Department](#)
- [Riverside Area](#)
- [Jubilee Area](#)
- [Gouverneur Area](#)
- [Bend in the River Area](#)

Key sites within the inventory include:

- [25, 27, 29 Riverside Drive – Former Riverside Laundromat](#)
- [2 Main Street – Former Family Dollar](#)
- [8 Miner Street – Feed Mill](#)
- [25, 27 Gouverneur Street – Former Mace Motors](#)

## **Parks, Trails, and Open Space**

The village of Canton contains a variety of park space including Bend in the River Park, the Buck Street Playground, and Canton Island Park are all within the BOA Study Area, are maintained by the Canton Parks and Recreation Department.

Two parks were developed and are owned by Grasse River Heritage within the Study Area:

- [Grasse River Heritage Park](#)
- [Dwight Church Park](#)



## Transportation Systems

The main transportation routes found within the Study Area are Main Street (Route 68/Route 11) and Gouverneur Street (Route 11). These routes are heavily used by local and regional traffic as well as semi-trailers.

Public transportation is available through the St. Lawrence County Public Transportation system and its partnership with SUNY Canton. Since the two organizations have partnered, routes have been updated and expanded. SUNY Canton students can utilize the bus service for free with student ID and the public is able to ride any route for \$2 a trip. There are two stops within the Study Area including the Diane Burns Tower on Riverside Drive and the Buck Street Playground.

Walking ability is dampened as you move further from the downtown center of the village, and there are bike lanes on the 2 primary travel routes.

Currently, there are bike lanes located on the Route 68/11 Bridge due to Canton's Complete Streets initiative. These are the only bike lanes present the village and BOA Study Area.

## Natural Resources

The Grasse River, which flows northeast from the Adirondacks to the St. Lawrence Valley, is a significant resource for the Study Area for recreational and environmental purposes.

Despite the fact that the Study Area does not contain any NYS or federally designated wetlands and is not located above an aquifer, the entire BOA Study Area contains rare plants and animals that prospective developments should be mindful of when planning for the future.



## Market Analysis

The market analysis includes relevant information on demographic and socioeconomic characteristics, economic conditions, and real estate market trends in and around the village of Canton, and identifies opportunities for the redevelopment of sites within the Study Area. Among the findings and conclusions of the market analysis are the following:

- More individuals commute into the village to work than leave for jobs elsewhere. About 25% of in-commuters travel at least 50 miles each way from home to work.



- Demographic shifts impacting housing demand in the Canton area include fewer family households with children; an increasing number of one- and two-person households; and a dramatic rise in households headed by an individual aged 65 or older.
- Retail stores make up about 23% of the businesses in downtown Canton, but selection of everyday convenience goods such as groceries is limited. Accommodations and food service account for 19%, but there are fewer restaurants than there were in the past.
- Potential commercial opportunities in the proposed BOA include additional specialty goods retailers; sit-down restaurants offering waterfront dining or music; businesses related to the arts, entertainment, and recreation; personal services; and alternative business models such as pop-up stores, retail incubators, and food halls.

## Project Goals

The overall goals were created from key themes that were noted during the planning process. They also reinforce goals established in Canton's recently updated Comprehensive Plan, DRI Application and other past planning efforts.

- 1. To realize our shared ambitions and our personal ambitions through transparency, accountability, and mutual positive regard in all aspects of civic life.**
- 2. To preserve, enhance, and interpret the historic and culturally significant qualities of BOA study area.**
- 3. To develop an ethic of environmental responsibility and understanding of the importance of durability, resiliency, and sustainability in community design and development.**

## Vision Statement

### *Engaged. Historic. Resilient.*

We are an **engaged** community. We are active in civic affairs because we care deeply about our community and about one another. We are economically and socially inclusive. We support a diversity of business, education, housing, and recreational resources.

We are an **historic** community. We retain Canton's founding principles of hard work, hospitality, and ingenuity. Legacy North Country families and newcomers alike are integral to the vitality of our community and of the river that runs through it. The Grasse River is our heritage and our future.

We are a **resilient** community. We are climate conscious, and we prepared for an efficient, environmentally sustainable future. We have forged clean industries and returned our land to health. Together we craft a vibrant future.





## Strategic Sites and Suggested Reuse

Long before the start of the BOA process and the completion of the Canton Step 1 Pre-Nomination Study in 2011, multiple parties have taken vested interest in the redevelopment of properties that have the power to be transformative within the community and positively impact the surrounding North Country region. Many of these properties were identified in the Step 1 Pre-Nomination Study, are mentioned in other planning documents/studies, and are within the existing Step 2 Study Area and part of the Brownfield Inventory. Though a great deal of planning has gone into these sites already, it is still necessary to include them as Strategic Sites within the Step 2 Nomination Study to leverage previous planning and to remain diligent with consistent efforts towards reuse.

### Previously Planned Sites

#### 1. Jubilee Plaza

Located on Miner Street just south of Canton's municipal building and the vacant McDonald's, experienced deterioration and disinvestment within the downtown core for many years. Although the plaza is partially occupied, the former Jubilee grocery store, which had the largest footprint within the plaza, has been closed and the building deteriorating for over 15 years.

*Suggested reuse: Entrepreneurship Center, commercial space, residential units*

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#### 2. Former Family Dollar

The former Family Dollar footprint is located just south of Canton's Main Street and sits directly east of the Grasse River and Willow Island. The building is surrounded by a large parking lot, H&R Block to the north east and a Feed Mill directly east. Being located on Main Street, which is Canton's most traversed thoroughfare, makes the vacant Family Dollar constantly visible to community members, seasonal visitors to the area, and commuters who may not live or work in Canton but utilize Main Street as part of their daily routine.

*Suggested reuse: Eatery, restaurant, outdoor seating*

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#### 3. 25,27,29 Riverside Drive

Since the end of river-dependent industry within the village and more recently, the closing of Riverside Laundromat; 25, 27 and 29 Riverside Drive became dilapidated and quickly transformed into an eye-sore. After being identified in the Step 1 Pre-Nomination Study as part of the Brownfield Inventory and as a redevelopment project as part of the Grasse River LWRP, the Town of Canton demolished the unsound structure in the summer of 2019 to provide space for new development.

*Suggested reuse: Mixed-use commercial with residential*

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## Remaining Sites

### 4. Riverside Drive

Riverside Drive is the northern gateway into the village of Canton and home to a number of long-standing local businesses and senior living facilities. Riverside Drive also connects directly to the SUNY Canton Footbridge just north of the BOA Study Area and directly abuts the Grasse River to the west. Now that there is vacant space within the corridor, there is opportunity for change. Many community members and local stakeholders have expressed the desire for opportunities to enjoy views of the Grasse River via restaurants and bars.

*Suggested reuse: Restaurant with outdoor dining, streetscape enhancements, bike lanes*

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### 5. Main Street Alley

An alley separating two Main Street buildings is located just south of one of the Village's public parking lot. Currently, this alley has little to no pedestrian traffic due to minimal lighting, lack of signage and the presence of barriers on either end that discourage use as a pedestrian thoroughfare.

*Suggested reuse: Activation through outdoor seating, lighting and temporary art*

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### 6. Gouverneur Gateway

The Gouverneur Gateway has seen a lack of investment for a number of decades. Many traveling north from Syracuse and Watertown use Gouverneur Street as a way to enter the village of Canton. Despite this traffic, there remains a number of underutilized and vacant lots fronting Gouverneur Street. Although there is a wide variety of uses, the area itself is not deemed pedestrian-friendly, experiences a high amount of automobile and truck traffic, and lacks density.

*Suggested reuse: Updated streetscaping to address traffic, installation of gateway features, waterfront dining, waterfront trails and access in areas that allow small watercraft launches*


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### 7. Bend in the River Park

Bend in the River Park is located in the southern portion of the BOA Study Area and encompasses a number of highly utilized community assets including the Canton Recreational Pavilion, courts and ballfields, a multi-purpose paved loop trail and a picnic shelter with grills. Although Bend in the River Park offers a number of amenities for community members and visitors to the area, the lack of gateway enhancements and vacant building on site take away from its appeal as a sprawling and relaxing







green space in the village. The park is also tucked away from areas of high pedestrian and automobile traffic.

The park was identified in Canton's Step 1 Pre-Nomination Study as a subarea to focus on due to the land once being a landfill, being home to the inactive water treatment facility as well as being in close proximity to underutilized land directing abutting the Grasse River. The park is also just south of the Atlantic testing being a former co-generation facility and the Village's highway garage located just north east of the Park's gateway.

*Suggested reuse: wayfinding signage, installation of small water craft, Frisbee golf course or bike track, streetscaping improvements*

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## Key Findings and Recommendations

The Town and Village of Canton's Department of Community and Economic Development has been a leader in furthering the success of economic development initiatives throughout the community that aid in revitalization. Below are strategies that Canton should continually refer back to assist with the inducing of development and prosperity within not only the local community but the North Country region.

- [Development of New and Diverse Housing](#)
- [Marketing and Branding Plan](#)
- [Continued Waterfront Enhancement and Development](#)
- [Maintain a Supportive Small Business Climate](#)

## Recommended Step 3 Implementation Projects

NYS DOS provides funding for planning and design project recommendations developed as part of Step 2 Nomination studies. The projects should align with the goals and vision realized during the Step 2 planning process and with ongoing planning work within the community. A variety of Step 3 projects were suggested for the Canton's BOA spanning from the implementation of a bike lane network to Main Street alley enhancements.

Priority projects were identified with assistance from the Village of Canton, DOS and the Steering Committee including:

### Transportation and Access Plan

The Village and Town of Canton in partnership with their residents, can actively plan transportation improvements to create a more accessible and safer circulation system for full-time residents, University students, and visitors. Current efforts are chiefly



around two ongoing projects: implementation of the 2018 Master Trails Plan and implementing recommendations developed by the Complete Streets Task Force.

### **Gouverneur Street Gateway Enhancements**

The Gouverneur Street Gateway is one of St. Lawrence County's busiest corridors with almost 7,700 cars entering the village from the south on Route 11 each day. This was once a thriving mixed-use corridor with homes, local businesses and services including the local bakery, one of Canton's two lumber yards and a car dealership. Over the years the character of the corridor has eroded. It lacks defined curb cuts, and features narrow sidewalks, few streetscape amenities, and no bike lanes. There are some deteriorating vacant and underutilized properties. The Gouverneur Street Gateway can be a welcoming image for the village of Canton. It should communicate a sense of prosperity and vitality. A greener, cleaner and more comfortable atmosphere will naturally calm traffic and result in increased property values.



### **Cascade Inn New York Main Street Technical Assistance Grant**

The iconic Cascade Inn motel and restaurant with its appealingly retro downstairs watering hole, the Buccaneer Lounge (the Buc) is a Canton landmark. The building has presided over the intersection of Gouverneur and Main streets at the gateway to downtown for more than 50 years. The Village of Canton should apply for a New York Main Street Technical Assistance grant from New York Homes and Community Renewal to support the owner of the Cascade Inn.





Phase I and Phase II Environmental Site Assessments	High	3-5 years	Village of Canton, Community & Economic Development office, DEC, EPA	N/A Varies per site	USEPA Brownfields Grants, DEC assessment and cleanup grants, National Grid
Canton Pavilion and Recreation Center Rehabilitation and Bend in the River Park Improvements	High	4-6 years	Village of Canton, Community & Economic Development office	\$500,000	DOS BOA Step 3 Implementation Grant, Environmental Protection Fund: Parks, Preservation and Heritage Grants, DOS LWRP
Public realm improvement plan for Riverside Drive	High	1-6 years	Village of Canton, Community & Economic Development office	\$500,000	DOS BOA Step 3 Implementation Grant, NYS DOT, Empire State Development Market New York
Jubilee Plaza Pre-Development Initiatives	High	1-3 years	Village of Canton Community & Economic Development office	\$175,000	ESD Grant Funds, Strategic Planning and Feasibility, Study Project Grants (ESD SPFS)
25, 27, 29 Pre-Development Initiatives	High	1-3 years	Village of Canton, Community & Economic Development office	\$200,000	DEC Climate Smart Communities Program (CSC)
Gouverneur Gateway Enhancements and Streetscaping	High	1-3 years	Village of Canton, Community & Economic Development office	Varies	DOS, CFA, USDOT
Former Family Dollar Pre-Development Initiatives	Medium	1-6 years	Village of Canton, Community & Economic Development office, NYS DEC, EPA	\$500,000	DOS CFA, NYS BCP, EPA Brownfields Remediation Grants



Transportation and Access Plan	Medium	1-6 years	Village of Canton, Community & Economic Development office, NYS DOT, Complete Streets Committee	\$100,000	DOS BOA Step 3 Implementation Grant
Cascade Inn New York Main Street Technical Assistance Grant	Medium	1 year of less	Village of Canton, Community & Economic Development Office, Property owners	\$1,000 for Technical assistance grant	NYS DOT
Main Street Alley Enhancements	Low	1 year of less	Village of Canton, Community & Economic Development office	Varies	New York Main Street Grant



# PROJECT DESCRIPTION

The Town and Village of Canton completed their Step 1 BOA Pre-Nomination Study in July 2011. The Pre-Nomination Study was for a 207-acre study area within the Village of Canton focused on the downtown corridor along Main Street and surrounding major thoroughfares that were once lively centers of industrial activity along the Grasse River including Riverside Drive, Miner Street and Gouverneur Street.

In 2019, Canton was awarded funding to complete Step 2 of the BOA Program and move towards BOA designation. BOA designation typically happens directly after the completion of a Nomination document (Step 2).


The Town and Village of Canton's Step 1 boundary encompassed public and privately owned land as well as roadways and rights-of-way with the Village's downtown as the heart of the Study Area. Of the 207 acres, 27 sites totaling 65 acres were identified as potential brownfields. Additionally, 9 sites totaling 8 acres were identified for being either vacant or underutilized. As such, the vacant, underutilized, and brownfield sites occupied over 35% of the overall Study Area. The identified brownfield, vacant, and underutilized sites were primarily located along or within close proximity to five primary established focus areas for redevelopment which assisted with shaping the BOA boundary. The focus areas included:

- Riverside Area – Riverside Drive and portions of Main Street.
- Jubilee Area – Focus on vacant storefronts within the Jubilee Plaza and surrounding vacant lots located on Miner Street.
- County Highway Department Area – Focus on rail line that runs through the Village and directly abutting properties (Hoot Owl, St. Lawrence County Highway facility, residences).
- Bend in the River Area – Bend in the River Park and surrounding properties (inactive water treatment facility, Atlantic Testing, Recreation Pavilion).
- Gouverneur Area – Gateway corridor and properties abutting Gouverneur Street / the westerly bank of Grasse River.

These focus areas for redevelopment were selected during Step 1 of the BOA Program due to the high number of vacancies; deterioration of structures within the areas; potential for reuse that will directly impact the community; past commercial and

***BOA designation provides tools for communities such as support from DOS, priority and preference when being considered for NYS grants, and opens the door for tax credit opportunities through the New York State Brownfield Cleanup Program (BCP).***





industrial uses on properties which may have caused environmental contamination; and possible contamination within close proximity to Canton’s natural resources. In recent years, the Village of Canton has experienced significant challenges for years with attracting new investment on vacant properties within their downtown and surrounding major thoroughfares. New investment would assist the Village of Canton with their goal of not just being a college-town but rather being a destination for people to live, work, play and study year-round. Year-round activity within the Village would help small businesses, encourage the safe use of the Village’s natural resources and build a continued population of community members who contribute to enhancing the Village’s vitality.

During the Step 2 process, the BOA Steering Committee decided that the Study Area boundary for the Step 2 BOA should include all of the properties and streets identified in Step 1, but would also extend to include all parcels along Gouverneur Street within the Village. The target-area acreage increased to 215 acres and now includes all parcels that are located directly east and west of the Gouverneur Street right of way within the Village of Canton (Map 1 - BOA Boundary).

## **Related Planning Studies and Existing Materials**

The Brownfield Opportunity Areas program is designed to align with previous planning efforts undertaken by the community and to continue momentum within the area towards revitalization. In doing so, the Village and surrounding areas will benefit from years of thoughtful planning, analysis and idea generation, and can leverage additional data to further strategies and decision-making. The following section presents a brief summary of planning efforts that have been reviewed, considered and incorporated into this study starting with the most recent.

### **Town of Canton, Village of Canton, and Village of Rensselaer Falls Comprehensive Plan**

The Town of Canton, Village of Canton and Village of Rensselaer Falls initiated the development of a joint comprehensive plan in the fall of 2017 funded by New York State Department of State’s Environmental Protection Fund (EFP). The plan’s purpose was to outline a current inventory and analysis of the study areas as well as provide a roadmap for future development. The Comprehensive Plan outlined a vision for the three municipalities:

“In ten years, Canton will be the most connected and accessible community in the North Country. Situated between the foothills of the Adirondacks and the St. Lawrence River, and home to two institutions of higher learning, Canton will offer an attractive, safe, and healthy environment for its residents and visitors to live, learn, work and play. With abundant waterfront resources along the Grasse and Oswegatchie Rivers,



a vibrant, historic downtown, and quiet independent communities, residents and visitors to Canton will benefit from its broad array of educational, recreational, and agricultural opportunities. Canton will continue to encourage innovation, connectivity and entrepreneurship while building upon its commitment to sustainability and diversity to welcome visitors and businesses.”

The plan also included four guiding principles:

- 1. Community identity**
- 2. Economic growth**
- 3. Resiliency and sustainability**
- 4. Transportation and mobility**

The document also included goals for the three municipalities and almost 130 recommended actions to achieve the vision of being the most connected and accessible community in the North Country.

The Comprehensive Plan will guide the municipalities on future planning to ensure cohesive and thoughtful development.

## Canton Community Action Plan

In 2015, an Economic Development Steering Committee that consisted of multiple representatives from the Town and Village Boards, Economic and Community Development offices, local schools and universities and the Canton business community created a 5-year action plan for the Village and Town of Canton for 2016-2021.


The action plan included a vision to celebrate the vibrancy of the area as well as its rich history, culture, natural resources and available recreation. It also established five pillars to focus Canton’s energies. Action items to support each pillar were identified, and a total of 29 action items were identified.



Figure 2: Priority Goals







Canton is now in the process of updating the Community Action Plan to reflect new goals for the next five years.

## **Canton Grasse River Waterfront Revitalization Program (LWRP)**


The Town of Canton received a grant in 2006 to develop an inter-municipal Local Waterfront Revitalization Program (LWRP) for the Grasse River waterfront within the Town and Village of Canton and completed the project in 2010. The LWRP was updated in 2018 and established an updated Waterfront Revitalization Area Boundary that encompassed the Grasse River waterfront south of the Town of Potsdam line, hugged the waterfront travelling south through the Village of Canton and stopped north of the Town of Russell line. An Inventory and Analysis was completed for the established boundary including factors such as land use, flooding and erosion, wildlife habitat, and environmental issues such as water quality or potential contamination. The LWRP then established land and water goals, initiatives, and projects and discussed projects that were completed following the 2010 LWRP. A number of new goals were established in 2018 that included items such as:

- Enhance existing and develop new waterfront parks to provide for greater public access and enjoyment of the Grasse River.
- Expand and enhance the land trails network and pedestrian linkages within and to the Waterfront Area.
- Protect sensitive waterfront, open space, and agricultural resources.
- Revitalize and strengthen the local economy by encouraging the development and redevelopment of waterfront properties into an appropriate mix of uses and densities that are compatible with the waterfront and the historic Village of Canton.
- Increase cultural and heritage preservation activities.
- Ensure that planning documents and local laws support the protection of the Grasse River waterfront and its community character and that they encourage appropriate economic development.
- Develop tourism as an economic engine.

## **Grasse River Blueway Trail Plan**

In 2015 the Town of Canton was awarded funding from NYS DOS Environmental Protection Fund (EPF) to develop a Grasse River Blueway Trail Plan. The purpose of the plan was to bring communities surrounding the Grasse River together to create a holistic identity based on their connection to the river, to fully understand existing recreational resources and to identify ways to enhance the experience of the Grasse





as well as create new enhancement opportunities within the Grasse River corridor for both residents and visitors. The Blueway Trail boundary includes the length of the Grasse River starting in the Towns of Colton and Clare to the river's confluence with the St. Lawrence River in the Town of Massena. It includes the Main, North, Middle and South branches and most of the river's watershed. It also includes off-river land along the main branch with the exception of the Upper and Lower Lakes Wildlife Management Area and the Little River outside of the Village of Canton.

The Blueway Trail Plan was framed using the following goals:

- Promote and market the Blueway as a four-season natural resource and recreational amenity for residents and visitors.
- Increase and enhance safe access to on-river activities including paddling, fishing and swimming.
- Improve on-land amenities to enhance and complement the river experience including parks, land trails for different users, camping and other visitor infrastructure.
- Enhance community revitalization by connecting the river to hamlets, "main streets" and other intrinsic resources.
- Guide stewardship through education about the river's ecological importance and heritage and provide guidance on protection at the individual, community and regional levels.

## Canton Master Trail Plan

The Canton Master Trail Plan was funded under the 2015 grant that also funded the Grasse River Blueway Trail Plan. The Canton Master Trail Plan was developed in 2018 for the Town and Village of Canton to act as a blueprint for further development of the multi-use non-motorized network of trails and pathways that act as a connection to infrastructure and recreational assets within the community. The Master Trail Plan provided details on existing trail networks and bike lands, proposed enhancement strategies and priorities and funding opportunities. Priorities for the Canton Master Trail Plan included:

- Inspire people to choose non-motorized means of travel.
- Promote recreational activities such as walking, hiking, bicycling, rollerblading, skiing, snowshoeing, and roller skiing.
- Integrate different people and locations within the Village and Town of Canton and enhanced encounters among community members / visitors.





## BOA Boundary Description and Justification

The 215-acre Study Area encompasses the southwest portion of the Village of Canton and includes a portion of Grasse River which flows from south to north through the center of the Study Area. The Study Area includes Bend in the River Park as its southern boundary; the State University of New York at Canton (SUNY Canton) footbridge as its northern boundary; Gouverneur Street as its western boundary; and Park Street as its eastern boundary.

The Study Area contains a wide mix of uses including Canton's Main Street and associated commercial and retail businesses, former industrial properties that directly border the Grasse River, community parks and open space, large vacant commercial plazas, mixed-use areas that include single- and multi-family homes, automotive repair shops and the Canton Highway Garage. The Study Area also contains sites outlined in Step 1 and new sites added to the list throughout the Step 2 process.

The Study Area includes a number of important corridors and gateways within the Village. Riverside Drive, makes up a majority of the northern portion of the Study Area. Riverside Drive was once a major industrial, retail and commercial hub for the Village of Canton. Since the decline of industrialism, Riverside Drive went through major changes in land use and now lacks pedestrian activity. This is due to types of current land use, vacancies and lack of pedestrian-oriented streetscaping. The corridor has been auto focused for many years with a number of auto parts shops and mechanics. Due to past industrial uses and former garages that have since been demolished, there is uncertainty about the environmental integrity of properties along the Grasse River. There is also opportunity for reuse of vacant properties and new development to activate the corridor.

The Gouverneur Gateway, which is the main entrance into the Village of Canton for travelers coming from the south, has a wide-variety of uses ranging from human services to gas stations to residential homes. Unfortunately, the thoroughfare still suffers from a high amount of vacancy and streetscaping. Due to past uses, contamination may be a barrier to redevelopment. Furthermore, a majority of the vacancy directly abuts the Grasse River which then creates barriers to access for community members and visitors.

As the planning process progressed in Step 2, the boundary was expanded to include all parcels directly abutting Gouverneur Street. Since Gouverneur Street is one of Canton's gateways into the Village of Canton and the community vocalized that the entirety of the corridor should be taken into consideration when planning reuse of sites that could negatively impact visitors' perceptions of the area.



## Key sites and features in the East End Study Area include:



### **Northern Boundary**

The northern portion of the BOA includes all parcels abutting Riverside Drive and ends just south of the SUNY Canton footbridge that connects Riverside Drive to the SUNY Canton campus. The northern portion of the BOA also includes a portion of the Village's Main Street corridor. Prominent features in the northern portion of the BOA include Grasse River Heritage Park, the Cascade Inn, Canton's Town and Village Municipal Building, and the Wight & Patterson Feed Mill.



### **Southern Boundary**

The southern portion of the BOA encompasses all parcels east of Stevens Street and parcels along Lincoln and Buck streets. Features within the southern portion of the BOA include Bend in the River Park, the Recreational Pavilion, vacant water treatment building, the St. Lawrence County Manufacturing building (past Kraft Food Plant), and the Atlantic Testing building.



### **Western Boundary**

The western portion of the BOA includes the Gouverneur corridor starting north of the Train Trestle. The western boundary is primarily comprised of all parcels directly abutting the Gouverneur Street corridor, but also includes the westerly bank of Grasse River. Notable properties near the western BOA boundary include the Dairy Queen, the former Triple A Lumber, Bimbos Bakery USA building, and Mace Motors.



### **Eastern Boundary**

The eastern portion of the BOA includes all parcels that fall west of Park Street and east of Grasse River. Notable properties near the eastern boundary of the BOA include the former Jubilee Plaza, the St. Lawrence County highway department and garage, and the Hoot Owl Express.

*Figure 3: Keys Sites and Features*





### Legend

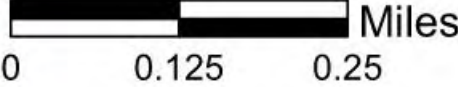
 Canton BOA Boundary

Town and Village of  
Canton, New York



Brownfield Opportunity  
Area Study Area  
Step 2 Nomination Study

### Map 1: BOA Boundary



## Purpose


Brownfield Opportunity Area Nomination Studies provide in-depth and thorough descriptions of existing conditions, identify new development opportunities and re-use potential for properties located within a community's Brownfield Study Area. The program emphasizes the identification and re-use potential of strategic sites to serve as catalysts for revitalization.

The Village and Town of Canton have been focused on many aspects of community renewal and revitalization with an understanding that, in order to succeed, the community must find new ways to take advantage of its assets and its setting. The community has been at work developing approaches specific to its Grasse River setting, and to address trails and multimodal accessibility. A new comprehensive plan, adopted in 2019, painted a vision for the community's future that emphasizes its Grasse and Oswegatchie rivers setting, historic downtown, and its diverse educational, recreational, and agricultural resources. In addition to the comprehensive plan, the community created the Grasse River Blueway Plan in 2018 and initiated a marketing plan in 2020 to support sustainable tourism and recreation on the entire river corridor from Russell to Massena; as well as a Master Trail Plan for the Village and Town, also published in 2018. These initiatives, like Brownfield Opportunity Area Step 1 Pre-Nomination and the present Step 2 Nomination Studies, position Canton to realize its vision for its future, to pursue funding, and to exploit opportunities highlighted in the market analysis.

To place itself in the best possible position to capitalize upon positive trends and augment existing efforts, Canton crafted a bold vision for the BOA that complements and supports the array of planning that has come before. The New York State Department of State Brownfield Opportunity Area program-funded study follows a Step 1 Pre-Nomination Study completed in 2011.

The BOA program ensures that the ideas for the future are local and aids implementation through a future, third step of the program. The local community's





strong voice in redevelopment planning for the study area ensures the recommendations have local support. To this end, the project team developed and implemented a series of engagement activities throughout the project. Public engagement is a cornerstone of the BOA program's success and the engagement activities were designed to gather community input and gauge sentiment about redevelopment options for the Canton Brownfield Opportunity Area. The public engagement program is designed to reach people who may not have been engaged previously and who could well become implementers and project partners in the future.

## **Community Participation & Visioning**

This Brownfield Opportunities Area project included a Community Visioning process for vacant, underutilized, known and suspected environmental trouble spots throughout the BOA study area. To ensure that the scale of engagement was appropriate to the community it seeks to understand, the project followed a Placemaking methodology that utilized public engagement to build consensus, craft approaches to revitalization through creativity and collaboration, and to empower the community.

The project team was tasked not only with identifying site-specific solutions for vacant, underutilized and potentially contaminated sites, but also with finding possible solutions to quality-of-life concerns in the community, while seeking to ensure that the triple bottom line of economic, social, and environmental benefits can be met through the recommendations. Larger community initiatives – such as improvements to public and transportation infrastructure, future or proposed new developments and/or housing, and public amenities and recreational opportunities – were considered for appropriate placement in the BOA and were studied as part of the site analysis where the existing context of place best supports them as well as where future linkages, opportunities and community needs can be met.

## **Consultation Methods and Techniques to Enlist Partners**

Due to the lack of interest and citizen participation in traditional public engagement methods, the project team approached these BOAs using non-traditional methods. The “Placemaking Vision Strategy” used in this Study is based on the way organizational development and team building experts approach problem solving and strategic planning with diverse user groups.

This approach to visioning is an excellent way to interact with citizens and stakeholders that is approachable and engaging. The “Placemaking Vision Strategy” helped the team obtain creative ideas, build relationships, and inspire imagination about the future of the Canton Brownfield Opportunity Area.



## Specific Engagement Techniques

A Public Engagement Plan (PEP) was created at the onset of the BOA project to ensure a deliberate and comprehensive process to ensure the local community voice about redevelopment planning would be heard. This document is attached in Appendix A and includes the combination of methods for accomplishing public outreach activities. The specific methodology instituted included the following techniques:

- Steering Committee Meetings
- Site Analysis and Visioning Tours
- Small Conversations About Town
- Community Survey
- Traditional Public Meetings
- Social media



*The Economic Development Committee and project team on the September 2019 “walkabout.” Above left, discussing the vacant Dollar Store. Above right, SUNY Jubilee Plaza. Left, considering Riverside Drive.*





From the onset of the BOA project, the Village and Town Economic Development Committee served as the project Economic Development Committee and played a vital role supervising the BOA project. The committee members ensured that the project proceeded smoothly, that the engagement activities were sufficient in terms of frequency and content and worked closely and collaboratively with the project team. The project team and the Economic Development Committee met on a regular basis for review and feedback of analysis, project opportunities and the development of the BOA plans. The committee met with the project team three times in person (before the global Coronavirus pandemic ruled out in-person meetings) and additional times on the Zoom platform. The meeting minutes from these conversations are provided in the Appendix. At project kickoff, the group went on a walking tour of the study area with the project team, sharing unique perspectives and engaging in wide-ranging conversations about the study area.

<b>STEERING COMMITTEE MEMBERS</b>		
Michael	Dalton	Village of Canton Mayor
Mary Ann	Ashley	Town of Canton Supervisor
Leigh	Rodriguez	Village and Town Economic Development Office
Jeni	Reed	Village and Town Economic Development Office
Karin	Blackburn	Former Town Clerk
Ron	Burke	Superintendent of Schools
Varick	Chittenden	Community Member
Tim	Danehy	Town Council
Ben	Dixon	St. Lawrence University
Cindy	Lawrence	United Helpers
Tammy	Macklin	Canton Chamber of Commerce
Carol	Pynchon	Village Trustee
Katherine	Schleider	Canton Potsdam Hospital
Anna	Sorenson	Village Trustee
Lenore	VanderZee	SUNY Canton
<b>STATE ADVISORS</b>		
Julie	Sweet	New York State Department of State
Lesley	Zlatev	New York State Department of State of Environmental Conservation Team
<b>PROJECT TEAM</b>		
Dan	Riker	The C&S Companies
Emma	Phillips	The C&S Companies
Ellen	Pemrick	E.M. Pemrick & Company
Eve	Holberg	Joy Kuebler Landscape Architect

Figure 4: Steering Committee Members





*College students visit the BOA project table at the Farmer's Market, Sept. 27, 2019, above left. Left, Mr. & Mrs. Remington stopped by the table at the Remington Arts Festival Sept. 28, 2019, left. Above, gathering input at the Feb. 6, 2020 Canton Chamber Dinner.*


## **Small Conversations About Town and Small Group Engagement**

Small Conversations About Town outreach includes “meeting the public in public,” that is, where they are, rather than inviting them to come to the project team. These small community discussions may occur at grocery and department stores, in the main area of the library, at local community services locations and even at school functions and sporting events.

The goal of the project team is to hear local perspectives from as many viewpoints as possible. By going to community members where they are, the team had many casual conversations that made real and valuable contributions to the study knowledge base, educated and informed the public about the studies, and recruited citizen-champions for the study.

The project team held small community discussions at the Canton Farmer's Market on September 27, 2019 and again at the Remington Festival of the Arts on Sept. 28, 2019.





The team had a table with a large map of the BOA study area and engaged passers-by in conversation. On February 6, 2020, the team had a presence at the Canton Chamber of Commerce annual dinner. Additional planned events were suspended because of the pandemic.

Input gathered during these events is summarized in the Appendix.

At each engagement event, the team distributed what came to be called “small conversations questions” for participants to complete. The questions were:

- I want a \_\_\_\_\_ on \_\_\_\_\_ Street in Canton's BOA Area!
- How can Canton's gateway areas be enhanced so they are more appealing?
- “My family and I would visit the Grasse River parks in the BOA more often if we could \_\_\_\_\_.”
- What kinds events and activities would enhance the Canton BOA?

A final question invited participants to rank a series of statements about revitalization in order of importance with 1 being most important to them and 4 being least important to them. The statements are:

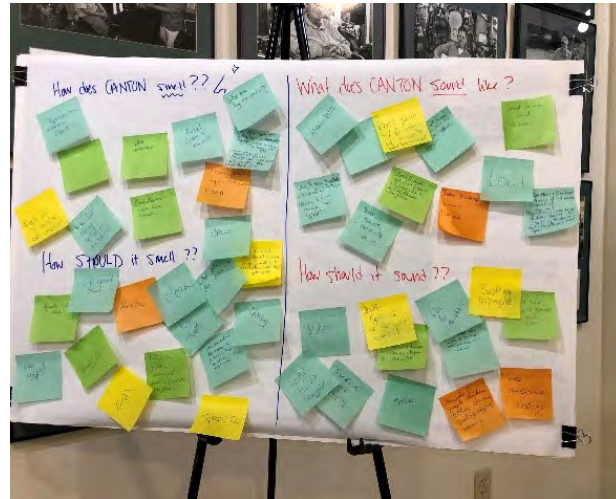
- Revitalize the housing stock in Canton's BOA
- Revitalize commercial areas with new shopping and dining options.
- Reuse vacant, underutilized, and abandoned commercial and industrial buildings to bring in more jobs.
- Develop Canton's tourism assets to support economic development.

## Traditional Public Meetings

The project team understands that the public is the ultimate constituent and potentially the biggest champion for the Canton Brownfield Opportunity Area. The project team planned two public meetings for the BOA: one at the project’s onset to explain the BOA program, review the BOA project scope of work, and to gather initial public input for the plan, and a second to introduce the study’s vision, goals and objectives, and the findings and recommendations of the study.

The first public workshop was held on the evening of Nov. 20, 2019 in the upstairs community room at Traditional Arts in Upstate New York (TAUNY), 53 Main St. About 30 people participated in the meeting. The evening’s activities began with a brief PowerPoint presentation about the Brownfield Opportunity Area and the study’s purpose. Throughout the evening a member of the consultant team was available to answer questions about the Brownfield Opportunity Areas program and about the





*Participants in the November 2019 Canton BOA workshop work on collaging their visions for the BOA's future, left. Above, Post-It Note answers to questions about the present and future of the BOA.*

Canton Brownfield Opportunity Area in particular. A poster-sized map of the area was available to aid this discussion. Following the presentation, attendees were invited to participate in activities designed to draw participants out on their visions for a revitalized Canton BOA.

Two final public meetings were held on August 25th, 2021 at 2:30 and 5:30 PM. The meetings reviewed key findings from the Inventory and Analysis, Community Participation, discussed the Strategic Sites and next steps for Canton.

## **Site Analysis Tours**

Site analysis tours are a 'boots-on-the-ground' approach to public and Steering Committee engagement. Together, participants discovered the challenges and constraints of the sites, discussed real solutions in real time, and identified creative ways to re-envision the areas as integral parts of the community. These tours allowed participants to move toward consensus much faster than traditional public meeting methods and provided participants with a shared sense of pride and ownership of the ongoing development of the final community vision and redevelopment plan. Visioning activity packet provided during the site analysis tour and an account of the discussions held during the tour are provided in the Appendix.

The project team, Steering Committee, municipal department heads, community members, and stakeholders participated in these Canton site analysis and visioning tours:

November 21, 2019 – Members of the steering committee and members of the community participated in an interactive site tour of the Gouverneur Gateway on Nov. 21, 2019. There were about a dozen participants on the tour. The tour began and ended at the Cascade Inn on West Main Street. The site analysis group walked the west





side of Gouverneur Street to the train trestle just beyond the Village line and back on the east side of Gouverneur Street.

The Gouverneur Street Gateway is one of St. Lawrence County's busiest corridors with almost 7,700 cars entering the Village from the south on Route 11 each day.

This was once a thriving mixed-use corridor with homes, local businesses and services including the local bakery, one of Canton's two lumber yards and a car dealership among many other uses. Over the years the character of the corridor has eroded. It lacks defined curb cuts, and features narrow sidewalks, few streetscape amenities, and no bike lanes. There are some deteriorating vacant and underutilized properties. The Gouverneur Street Gateway can be a welcoming image for the Village of Canton. It should communicate a sense of prosperity and vitality.

March 5, 2020 Interactive Site Tour – Members of the steering committee gathered for an interactive site tour of Main Street and Riverside Drive on Mar. 5, 2020. The tour was postponed from February 7, 2020 because of a winter storm. There were approximately eight steering committee and consultant team members on the tour. The tour began at the corner of Court, Park and Main streets and concluded on Riverside Drive.

Main Street and Riverside Drive define the downtown portion of the Brownfield Opportunity Area. The downtown area includes two of St. Lawrence County's busiest intersections: Main Street and Riverside Drive, and Main Street and Gouverneur Street, which was the focus of a November interactive site tour.

On Main Street, a diverse mix of businesses and services are present, and there is room for plenty more. NYS DOT has implemented some traffic calming measures, but the corridor lacks human scale and character. After some clean-ups and demolitions, Riverside Drive would provide a world of new opportunity for river access and views.

On March 22, 2020, New York State went into “New York on Pause” in response to the global COVID-19 pandemic. The remainder of meetings were held virtually.

## **Community Survey**

A community survey was developed to gauge community sentiments about several BOA-related issues. The community survey is part of a robust community engagement program for the Step 2 Nomination Study and is the only engagement technique that results in scientifically quantifiable results.

With the support of the Economic Development Committee, the survey instrument was developed for launching on the on-line Survey Monkey platform. The instrument included 11 questions, including numerous opened -ended questions and opportunities to add comments to closed-ended questions. Open-ended questions and closed-ended questions that allow a comment are important because they help overcome any unintended bias in the survey instrument and to allow survey





## Community and Regional Setting



The Village of Canton encompasses 3.34 square miles and is located just 10 miles directly east of the Village of Rensselaer Falls. The Town of Canton is also home to the Hamlets of Pyrites and Morley.

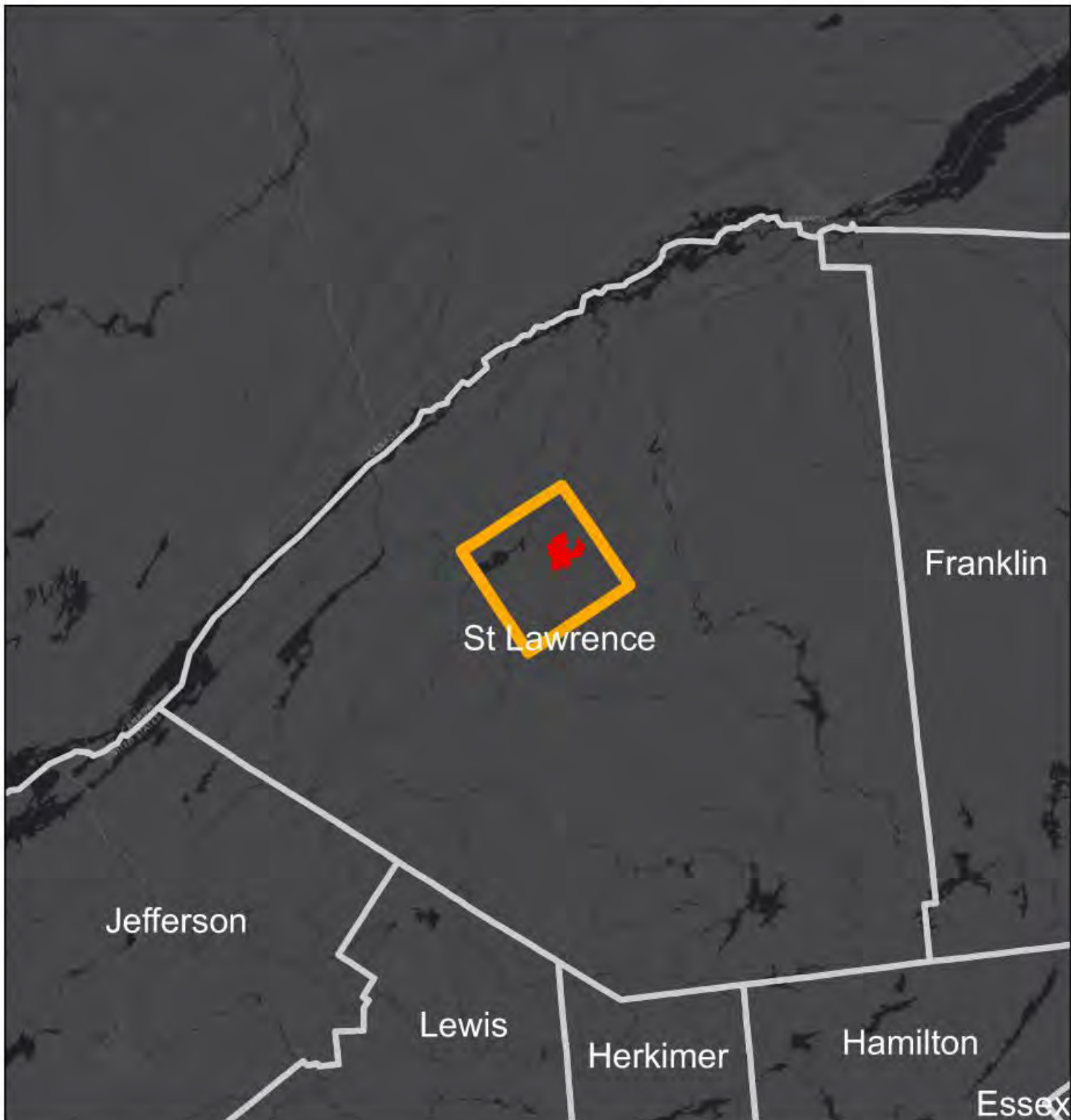
Canton is located in the heart of St. Lawrence County (Map 2 - Regional Setting). St. Lawrence County is dominated by rural countryside and agricultural land with a number of small towns and villages.

As the St. Lawrence County Seat, Canton is home to many of the County's government operations and services. It also hosts two higher education institutions, St. Lawrence University and SUNY Canton. This combination of factors makes the Village a regional hub and focus for economic development and service provision.

St. Lawrence County is one of seven counties that make up the North Country. St. Lawrence is the largest county by area in New York State (2,821 square miles) and contains portions of the Adirondack Park as well as the St. Lawrence River, Oswegatchie River, and Grasse River among many other water bodies.

The Village of Canton is less than 30 minutes southeast of the City of Ogdensburg, which directly abuts the St. Lawrence River. The St. Lawrence River forms an international boundary that separates New York State from the Province of Ontario. Canton is an hour northeast of Watertown, New York, and Fort Drum, home of the US Army's 110th Mountain Light Infantry Division. The Village is also just over two hours northeast of Syracuse, New York and four hours north of New York State's capital in Albany. To the east, Lake Placid, in the heart of the Adirondack High Peaks Region, is an hour and a half by car.





### Legend

-  Counties
-  Village of Canton
-  Town of Canton, NY

## Town and Village of Canton, New York



### Brownfield Opportunity Area Study Area

### Map 2: Regional Setting





# Demographics and Socioeconomic Analysis

## Populations and Households

The proposed Canton BOA encompasses 215 acres in the southwestern portion of the Village of Canton. With an estimated 2019 population of 820, the BOA study area accounts for approximately 13% of the Village’s residents (Table 1).

Population Totals, 2000-2019							
	2000	2010	2019 (est.)	2024 (proj.)	% Change		
					2000-2010	2010-2019	2019-2024
Canton BOA	837	811	820	810	-3.10%	1.10%	-1.20%
Village of Canton	5,923	6,314	6,451	6,378	6.60%	2.20%	-1.10%
Town of Canton	10,334	10,995	11,145	11,003	6.40%	1.40%	-1.30%
St. Lawrence County	111,931	111,994	113,233	111,561	0.00%	1.20%	-1.50%
New York State	18,976,457	19,378,102	20,030,453	20,245,169	2.10%	3.40%	1.10%

Figure 7: Population Totals (Source: United States Census Bureau, ESRI, and E.M. Pemrick and Company)

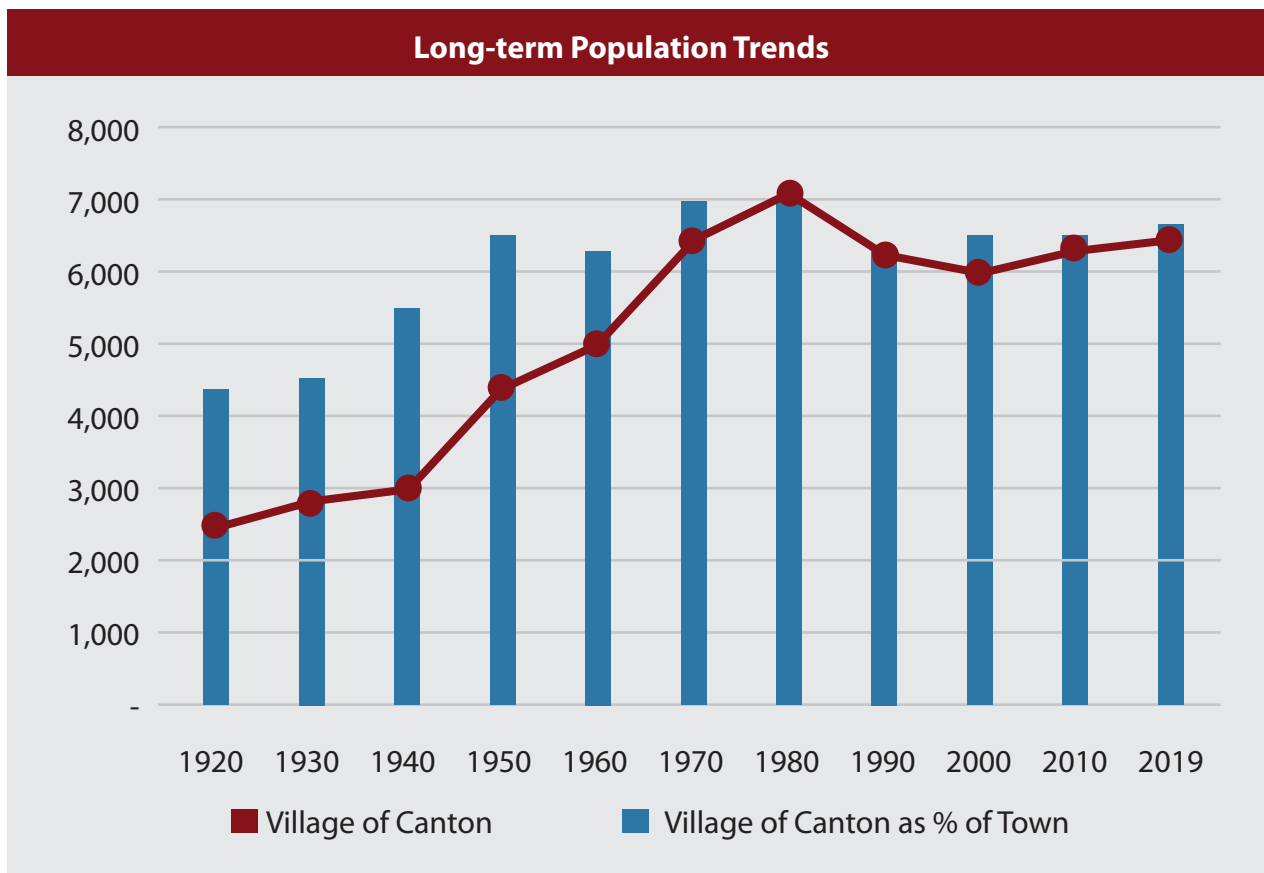


Figure 8: Educational Attainment (Source: United States Census Bureau and ESRI, 2019 estimate.)



As shown in Figure 10 above, the Village of Canton experienced steady population growth through most of the twentieth century, increasing from about 2,500 residents in 1920 to 7,055 at its peak in 1980. Over the next two decades, the number of residents in the Village declined, reaching 5,923 in 2000 before the population started to grow again. The current population of the Village is estimated at 6,451, including 2,672 individuals living in group quarters. Most of the group quarter’s population in Canton is comprised of college students living in on-campus student housing at SUNY Canton and St. Lawrence University.

The Census Bureau defines a household as all persons who occupy a housing unit. The occupants may be a single family, one person living alone, two or more persons living together, or any other group of individuals who share living arrangements outside of an institutional setting. Currently, there are 1,669 households in the Village of Canton, including 353 (21.2%) in the Canton BOA.

Household Trends							
	2000	2010	2019 (est.)	2024 (proj.)	% Change		
					2000-2010	2010-2019	2019-2024
Canton BOA	337	355	353	346	5.30%	0.60%	-2.00%
Village of Canton	1,599	1,693	1,669	1,629	5.90%	-1.40%	-2.40%
Town of Canton	3,198	3,402	3,363	3,290	6.40%	-1.10%	-2.20%
St. Lawrence County	40,506	41,605	41,461	40,634	2.70%	-0.30%	-2.00%
New York State	7056860	7317755	7,541,262	7,611,733	3.70%	3.10%	0.90%

Figure 9: Household Trends (Source: ESRI and U.S. Census Bureau.)

Nationally, household sizes have declined over the last few decades due to an increase in single-parent households, smaller family sizes, and more people living alone. The average household size in the Village in 2010 was 2.04, compared to 2.21 in 1990. Current household sizes are smaller in the Village of Canton than in St. Lawrence County, and the County’s household sizes are smaller than those in New York State as a whole. The average household size is 1.95 in the Canton BOA and 2.46 in St. Lawrence County, slightly below the New York State average of 2.58.

## Age Distribution

As illustrated in Table 3, the Canton BOA, the Village, the Town, and St. Lawrence County all experienced substantial increases in the population of residents aged 55 and older between 2010 and 2019. The Village of Canton, for example, had a net gain of 56 residents between the ages of 55 and 64, an increase of 160 persons aged 65 to 74, and 83 persons aged 75 and over during the period. The comparison areas also



witnessed population growth among residents ages 25 to 34, although this trend is not projected to continue. In contrast, all four geographic areas exhibited a decline in the number of residents between the ages of 18 and 24. This age cohort, which includes many college students, accounts for 24.3% of the population in the Canton BOA and 45.5% of the Village's population.

Projections from ESRI to 2024 indicate that the fastest population growth in the Village of Canton, as well as in the BOA study area, will be in the 35-to-44 and 75-and-over age cohorts, followed by those between the ages of 65 and 74. These are also the fastest-growing segments of the state's population.

Distribution of Population by Age								
	Canton BOA		Village of Canton		Town of Canton		St. Lawrence County	
		% Chg		% Chg		% Chg		% Chg
Under Age 18								
2010 Census	156		676		1,803		23,844	
2019 (est.)	156	-	761	12.70%	1,705	5.40%	21,854	-8.30%
2024 (proj.)	154	-1.30%	746	-2.00%	1,672	-1.90%	21,531	-1.50%
Ages 18-24								
2010 Census	212		3,277		3,661		16,680	
2019 (est.)	199	-6.10%	2,935	-10.40%	3,644	-0.50%	16,532	-0.90%
2024 (proj.)	197	-1.00%	2,915	-0.70%	3,587	-1.60%	15,953	-3.50%
Ages 25-34								
2010 Census	95		499		990		12,538	
2019 (est.)	107	12.60%	548	9.90%	1,148	16.00%	13,814	10.20%
2024 (proj.)	99	-7.50%	478	-12.80%	1,034	-9.90%	12,178	-7.90%
Ages 35-44								
2010 Census	91		410		1,012		13,321	
2019 (est.)	88	-3.30%	445	8.50%	958	-5.20%	12,342	-7.30%
2024 (proj.)	96	9.10%	510	14.60%	1,078	12.50%	12,606	2.10%
Ages 45-54								
2010 Census	100		455		1,209		16,120	
2019 (est.)	85	-15.00%	464	2.20%	1,014	-16.10%	13,588	-15.70%
2024 (proj.)	77	-9.40%	415	-10.70%	902	-11.00%	12,383	-8.90%
Ages 55-64								
2010 Census	79		467		1,056		13,881	
2019 (est.)	90	13.90%	523	11.80%	1,115	5.60%	15,286	10.10%
2024 (proj.)	83	-7.80%	478	-8.50%	1,034	-7.20%	14,168	-7.30%



Ages 65-74								
2010 Census	41		253		627		8,396	
2019 (est.)	56	36.60%	413	63.50%	847	35.20%	11,776	40.30%
2024 (proj.)	61	8.90%	427	3.50%	880	3.90%	12,941	9.90%
Ages 75+								
2010 Census	35		278		638		7,164	
2019 (est.)	41	17.10%	361	30.00%	713	11.80%	8,040	12.20%
2024 (proj.)	45	9.80%	408	13.00%	814	14.20%	9,260	15.20%

Figure 10: Distribution of Population by Age (Source: U.S. Census Bureau, ESRI, and E.M. Pemrick and Company.)

## Educational Attainment

Levels of educational attainment in the Canton BOA and the Village of Canton are quite high relative to St. Lawrence County (Table 4). More than 44% of residents in the BOA study area and 47.9% of those in the Village overall have at least a bachelor’s degree. Approximately 21% of Canton BOA residents and one in four Village residents has a graduate or professional degree. This high rate of educational attainment is likely due to the number of jobs at local colleges and universities and in the health care industry that require advanced degrees as well as County Government.

Educational Attainment Among Residents Age 25 and Over, 2019 Estimates			
	% with high school diploma/GED or higher	% with bachelor’s degree or higher	% with graduate or professional degree
<b>Canton BOA</b>	88.90%	44.10%	21.10%
<b>Village of Canton</b>	92.90%	47.90%	25.00%
<b>Town of Canton</b>	90.80%	42.30%	24.20%
<b>St. Lawrence County</b>	88.50%	24.10%	12.20%
<b>New York State</b>	86.80%	36.50%	16.10%

Figure 11: Educational Attainment (Source: ESRI and E.M. Pemrick and Company.)

## Income

Household income is an important indicator of purchasing power and personal wealth. Income levels impact the ability of residents to pay for housing, contribute to the tax base, and support the local economy. Based on 2019 estimates, the median income of households in the Village of Canton is \$55,936. The median household



income in the Canton BOA is somewhat lower at \$52,515, but above St. Lawrence County, where the median is \$51,412.

The distribution of households by income is compared in Figure 2.<sup>1</sup> There is a wide range of income diversity in the Village of Canton: 20.5% of households have annual incomes of less than \$25,000, and 22.7% earn at least \$100,000 per year. In the Canton BOA, 24.7% of households have incomes of less than \$25,000 per year, while 22.4% earn between \$25,000 and \$49,999. Fewer than 20% of households in the BOA study area earn \$100,000 or more annually.

Approximately 43.5% of households in the Village of Canton have low or moderate incomes – i.e., households with incomes below 80% of the St. Lawrence County median, as defined by the U.S. Department of Housing and Urban Development. In the Town of Canton as a whole, 40.2% of households have low or moderate incomes. Both rates are lower than in the County as a whole, where more than 45% of households are considered low or moderate income.

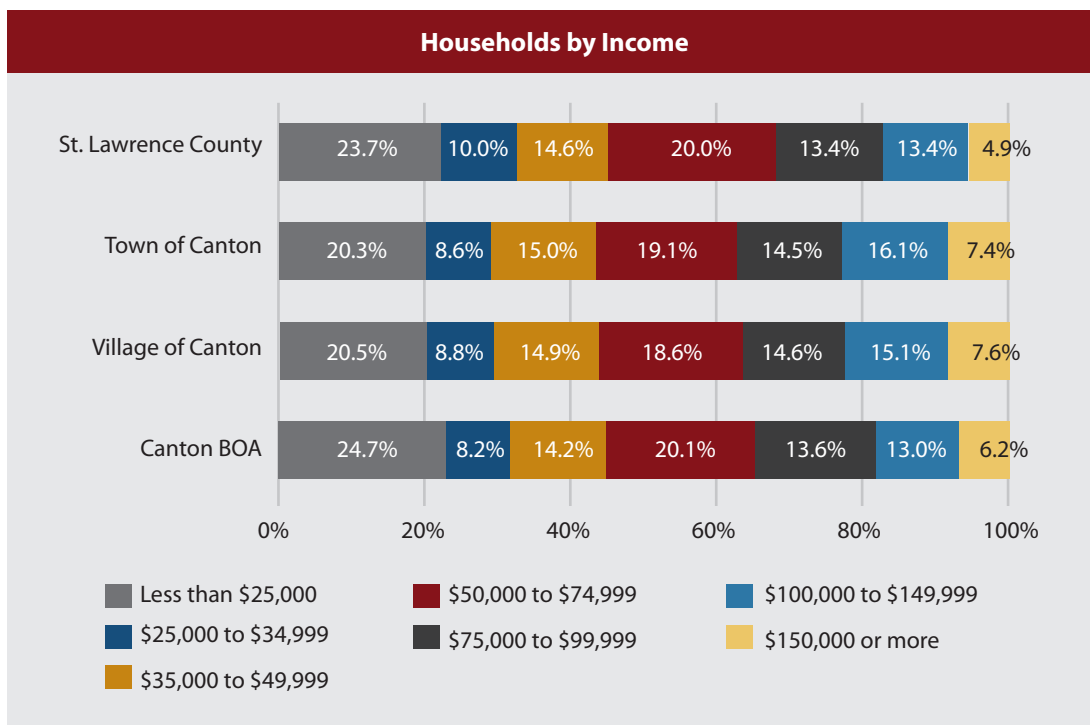


Figure 12: Households by Income, 2019 Estimates (Source: ESRI)

## Student Enrollment

Student enrollment at colleges and universities in Canton and Potsdam has a substantial impact on the demand for housing (both on and off campus) and the

<sup>1</sup> It is important to note that these figures do not include college students living in on-campus housing; they reside in group quarters, not households.



market for goods and services available at shops, restaurants, and other types of businesses. As shown in Table 5, student enrollment at the two colleges in Canton totaled 5,657 as of fall 2019, with 3,223 students at SUNY Canton and 2,434 at St. Lawrence University. Of those enrolled at SUNY Canton, 1,219 (37.8%) reside on campus. The institution’s residency policy requires full-time students “other than married students, single parents, students residing with a parent or legal guardian, students 21 years of age or older, and students living in College-approved Greek housing” to live on campus. Under some circumstances, however, students may be released from this requirement. Of the 2,004 students who reside off campus, 918 are online students, most of whom live outside the region. Thus, the number of SUNY Canton students living off campus in the Canton-Potsdam area is estimated at 1,086.

The student population at SUNY Canton is fairly diverse: 65% white, 15% African American, 11% Hispanic, 2% Asian, and 1% Native American, based on fall 2018 data from the National Center for Education Statistics (NCES). One in four students at the college is age 25 or older.

Enrollment at St. Lawrence University as of fall 2019 is made up of 2,392 undergraduate and 42 graduate students; these figures include a total of 132 students studying off campus or abroad. Of the 2,302 students studying in Canton, 2,259 (98.1%) reside on campus or in sorority houses nearby; all first-year students are required to live on campus. This leaves just 43 students in off-campus housing.


According to the NCES, virtually all undergraduates enrolled at St. Lawrence University in fall 2018 were under age 25, and the composition of the undergraduate population was 78% white, 2% African American, 5% Hispanic, and 2% Asian. Unlike SUNY Canton, where most students are from in state, St. Lawrence University attracts a large share of its students from out of state (55%) and foreign countries (9%).

College Student Enrollment and Employment				
	Total Enrollment (Fall 2019)	Undergraduate Enrollment	Living On Campus	Living Off Campus
SUNY Canton	3,223	3,223	1,219	1,086*
St. Lawrence University	2,434	2,392**	2,259	43
SUNY Potsdam	3,336	3,336	1,851	1,485
Clarkson University	4,301	3,081	2,498	583
<b>Total</b>	<b>13,294</b>	<b>12,032</b>	<b>7,827</b>	<b>3,197</b>

Figure 13: Student Enrollment and Employment (Source: Officials at each of the colleges and universities listed.) \* There are 2,004 students who do not reside on-campus, but 918 of students are online students, most of whom reside outside the region.

\*\* Includes students studying off-campus or abroad.





Between SUNY Potsdam and Clarkson University, the number of students attending college in Potsdam is slightly higher than in Canton. In fall 2019, SUNY Potsdam had 3,336 students enrolled, with 55.5% residing on campus. First-year students must live on campus for two years or four semesters, unless they receive an exemption. Approximately 1,485 students live off-campus.

As with SUNY Canton, the undergraduate student population at SUNY Potsdam is diverse: 61% white, 13% African American, 15% Hispanic, 2% Asian, and 2% Native American, according to the NCES data. Only 5% of undergraduates as of fall 2018 were age 25 and older.

Enrollment at Clarkson University totaled 4,301 in fall 2019, but this figure includes graduate students at Clarkson's Capital Region Campus in Schenectady and its Beacon Institute for Rivers and Estuaries in the Hudson Valley. The student population in Potsdam is made up of 3,081 undergraduate and 640 graduate students, for a total of 3,721. Roughly 81% of Clarkson undergraduates reside on campus, while 583 students live in off-campus housing.

Based on the NCES data, the racial/ethnic composition of undergraduate students at Clarkson as of fall 2018 was 80% white, 2% African American, 5% Hispanic, and 4% Asian. Like St. Lawrence University, Clarkson attracts many out-of-state (32%) and international students (2%).

Both SUNY colleges have experienced declining enrollment in the last five to six years. Between fall 2013 and fall 2018, total enrollment fell by about 8% at SUNY Canton and by 13% at SUNY Potsdam. In fact, the entire SUNY system has had a decrease in college enrollment. This has been attributed to several factors: a decline in the number of graduating high school seniors, the shrinking upstate New York population, and low unemployment, which has resulted in a shortage of labor and growing demand for workers. College enrollment is also decreasing nationally. If these trends continue, the market for off-campus student housing could be negatively impacted. According to an official with the Village of Potsdam, the community is already beginning to see an increase in vacancies among the "bottom-tier" of housing units that are usually rented to students.

## Historical Analysis

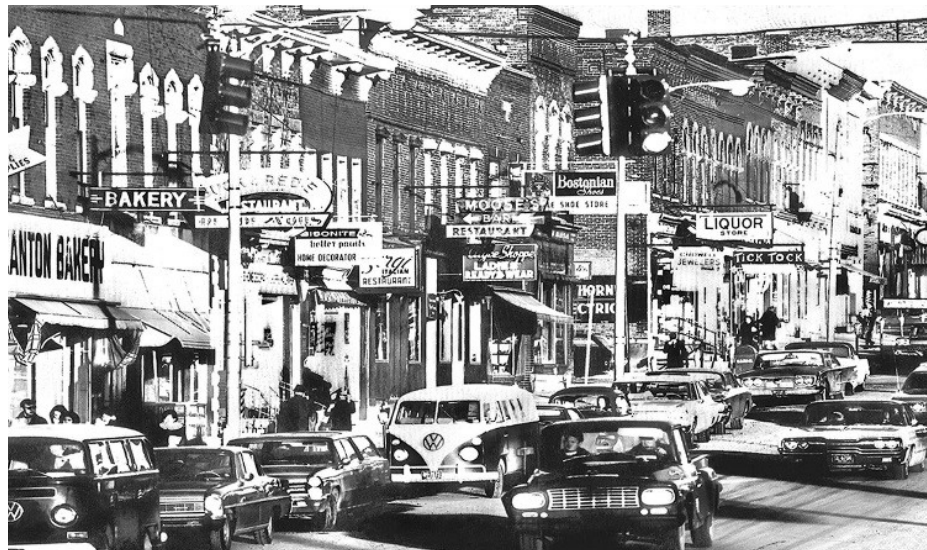
The Village of Canton was established on the banks of the Grasse River in 1801 when Stillman Foote, late of Middlebury, Vermont purchased a square-mile tract and built the first gristmill and a modest stone cottage on the east bank of the river. Stillman Foote's gristmill remained the only gristmill operating in Canton until after the War of 1812. But a lack of industry did not prevent others from following the Foote family to town, many of them also from Vermont. The county seat was moved from Ogdensburg to Canton in 1828.



By the time the Village of Canton was incorporated in 1845 – the Town of Canton was incorporated in 1805 – the fast-moving Grasse River powered mills, furnaces, forges and manufacturing businesses that lined the river on Riverside Drive and Falls Island. J. Henry Rushton came to Canton and established his boat building business in 1875. Businesses serving the villagers and outlying farm families included general stores, wagon makers, blacksmiths, and hotels. Local banks were established beginning in 1858 and by the 1890s, the St. Lawrence County Bank and National Bank of Canton were well established.

A school was established in the Town in 1804 and in 1831, a drive to found Canton Academy began, resulting in a new school building in 1839. St. Lawrence University, a private four-year liberal arts school, was founded as a Universalist seminary in 1856. The Agricultural School at St. Lawrence University was founded in 1906. This two-year state-sponsored school became independent in 1925. Now SUNY Canton, the school moved across the Village to its new home in the 1960s and now offers two- and four-year degree and certificate programs.

Canton became a bustling rural service center. In its heyday, stores, restaurants, and taverns kept the downtown’s intact 19th




century corridor busy, bustling, and vibrant (as shown in the photograph, left, from the 1960s). With its location at the intersections of NYS routes 11 and 68, Canton became a transportation hub and Main Street was widened over the years to accommodate the trucks that brought goods into the North Country and ferried its products out.

But Canton’s ability to continue to adapt in the face of colossal economic changes was limited and, like communities throughout the northeast, Canton has been buffeted by the transformations of the past 50 years. The once-bustling downtown is now much quieter with few options for shopping, dining and lingering. Wide Main Street is difficult to cross, despite successive efforts to calm the traffic, and the modern plaza built behind Main Street is now vacant and dilapidated. There are no grocery stores or pharmacies in the downtown; these businesses have either been shuttered or moved to the outskirts of the Village.







Canton's industrial age remains integrated in the fabric of the community, in the land and its buildings. Stillman Foote and Henry Rushton are still remembered today, the former by a series of foot races and an eponymous running club and the latter by his signature canoes and Canton Canoe Weekend founded in 1962 as the Rushton Memorial Canoe Race held annually on the Grasse River in Canton. Coakley and Falls islands in the Grasse have been developed as a downtown heritage park, celebrating and interpreting Canton's industrial legacy.

The mills that defined the Village of Canton as a Grasse River mill town are all gone now. The last of these – the Eagle Mill – was demolished in 1958 for the development of the Cascade Inn, now a complex of some historical interest itself. Although fire, flood and the wrecking ball have exacted their price on the Village in the Study Area, the Village still boasts a remarkably intact Main Street core. Main Street is part of the Village Park Historic District, originally designated as a National Register Historic District in 1975 and amended twice.

Overall, the buildings in the Village Park Historic District are representative of a 19th century business district. Some structures have been altered but many others have been carefully preserved with their decorative keystones, corbels, cornices and other details intact. All the buildings – with one exception – are constructed of stone or brick and feature a commercial first floor, some with a subterranean commercial level, and meeting halls, offices and residential units on their second floors. The exception is 70 Main St., formerly Merrill Brothers Hardware. The building was originally a bakery and was built in 1873. It is the only wood frame commercial building standing on Main Street.

The original historic district focused almost entirely on the Village Park area with its collection of historic church buildings and stately homes including the Silas Wright House, all outside of the BOA boundary. This original historic district boundary included just four buildings within the BOA Study Area:

- 100 Main St. at the south western corner of Park and Main streets, US Post Office
- 8 Park St., Canton Free Library (Benton Memorial Library)
- 10 Park St., Morgan's Ice House, formerly the Eskimo
- 14 Park St., United Fund Building

The historic district was amended in 1983 to include the entirety of the north side of Main Street from Court Street to Riverside Drive and the south side of Main Street from the post office to 70 Main St., the former Merrill Brothers Hardware engineering firm's offices. All the buildings to the west of the Merrill brothers building are modern structures, including the vacant former McDonalds, Municipal Building, Sunoco, H&R Block and former Family Dollar.






Buildings in the 1983 amended historic district boundary on the south side of Main Street are:

- 70 Main St., Merrill Brothers Hardware (former)
- 76 Main St., Commercial Press Building, currently occupied by Northern Abstract and a hair salon
- 80 Main St., Chase Manhattan Bank building, currently Community Bank
- 84 Main St., American Theater

There are 29 addresses listed on the north side of Main Street between Court Street and Riverside Drive in the 1983 boundary amendment. With some of their landmark uses, these are:

- The Sherman Block:
  - ↳ 7-9 Main Street in the north eastern corner of Main Street and Riverside Drive
  - ↳ 11 Main St. (Whit's Tavern, currently Nola's)
  - ↳ 15 Main St.
  - ↳ 17 Main St.
  - ↳ 19 Main St.
- Champlin Block, 21 Main St. (Nature's Storehouse)
- Block C, 25 Main St.
- Block D, the Healy Building, 31 Main St. (Sergi's)
- Block E1, 33 Main St.
- Block E2, 35 Main St.
- Block F, 39 Main St.
- Block G, Sackrider Building, 43 Main St, western corner of Hodskin Street
- Block H1, 45-51 Main St., eastern corner of Hodskin Street
- Block J, 53 Main St., Spencer Building former JJ Newberry store, currently TAUNY
- Block K1 and K2, Heaton Building, 63 Main St.
- Block L, Seymour Building, 67 Main St.
- Block M, Jamieson Building, 71 Main St.
- Block N, L.B. Storrs Building, 75 Main St., (St. Lawrence Plaindealer)
- Block O1, 77 Main St., (The Pear Tree)
- Block O2, 81 Main St.
- Block O3, 83 Main St., (Kellys Grocery)



- 
- Block P-Q, 91 Main St., (St. Lawrence National Bank)
  - Block R, Conkey Block, Barr Building, 95 Main St., (Rexall Drug Store)
  - Block S including 95 and 101 Main St., (Pearl's Department Store)

A second historic district boundary amendment is outside the BOA Study Area boundary.

Under the Village's Zoning, the Village Planning Board has the authority to approve applications for construction or alteration within the historic district; its decisions can be appealed to the Village Board.

Although not listed on the National Register, there are several other unique buildings and places within the Canton BOA. These include:

- 37 Riverside Drive, Riverside Liquors. Unremarkable from the front, a side view of this building reveals an historic stone structure. It was originally built as a blacksmith and may be the oldest building in Canton. It has been significantly altered and may no longer be eligible for a register listing as a result of these alterations.
- 4 W. Main St., Cascade Inn & Diner. An iconic 1950s style wayside for highway travelers, this site features a diner, bar and motel on the corner of routes 11 and 68. The Inn & Diner was developed in 1958, on the site of the Eagle Mill, which was Canton's last remaining mill building.
- 40 Park St., the Hoot Owl Express. Well renowned for decades as a college bar and hangout, it is also Canton's original New York Central Rail Station.
- Miner, Buck and West streets, Old Canton Cemetery. A historic cemetery is Canton's first and includes many historic grave makers. The Wright monument honors Canton's own Silas Wright, who served as a US Representative, New York State Comptroller, US Senator and finally, New York's Governor. Silas Wright and his wife, Clarissa Moody Wright, are interred in this cemetery.
- 8 Miner Street, Wight & Patterson Feed Mill. This business has been continuously operated in this location since the very early 1900s. Perhaps the more striking is its core central business district presence as a last vestige of rural Canton's agrarian heritage.



# Land Use

Identifying existing land uses within a Study Area paints a picture of the types of activity taking place within a set of boundaries. A mix of land uses shows that an area is walkable, provides amenities, and maintains a balance for the community to carry out day-to-day activities. It is also important to know where certain land-uses stemmed from and how a community developed historically. An understanding of historic land use and development patterns within an area assists with identifying areas where environmental contaminants from past operations may impact properties, and how these issues could complicate future redevelopment.

*Development within the Village of Canton and BOA Study Area was historically centered on the Grasse River which served as the power-house for mills and other industries in the 19th and early 20th centuries.*

As result of this, downtown activity developed along Main Street, Riverside Drive and Miner Street, all which lie in close proximity to the river and its then booming industrial operations. As a result of industrial success, new uses radiated outward from the Grasse River ranging from retail, lodging, offices, services, education, entertainment and recreation. Residential neighborhoods began to surround Main Street and Canton’s land uses became more diverse as years passed, adapting to provide the community goods and services.

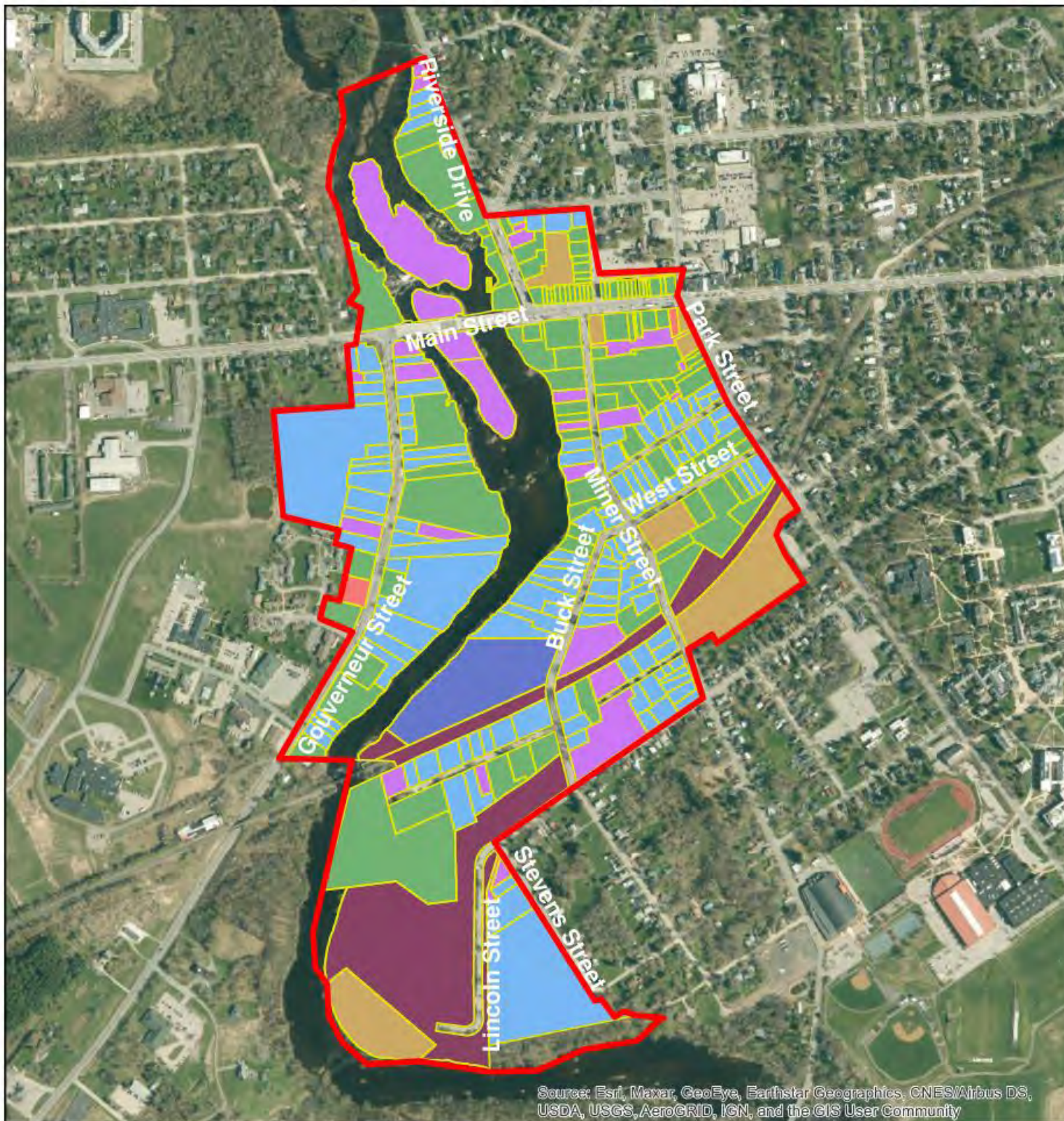
Land Use within the Canton BOA Study Area			
Land Use	Parcels	Acreage	Percentage of Land within BOA
Residential - 200	136	56	34%
Vacant - 300	30	18	11%
Commercial - 400	101	48	30%
Recreation and Entertainment- 500	2	1	1.00%
Community Services- 600	9	13	7%
Industrial - 700	1	7	3%
Public Services - 800	5	23	14%
<b>Total</b>	<b>284</b>	<b>166</b>	<b>100%</b>

Figure 14: Land Use by within the Canton BOA Area (Source: Development Authority of the North Country, 2019.)

There is currently a wide variety of land-uses within the BOA Study Area (Table 6 / Map 3 - Land Use). As the County Seat, the Village of Canton is an economic hub in St. Lawrence County.

Fifty-six acres (34%) of the BOA Study Area consists of Residential land use. A majority of residential properties (136 total) fall south of Main Street within the southern portion of the Study Area with the densest residential pockets along Pine, Buck, and Miner Street.





Source: Esri, Maxar, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

### Legend

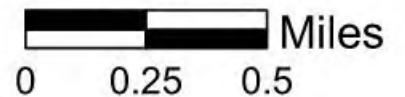
- 200 - Residential
- 300 - Vacant
- 400 - Commercial
- 500 - Rec and Entertainment
- 600 - Community Services
- 700 - Industrial
- 800 - Public Services
- BOA Parcels
- BOA Boundary

## Town and Village of Canton, New York



### Brownfield Opportunity Area Study Area

#### Map 3: Land Use



Forty-eight acres (30%), comprised of 101 properties, are designated Commercial within the Study Area. Commercial properties are dispersed throughout the Study Area with high concentrations north and south of Main Street, east of Gouverneur Street, along Riverside Drive, and Miner Street.

Public Services (14% of the land mass) and Community Services (7%) account for 36 acres within the Study Area and are generally located along Main Street and in close proximity to the Grasse River. This includes parks and open spaces such as Bend in the River Park and Willow Island Park as well as the Canton Municipal Building, Canton Free Library, and the St. Lawrence Highway Garage west of Park Street.

Vacant land accounts for 18 acres (11%) and Industrial land totaling 7 acres (3%) round of the remainder of land use within the Study Area. Vacant land is scattered throughout the BOA and can be found in close proximity to the rail line and Miner Street. There is only one remaining parcel identified as industrial in the BOA, is located north east of Bend in the River Park, and is owned by a private company, St. Lawrence County Manufacturing. This property was previously owned by Kraft, Inc.

With over 10% of the BOA Study Area being vacant land, the Village should focus on redevelopment of vacant and underutilized properties along its major thoroughfares that border the Grasse River.

## Zoning

Zoning is a tool to ensure that new development within a specific area does not negatively influence the community in which it is proposed. Specific zoning measures are put in place to ensure that quality of life of community members is not impacted by new development on vacant lots or reuse of existing buildings. Zoning Districts regulate development to maintain or enhance the character of the community, protect view sheds and provide safety measures for those in the area. Often times, certain Zoning Districts directly abut or are within close proximity to each other due to similar characteristics. An example of this would be Retail Commercial and Business which are able to catalyze one another. The table provided below breaks down number of parcels and acreage of each Zoning District within the Study Area.

There are eight different Zoning Districts within the Study Area (Map 4 - Zoning). The highest acreage (43 acres) is dedicated to General Commercial (C-2). The C-2 district falls east and west of one of Canton's gateway corridors, Gouverneur Street. There are also C-2 zoning districts just north of Lincoln Street where Atlantic Testing Facilities resides and a cluster of General Commercial properties fall along the southern portion of Miner Street. Although C-2 has the highest dedicated acreage within the Study Area, this district type accounts for only 41 properties.

Retail Commercial (C-1) strikes a different profile than General Commercial. There are a total of 88 zoned C-1 parcels that fall directly north and south of Main Street. C-1 can



also be found both east and west along Miner Street and Riverside Drive. Due to this, portions of the Grasse River directly abut C-1 zoning. These areas have been Canton's long-standing centers for small-scale retail and commercial properties. This still rings true today. Though C-1 lot sizes are typically smaller, totaling only 24 acres and 14% of the BOA zoned land, the C-1 District is a hub for activity in the town and Village of Canton and St. Lawrence County overall.

<b>Zoning Districts within the Canton BOA Study Area</b>			
<b>Zoning District</b>	<b>Parcels</b>	<b>Acreage</b>	<b>Percentage of Land within Zoned BOA</b>
B-1 Business	56	15	9%
C-1 Retail Commercial	88	24	14%
C-2 General Commercial	41	43	27%
O-S Open Space	4	27	16%
R-1 Residential - One Family	15	11	7%
R-2 Residential - General	69	30	18%
M-1 Manufacturing	6	12	7%
P-M Planned Manufacturing	5	4	2%
<b>Total</b>	<b>284</b>	<b>166</b>	<b>100%</b>

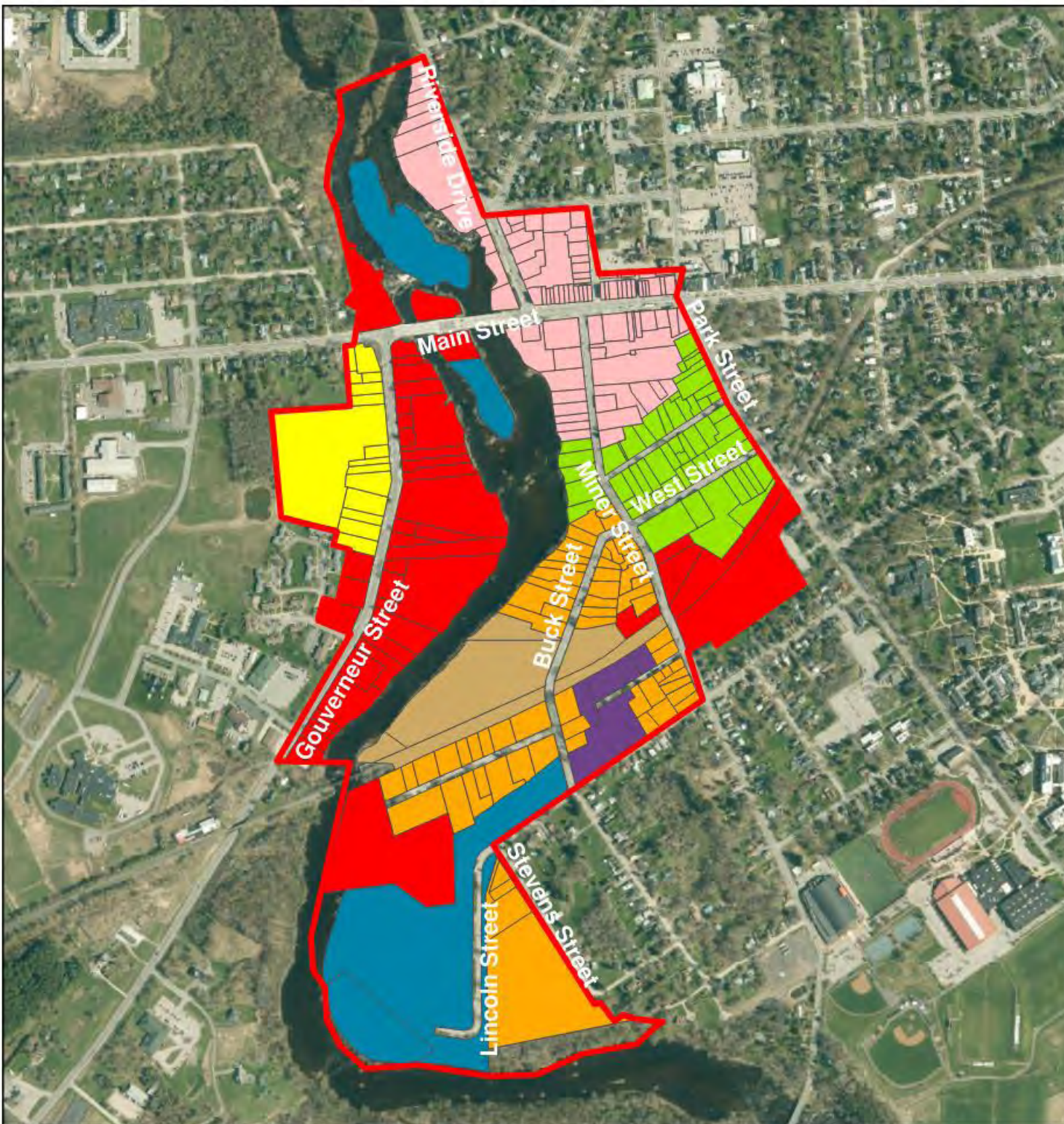
Figure 15: Zoning Districts (Source: Development Authority of the North Country (2019))

Other prevalent Zoning Districts within the BOA Study Area include Open Space (O-S) (16% of zoned land). Zoning for O-S is intended to protect environmental assets and preserve natural and scenic areas that are within close proximity to denser development. O-S zoning includes Bend in the River Park, Grasse River Heritage Park, and Willow Island Park. All three parks within the BOA Study Area provide direct access to Canton's waterfront and allow natural resources to thrive.

Fifty-six properties are located in Business (B-1) zoning totaling to 15 acres. B-1 zoning is located east of Park Street encompassing properties east and west of Pine and West Street. Properties within this zoning include the Hoot Owl Express and Morgan's Ice House.

The Zoning Districts with the least amount of acreage include Planned Manufacturing (P-M), One-Family Residential (R-1) and Manufacturing (M-1). M-1 and P-M zoning are found in the center of the BOA Study Area in close proximity to both the Grasse River and Canton's rail line. Combined, the two districts only account for 16 acres and 9% of





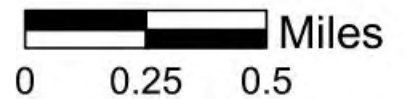
### Legend

- C-1 Retail Commercial
- B-1 Business
- O-S Open Space
- R-1 Residential One-Family
- C-2 General Commercial
- M-1 Manufacturing
- P-M Planned Manufacturing
- R-2 Residential Two-Family
- BOA Boundary

## Town and Village of Canton, New York



### Map 4: Zoning







the zoned Study Area. The BOA Study Area is the only location for M-1 zoning within the Village of Canton boundaries.

R-1 zoning is located in the very western portion of the BOA along Gouverneur Street. Many of these one-family homes sit on larger residential lots, accounting for 11 acres total and 7% of Canton's Study Area.

As mentioned previously, a portion of the Village Park Historic District falls within the BOA Study Area. The historic district is focused on the Village Park and surrounding land including buildings that front Main Street ending east of Riverside Drive to the north and stopping just west of Merrill Brothers Hardware to the south. The historic district totals 4.75 acres within the BOA and overlaps with both Business and Retail Commercial zoning.

Currently, the Village of Canton is going through a rezoning process. The rezoning will be utilized as a tool by the Village to properly implement new development and specific land uses where deemed appropriate in areas such as Riverside Drive, the Gouverneur Gateway, Canton's downtown and open spaces. The rezoning process will also protect natural resources and scenic views and include overlays and restructuring of defined districts in close proximity to the Grasse River waterfront and Canton's downtown.

## Land Ownership Patterns

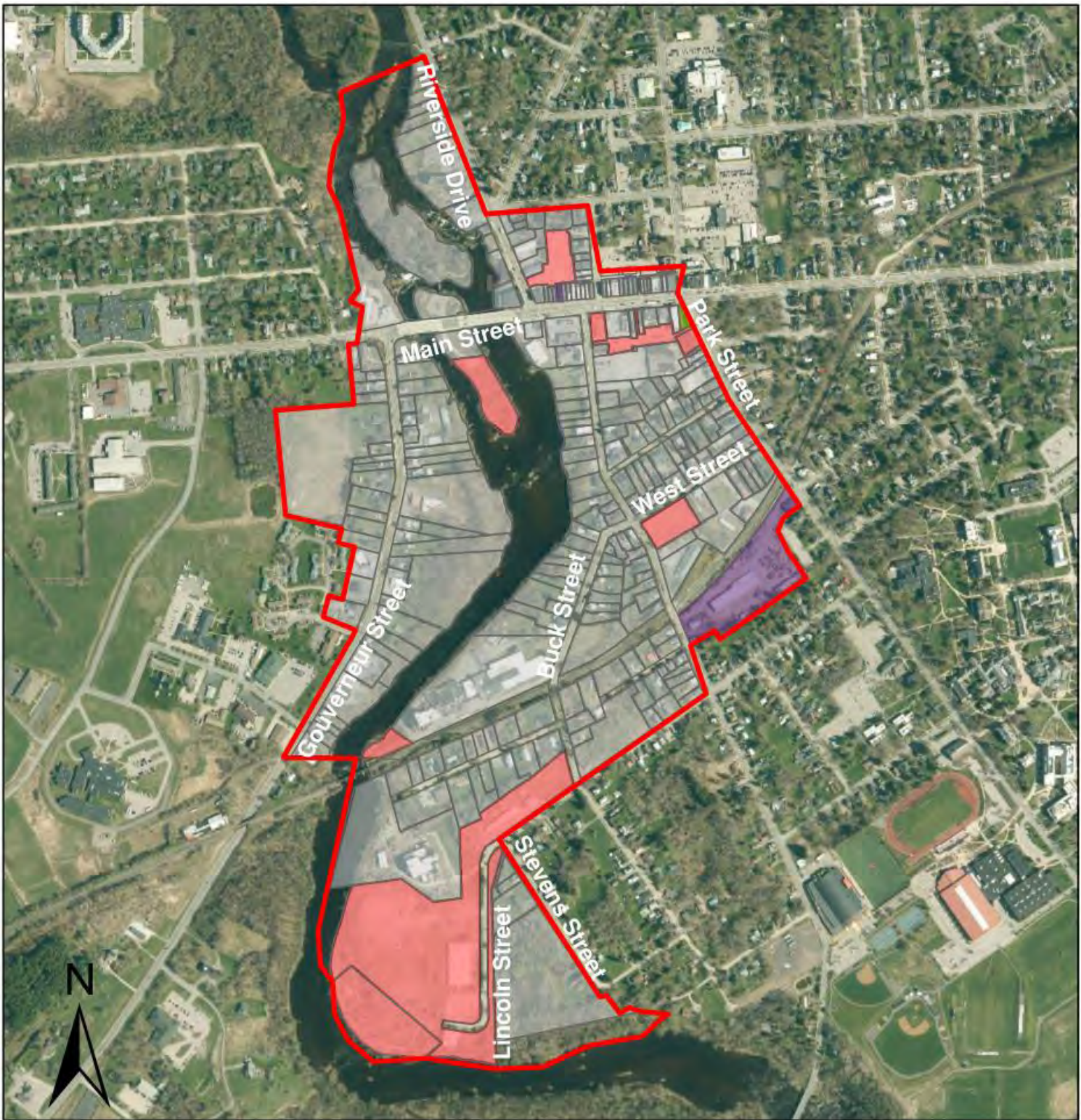
Knowledge of land ownership patterns is crucial when planning types and potential impacts of development within a Study Area. Funding or permitting can differentiate between individual projects that are on publicly-owned property versus private development. Knowing who owns land early within a process is important to establish shared visions for the property, considering types of possible development, and taking into account the desires of the community surrounding it.

There are both public and privately owned properties within the Study Area.

As shown on Map 5 - Land Ownership, the Village and Town of Canton own 13% of parcels within the Study Area, totaling to 22 acres. Key public properties within the Study Area include the Town and Village Municipal Building (60 Main Street), the Recreational Pavilion, Silas Wright Cemetery, the Buck Street Playground, Department of Public Works, Bend in the River Park, and Canton Island Park. A majority of land owned by the Village and Town of Canton within the Study Area is highly utilized and serves the public.

Less than 1% of land is owned by the United States Postal Service located at 100 Main Street.





**Legend**

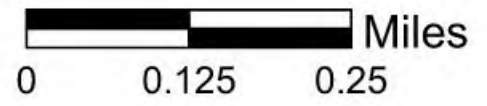
- Privately owned
- Town and Village of Canton owned
- St. Lawrence County owned
- Federally owned
- BOA Boundary

Town and Village of  
Canton, New York



Brownfield Opportunity  
Area Study Area

**Map 5:  
Land Ownership**



Canton is the County Seat, and 3.25% of parcels (5.5 acres) within the BOA are owned by St. Lawrence County. St. Lawrence County owns the County Highway Garage located at 44 Park Street and the St. Lawrence County Housing Council located at 19 Main Street. Other County owned properties are located outside of the Study Area.

The remainder of land, (82.75%), is privately owned. Some of the most visible, privately owned properties include the Cascade Inn and Diner, located at the corner of Route 11 and 68, as well as the vacant Jubilee Plaza on Miner Street, Mace Motors located on the Gouverneur Street corridor, and the former Family Dollar at 2 Main Street directly abutting the Grasse River.

Land Ownership, 2019		
Ownership	Acreage	Percentage of Land Area
Town and Village of Canton	22	13%
St. Lawrence County	5.5	3.25%
Private	138.5	82.75%
Total land	166	100%

Figure 16: Land Ownership (Source: Development Authority of the North Country, 2019)


## Brownfields, Vacant and Underutilized Sites

The most prominent objective of the NYS Brownfield Opportunity Area Program is to assist communities that have been negatively impacted by the presence or possible presence of potentially hazardous sites. These sites typically have high impacts on the neighborhoods and businesses surrounding them, decrease surrounding property values, and hinder potential investment within the area.

Strategic, community-driven plans are essential to assist with the reuse of potentially contaminated or underutilized sites. The creation of a BOA Nomination Study includes a market analysis, determines immediate and necessary long-term steps to clean-up the sites and fleshes out community support to discover redevelopment that is both financially and environmentally feasible as well as most welcomed by those who live in or who may visit the area.

Brownfields also provide tax incentives for developers for projects within New York State. The Brownfield Cleanup Program (BCP) provides financial and technical assistance to help redevelopment become feasible and push projects across the finish line. Through the BCP, properties are remediated and, as a result, return to beneficial use supporting the local tax base. Typically, these properties or clusters of properties act as catalysts, revitalizing the areas around them.





There is also federal funding through the Environmental Protection Agency for the assessment and remediation of brownfields. By establishing a brownfield inventory through the BOA process, communities are able to use information to apply and justify the need for EPA grants.

Clusters of brownfield properties are most common in areas that were once epicenters of industrial activity and trade. The Village of Canton Industrial history dates back to the 1801 when Mills and factories were developed along the Grasse River and as a result, the Village flourished. Former industries within the Canton BOA includes:

- Mills
- Gasoline / Filling Stations
- Blacksmiths
- Auto-service stations
- Co-Gen Facilities
- Food processing facilities

Due to the high amount of past industrial activity, the Village of Canton realizes the importance of identifying the impacts of historic industry on the Village's landscape and how these industries shaped their current systems. In both 2019 and 2020, the Village of Canton applied to receive funding from the USEPA for a Brownfield Assessments Grant which would provide capital for Phase I and Phase II Environmental Site Assessments (ESAs). The Village was awarded funding for a Target Brownfield Assessment grant for one site within the BOA in 2021. The Village will be reapplying for a USEPA Brownfield Assessment Grant for FY22 grant funding which would allow the Village to facilitate Phase I and Phase II ESAs in areas where there may be potential contamination. This includes sites throughout the entirety of the Village, not just the BOA Study Area. Phase I and Phase II Assessments are important factors in buying and selling property. In smaller communities, assisting developers with knowledge surrounding potential contamination can open the door to new investment.

The Brownfield Opportunity Area not only analyzes brownfield sites with potential contamination but includes vacant or underutilized sites as well. This is due to vacant and underutilized properties creating impacts similar to brownfields in such that they discourage any potential development within the area, can be sources of blight, and can be hazardous to one's safety.

The Step 1 Pre-Nomination Study for the Village of Canton listed 36 sites within the BOA as brownfield, vacant, and underutilized. This Brownfield Inventory for the Study Area has since been updated due to changes in ownership, new development, or vacancies within the boundaries.



The list of brownfield, vacant, and underutilized sites is intended to be used as guidance for the Village of Canton when marketing properties for redevelopment.

As mentioned previously, the Step 1 Pre-Nomination document for the Canton BOA established five Focus Areas based on locations of sites that were a part the Brownfield, Vacant, and Underutilized site inventory. When revising the inventory, it is evident that the previously established focus areas below have remained intact.

- Canton Highway Department
- Riverside Area
- Jubilee Area
- Gouverneur Area
- Bend in the River Area

*Since updating the inventory, 33 sites amounting to over 65 acres have been identified as brownfield, vacant, or underutilized (See Map 6 - Brownfield, Vacant, and Underutilized Site Inventory).*

The Focus Areas and Brownfield Inventory sites within these areas are shown on Figure 18. The following table depicts these sites with their acreage, zoning, land use, and ownership. Detailed information regarding each site can be found in the Appendix C. **The sites below should be considered for Phase I Environmental Site Assessments pending site owner approval.**

Brownfield, Vacant, and Underutilized Site Inventory						
Property Address	Owner	Size	Land Use	Active	Zoning	Current Use
<b>Canton Highway Department Area</b>						
40 Park Street	Trackside 21 Inc	0.43	425	Y	B-1	Hoot Owl Express
5 West Street	Daniel Fay	0.31	449	Y	B-1	Warehouse building
7,9,11 West Street	Daniel Fay	1.7	484	Y	B-1	Multi-unit apt building
13 West Street	Trackside 21 Inc	0.47	411	Y	B-1	Apartments
59, 59 1/2 Miner Street	Henry Ford	0.33	441	N	B-1	Two vacant buildings
65 Miner Street	RRS Inc	0.96	443	Y/N	B-1	Two comm buildings
44 Park Street	St. Lawrence County	5.1	651	Y	C-2	Canton HWY Dept
<b>Riverside Area</b>						
6 Riverside Drive	William Miller	0.3	431	Y	C-1	Canton Auto Parts
11, 11 1/2 Riverside Drive	Martin Lamar	0.37	433	Y	C-1	Napa Auto Parts / Pikes Auto
18 Riverside Drive	Julie Miller	0.4	431	Y	C-1	Canton Tire / Optical



24 Riverside Drive	Don O'Neill	0.24	330	N	C-1	Vacant lot
25, 27, 29 Riverside Drive	Don O'Neill	0.17	482	N	C-1	Demolished summer of 2019
33 Riverside Drive	Dennis Walsh	0.68	484	Y	C-1	Riverside Liquor
30 Riverside Drive	Village of Canton	0.14	433	N	C-1	Vacant lot
2 Main Street	Bernard Proulx	0.92	453	N	C-1	Vacant Commercial
4 Main Street	Lavigne Enterprises, LLC	0.21	484	Y	C-1	HR Block
58 Main Street	7-eleven Inc	0.53	330	Y	C-1	Gas Station
<b>Jubilee Area</b>						
8 Miner Street	Wight & Patterson	0.42	443	Y	C-1	Feed Mill
19 Miner Street	Garry Cohen	3.4	452	Y/N	C-1	Vacant building in strip mall / vacant lot to the south of parking lot
21 Miner Street	Gamer Craze Entertainment	0.25	453	Y/N	C-1	Gamer Craze / Commercial business
25,27 Miner Street	Garry Cohen	0.56	311	N	C-1	Vacant lot with grass space
64 Main Street	Lettuce Feed You Inc	0.48		N	C-1	Vacant McDonald's
4 W Main Street	Cascade Inn, Inc	1.8	415	Y	C-2	Cascade Inn and Diner
<b>Gouverneur Area</b>						
23 Gouverneur St	Thomas Jenison	0.48	483	Y	C-2	Vacant Commercial
25, 27 Gouverneur St	Mace Motors Inc	3.7	431	N	C-2	Vacant store front with garage
15 Gouverneur Street	Triple A Lumber	1.8	485	Y	C-2	Vacant Commercial
61 Gouverneur Street	Clark Porter	0.79	262	N	C-2	Vacant Warehouse
<b>Bend in the River Area</b>						
30 Buck Street	St Lawrence County mfg	6.7	710	Y	M-1	St. Lawrence County Manufacturing
Off Buck Street	Village of Canton	0.61	853	Y	M-1	Lot Behind Kraft Food Plant
78, 84, 86 Lincoln Street	Village of Canton	17.1	822	Y	O-S	Park land, pavilion, garage, vacant water treatment facility
Off Stevens Street	Village of Canton	3.6	682	Y	O-S	Part of Bend in River park
Off Lincoln Street	Clifford Bisnett	3.6	314	N	R-2	Wooded lot
80 Lincoln Street	Atlantic Testing	7.03	449	Y	C-2	Commercial Business
<b>Total</b>		<b>65.58</b>				

Figure 17: Brownfield Site Inventory (Source: Development Authority of the North Country, 2019)





The Brownfield, Vacant or Underutilized Site Inventory accounts for 30% of land within the BOA Study Area.

Almost half (15) of the 33 Brownfield, Vacant or Underutilized sites (45%) fall into Retail Commercial (C-1) zoning. This is primarily due to the BOA Study Area being focused around the Grasse River and areas of past-industrial activity along the River which correlates to being in close proximity to Canton's downtown activity. Canton's downtown and commercial corridor has always been focused on Main Street and surrounding streets (Riverside Drive / Miner Street). Notable brownfield, vacant and underutilized sites within this zoning include the vacant Jubilee Plaza located at 19 Miner Street, the former Family Dollar located at 2 Main Street and the vacant McDonald's directly east of Canton's Municipal Building.

Seven sites within the inventory are zoned General Commercial and are located along Gouverneur Street, Main Street west of the Grasse River and directly abutting Canton's rail line. Sites zoned within General Commercial tend to be larger totaling 20.7 acres. Highly recognized sites with General Commercial zoning include Triple A Lumber, the Cascade Inn & Diner and Mace Motors.

Two of the sites are part of Canton's Bend in the River Park totaling 20.7 acres.

The remaining sites (9) are zoned Manufacturing, General Residential and Business. These sites are located on West, Buck, and Park Streets, further away from the more active areas of the Village.

Eighty-four percent of the sites identified within the inventory are privately owned. Sites owned by the Town, Village and County include a small vacant lot behind St. Lawrence County Manufacturing; Bend in the River Park which includes the public recreation pavilion, outdoor rink and vacant treatment facility; the Canton Highway Department on Park Street and 30 Riverside Drive; and a now-vacant lot directly abutting Grasse River just south of Riverside Liquors.

A number of these sites are of environmental concern due to past use, ongoing operations or potential residual contamination following demolition or spills within close proximity. Sites of high environmental concern include:

- 6 Riverside Drive – Canton Auto Parts
- 11, 11 ½ Riverside Drive – Napa Auto Parts and Pikes Auto
- 25, 27, 29 Riverside Drive – Former Riverside Laundromat
- 2 Main Street – Former Family Dollar
- 8 Miner Street – Feed Mill
- 44 Park Street – Canton Highway Department
- 25, 27 Gouverneur Street – Former Mace Motors





## Legend

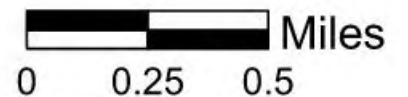
- Brownfield Inventory
- BOA Boundary

Town and Village of  
Canton, New York



Brownfield Opportunity  
Area Study Area

### Map 6: Brownfield, Vacant, and Underutilized Site Inventory





- 30 Buck Street – St. Lawrence County Manufacturing
- 64 Main Street – Former gas station

A number of the sites listed in the Brownfield Inventory have lower environmental concern because of past remedial efforts or have a history of past use that may not warrant environmental concern, including:

- 5 West Street
- 13 West Street
- 19, 21 Miner Street
- 25, 27 Miner Street
- 23 Gouverneur Street
- 30 Riverside Drive

The remainder of sites environmental concern is unknown. The remaining sites should be the subject of, at a minimum, Phase I Environmental Site Assessments to determine the potential for environmental concern.

## Parks, Trails, and Open Space

Parks, trails and open space are important when it comes to the vitality of a community. Open space resources should serve as connections that link the community's residential neighborhoods, downtown, and amenities together. These


amenities also allow community members to socialize and enjoy natural resources as well as act as a draw for visitors to the area.



*Having abundant parks, trails and designated open space is not only important for economic reasons but these resources are important in terms of a community's overall health.*

Open space that is in close proximity to residential neighborhoods and easily accessible from main corridors can help ensure





that people will increase or maintain healthy levels of activity. Parks and green spaces are also important when considering mental health. Proximity to parks can assist with alleviating stress and more time spent in green areas can increase lead to improved mental health.

The Canton Parks and Recreation Department serves both the Town and Village of Canton. The Department oversees five parks and playgrounds including:

- Taylor Park
- Bend in the River Park
- Buck Street Playground
- Canton Island Park
- Priest Field

Bend in the River Park, the Buck Street Playground, and Canton Island Park are all within the BOA Study Area and serve community members and visitors year-round (Map 7 - Parks, Trails, and Open Space). These parks are maintained from early spring through late fall. The three areas provide ample recreation to the surrounding community and are important assets to the Village of Canton, its residents, and visitors.

### **Bend in the River Park**

Bend in the River Park is located in the southern portion of the Study Area off Lincoln Street, directly adjacent to the Canton Recreational Pavilion. The park includes a basketball court, volleyball court, one ballfield, a 1/3-mile paved multi-use trail and picnic shelter with grills. Both courts are open to the public and the picnic shelter is available to rent for parties and events. The Park's walkways are plowed throughout the winter.

### **Buck Street Playground**

The Buck Street Playground is also located in the southern portion of the Study Area on the corner of Buck and Lincoln streets, directly east of the Department of Public Works. The playground includes swings, infant swings, a merry-go-round, a jungle gym, a sand box and several slides.

### **Canton Island Park**

Canton Island Park is located just west of Canton's main downtown corridor. The park lies south of Main Street and is one of the first municipally-owned properties that is visible to those entering the downtown area from the west. The Park is owned by both the Village of Canton and Grasse River Heritage (GRH). The GRH is a local non-profit organization dedicated to restoring the Grasse River to a central place in the life of the





Canton community. The  $\frac{3}{4}$ -acre piece at street level is owned by GRH and currently the site of the Grasse River Heritage Sculpture Park. The remainder of the property is close to two acres and commonly referred to as Canton Island Park. Canton Island Park is currently utilized for passive recreation including chairs for viewing the Grasse River and public art displays near its entrance. Canton Island Park is the subject of an LWRP implementation grant that will fund construction of a bandshell, playground, composting toilets and landscaping in 2020-25.

## Dwight Church Park

Dwight Church Park was developed and is owned by Grasse River Heritage. This pocket park is located at the corner of Gouverneur and West Main Streets, and stands as a memorial to local photographer and pilot Dwight Church at the former site of his home and studio. Further development of this park including installation of artwork or other facilities to serve the public are being considered by GRH.

## Grasse River Heritage Park

Grasse River Heritage Park was also developed by Grasse River Heritage and continues to be owned and maintained by GRH. The park encompasses Coakley Island and the less-developed Falls Islands. The islands are located between the Cascade Falls and Rushton Falls. Falls Island offers a walking trail and glimpses of the ruins of mills that powered Canton's original growth. Features include informational kiosk, interpretive signage, seating, landscaping, and ample parking. Grasse River Heritage Trail is located on Coakley Island and Falls Island within the BOA Study Area just north of Main Street and east of the Cascade Inn and Diner. The park includes the restored King Bowstring Iron Bridge, signage regarding local history, walking trails, and areas to picnic. The trail is located within Grasse River Heritage Park.

The BOA Study Area also is home to the Willow Island Sculpture Garden which is directly south of Main Street within Canton Island Park.



The Study Area offers a wide variety of outdoor green space and recreation for community members and visitors. The Village currently lacks multi-modal connections such as off-road trails, bike lanes and complete sidewalks. The installation and planning for multi-modal connections would increase safety, promote the use of existing green space within the Study Area and Village and encourage outdoor recreation.

Some available amenities within Canton's parks, such as the recreational pavilion and Buck Street Playground, could use further analysis and planning for updates. The recreational pavilion and associated outdoor rink has been deteriorating for many years. Updates to the rink and pavilion could help Canton draw more residents and visitors to the southern boundary of the Village that doesn't get as much pedestrian traffic as its downtown.





**Legend**

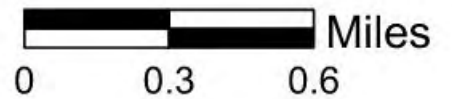
-  Parks, Trails and Open Space
-  BOA Boundary

Town and Village of  
Canton, New York



Brownfield Opportunity  
Area Study Area

**Map 7:  
Parks, Trails, and  
Open Space**





## Key Buildings

The Village of Canton and its BOA Study Area have a number of buildings of significance that range in past-use and current condition. There are buildings within the BOA that contribute to Canton’s vitality and community charm but there are also a number of buildings that have vast potential for improvement and could be an active contributor to growth surrounding them if reused (Map 8 - Key Buildings). The following buildings have been identified:

### Former Family Dollar – 2 Main Street

This privately owned, one-story structure was built in 1950 and has had a number of retail uses, the most recent of which was as a Family Dollar. The building has been vacant since early 2019 due to an infestation problem. The building sits directly on the Grasse River waterfront and is visible from Main Street, Miner Street and Island Park. The building is currently for sale.

### HR Block – 4 Main Street

The HR Block building is privately owned, one story, and was built in 1950. The building sits on the south side of Main Street in front of the vacant Family Dollar. The site was once a gas and automotive repair station.

### Vacant Water Treatment Facility – Bend in the River Park

The vacant treatment facility is located just east of Bend in the River Park and south of the Canton Recreation Pavilion. Date of building construction is unknown.

### Former Triple A Lumber – 15 Gouverneur Street

The former Triple A Lumber building is privately owned, two stories and was built in the 1970s and then expanded in 1995. The building once was home to several businesses including: Cool Connection, Bob’s Barber Shop, Pro-Skate Sharpening, and residential apartments.

### Former Mace Motors – 25,27 Gouverneur Street

The former Mace Motors building is privately owned, one story and was built in 1958. The building was primarily used for auto-service and auto sales.

### St. Lawrence County Manufacturing Building

The St. Lawrence County Manufacturing Building is privately owned and was home to Kraft Foods until 2003. The building is one story, 93,000 SF, and was built in 1920. St. Lawrence County Manufacturing has occupied the building since 2006. The building directly abuts the rail line.



## Atlantic Testing – Lincoln Street

The Atlantic Testing building is privately owned, three stories, 36,000 SF and was built in 1990. Prior to Atlantic Testing, the building was occupied by Tamarack Tree Service Inc. and a former co-generation facility.



## Jubilee Plaza

The Jubilee Plaza is privately owned and was first home to an agriculture supply store in 1960. Since then, the Plaza has expanded with many storefronts all of which are now vacant. The Plaza has a large associated parking lot. Some of the remaining active stores within the Plaza are a small clinic and Gamer Craze.

## Cascade Inn & Diner

The Cascade Inn & Diner was built in 1960 and is privately owned. There are two structures: the diner with a bar in the basement and a motel, located just west. The buildings have a small parking lot.



## Canton Municipal Building

The Canton Municipal building is located at 60 Main Street in the heart of downtown Canton. The Building is two stories, was constructed in 1964, and is home to both Town and Village departments. The Village has suffered some wear and tear throughout the years and could use substantial upgrades to increase capacity for the Village and Town.

## 61 Gouverneur Street

61 Gouverneur Street is a privately owned building built in 1940. The structure is a combination of a traditional Quonset-hut and a small residential structure. Signs remaining after vacancy suggests the structure was used for recreational karate. The building sits at the entryway into the BOA when traveling north on Gouverneur Street.





### Legend

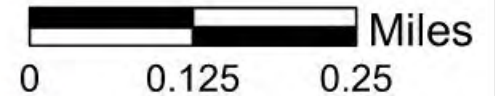
- Redevelopment Opportunities
- Community Services
- Historic Properties
- BOA Boundary

## Town and Village of Canton, New York



### Brownfield Opportunity Area Study Area

### Map 8: Key Buildings



Source: Esri, Maxar, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

## 64 Main Street

64 Main Street is home to the former McDonald's restaurant that now sits vacant within Canton's downtown corridor directly east of Canton's municipal building. The building is privately owned by Lettuce Feed You Inc. and has been vacant since 2015. The building sits on a 0.48-acre lot, is one story, and has a parking lot that it shares with the municipal building. The building is of high visibility for both local community members, Town & Village employees and visitors to the area. It does not add the historic charm of Canton's Main Street. There is also potential for the site to be potentially contaminated. Sanborn maps show the site being the location of an old gas station with Underground Storage Tanks (USTs).

## Transportation Systems

The Village of Canton's transportation system is mainly automobile focused (Map 9 - Transportation). Major routes within the Village of Canton include Main Street (Route 68 / Route 11) as well as Gouverneur Street (Route 11). Route 68 travels north towards Ogdensburg. Route 11 travels south towards Gouverneur. Both Main Street and



Gouverneur Street are highly trafficked by semi-trailer trucks.


Route 68 and Route 11 are also highly utilized by local and regional traffic. According to the current New York State Department of Transportation Annual Average Daily Traffic (AADT) counts, portions of

Main Street are utilized over 16,000 times a day. Other highly trafficked streets that are of note but not nearly high as Main Street include Riverside Drive (5,217 AADT) and Park Street (4,593 AADT).

There are two Greyhound Bus stops within the town of Canton: one is located on the SUNY Canton Campus, and the other is located just off Canton's Main Street at 21 Miner Street within the BOA Study Area. Adirondack Trailways, Thousand Island Bus Lines, and Birnie Bus tours also provide service the area.







Public transportation is available through the St. Lawrence County Public Transportation system and its partnership with SUNY Canton. Since the two organizations have partnered, routes have been updated and expanded. SUNY Canton students can utilize the bus service for free with student ID and the public is able to ride any route for \$2 a trip. There are two stops within the Study Area including the Diane Burns Tower on Riverside Drive and the Buck Street Playground.

In terms of determining walkability for the Study Area, Walk Score is a company that measures the walkability of an address or location by analyzing public transportation, residences, nearby amenities, and pedestrian safety. “Walkability” of an area can be defined as ‘how easy it is to accomplish day to day activities by foot’. On a scale of 1 to 100, Walk Score will identify how walkable a location is. The higher the score the, more walkable a neighborhood is deemed to be.

According to the Walkability scale, the Village of Canton has a Walk Score of a 61 within the BOA boundary, meaning it is a “somewhat walkable” area. This also means that some errands can be accomplished on foot, without the need for a car. Areas become less walkable the further they are from a “city center” due to a dwindling number of amenities and services the further away one gets. Thus, the southern parts of the BOA have a lower walk score and areas closer to Main Street have a higher walk score. These factors culminate to create an automobile-dominated environment with minimal barriers between pedestrians and the street. It is possible to change a Walk Score over time with the increase of amenities close to residential neighborhoods; installation of bike lanes; and an increase in public transportation routes and pedestrian safety features such as adequate sidewalks, bumpouts, barriers between the pedestrian and roadway and crosswalks.

A feasibility study was conducted in 2011 for a viable strategy for a pedestrian crossing under the Route 68/11 Bridge to connect Coakley and Willow Island. Following the study which indicated that the project was feasible, Canton was awarded funding for the project.

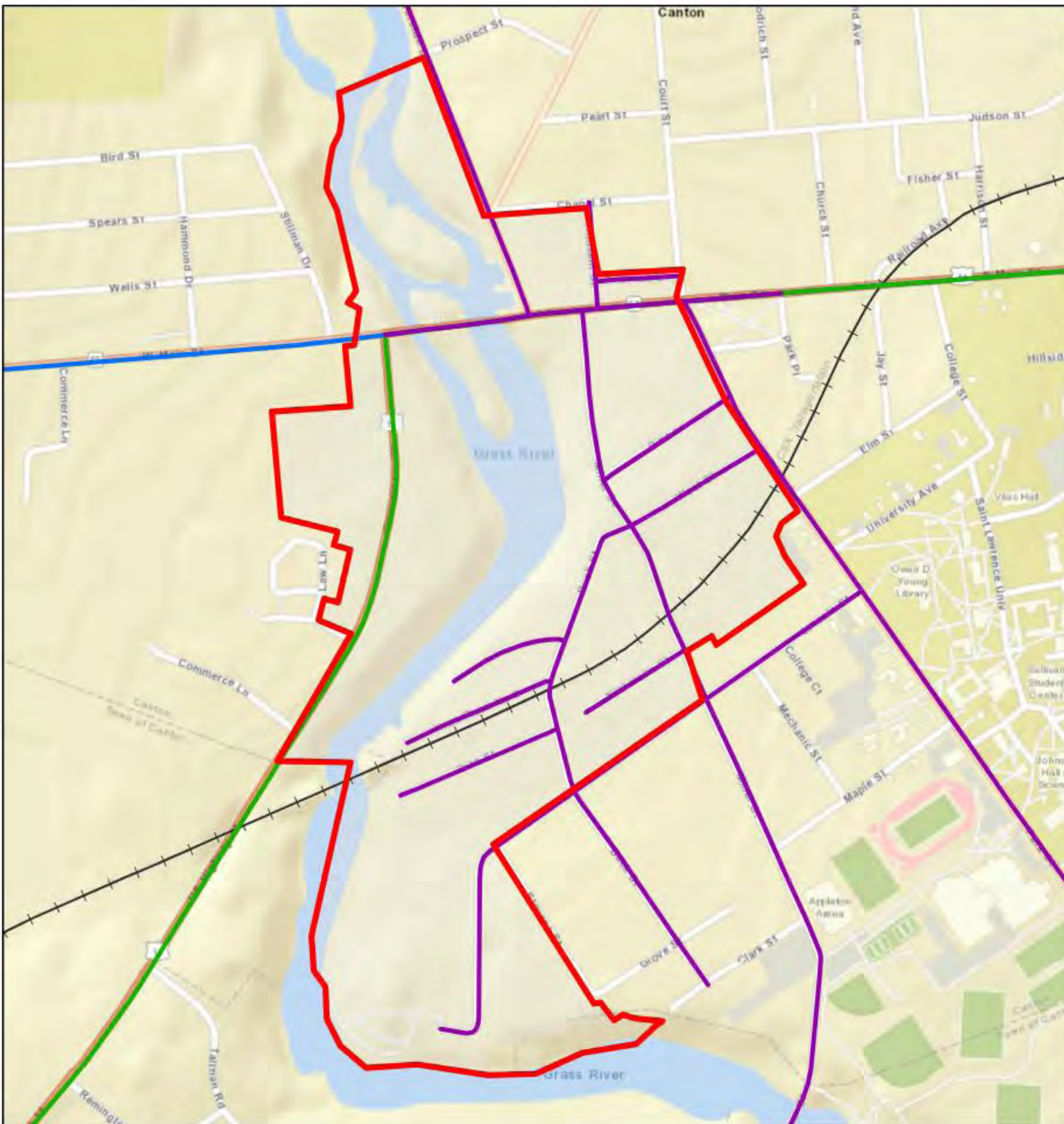
## **Multi-modal Transportation**

Currently, there are bike lanes located on the Route 68/11 Bridge due to Canton’s Complete Streets initiative. These are the only bike lanes present the Village and BOA Study Area. The Village of Canton is actively working with their Complete Streets Task Force to further multi-modal transportation and accessibility throughout the Village.

## **Rail Transportation**

CSX Transportation operates freight service through the St. Lawrence Subdivision which connects Canton to Massena to the north and Syracuse to the south. Additionally, the New York & Ogdensburg Railway, a short line railroad subsidiary of the Vermont Rail System, operates in Canton and connects to Ogdensburg.





## Legend

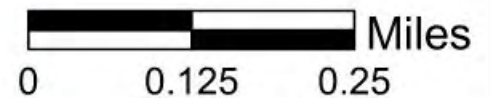
-  Local Roads
-  County Routes
-  State Routes
-  US Highway
-  Rail Road
-  BOA Boundary

## Town and Village of Canton, New York



## Brownfield Opportunity Area Study Area

### Map 9: Transportation





There are no passenger rail lines serving Canton, St Lawrence County or any bordering counties. The closest Amtrak stops are located in Rouses Point, NY, two hours east of Canton, and two and a half hours south of Canton in Rome, NY.

## Parking

There is a wide-range of available parking within the BOA Study Area and the Village of Canton. Canton contains “Parking meter zones” on Court, Hodskin, Main and Park streets. All metered zones have a two-hour limit and surround Canton’s downtown.

On-street parking is not permitted within the BOA Study Area’s residential neighborhood of Pine, West and Buck streets.

There are a number of public parking lots including the lot just north of Main Street and east of Riverside Drive as well as another large lot north of Main Street and East of Hodskin Street. There is also abundant available parking in the Jubilee Plaza lot east of Miner Street and South of Main Street.

Overall, the Village of Canton offers substantial parking for visitors and community members within the BOA Study Area. The Village should not look into creating more parking unless major development were to happen that justifies it.


## Infrastructure and Utilities

The BOA Study Area and Village of Canton as a whole contains infrastructure typically found in most small Villages including public water, water, electric, sanitary sewers, storm sewers and natural gas. Readily available access to existing infrastructure is an incentive for new development or reuse of properties due to the high cost of constructing new infrastructure. The Village of Canton also secured grants in 2019 for utility expansion including ongoing work in Bend in the River Park, located in the south west corner of the Study Area.

## Water

Public water is available to the Study Area and is provided by the Town of Canton. The Town’s water source is the Upland System. The Upland System consists of subsurface collection galleries and wells located on Waterman Hill in the towns of Canton, Pierrepont, and Russell and is located six miles from the Village. The Upland System received its most recent upgrade in 2002 and consists of a 1.0-million-gallon reservoir, caisson and groundwater extraction wells. Water from the Upland System is chlorinated before being conveyed to the Village through a 12-inch transmission line. The treated water is distributed to consumers by a distribution system that includes two 1-million-gallon water storage towers, a flow control station, water mains, valves, hydrants and other appurtenances.





The water system serves 7,055 residents through 1,500 service connections. The total water produced in 2018 was 195,092,800 gallons with an average of 534,501 gallons per day.

St. Lawrence County Department of Health routinely tests the water supply for contaminants and the end results demonstrate that the system had no violations and remains in compliance with all State drinking water operating, monitoring and reporting requirements.

## **Sewer**

Sanitary sewer is available to all properties within the BOA Study Area. Property owners are required to maintain their sewer lines within their property limits.

## **Gas and Electric**

Liberty Utilities and National Grid are the main providers of gas and electric utilities within the BOA Study Area. Gas and electric utilities are currently available to all properties within the BOA Study Area.

# **Natural Resources and Environmental Features**

Natural Resources and Environmental Features are extremely important assets within a community. When natural resources are accessible, they allow community members and visitors to the area to enjoy the outdoors. The quality and quantity of natural resources within an area are related to and directly impact the quality of life and economic development within a community.

Natural resources also contribute to economic vitality, encourage active and passive recreation, provide a boost tourism, and increase surrounding property values. Planning for future land use in coordination with existing environmental conditions promotes protection of natural assets that have been present within communities since their very beginning. This section describes natural resources and environmental features in the BOA.



## **Grasse River**

The Grasse River is 115 miles long and flows northeast from the foothills of the Adirondack Mountains into the St. Lawrence Valley with its Tributary, the Little River. The Grasse River is located entirely within St. Lawrence County and flows directly through the Village of Canton (Map 10 - Natural Resources) and once served as a power source for several mills and other industries along the waterfront in the late 19th and early 20th centuries.





**Legend**

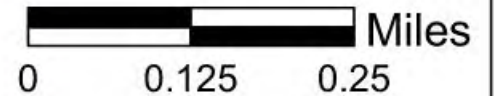
-  Grasse River
-  BOA Boundary

Town and Village of  
Canton, New York



Brownfield Opportunity  
Area Study Area

**Map 10:  
Natural Resources**



The river is now used by many for recreational activities including canoeing and kayaking. The DEC reports that 85 out of the 115 miles are adequate for small-watercraft with a number of formal and informal access points within the County. It is noted by the DEC that the entire downstream (36 miles) from Canton to the Town of Massena can be canoed when the water is high enough.

The river is also highly utilized for fishing. The river has a variety of fishing opportunities including stocked brown trout, brook trout, walleye and smallmouth bass.

When moving forward with recreational and economic development it is crucial that reuse of properties surrounding the Grasse River within and outside of the BOA to contribute to the maintenance of the river being a scenic resource.

***The Grasse River is not only a recreational asset but also provides Canton and surrounding areas with opportunity for economic development.***



## Water Quality

The Grasse River has had pollution issues. This is common in rivers that are post-industrial due to harmful contaminants, dyes and slurries that were dumped into the water during times of industrial production.

The Grasse River water source was reclassified as an emergency water supply in 2003 and has not been utilized as a water supply since March of 2003.

The NYS DEC classifies the quality of New York State streams using the New York State Stream Classification and Usage System. The DEC classifies the water south of Main Street as Standard A, Class A and a majority of the water north of Main Street as Standard B Class B. Class A water supplies can be used for drinking, culinary and food processing purposes and is suitable for primary and secondary contact which includes swimming and fishing. Class B waters are suitable for primary and secondary contact recreation which includes kayaking and canoeing.

## Ground Water Resources

Aquifers are geologic formations that transmits groundwater flow in sufficient



volumes to act as a drinking water source. Unconfined aquifers are characterized by an underlying impermeable layer and lack a confining upper layer, making them more susceptible to contamination from surface activity. According to data obtained by the NYS DEC and United States Geological Survey, the Study Area is not located over a primary aquifer.

## Flood Hazard Areas

Flood Insurance Rate Maps provided by the Federal Emergency Management Agency indicate that land immediately surrounding the Grasse River is designated AE. AE areas are subject to inundation by the 1% annual chance flood event.

Immediate land surrounding the Grasse River near the southern portion of Bend in the River park is designated A. A areas are subject to inundation by the 1% annual-chance flood event. No hydraulic analyses have been performed.

Being A and AE Areas, the land is within a 100-year floodplain or base-flood area.

A number of sites within the Brownfield Inventory are directly adjacent to the Grasse River. Therefore, flood mitigation measures should be taken into account when determining potential redevelopment options along the Grasse River.

## Wetlands

There are no NYS DEC regulated wetlands identified within the BOA Study Area. The National Wetlands Inventory (NWI) for surface waters and wetlands identifies the Grasse River as 1958-acre Riverine habitat with a R3UBH. The table below explains why the Grasse River is a R3UBH and its characteristics.

National Wetlands Inventory Grasse River Classification	
System Riverine (R):	Includes all wetlands and deep water habitats contained within a channel.
Subsystem Upper Perennial (3)	Characterized by a high gradient with no tidal influence and some water flows all year except during times of extreme drought. Substrate consists of rock, cobbles, or gravel with occasional sand.
Class Unconsolidated Bottom (UB)	Includes all wetlands and deep water habitats with at least 25% cover of particles smaller than stones and vegetative cover less than 30%.
Water Regime Permanently Flooded (H)	Water covers the substrate through the year in all years.

Figure 18: National Wetlands Classification (Source: National Wetland Inventory, 2020)





## Topography

The topography of the Study Area is relatively flat with gradual hills traveling east to west and steep banks located along the Grasse River north of Main Street.

## Soil Characteristics

According to the United States Department of Agriculture and Natural Resources Conservation Service Web Soil Survey (WSS), a variety of soils are present within the Study Area. Due to the BOA Study Area encompassing Canton's Main Street corridor, 44.4 acres (20%) of land is urban land. Urban Land is located along Main Street, Grasse River Heritage Park and the former Kraft Plant.

17.1% of land consists of Elmwood fine sandy loam (EmA) totaling to 36.8 acres. EmA can be found surrounding Buck Street, West Street, Pine Street and Miner Street.

Other soils with smaller percentages and considerably less acreages include loamy Udorthents, Muskellunge silty clay loam, Redwater fine sandy loam, Swanton fine sandy loam, Kalurah fine sandy loam, Heuvelton silty clay loam, Flackville loamy fine sand and Croghan loamy fine sand.

## Threatened and Endangered Species

According to the NYS DEC Environmental Resource Mapper, the entire BOA Study Area contains both rare plants and animals.

Consideration of rare plants or animals when planning development is critical especially in areas of abundant natural resources that provide habitats. Since Canton is host to a number of natural resources that play a part in a larger ecosystem, a thorough ecological assessment is necessary when deciding new development or reuse of sites.

The U.S. Fish and Wildlife Service Information for Planning and Consultation (IPaC) provides information on species potentially affected by activities within a designated area. When analyzing the entirety of the Village of Canton for potential planning development IPaC resulted in the presence of no endangered or potentially endangered species. Nine migratory birds were identified with a probability of presence within the Village including the American Golden-plover, the Bald Eagle, the Black-billed Cuckoo, the Bobolink, the Buff-breasted Sandpiper, the Golden-winged Warbler, the Red-headed Woodpecker, the Snowy Owl and the Wood Thrush.

The IPaC identifies no critical habitats within the Village.







## Visual Quality

There are a number of viewsheds with significant importance within the BOA Study Area. These viewsheds primarily follow the Grasse River and are located within Bend in the River, Grasse River Heritage and Canton Island Park. When considering development, these viewsheds should be taken into consideration.

## Summary

The BOA Study Area offers diverse land use and zoning measures, as well as a wide variety of natural and recreational resources. Due to this, the Village is a relatively walkable community that offers a modest supply of goods and services to residents, seasonal students and visitors.

Projections from ESRI to 2024 indicate that the fastest population growth in the Village of Canton, as well as in the BOA study area, will be in the 35-to-44 and 75-and-over age cohorts, followed by those between the ages of 65 and 74. Planning for the fastest growing (couples and small families as well as seniors) should be taken into account when implementing new initiatives.

Declining enrollment in local colleges has also been an issue within the last decade. If these trends continue, the market for off-campus student housing could be negatively impacted. Canton should keep an eye on existing student housing and work with property owners to transform student housing to multi-family or senior housing if demand for diverse housing continues.

There are some areas in which Canton can improve its built environment such as improving multi-modal connections (trails, bike lanes, complete sidewalks) and utilizing key buildings to their fullest extent such as the vacant McDonald's on Main Street and the vacant Jubilee Plaza. Utilization of existing development will assist with maintaining density within the Village and deter sprawl into greenfield areas.



# ECONOMIC AND MARKETS TRENDS ANALYSIS

An Economic and Market Analysis was prepared as part of the Nomination Study and can be found in Appendix D. The analysis includes relevant information on demographic and socioeconomic characteristics, economic conditions, and real estate market trends in and around the Village of Canton, and identifies opportunities for the redevelopment of sites in the proposed Canton BOA. The following provides a summary of report findings and conclusions.

## Methodology

The methodology for the Economic and Market Analysis included a review of existing planning documents, the compilation and analysis of quantitative data, and primary research. Demographic estimates and projections were purchased from ESRI, a leading national provider of market information. ESRI's proprietary methodology is based on both federal and private data sources. To analyze local real estate, the consultant utilized information available from state and local real property offices and the St. Lawrence County Multiple Listing Service. In addition to the data analysis, individual interviews and meetings were held with a variety of stakeholders, such as municipal officials, employers, and residential property managers.

## Demographic and Economic Trends

The Village of Canton experienced steady growth in population during much of the last century, peaking at 7,055 in 1980. Although the number of residents declined from 1980 to 2000, the Village's population has stabilized at about 6,400. This figure includes approximately 2,700 individuals living in group quarters, most of them college students residing in on-campus housing at SUNY Canton and St. Lawrence University.

Residents between the ages of 18 and 24 make up 45.5% of the Village's population; however, this age cohort declined by about 10% between 2010 and 2019. Both the Village and Town of Canton as well as St. Lawrence County have experienced substantial increases in the population age 55 and older. Projections indicate that in the near term, the fastest population growth in the Village will be among residents ages 35 to 44 and those age 75 and over. These are also the fastest-growing population segments statewide.

There is a wide range of income diversity in the Village of Canton: 20.5% of households have incomes of less than \$25,000 per year, while 22.7% earn at least \$100,000 annually. The median household income is approximately \$56,000 per year, nearly 9% higher than the county median income.



Student enrollment at local colleges and universities – SUNY Canton and St. Lawrence University in Canton and SUNY Potsdam and Clarkson University in Potsdam – totaled 13,294 as of fall 2019, with an estimated 3,200 living off-campus. The student body at SUNY Canton is diverse compared to the surrounding area; 35% of students are non-white, and one in four students is age 25 or older. St. Lawrence University attracts many students from out of state and foreign countries. Both SUNY schools have been experiencing declining enrollment over the last five to six years, similar to the SUNY system as a whole. If this trend continues, it could impact the market for off-campus student housing and reduce the demand for goods and services offered by local businesses.

Health care and social assistance is the largest industry sector in St. Lawrence County, and includes many of its leading employers. St. Lawrence Health System, United Helpers, Claxton-Hepburn Medical Center, and the ARC Jefferson-St. Lawrence, among others, have facilities in Canton, providing critical services as well as employment. Retail is the second-largest industry sector after health care, followed by leisure and hospitality and manufacturing.

### Employment by Industry, St. Lawrence County

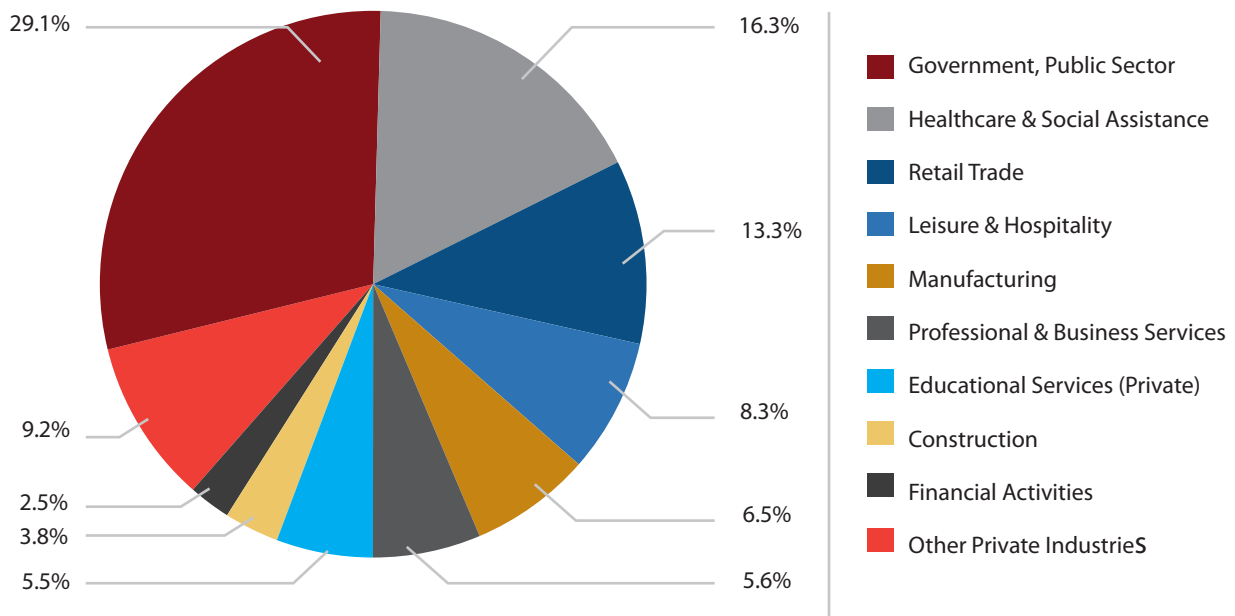


Figure 19: Employment by Industry (Source: United States Census Bureau American Community Survey (2019))

Another key industry is education, both public and private. Together, the area’s four colleges and universities provide approximately 3,000 jobs and impact the local economy through community investments and the purchase of goods and services. They also draw thousands of visitors to the County every year for alumni weekends,



sporting events, performances, and graduations, generating sales at local hotels and restaurants.

The Village of Canton is a net importer of labor; there are more individuals commuting into the Village to work than there are residents leaving for jobs elsewhere. This provides a sizable daytime market for local businesses during the work week. About 25% of those employed in the Village travel at least 50 miles each way from home to work, many from locations outside St. Lawrence County. There is an opportunity to attract some of these commuters to live in Canton through the development of quality housing, which would also enhance the demand for various types of businesses.

## Residential Market Analysis

Housing issues have been identified in recent plans and in meetings with community leaders, employers, college officials, and other stakeholders as among Canton’s most serious challenges. The 2019

Comprehensive Plan, for example, cites a lack of quality affordable rental housing, an older housing stock, and a lack of good quality market-rate housing to recruit employees to the area. Other issues that have been identified include a shortage of independent senior housing for retirees and the need for workforce housing affordable to lower-salaried workers, who earn too much to qualify for subsidized housing but not enough to afford most market-rate units.

Given the importance of housing to the community, the Economic and Market Analysis examined housing characteristics, residential market conditions, demographic and socioeconomic trends, and housing affordability in and around Canton.

The study defined a Residential Market Area encompassing the Towns of Canton, DeKalb, Lisbon, Pierrepont, and Potsdam (as illustrated in the map at right) to evaluate the market for housing in the proposed Canton BOA. Based on data from the Census Bureau’s American Community Survey, this area has an estimated 13,298 housing units, of which 61.0% are owner-occupied, 25.7% are renter-occupied, and 13.3% are vacant.

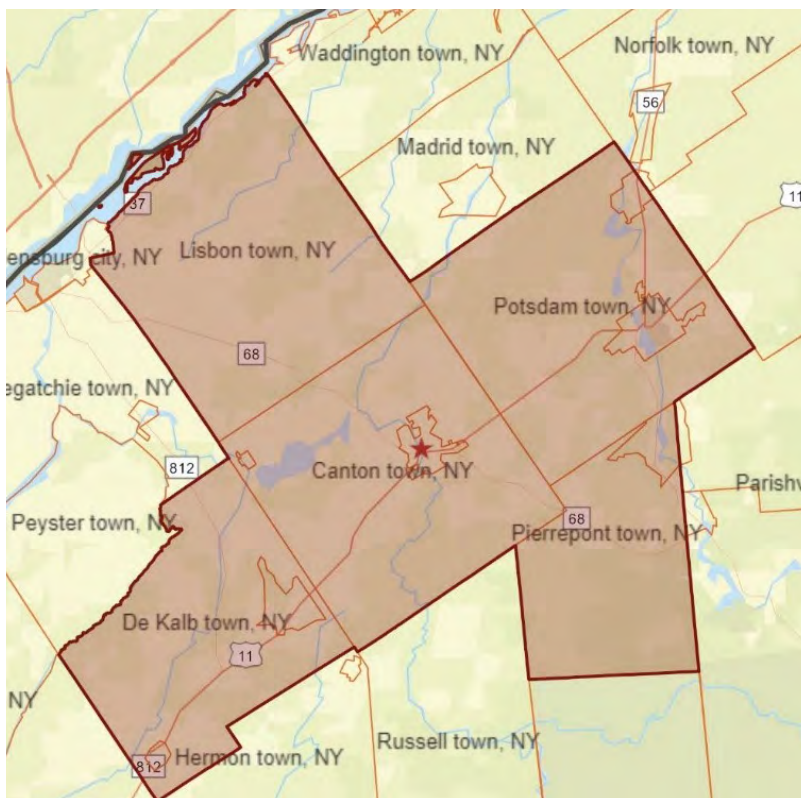


Figure 20: Housing Availability Map (Source: United States Census Bureau American Community Survey, 2019)



## Housing Characteristics

A detailed analysis of the existing supply of housing and building permits issued for new construction in the Residential Market Area is provided in the full report. Findings include the following:

- Single-family detached structures make up the majority of the owner-occupied housing stock in the Residential Market Area. Nearly half of the owner-occupied units were constructed more than 60 years ago. The Town of Canton (which includes the Villages of Canton and Rensselaer Falls) accounts for about 28% of the owner-occupied units in the Residential Market Area. Approximately 13% of the homes were constructed since 2000.
- According to the U.S. Census Bureau's Building Permits Survey, 1,965 new housing units were permitted in St. Lawrence County between 2008 and 2018. Of the permits issued for single-family housing during this period, 545 (33.3%) were for homes in the Residential Market Area, with a total of 105 (6.4%) in the Town of Canton and its villages.
- Countywide, permits were issued for 329 units of multi-family housing, with 81 (24.6%) in the Residential Market Area. Most of the approved multi-family units (52) were in the Village of Potsdam. The Building Permits Survey indicates that the last multi-family housing approved in the Village of Canton was in 2010.
- The Zillow Home Value Index (ZHVI) is a tool used to track home values and housing market appreciation over time; unlike median sales prices, it covers the entire stock of homes and not just those that sell in a given time period. According to the ZHVI, the median value of a single-family home in St. Lawrence County in January 2020 was \$84,723. This was among the lowest in New York State, one of just three counties where the median value was less than \$100,000 (the others were Allegany and Cattaraugus in western New York). Since January 2010, St. Lawrence housing values in St. Lawrence County have increased 11.4%; in Franklin and Lewis Counties, the rates of increase were 41.8% and 48.5%, respectively.
- The Residential Market Area has an estimated 3,400 rental housing units, 84% of which are in the Towns of Canton and Potsdam. About 41% of the renter-occupied units were built prior to 1960, while 28.1% were built between 1960 and 1979; relatively few units are less than 20 years old. Although many rental properties are well-maintained, the large percentage of older units and the lack of new construction in Canton may make difficult to attract new residents, especially those coming to the area from metropolitan markets with newer apartments.



## For-Sale Market Characteristics

Data from the NYS Association of Realtors show that St. Lawrence County experienced a nearly 20% increase in residential sales activity and a 38% reduction in the number of homes available for sale between 2015 and 2019. Nevertheless, the County had an 8.6-month supply of homes on the market at the end of 2019. This suggests that the supply of housing continues to exceed demand. (An inventory of four to five months is average; anything over six to seven months is considered an oversupply, with more sellers than buyers.)



Single-family housing sales in the Residential Market Area from 2017 through 2019 averaged about 200 per year (based on arm's length transactions only). The volume was highest in Potsdam and Canton; together, they accounted for nearly three-quarters of the homes sold, although they make up about 67% of the single-family units in the Residential Market Area.

The Village of Canton averaged about 40 single-family home sales per year, with a median selling price of \$130,000, compared to \$122,750 in the Residential Market Area overall. Nearly 45% of the homes sold in the Village had four or more bedrooms. They were also larger than those sold in other parts of the Town of Canton.

Many of these large residences were constructed at a time when homes accommodated multiple generations and families had more children. Historic homes

are often an asset to the communities in which they are located, but they are generally not as energy-efficient as newer homes and may require additional resources to maintain and repair. As a result, they do not appeal to all buyers.



## Rental Housing Market

Research on the rental housing market identified two dozen properties in the Residential Market Area with more than 10 units (rental units where the rates are per person/room by semester were excluded). These projects contain approximately 1,400 housing units, with 54% of them defined as affordable or subsidized and 46% market-rate. Information on the rental properties can be summarized as follows:

- Most market-rate apartment complexes in Canton and Potsdam date from the 1960s and 1970s. While some older properties show signs of deferred maintenance, others are very well-maintained, according to code enforcement officials.
- Only two large market-rate rental properties totaling 191 units have been built in the Residential Market Area within the last 20 years; both are in Potsdam. They tend to have the highest asking rents and prices per square foot, as they offer amenities not typically found at other properties, such as dishwashers, washer/dryer units, and garages.
- Asking rents for units at the market-rate properties for which prices are available range from \$450 to \$1,500 per month, or about \$0.56 to \$2.54 per square foot. The median gross rent, which includes utilities (and water fees, where applicable), is approximately \$835 per month.
- Although occupancy rates were not available for all large rental properties, rates are generally high and property owners are able to rent most vacant units within a month or two.
- The affordable rental housing in the Residential Market Area can be divided into three categories: 1) public housing; 2) housing subsidized through Section 8 project-based rental assistance or the USDA Rural Rental Assistance Program, where tenants pay 30% of their adjusted gross income towards rent; and 3) housing developed with the use of Low-Income Housing Tax Credits (LIHTCs), where the rents are below market-rate. Nearly two-thirds of the affordable and subsidized housing units are targeted to or occupied by elderly and disabled tenants. Vacancy rates in affordable rental housing tend to be low and some properties have waiting lists.
- Currently, the only major housing project in the pipeline is the renovation and conversion of Clarkson University's Old Snell Hall in Potsdam into 59 units of affordable housing. Plans call for the creation of 30 studio, 28 one-bedroom, and 8 two-bedroom apartments, with one unit to be set aside for a building superintendent. A market study commissioned by the project's developer confirmed that there is sufficient demand for the units, which will be affordable to households with incomes at or below 60% of the area median.



## Housing Demand Indicators

Among the key drivers of local housing demand are household formation and population growth, demographic shifts, income and wealth, housing affordability relative to income levels, and residential mobility. The information below summarizes the demand for housing in the Residential Market Area, including the Village of Canton:

- Projections indicate that the Residential Market Area will lose 1.3% of its population by 2024; the number of households is expected to decrease by 2.1%. These very modest declines (less than 1% per year) should not be a deterrent to housing development, as new units are needed to address gaps in the existing supply, respond to changing needs and preferences, and replace older housing in poor condition.
- Despite the overall reduction in the number of households, several market segments are projected to grow:
  - ↳ Householders ages 35 to 44 with annual incomes of \$75,000 and above;
  - ↳ Householders ages 55 to 64 earning \$100,000 or more per year;
  - ↳ Householders ages 65 to 74, divided equally between those earning \$50,000 to \$100,000 annually and those with annual incomes of \$100,000 and up; and
  - ↳ Householders age 75 and older of all income levels.


Households in these age brackets are more likely to be homeowners than renters; however, their housing needs differ. Householders ages 35 to 44, for example, may be first-time homeowners or families with children “trading up” to another home. Householders ages 65 to 74, on the other hand, may be looking to downsize, moving into a smaller house or even an apartment.

The development of single-story homes and “barrier-free” housing with features such as wheelchair access and handrails would allow older residents to comfortably age in place. Active seniors and empty nesters may value living in or near a walkable commercial district with easy access to shopping, dining, and services. More than 900 homes in the Residential Market Area are owned and occupied by individuals 65 and over who live alone; this group would be a good target for independent senior living.

- Other notable demographic trends in the Residential Market Area include a decline in the number of family households with children; an increasing number of small, 1- to 2-person households; and a dramatic rise in the number of households headed by an individual age 65 or older. These shifts have significant implications for the local housing market. Most local homes are







single-family detached, but some buyers may desire alternative options, including smaller homes and townhouses in maintenance-free settings. A more diverse housing stock would also benefit efforts to attract employees from outside the County.

- There is a gap in the supply of quality low-cost rental housing in the area. Although 59 units of affordable housing are being developed in Potsdam, the high incidence of housing cost burden and waiting lists for subsidized housing suggest an ongoing need for rental units affordable to households earning less than 50% of the area median income.
- According to Harvard University's Joint Center for Housing Studies, high-income households have driven most of the growth in the U.S. rental housing market since 2010. This has not been the case locally, however. The majority of local households earning at least \$100,000 per year are homeowners, so the pool of potential tenants for higher-end rental housing, with monthly gross rents of \$2,500 and up, is relatively limited. There is a larger tenant pool for rental housing in the \$1,250-\$1,875 per month range.
- Projected increases in household income levels may support the development of some higher-end housing in the area, but additional research is needed to better understand the preferences and motivations of potential buyers (or tenants). Some affluent households live in lower-cost housing as a choice and may not be looking for something more upscale.
- Another potential source of housing demand is people who commute to work in Canton. Currently, about 60% of the jobs in the Village of Canton are held by people who live outside the Residential Market Area, commuting from other locations in St. Lawrence County as well as other counties. The development of new housing in the BOA could encourage some of these workers to move to Canton.
- High-density residential development in the Study Area could help to stimulate demand for various types of businesses, especially if the housing increases both the number and household income levels of consumers.

## Commercial Market Analysis

An analysis of commercial real estate activity found that 11 commercial structures and a vacant parcel in the Village of Canton changed hands from 2017 through 2019. Most commercial properties in the Village are owned by individuals and business entities from within St. Lawrence County. Local ownership can be beneficial to revitalization efforts, as evidenced by the renovation of several downtown buildings and new business creation. These and other improvements in the downtown commercial district have been supported by state grant funding. Currently, there are





six commercial properties in the Village of Canton being offered for sale; four of them are vacant and underutilized sites in the proposed Canton BOA.

A partnership between the SUNY Canton College Foundation and a pair of private developers has prepared a proposal to replace Jubilee Plaza, a vacant downtown retail center, with a \$16 million mixed-use project. The project would include approximately 12,500 square feet of commercial space, 45 new housing units, and a SUNY Canton Entrepreneurship Center with a makerspace, co-working space, offices, and classrooms where free and low-cost programs would support existing and prospective business owners. At the end of 2019, Empire State Development awarded \$1.3 million towards the project, which is expected to serve as a catalyst to additional redevelopment.

### **Office Market Analysis**

Office space demand is influenced by multiple factors, including local and regional economic conditions, business activity, and employment growth in the industries that are most likely to utilize office space, such as professional services, information/media, and financial services. Health care providers also occupy office space, but often locate in facilities near hospitals or in medical office buildings.

Some of these industries have a significant local presence. St. Lawrence County accounts for approximately 29% of the finance and insurance jobs in the North Country region, with several banks and credit unions and a regional operations center for Community Bank located in Canton. The County also makes up about 22% of the region's employment in professional, scientific, and technical services. If the County's share of regional employment in each industry is applied to long-term projections generated by the NYS Department of Labor, it could add an estimated 750 new jobs in office-using industries by 2026. This would require approximately 112,500 square feet of office space countywide, including 16,875 square feet in the Village of Canton. Vacancies in existing office buildings could absorb some of the growth, but new or renovated office space in other commercial and mixed-use structures will be needed as well.

### **Retail Market Analysis**

Retail stores make up about 23% of the downtown business mix in the Village of Canton; the selection of everyday convenience goods such as groceries or personal care items, however, is limited, and residents must drive to the supermarkets and drug stores along U.S. Route 11 and NY Route 310 to purchase most of these products.

Based on the results of a community survey conducted as part of the BOA planning process, residents would like to see more retail uses downtown. People value Canton's walkability, historic buildings, and small-town feel, but they are concerned about the high rate of turnover among retail businesses and the number of unused and underutilized commercial buildings.



Accommodations and food service account for 19% of the businesses in downtown Canton, but there are fewer restaurants than there were in the past. Community members have expressed frustration about the limited diversity in dining options. They want opportunities for dining out other than pizzerias and sandwich shops: for example, a brewpub, steak and seafood restaurant, waterfront dining, or a sushi place.

**Business Mix in Downtown Canton**

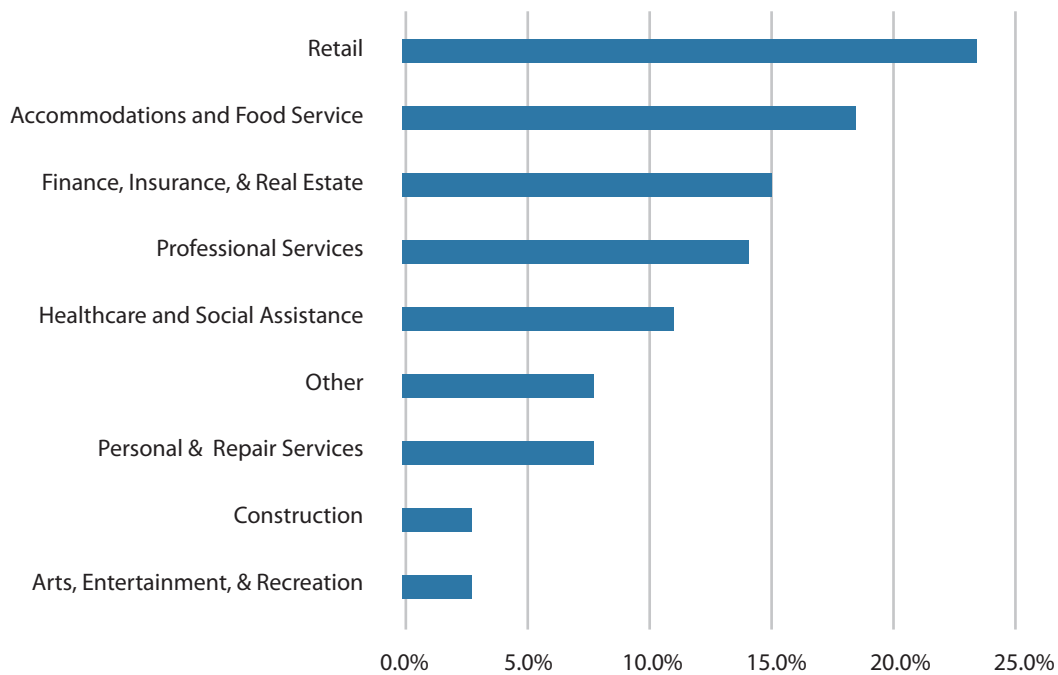



Figure 21: Business Mix (Source: United States Census Bureau American Community Survey, 2019)

A primary trade area is defined as the geographic area from which retail stores, restaurants, and consumer service providers draw the majority of their local customers. The study defined downtown Canton’s primary trade area as being within a 20-minute drive of the intersection of Main Street and Riverside Drive.

Students attending local colleges and universities represent a key segment of this market. Although most have little to no income, they do not necessarily lack spending money. They spend a large share of their limited funds on food, including eating out; non-essential items like clothing and alcohol; and entertainment, which includes music, movies, and video games.

To supplement the purchasing power of year-round residents and college students, local businesses can also capitalize on the presence of workers, visitors, and seasonal residents. People employed in the public and private sectors add an estimated \$12.9 million in consumer demand to the Village of Canton and \$33.4 million in demand to the primary trade area. Daytime workers play an important role in supporting local





restaurants, but other types of businesses could generate more sales by tapping into this market. Attracting more visitors and part-time residents to Canton for events, dining, and shopping would also help to offset the exodus of college students and many faculty members during the summer months.

The retail market analysis did not identify any specific businesses that are strong candidates for recruitment to the Canton BOA; however, potential opportunities include additional specialty goods retailers, sit-down restaurants that offer waterfront dining or music, businesses related to the arts and recreation, and personal services.

Alternative business models that allow people to try out a business idea should be considered to encourage entrepreneurial activity and create interesting places downtown. Examples include pop-ups/temporary stores, shared spaces where people can rent a stall or a few hundred square feet to sell products, and retail incubators, and co-working space. A food hall, in which commercial space is carved up and leased to multiple food vendors under one roof, would be well-suited to the Village of Canton, as it would provide a wide range of dining options.

## **Canton Highway Department Feasibility Study**

The Canton Highway Department was identified as a target property in the Step 1 Pre-Nomination Study within a subarea that surround the rail line that traverses through the Village. Historically, the area surrounding the railroad flourished until the 1950s. Following the decreased dependency on rail and the shifting of industries within the area, uses within the area changed and included the development of the St. Lawrence Highway facility. The appearance of the facility negatively impacts the surrounding residential neighborhood as well as a number of commercial businesses within close proximity. The land that is currently being used for the highway facility is felt to be underutilized and therefore a feasibility study for the site is suggested.



# PROJECT GOALS, OBJECTIVES AND VISION STATEMENT

The Town and Village of Canton have been diligent in undergoing planning processes and initiatives to continue revitalization and develop strategies on how to become an even better community. As part of the BOA process, a vision must be developed to guide actions moving forward including those that relate to the built environment or quality of life projects.

The vision statement below serves as a foundation for determining the BOA Nomination Study's goals and objectives. For the Canton BOA Nomination Study the vision statement was created with the BOA Study Area in mind but also to provide an overall framework for the entirety of the community moving forward with planning and development initiatives. The vision below is based on community feedback and Steering Committee guidance.

## Vision

### ***Engaged. Historic. Resilient.***

We are an engaged community. We are active in civic affairs because we care deeply about our community and about one another. We are economically and socially inclusive. We support a diversity of business, education, housing, and recreational resources.

We are an historic community. We retain Canton's founding principles of hard work, hospitality, and ingenuity. Legacy North Country families and newcomers alike are integral to the vitality of our community and of the river that runs through it. The Grasse River is our heritage and our future.

We are a resilient community. We are climate conscious, and we prepared for an efficient, environmentally sustainable future. We have forged clean industries and returned our land to health. Together we craft a vibrant future.

## Goals and Objectives

The overall goals were created from key themes that were noted during the planning process and are referenced within the vision. The Goals and Objectives also reinforced intentions established in Canton's Comprehensive Plan and other current planning initiatives. The following goals assisted with shaping the suggestions for site reuse and improvement projects suggested within the BOA Study Area.



## Goal 1

To realize our shared ambitions and our personal ambitions through transparency, accountability, and mutual positive regard in all aspects of civic life.

### Objectives

- Use the Step 2 BOA study as a marketing and communications tool to support community-wide ambitions for revitalization
- Fully engage the zoning update to ensure that it reflects objectives of the BOA plan
- Ensure that public realm improvements within the BOA study area are inclusive and accessible by all persons regardless of ability, socio-economic or any other status
- Inspire a spirit of “co-petition” to encourage a healthy mix of downtown businesses serving local residents, students and visitors (co-petition: an environment in which businesses support one another as cooperators at the same time that they rival one another as competitors).

## Goal 2

To preserve, enhance, and interpret the historic and culturally significant qualities of BOA study area.

### Objectives

- Maintain momentum and accomplishments toward returning the Grasse River to the center of the community with public and private projects that promote river access and enjoyment for everyone
- Develop the “infrastructure” necessary to develop historic downtown Canton as a hub supporting the local and regional leisure, tourism, recreation, and visitor industries including dining and shopping, accommodations, communication and information, multi-modal transportation, and nightlife
- Maintain and even increase momentum in placing public art and interpretive projects to communicate and celebrate Canton’s history and culture
- Urge regional and local economic development officials to adopt a policy of focusing incentives and funding on downtown and the Grasse River in the study area

## Goal 3

To develop an ethic of environmental responsibility and understanding of the importance of durability, resiliency, and sustainability in community design and development.





## Objectives

- Gather community and political support at all levels for the community's vigorous pursuit of state and federal funding to recycle brownfield and other vacant, abandoned, and underutilized sites and incentivize their redevelopment
- Promulgate economical, efficient solutions and retrofits owners can use to increase the efficiency, sustainability, and value of their properties
- Focus development and redevelopment on land inside the BOA boundary to prevent sprawl
- Incorporate green infrastructure measures to manage storm water runoff including permeable pavements, rain gardens, bioswales, shade trees, downspout disconnection, and green streets into the public and private realms



## Strategic Sites

The Village of Canton, along with local and regional partners, has taken consistent measures towards reuse of vacant, underutilized, and/or deteriorating properties with the goal to not only contribute towards Canton's and the region's economic climate, but also to give back to the community and create spaces that bring people together.

Long before the start of the BOA process and the completion of the Canton Step 1 Pre-Nomination Study in 2011, multiple parties have taken vested interest in the redevelopment of properties that have the power to be transformative within the community and positively impact the surrounding North Country region. Many of these properties were identified in the Step 1 Pre-Nomination Study, are mentioned in other planning documents/studies, and are within the existing Step 2 Study Area and part of the Brownfield Inventory. Though a great deal of planning has gone into these sites already, it is still necessary to include them as Strategic Sites within the Step 2 Nomination Study to leverage previous planning and to remain diligent with consistent efforts towards reuse.

The following sites have not only been vetted by the community but the Village has also taken the extra steps to forming new partnerships focused on the sites, contributed to the advancement of conceptual designs, have included the sites in past planning documents, and have applied for different sources of funding to make redevelopment a reality. Maintaining the focus on sites that have been strategic in the community's eyes for years through the Step 2 BOA will assist in moving these properties forward in terms of development within the Study Area.

Sites that have not been identified previous to the BOA studies and have not advanced in terms of planning are shown with precedent image concepts. These images are to be used as a tool and inspiration for the Town and Village of Canton as well as local developers, stakeholders and community members who will continue to move new and existing projects forward following the completion of the Step 2 BOA. The precedent image concepts can be utilized in future grant applications, planning documents and as a marketing tool.





Strategic Sites					
Address	Owner	Acres	Land Use	Zoning	Use / Other Notes
25, 27, 29 Riverside Drive	Don O'Neill	0.17	482	C-1	Demolished summer of 2019
30 Riverside Drive	Village of Canton	0.14	433	C-1	Vacant lot
2 Main Street (Vacant Family Dollar)	Bernard Proulx	0.92	453	C-1	Vacant Commercial
19 Miner Street (Jubilee Plaza)	Garry Cohen	3.4	452	C-1	Vacant building in strip mall / vacant lot to the south of parking lot
21 Miner Street	Gamer Craze Entertainment	0.25	453	C-1	Gamer Craze / Commercial business
25, 27 Gouverneur St	Mace Motors Inc	3.7	431	C-2	Vacant store front with garage
15 Gouverneur Street	Triple A Lumber	1.8	485	C-2	Vacant Commercial
61 Gouverneur Street	Clark Porter	0.79	262	C-2	Vacant Warehouse
78, 84, 86 Lincoln Street (Bend in the River Park)	Village of Canton	17.1	822	O-S	Park land, pavilion, garage, vacant water treatment facility
Off Stevens Street	Village of Canton	3.6	682	O-S	Portion of Bend in the River Park

Figure 22: Strategic Sites (Source: United States Census Bureau American Community Survey, 2019)

## Sites for Which Planning has Already Begun:

### Jubilee Plaza

Jubilee Plaza, located on Miner Street just south of Canton’s municipal building and the vacant McDonald’s, experienced deterioration and disinvestment within the downtown core for many years. Although the plaza is partially occupied, the former Jubilee grocery store, which had the largest footprint within the plaza, has been closed and the building deteriorating for over 15 years. Since its closure, a number of plaza’s tenants have also left through the years including the Partridge Café, Hackett’s, Rite Aid and Green’s Furniture. The Jubilee Plaza was once a thriving economic hub within the Village and provided both goods and services within walking distance to residents, business owners, and those employed in the Village. The entirety of the Plaza is just under four acres.

Canton and stakeholders in the community have been active in trying to redeem the space. The plaza and the parcels included in the property are privately owned so the process of revitalization takes longer due to negotiations, identifying funding sources and determining responsibilities pertaining to redevelopment.





## Legend

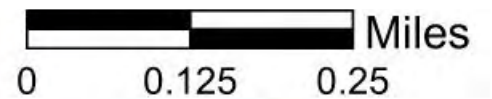
-  Main Street Alley
-  Riverside Drive
-  Cascade Inn
-  Gouverneur Gateway
-  Former Family Dollar
-  Bend in the River Park
-  Jubilee Plaza
-  BOA Boundary

## Town and Village of Canton, New York



## Brownfield Opportunity Area Study Area

### Map 11: Priority Sites



In 2019, Canton submitted a Downtown Revitalization Initiative (DRI) application and identified the plaza to become an Entrepreneurship Center. The Center was distinguished as an area for rebirth that would give back in a variety of ways including drastically impacting the downtown corridor, being a magnet for entrepreneurs and business owners, becoming a job creator, and providing the opportunity to bring in a new population of students, residents and visitors to the area.



Partnerships to make this transformation possible are already in place between the Canton College Foundation, Lakes Development NY, LLC, and DEW Ventures, LLC to advance their plan and enhance the mixed-use property. Assembling all of the parcels within the Plaza would allow for

the creation of the Entrepreneurship Center run by SUNY Canton with more than 12,500 square feet of commercial space and 45 new residential units. To achieve this, redevelopment includes:

- Acquisition and assemblage of property
- Demolition of existing deteriorating and vacant structures
- Construction of new buildings
  - ↳ SUNY Canton Entrepreneurship Center (makerspace, co-working space, offices, classroom)
  - ↳ 12,500 square feet of commercial space for retail, professional service and other businesses
  - ↳ 60,000 square feet of 1-, 2-, and 3-bedroom residential units
- Parking lot and accessibility improvements



Project benefits for redevelopment of the plaza include:

- A dramatic increase in the tax base
- Growth of both the business and resident population
- Job creation
- Enhancements to the attractiveness of Canton's downtown
- New vitality and diverse options for the community
- New construction of properties in place of blighted and underutilized properties

Following a pro forma analysis, project financials estimated the project total to be over \$16.2 million including acquisition, construction and contingency.

Due to the proposed project aligning with many of the established BOA goals, there is potential for funding through the Brownfield Opportunity Area Step 3 Implementation Grant as part of the NYS Consolidated Funding Act applications. Identifying the project as a strategic site that will assist the Village of Canton with revitalization will show grant sources how important redevelopment of the site is to the community.



**CANTON DRI MIDTOWN PLAZA REDEVELOPMENT PROJECT**  
**FRONT ELEVATION STUDY**

**LAKER DEVELOPMENT NY, LLC**  
**MACKNIGHT ARCHITECTS LLP**



## Former Family Dollar – 2 West Main Street

The former Family Dollar site was once home to Hotel Harrington. The hotel was built in 1864 and was cherished by the local community. The Hotel provided upscale dining, lodging and a space for weddings and events along Canton’s Main Street and the Grasse River waterfront. The hotel operated for nearly 100 years but was sold in 1959 and demolished shortly after. Following demolition, a grocery store was constructed and occupied the property for many years until Family Dollar took occupancy of the 7,500 sq ft. building. The property is just under one acre.

Family Dollar’s success was short lived and the building became vacant in 2019.

The former Family Dollar footprint is located just south of Canton’s Main Street and sits directly east of the Grasse River and Willow Island. The building is surrounded by a large parking lot, H&R Block



to the north east and a Feed Mill directly east. Being located on Main Street, which is Canton’s most traversed thoroughfare, makes the vacant Family Dollar constantly visible to community members, seasonal visitors to the area, and commuters who may not live or work in Canton but utilize Main Street as part of their daily routine.

Since vacancy, there have been community plans for redevelopment of the site with it most recently being included as a project listed in the Village’s 2019 DRI application. The suggested reuse of the property includes waterfront dining with a recreational connection to the water that currently does not exist. Other renovation ideas for the property include:

- A small eatery (1,000 sq. ft. of the existing building)
- Full-service restaurant and tavern remainder of the first floor
- New windows on the easterly side of the building
- Potential outdoor dining deck providing views of the Grasse River and Willow Island

The property was also mentioned in Canton’s Comprehensive Plan with the established goal to revitalize vacant buildings along the Grasse River, and in Canton’s Community Action Plan and the Grasse River LWRP.



The Family Dollar could be a transformational project for the Village of Canton given its location along the Grasse River in the heart of the Village's downtown and relative accessibility just off Main Street, the larger size of the property, adjoining parking lot, and its walkable location from area bed & breakfast inns, universities and village parks.

The privately-owned Family Dollar building is located west and down-gradient from the Sunoco gas station and has gone through Phase I and II Environmental Site Assessments since its vacancy in March of 2019.

Further environmental due diligence and investigation are recommended for the Family Dollar site which has a number of opportunities ahead of it, most likely include cleanup or capping the property depending on reuse. Cleaning up the property would be a longer process for the owner of the property, capping the property would create a safe environment for the property to be reused but with limitations. It is suggested that reuse of the property first identified and remediation techniques be identified following reuse plans.

A number of other items to create a site that has high utilization include:

- Safety improvements on the remainder of the parcel footprint including buffers and barriers from the feed mill as well as coordination with feed mill owners regarding the current lot being used as a cut through for vehicles and trucks.
- Wayfinding signage improvements
- Lot improvements with sidewalks and striping
- Landscaping of native plants and green infrastructure improvements due to the down gradient nature of the site



## 25, 27 and 29 Riverside Drive

Riverside Drive was once a bustling area within the Village and hosted a wide variety of downtown activities due to its close proximity to Canton's Main Street corridor to the south and businesses that complemented the Grasse River milling industries.

Since the end of river-dependent industry within the Village and more recently, the closing of Riverside Laundromat; 25, 27 and 29 Riverside Drive became dilapidated



and quickly transformed into an eye-sore. After being identified in the Step 1 Pre-Nomination Study as part of the Brownfield Inventory and as a redevelopment project as part of the Grasse River LWRP, the Town of Canton demolished

the unsound structure in the summer of 2019 to provide space for new development. There is now a small grass lot in its place that totals .17 acres.

Since demolition, the lot remains vacant and grassy along the river's edge, situated between Riverside Liquors to the north and NAPA Auto Parts to its south.

Canton's LWRP plan proposed this property to be transformed into a mixed use, three-story property with commercial tenants and dining on the first floor overlooking the Grasse River and residential units located above.



Following the completion of the Grasse River LWRP, Canton utilized previous planning and proposed 25, 27, 29 Riverside Drive as a DRI project known as 'Riverside Revolution'. A local community partner, Hailey Hodge, has plans to harness the potential of the waterfront by purchasing the property and developing mixed-use and residential units to fill the demand for non-student housing and bringing diverse commercial spaces to the corridor. A new mixed-used building would assist in transforming the visual streetscape of the corridor.



There is some concern that the property may be contaminated due to being down gradient and within close proximity to the former auto body shop to the east. When the auto body shop was demolished, some of the material transferred to the west of Riverside Drive. Due to this and past industrial operations along Riverside Drive along Grasse River, the property will likely need a Phase II Environmental Site Assessment and may be eligible to be part of the NYSDEC Brownfield Cleanup Program.



Being so close to both Canton's Main Street and the SUNY Canton campus makes this property an accessible and desirable option for university personnel and older members of the community who no longer want to maintain full-sized homes and are looking to downsize but remain in the area and close to Canton's downtown. The proposed project also addresses the need for diverse housing opportunities that the Village currently lacks.

## Remaining Step 2 Sites

The remaining sites were identified through the Step 1 Pre-Nomination Study, community outreach, Steering Committee guidance, and the updated Brownfield Inventory as sites that could be transformative to the area around them and assist with the current needs of the community if redeveloped. Although no existing planning documents that have fleshed out conceptual designs, funding sources, community partners or suggested specific reuse for the following sites, the reuse of these sites is critical to the long-term success of the community.

## Remainder of Riverside Drive

Riverside Drive is the northern gateway into the Village of Canton and home to a number of long-standing local businesses and senior living facilities. Riverside Drive also connects directly to the SUNY Canton Footbridge just north of the BOA Study Area and directly abuts the Grasse River to the west.

Businesses along Riverside Drive include Napa Auto Parts, Canton Tire Shop, North Country Auto Parts, senior housing units, and Riverside Liquors. While these businesses are utilized by community members, the land use does not promote a vibrant public realm. Due to this, the entirety of Riverside is included as a Strategic Site.

As mentioned previously, Canton has taken a variety of steps towards enhancing Riverside Drive such as remediation of 30 Riverside Drive (former Bells Auto Service -





.14 acres) and the demolition of 25, 27, and 29 Riverside Drive (former dry cleaner and laundromat). There have been no site investigations of these sites since demolition. Due to this, the contamination is unknown and site investigation should be the first step towards redevelopment.

The thoroughfare has been part of past planning documents, including the LWRP, highlighting the need to continue ongoing work and planning for the area and it's importance to the community.

Riverside Drive does not currently offer waterfront dining or entertainment. Now that there is vacant space within the corridor, there is opportunity for change. Many community members and local stakeholders have expressed the

desire for opportunities to enjoy views of the Grasse River via restaurants and bars. The implementation of restaurants and bars can piggy-back off the current goal of a new mixed-use residential building being constructed on the vacant 25, 27, 29 lot.

This can also be implemented in the vacant lot directly west that was home to Bells Auto. These two properties can work in conjunction to provide a waterfront dining experience.



**EXISTING AND POTENTIAL CONDITIONS**  
 Riverside Drive offers enormous potential for waterfront and downtown revitalization. This revitalization has begun with the adaptive reuse of the Gray building and demolition of the dilapidated former nightclub building. Survey respondents very strongly indicated they feel there should be physical and visual waterfront access including waterfront dining in this area. Across the street, mixed-use development including housing could transform the corridor into a destination.



Because of the expected increase in pedestrian traffic with new development, Riverside Drive is also a candidate for streetscape improvements such as new shade trees, street furniture, new lighting fixtures, and the implementation of Complete Streets initiatives including bike paths and pedestrian signals.

The development of complete streets along Riverside Drive is likely to encourage an increase in pedestrian circulation including community members from local universities, the senior living facilities, those wanting to enjoy the Grasse River, and those who work in the downtown. An increase in pedestrians within the area will assist with Canton's goal of transforming the corridor into a mixed-use walkable experience.

### Main Street Alley

An alley separating two Main Street buildings is located just south of one of the Village's public parking lot. Currently, this alley has little to no pedestrian traffic due to minimal lighting, lack of signage and the presence of barriers on either end that discourage use as a pedestrian thoroughfare.

The alley was identified in the Village of Canton DRI application as an underutilized public space that, with a few low-cost improvements, could create an increase in pedestrian traffic and create a safer environment stemming north from Main Street.

Low-cost improvements include the new vision of an "Arts Alley" with temporary outdoor gallery space for visual arts and a casual outdoor performing arts venue. The space could also be used for al fresco dining or seating space that is set back from Main Street and provides a quiet place to relax and meet up with small groups.

Since there are so many restaurants and small businesses nearby, the alley offers



a more urban feel and a different setting than Canton’s more traditional gathering spaces such as traditional parks or indoor dining or concert venues.

The installation of string lights, small bistro seating tables, planters with native plants and temporary wall art depending on the season can transform the space and provide additional charm to Canton’s Main Street. This would be a low-cost and low-hanging fruit option that can be quickly implemented and maintain momentum following the completion of the Nomination Study.

## Gouverneur Gateway

The Gouverneur Gateway has seen a lack of investment for a number of decades. Many travelling north from Syracuse and Watertown use Gouverneur Street as a way to enter the Village of Canton. Despite this traffic, there remains a number of underutilized and vacant lots fronting Gouverneur Street. These lots also reach and are directly adjacent to the Grasse River. The Gouverneur Street area was identified in the Step 1 Pre-Nomination Study as a Focus Area with clearly identified sites and their reuse potential being critical to the future of the corridor.



Gouverneur Street currently includes a mix of uses including single and multi-family residential, retail, and commercial. Although there is a wide variety of uses, the area itself is not deemed pedestrian-friendly, experiences a high amount of automobile and truck traffic, and lacks density.

Gouverneur Street was once home to a number of commercial businesses that were essential to the economy of Canton including

- Triple A Lumber (15 Gouverneur) – 1.8 acres, privately owned, vacant, former mixed-use/residential
  - ↳ Potentially contaminated due to former uses
- Mace Motors (25, 27 Gouverneur) – 3.7 acres, privately owned, vacant, former car dealership and service center
  - ↳ Potentially contaminated due to former uses
- Quonset Hut (61 Gouverneur) - .79 acres, privately owned, former Karate school



In recent years, these businesses have gone out of business completely or relocated to a more compatible setting within Canton. Due to this, many properties now sit vacant and offer little to no value to local community members or those visiting the area. A significant number of people use services along this corridor but there are no options for dining or shopping outside of the Dairy Queen and Stewart's Shops. There are also a number of health and human services provided on or within close proximity to Gouverneur Street including The Arc for Jefferson and St Lawrence Counties, a local pharmacy, the Community Health Center, and the offices for the NYS Department of Health.

The Cascade Inn and Diner is located at the most-northern end of Gouverneur Street directly adjacent to the Grasse River. The Cascade Inn is a community gathering space, restaurant and provides lodging in close proximity to downtown Canton and the local universities.

The building was formerly the Eagle Mill and was demolished in 1955. The Inn and Diner are one of the few areas for lodging in close proximity to SUNY Canton and the downtown. The remainder of lodging options exists on Route 11 headed towards Potsdam.

Given Gouverneur Street's existing land uses, high amounts of vacancy and proximity to the Grasse River, the implementation of the following is recommended:

- Updated streetscaping to slow traffic (HAWK signals, striped crosswalks)
- The reuse of sites that complement the Grasse River (waterfront dining, residential units with easements for waterfront trails, or areas for small watercraft launches)
- Gateway entry features would provide a welcoming and attractive upgrade to the corridors

Examples of entry way features that Canton can implement at the rail underpass and the corner of Main and Gouverneur are shown below. These are just two examples of the hundreds of possible entryway features available to implement within communities. Entryway features are welcoming and assist with slowing traffic.





**EXISTING AND POTENTIAL CONDITIONS**  
 Gouverneur Street is a major gateway to downtown on busy Route 11. The whole corridor is in transition. On the west side of the corridor are some larger employers and service providers, but there are few food or shopping outlets to serve employees and visitors. The Cascade Inn, developed in the 1950s, occupies a signature site at the corridor's end with stunning visual access to the Grasse River as well as physical water access at the rear of the site.



## Bend in the River Park

Bend in the River Park is the Village's largest public park and greenspace totaling 20 acres. The park directly abuts the Grasse River on its western and southern boundaries and is bound by the Atlantic Testing Facility to the north and residential properties and vacant land to the east.

Bend in the River Park is located in the southern portion of the BOA Study Area and encompasses a number of highly utilized community assets including the Canton Recreational Pavilion, courts and ballfields, a multi-purpose paved loop trail and a picnic shelter with grills. Although Bend in the River Park offers a number of amenities for community members and visitors to the area, the lack of gateway enhancements



and vacant building on site take away from its appeal as a sprawling and relaxing green space in the Village. The park is also tucked away from areas of high pedestrian and automobile traffic.



The park was identified in Canton’s Step 1 Pre-Nomination Study as a subarea to focus on due to the land once being a landfill, being home to the inactive water treatment facility as well as being in close proximity to underutilized land directing abutting the Grasse River. The park is also just south of the Atlantic Testing being a former co-generation facility and the Village highway garage located just before the Park gateway.

Canton is a recreational community at heart but due to lack of local funding, the buildings on this property have decreased in value and have deteriorated over time.

Bend in the River Park has boundless potential due to its location on the Grasse River, land ready for development, and its location within the Grasse River LWRP Boundary which provides funding for a variety of enhancements.

To provide an experience for community members and to take full advantage of Canton’s visitors surrounding local festivals, sports tournaments and seasonal swells in population, there are a number of ways Bend in the River Park can be improved to provide the ultimate recreational waterfront experience including:

- Wayfinding signage throughout the Village but specifically surrounding Main Street and in close proximity to St. Lawrence University and SUNY Canton
- Upgrades to the Canton Pavilion and outdoor rink
- The installation of new and complementary interpretative signage throughout the Park



- Installation of a small water craft launch along the River's edge
- Frisbee golf or bike track in vacant area just south of Atlantic Testing
- Streetscaping and gateway features along Lincoln Street

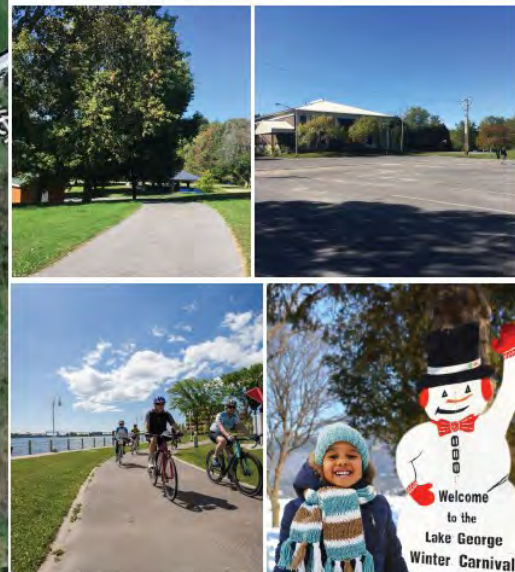


**BEND IN THE RIVER PARK**



**EXISTING AND POTENTIAL CONDITIONS**

Bend in the River Park is an underutilized gem in the BOA. There currently exists a mix of passive and active recreation resources and other uses including the Village highway garage and a closed landfill. Nearby, single-family homes, vacant land, the former co-generation facility, and former Kraft plant dominate the landscape. About a fifth of survey respondents visit this park at least once a month; more than 40% visit once a year or less.



## Overview

Following the analysis of Canton's physical conditions and market climate, a set of key recommendations were formatted to assist the Village of Canton to achieve its established vision. The following recommendations include the need for environmental investigations, suggested capital improvement projects, partnerships, policy initiatives or changes, and regulations to assist Canton in its transformation into a destination and community where the community can work, live, and play in the North Country region.

The Town of Canton decided to pursue a Step 2 Nomination Study following the Step 1 Pre-Nomination Study that was completed in 2011. This Nomination Study included an inventory of potential brownfield sites as well as underutilized and vacant sites within the Village that were hindering Canton's economic prosperity and opportunities for growth. The following recommendations within this report will assist Canton with its ongoing efforts to revitalize its downtown, major corridors and natural resources.

This Implementation Strategy stitches together a 18-month planning process which included extensive community outreach that assisted with shaping the plan to reflect the community's hopes and desires for the Village's future.

An overview of the community participation process is included in Section 2.0 as well as Appendix A. After establishing a vision through public input and review of the market and housing analysis, an Implementation Plan grounded in economic realities was created to assist the Village of Canton and create impacts throughout St. Lawrence County and the North Country region.

## Economic Development Strategies


The Town and Village of Canton's Department of Community and Economic Development has been a leader in furthering the success of economic development initiatives throughout the community that aid in revitalization. Below are strategies that Canton should continually refer back to assist with the inducing of development and prosperity within not only the local community but the North Country region.

### Development of New and Diverse Housing

Canton's Step 1 Pre-Nomination Study suggested an in-depth housing analysis to have a greater understanding of current conditions within the area. When the Step 1 Pre-Nomination was complete, it was noted the Village had adequate housing for its







current market. Following more recent stakeholder interviews and outreach, it became evident the Village lacks diverse types of housing, specifically housing for a variety of incomes and sizes of family. This in turn hinders the community from attracting new residents from different industries including both healthcare and higher education. Those looking to move into the area then have to look outside the village and town boundaries. The Step 2 Nomination Study assessed Canton's current housing market and stock to identify gaps within existing housing and areas where Canton could implement housing within the Village to allow for an increase in residents which then should assist with density and increased flow of capital throughout Canton's local businesses. New housing also has the potential to increase the value of surrounding, existing housing and adding properties to the municipalities' tax base. Canton should

## **Marketing and Branding**

Canton is mostly known as a college town complete with beautiful natural resources and a picturesque Main Street. Although Canton sees an influx in population due to its local universities – the community struggles to market itself as a destination for those who traveling and exploring the North Country and Adirondack region. With the anticipated implementation of identified BOA projects and other ongoing improvement projects and initiatives within the community, Canton has the opportunity to leverage their existing planning and brand themselves as a destination for tourists as well as a great place to live, work, and explore.

Canton currently is part of a marketing project for the Grasse River. The Grasse River marketing plan spans across multiple municipalities. The goal of the marketing plan is to create heightened awareness and promote the strengths of the River.

It is suggested that Canton continues to work with St. Lawrence County and other stakeholders within the North Country as well as a marketing firm to highlight its positive attributes.

## **Continued Waterfront Enhancement and Development**

Although Canton puts a great amount of effort into maintaining their local waterfronts, there are still many possibilities for continued enhancements and developments along the Grasse River. Noted in previous sections, Canton has multiple waterfront parks that provides scenic views and waterfront recreation. In recent years, streets and areas that were typically dominated by vacant or deteriorating buildings blocking the waterfront are now on the cusp on providing waterfront dining, entertainment and residential opportunities.

Canton is a historic community with a main street and natural resource asset that remains unexplored by many visiting the North Country region. Canton should continue their efforts to highlight the waterfront views and increase development in close proximity to the Grasse River.





## **Maintain a Supportive Small Business Climate**

A supportive Small Business climate within a Village is crucial to its economic success. Small Businesses are the back bone of thriving communities due to offering goods and services in close proximity to residents and commuters. Without small businesses, areas become less walkable and inviting. Small businesses are direct investments into the community and as such deserve equal investment within their success. A supportive small business climate includes assistance with grant applications, including stakeholders and owners in planning and development conversations, and ensuring that businesses are up to date on any initiatives that may impact them or their customers.

## **Continue the Focus on Brownfield, Vacant and Underutilized Sites Inventory for new Development**

Canton can continue their focus on brownfield, vacant and underutilized sites in a variety of ways including reaching out to local developers who are interested in brownfield tax incentives, maintain a working relationship with the DEC and EPA and continuing to apply for various environmental grants that are offered annually. Although many environmental grants do not guarantee complete redevelopment of sites, they offer funding for important steps such as Phase I and Phase II Environmental Site Assessments, remediation, workforce development and continued reuse planning.

## **Funding Sources**

Funding sources are one of the most important pieces moving forward with the advancement of projects that aid in economic revitalization and community enhancements. Funding typically comes from a variety of sources including private local entities, regional entities, state departments and federal organizations. Availability of funds dedicated to different programs varies year to year and typically requires meeting levels of criteria that may not be met by all strategic sites or suggested projects. Pieces of this BOA Nomination document can and should be used for applications to show an example of community want and need,

The maintenance of the momentum created by the Step 2 BOA process is fundamental to the advancement of transformative projects. Furthering the momentum created from community outreach, online and stakeholder engagement and development of new local champions who are passionate about strategic sites and other projects identified should be continued after the Canton BOA is designated.

The funding sources provided below should serve as a guide to the Village of Canton. All identified funding sources are provided due to being pertinent to one or multiple suggested projects. There are also sources of funding mentioned that may not directly pertain to Canton's BOA projects but can be utilized when considering other development within or close proximity to the BOA.



The Village of Canton already uses funding sources and grants to a great extent and it should be noted that the Town and Village have been successful in being awarded numerous contracts from the sources below.

## Planning and Infrastructure

### New York State Regional Economic Development Councils

- Each regional strategy is updated annually
- Use of funding is tied directly to advancement and implementation of regional economic development strategies(priority given to communities that meet councils strategies/goals)
- Procured through Consolidated Funding Application process
  - ↳ Consolidated Funding Applications are due once a year, typically in summer months.

### Empire State Development Grant Program

- Up to \$150 million as of 2017(varies annually)
- No funding limits per project
- Used for business investment, infrastructure investment, or economic growth investment
- Must be a municipality, business, or non-for-profit corporation, county, regional commission
- Seeks to provide no more than 20% of project cost with applicant contributing at least 10%

*Example: Lockport Downtown Revitalization Initiative, 2018*

### ESD Strategic Planning and Feasibility Studies

- Up to \$1 million available as of 2017
- \$100,000 max per project
- Must be at the municipal level
- Requires 50% minimum match in funds from municipality including 10% cash equity

*Examples: Gowanda Area Redevelopment Corporation, 2019 (economic redevelopment study) | St. Lawrence County IDA, 2019 (strategic planning and feasibility study of industrial zoned property for mixed use development) | Syracuse-Onondaga County Strategic Planning County Plan, 2019*



## Market New York

- \$15 million available as of 2017(varies annually)
- No project fund limit
- Targets regional tourism marketing, capital, and special events

*Example: Visit Rochester's Meeting and Convention Tourism Promotion, 2019 | Central New York Tourism Marketing Initiative, 2019*

## New York State Council on the Arts – Arts and Culture Initiatives

- Up to \$5 million available
- Local governments are eligible
- For planning grant: No match required; for implementation grants: 50% cash match, for workforce investment 25% cash match required.
- For planning grant: \$10,000 - \$49,500; for implementation grants: \$10,000 - \$75,000, for workforce investment - \$25,000 - \$49,500.

*Examples: Torn Space Theater Neighborhood Festival, 2019 | Landmark Theatre Auditorium Seating, 2019*

## Community Development Block Grant

- \$20 million available as of 2017(varies annually)
- Intended use for public infrastructure, public facilities, community planning, and microenterprises
- Funding provided for small communities and counties
- Public Infrastructure and Public Facilities – 0% match required; Community Planning – 5% of the total project cost must be provided as a cash match; Microenterprises – 10% owner equity contribution.
- Public Infrastructure \$750,000, Joint Applicants – Public Infrastructure \$900,000, Projects with NYS Co-funding \$1,000,000; Public Facilities \$300,000; Municipality – Microenterprise Programs \$200,000 (individual grant amount to business ranging from \$5,000 - \$35,000), Municipality – Planning \$50,000.

*Examples: Cortland County Housing Conditions Survey, 2019 | Village of Gouverneur Dorwin Street Upgrades, 2019*

## New York Main Street Program

- \$6.2 million available as of 2017
- Local governments or not-for-profits
- Must be in eligible target area



- 75% of total project costs can be reimbursed for all projects
- Traditional NYMS Target Area Building Renovation Projects – between \$50,000 and \$500,000; NYMS Downtown Anchor Project – between \$100,000 and \$500,000; NYMS Downtown Stabilization Program – between \$50,000 and \$500,000.

*Example: Owego North Avenue Revitalization Program, 2019*

### **Office of Parks, Recreation & Historic Preservation (OPRHP) – Environmental Protection Fund (EPF) Municipal Grants Programs for Parks, Preservation and Heritage**

- \$20 million available
- Local governments, not-for-profits, public authorities, state agencies
- For acquisition, planning, development, and improvement of parks, historic properties and heritage areas
- Half of the total awards given will be going to inner city/underserved areas
- Grants can fund 50% of total project costs & up to 75%
- Award cap of \$500,000

*Examples: Amherst Central Park Plan, 2019 | Baltimore Woods Nature Center Expansion, 2019*

### **DOS – Local Waterfront Revitalization Program (LWRP)**

- \$15.2 available as of 2017 (varies annually)
- Local Government located along New York’s coast or designated inland waterways
- For planning, feasibility, design, or marketing of specific projects, and construction projects, to advance the preparation of implementation of strategies for community and waterfront revitalization
- Approximately \$10,000,000 will be spent for projects which are in, or primarily serve, areas where demographic and other relevant data demonstrate that the areas are: densely-populated and have sustained physical deterioration, decay, neglect, or disinvestment, or where a substantial proportion of the residential population is of low income, or is otherwise disadvantaged and is underserved
- Match required is 25% of the total project cost

*Example: Erie Canal Bike Path Extension (North Tonawanda), 2019*



## Office of Parks, Recreation & Historic Preservation (OPRHP) – National Recreational Trails Program

- \$1.9 million available as of 2017
- Local Government, Not-for-profits, public authorities, state agencies
- For the acquisition of land; project planning for ADA compliance; design & development, archaeological reporting; new construction or renovation; purchase and installation of trail amenities
- Grants can fund 80% of total project costs – Grant awards are capped at \$200,000.

*Examples: Rochester CSX Corridor Acquisition, 2019 | Cato-Bruto Trail Bridge Construction, 2019*

## Canalway Grants Program

- \$1 million available
- Local government
- Constructing new buildings, vessels or structures, constructing additions or improvements that enlarge, expand, enhance or extend existing buildings, vessels or structures; New systems in existing buildings, vessels or structures; Substantial renovations or preservation of existing buildings, vessels or structures, including reconfigurations; Site preparation and improvements associated with a project; Acquisition of furnishings, fixtures, machinery and equipment with a useful life in excess of 5 years; Constructing or rehabilitating segments of Canalway trail; Constructing or rehabilitating dock or bulkheads for the purpose of public access to and from the Canal System; and/or hazardous waste clean-up associates with a project.
- 50% match will be required on all grants
- Requests must be between \$25,000 and \$150,000

*Examples: Canalside Welcome Center Enhancements (Brockport), 2019 | Lakeland Park Canal Enhancement and Walkway (Cazenovia), 2019*

## NYSERDA Energy Efficiency Programs

- \$40 million as of 2016 (varies annually)
- NYSERDA Flexible Technical Assistance - Local Government, schools, and commercial and industrial facilities eligible; Small Commercial Energy Efficiency Programs: Energy Assessments – Small businesses or non-for profits; NYSERDA – Commercial New Construction Program (CNCP) – State and Local governments; NYSERDA – Commercial Implementation Assistance Program (CIAP) – Municipalities, State agencies, facility owners.



- NYSERDA Flexible Technical Assistance - Energy feasibility studies, Master Planning, Industrial Process Efficiency, Data Centers, Combined Heat and Power, and Farm Energy Audits; Small Commercial Energy Efficiency Programs: Energy Assessments – Lighting, Lighting controls, Heating, Ventilation, Air Conditions, etc.; NYSERDA – CNCP – New buildings or space within a new building, or substantial renovations to existing buildings where the space has been, or will be, vacant for at least 30 consecutive days, or where there is a change of use; CIAP – Advance clean energy or underutilized technologies, deep-energy savings projects, or systems-based projects that expand the diversity of measures and depth of savings.
- NYSERDA will contribute 50% of the eligible study costs

### **NYSERDA Climate Smart Communities**

- \$10 million as of 2017
- Municipalities
- 1. Climate Protection Implementation Projects and 2. Certification Projects
- Funding requests must be between \$10,000 and \$2,000,000; Certification Projects - funding requests must be between \$10,000 and \$100,000
- Projects must have a local match equal to 50% of the eligible project costs.

*Examples: City of Rochester Greenhouse Gas Inventory and Heat Emergency Plan, 2019 | City of Ithaca Green New Deal Action Plan, 2019*

## **Environmental**

### **Cleaner, Greener Communities Program**

- Up to \$1 million available
- Category 1 will be capped at \$5,000 per applicant for applicants representing a population of up to 30,000 residents and \$10,000 per applicant for applicants representing a population larger than 30,000 residents.
- Cities, Towns, Villages, or other entities having jurisdiction for permitting, land use planning, and zoning are eligible applicants.

*Example: North Country Cleaner, Greener Communities One-Stop Shop, 2017*

### **EPA Brownfields Community Wide Assessment Grant**

- Single applicants may request up to \$300,000 and coalition applications may request up to \$600,000
- Applicants can submit one Community Wide Assessment grant proposal each cycle



- Provides funds for Phase I and Phase II Environmental Site Assessments and redevelopment planning
- 0% match

*Examples: City of Lackawanna, 2021*

### **EPA Brownfields Cleanup Grant**

- An applicant may request up to \$500,000 to address one brownfield site, or multiple brownfield sites
- Applicants may submit one Cleanup Grant proposal each competition cycle
- Cleanup Grants require a 20 percent cost share
- Local Government, Land Clearance Authority or another quasigovernmental entity, Government Entity Created by State Legislature, Regional Council, Redevelopment Agency, State.

*Examples: City of Cortland, 2019 | City of Rochester, 2020*

### **EPA Environmental Workforce Development and Job Training Grant**

- \$2,700,000 as of 2017
- Up to \$200,000 per applicant
- Consortia or Intertribal Consortia, Educational Institutions, Local Governments, Nonprofit Groups, State/Territorial Agencies, Indian Tribal Governments, Tribal Agencies, Universities
- Develop and implement training programs, including, but not limited to: brownfields hazardous waste training, solid waste management and recycling, emergency management and oil spill cleanup, Superfund cleanup-related training, including innovative and alternative treatment technologies, wastewater treatment and storm water management, integrated pest management, alternative energy technologies, and chemical safety and enhanced environmental health and safety training

*Example: City of Rochester, 2019*

### **National Grid**

- Maximum allowable grant for a project is \$300,000
  - ↳ Of that \$300,000, a maximum of \$25,000 can be used for Phase I and Phase II Environmental Site Assessments.
- Eligible costs include Demolition, Electric and gas infrastructure improvements, Phase I and Phase II Environmental Site Assessments, and Costs associated with the local match for the Brownfield Opportunity Area Program
- Applicants must be a municipality, a non-profit working in tandem with the





municipality, or the owner or developer of an eligible site with endorsement from the municipality

### **Environmental Justice Community Impact Grant**

- \$4.3 million available
- \$100,000 cap on applicants
- Eligible organizations are those located in the affected community, serving the residents of an area equal to or smaller than a town or city outside of New York City, or an area equal to or smaller than one of the five boroughs within New York City
- Projects must address a community's exposure to multiple environmental harms and include a new research component that will be used to expand the knowledge of the affected community

*Example: North Tonawanda Sustainable Community Project, 2019*

## **Step 3 Implementation Projects**

Following Step 2 of the BOA process, communities are eligible to apply for funding through the NYS Consolidated Funding Application to receive Step 3 BOA grant funding. At one point, Step 3 funding was a continued planning process that provided communities with details conceptual designs, guidelines and improvements within their established Step 2 BOA Study Area.

In 2019, DOS altered the Step 3 framework to be more proactive and better able to continue momentum within communities. This includes allowing municipalities who have completed their Step 2 Nomination Study to applying for funding for activities such as: feasibility studies and analysis, marketing plans, trail design, enhancement planning, connectivity strategies, predevelopment activities, site-reuse studies, and multi-modal studies.

A full list of possible projects moving forward is provided in the Implementation Matrix below. The Implementation Matrix was created to address estimated timelines, potential funding sources, estimated costs and community partners who will assist with grant implementation. Not all suggested projects can be funded through the Brownfield Opportunity alone. It is recommended that Canton, along with community partners, look to a variety of funding sources for the projects within the Implementation Matrix.



## Implementation Matrix

Project Recommendation	Priority	Time Frame	Responsible Parties	Estimated Costs	Funding Resources
Implementation of Bike Lane network throughout the BOA	High	4-6 years	Village of Canton, Community & Economic Development office, St. Lawrence County, NYS DOT, Complete Street Committee	Varies	NYSDOT, Surface Transportation Program (STP), Local Waterfront Revitalization Program (LWRP), Consolidated Local Street and Highway Improvement Program (CHIPS)
Phase I and Phase II Environmental Site Assessments	High	3-5 years	Village of Canton, Community & Economic Development office, DEC, EPA	N/A Varies per site	USEPA Brownfields Grants, DEC assessment and cleanup grants, National Grid
Canton Pavilion and Recreation Center Rehabilitation and Bend in the River Park Improvements	High	4-6 years	Village of Canton, Community & Economic Development office	\$500,000	DOS BOA Step 3 Implementation Grant, Environmental Protection Fund: Parks, Preservation and Heritage Grants, DOS LWRP
Public realm improvement plan for Riverside Drive	High	1-6 years	Village of Canton, Community & Economic Development office	\$500,000	DOS BOA Step 3 Implementation Grant, NYS DOT, Empire State Development Market New York
Jubilee Plaza Pre-Development Initiatives	High	1-3 years	Village of Canton Community & Economic Development office	\$175,000	ESD Grant Funds, Strategic Planning and Feasibility, Study Project Grants (ESD SPFS)
25, 27, 29 Pre-Development Initiatives	High	1-3 years	Village of Canton, Community & Economic Development office	\$200,000	DEC Climate Smart Communities Program (CSC)



Gouverneur Gateway Enhancements and Streetscaping	High	1-3 years	Village of Canton, Community & Economic Development office	Varies	DOS, CFA, USDOT
Former Family Dollar Pre-Development Initiatives	Medium	1-6 years	Village of Canton, Community & Economic Development office, NYS DEC, EPA	\$500,000	DOS CFA, NYS BCP, EPA Brownfields Remediation Grants
Transportation and Access Plan	Medium	1-6 years	Village of Canton, Community & Economic Development office, NYS DOT, Complete Streets Committee	\$100,000	DOS BOA Step 3 Implementation Grant
Cascade Inn New York Main Street Technical Assistance Grant	Medium	1 year of less	Village of Canton, Community & Economic Development Office, Property owners	\$1,000 for Technical assistance grant	NYS DOT
Main Street Alley Enhancements	Low	1 year of less	Village of Canton, Community & Economic Development office	Varies	New York Main Street Grant

Figure 23: Implementation Matrix

Legislative and Regulatory Actions to Facilitate Redevelopment	Agencies, Departments, and Boards
Phase I and Phase II Environmental Site Assessments	NYS DEC
Remedial Investigations	NYS DEC
Remediation (site clean-ups)	NYS DEC
Consultation with the State Historic Preservation Office	NPS and SHPO
NYS Building Code	Code Enforcement
State Environmental Quality Review	NYS DEC
Site Plan Review	Code Enforcement
Planning and Zoning Board Review	VOC Planning Planning and Zoning Board of Appeals
Permitting	Code Enforcement

Figure 24: Local Legislative and Regulatory Actions to Facilitate Redevelopment





## Priority Implementation Projects

A number of projects from the Implementation Matrix were selected with assistance of the Steering Committee to be fleshed out in greater detail. From this, the Village is able to use the narratives below for future grant applications or to contribute to and strengthen other community planning documents.

### Transportation and Access Plan

The Village and Town of Canton, in partnership with their residents, can actively plan transportation improvements to create a more accessible and safer circulation system for full-time residents, University students, and visitors. Current efforts are chiefly around two ongoing projects: implementation of the 2018 Master Trails Plan and implementing recommendations developed by the Complete Streets Task Force.

Both the Trails Plan and the Complete Streets Task Force made recommendations for improvements to the circulation system within the BOA boundary. From the Trails Plan these are:


#### Main Street at Park and Court streets

The NYSDOT has tried to assist in traffic flow improvements including pedestrian operated buttons to control lights at each corner. Difficulties persist for bicyclists, however. The Trails Plan recommends adding and adjusting sensors that recognize bikes at the intersections so the lights can change to allow them through. The plan further recommends signs and a painted box on the pavement for each traffic direction, so the cyclists can ensure they are in the line of sight of the sensors. This recommendation should be implemented.

There are other issues and concerns with multi-modal circulation on Main Street including traffic volume, noise, and volume. An exercise in the November 2019 public workshop asked participants to add Post-It notes to a poster expressing how the BOA study area sounds. The responses were almost entirely about traffic and engine brake noise. A question about how the BOA smells drew similar traffic-related input, with participants indicating that it smells like brake dust and diesel fuel.

Nearly two-thirds of respondents to the community survey strongly agreed or agreed that tractor trailer and truck traffic is a safety problem. A smaller proportion, 58%, strongly agreed or agreed that this traffic is too noisy and a slightly higher proportion, 62%, strongly agreed or agreed that there is too much tractor trailer/truck traffic. Of the 141 responses to an open-ended question about where there are traffic problems, 92 mention Main Street, including issues involving pedestrian safety and visibility, crosswalk issues, dangerous turns, and others. Every intersection on the portion of Main Street within the study area was named.





It is recommended that the Village and NYSDOT address Main Street as a community safety and quality-of-life issue. The community has been involved in a conversation about the potential of a new road bypassing downtown for years. Even if a feasible alignment on which the community can come to consensus is identified, funding is unlikely given the overwhelming needs of existing infrastructure for maintenance and repairs. Therefore, Main Street solutions will have to take place on Main Street. These include providing incentives for the truck traffic to find its own ways to bypass the Village on alternative routes such as such as NY 37 and Ontario Highway 401. Narrowing the travel lanes so that traffic is forced to go slowly, lowering the Main Street speed limit to 20 miles per hour between Gouverneur Street and Romoda Drive (outside of the study area), along with robust enforcement could trigger this intended outcome. The community can also pass a truck noise ordinance, and outfit police cars with simple noise meters to aid in enforcement. Even if traffic volumes are not reduced, Canton can be known as a community that takes Main Street serenity seriously. There is nothing wrong with gaining a reputation as a speed- and noise-trap community.

### **Riverside Drive Intersection with Chapel Street and State Street**

Riverside Drive is one of the Village's highest-volume streets with an excess of 5,000 cars daily. Chapel and State streets come together in a "V" intersection at the same point with which they intersect with Riverside Drive. This is an unsafe and potentially deadly configuration made even more dangerous with the senior citizens high rise residence's exit drive directly across the street. The Trails Plan recommends a minor adjustment of Chapel Street to meet State Street perpendicular to the current alignment just east of the Riverside Drive intersection. The graphic depiction in the Trails Plans appears not to require any real estate from 24 Chapel St., but a survey would have to be done as part of design and the necessary negotiations carried out if there is a taking. The Trails Plan concept could increase by a sliver the former Bell's property, currently a redevelopment parcel. This recommendation should be promoted for additional study.

The development of a passive park on Riverside Drive on the parcel where the former nightclub was recently demolished is depicted in the Trails Plan. There should absolutely be a shoreline trail alongside the Grasse River, as showed in the Trails Plan. But with so much land off the tax rolls in Canton already, development of additional public parks should not be supported. This trail should be developed but without the proposed passive park.

### **Complete Streets Task Force Recommendations**

The Complete Streets ordinance helps the community apply sound multi-modal access principles across its entire road network. Complete Streets make sense and having the ordinance makes the local jurisdiction accountable even when state and



federal funding is not used in transportation enhancement projects. Within the BOA boundary, the Task Force names “small” projects that could have major impacts. These include:

### **Main Street**

- NYSDOT signal light calibration
- Bicycle “trigger” markings at intersections
- Left turn marking for Riverside Drive eastbound from Main Street
- Bicycle “hoops” for parking meters
- NYSDOT signal light calibration and bicycle trigger markings as recommended by the Trails Plan
- In cooperation with Town of Canton, shoulder markings for pedestrian and cyclists

### **Park Street**

- Restore lane/sharrow markings from the railroad tracks to the edge of the Village (technically outside of the boundary)

### **Village Park and Park Place**

- Installation (or at least repaint and sign) handicap parking space(s)

### **Park Street and Park Place**

- Revision of proposal to modify traffic flow & parking

***These recommendations should be implemented and should be extended throughout the study area where feasible and appropriate.*** Main Street recommendations that can also be implemented on Gouverneur Street within the Village should be identified.

## **Gouverneur Street Gateway Enhancements**

The Gouverneur Street Gateway is one of St. Lawrence County's busiest corridors with almost 7,700 cars entering the Village from the south on Route 11 each day. This was once a thriving mixed-use corridor with homes, local businesses and services including the local bakery, one of Canton's two lumber yards and a car dealership. Over the years the character of the corridor has eroded. It lacks defined curb cuts, and features narrow sidewalks, few streetscape amenities, and no bike lanes. There are some deteriorating vacant and underutilized properties. The Gouverneur Street Gateway can be a welcoming image for the Village of Canton. It should communicate a sense of prosperity and vitality. A greener, cleaner and more comfortable atmosphere will naturally calm traffic and result in increased property values.





Members of the steering committee and interested members of the public participated in an interactive site tour of the Gouverneur Street corridor in November 2019. They departed from the Cascade Inn parking lot and traveled to the rail trestle just outside the Village line.

When the group returned to the intersection at Main and Gouverneur streets the traffic noise forced them to retreat to the Cascade Inn parking lot for a post-tour debrief. They had a difficult time crossing Main Street and noted that Dwight Church Park is all but lost in all the intersection activity. Members of the tour group wondered whether the intersection could accommodate a roundabout. While the real estate may be available, the grade changes may rule it out.

Overall, the group found the corridor unfriendly and unwelcoming. The public realm needs attention focused on multi-modal circulation, gateway and entry features and landscape design.

This high-volume traffic corridor is also a large employment center that is visited by people coming to do business and keep appointments, but a Stewart's Shop and the redeveloped Dairy Queen are the only retail/food outlets on the corridor. The Village should develop public realm design standards for Gouverneur Street including sidewalk and bike lane, street furniture and appurtenances, green infrastructure, rain garden and storm water management; and curb cut and parking lot standards. These standards should be extended to other corridors in the study area including Riverside Drive, Park Street, Miner Street, Hodskin Street and, of course, Main Street.


Gateway enhancements will improve the overall look of the corridor that has been dealing with issues of vacancy for years. Gateway improvements could be imperative to new development on brownfield inventory sites. The more welcoming and pedestrian friendly a corridor is, the higher chance of people wanting to live in the area.

## **Cascade Inn New York Main Street Technical Assistance Grant**

The iconic Cascade Inn motel and restaurant with its appealingly retro downstairs watering hole, the Buccaneer Lounge (the Buc) is a Canton landmark. The building has presided over the intersection of Gouverneur and Main streets at the gateway to downtown for more than 50 years. Although it is not vacant and operations are ongoing, the Cascade Inn is underutilized in terms of its potential.

Due to age, it is in need of investment and with an aging and dwindling customer base, the owners may lack the necessary capital. The Village of Canton can help. Pending availability of funds, the Village of Canton should apply for a New York Main Street Technical Assistance grant from New York Homes and Community Renewal to support the owner of the Cascade Inn. The grant would be used to hire consultants to





help determine the best course of action to renovate and update the property, identify its most pressing needs, and develop a business plan for operations going forward.

The Technical Assistance grant could provide up to \$20,000 to improve readiness for a future New York Main Street Anchor project. The applicant – Village or a qualified non-profit – must commit to a 5 percent cash match or at least \$1,053 that could ultimately leverage \$625,000 or more in public and private funds – none of these from the Village – to revitalize interior and exterior spaces of the Cascade Inn, including facades, access, roofs, building systems, and interior spaces.

Eligible activities under the Technical Assistance grant program are described below. Note that more complete guidelines are available in the NYS Main Street handbook available online and precedent projects can be reviewed here: <https://hcr.ny.gov/new-york-main-street-technical-assistance-nyms-ta-completed-projects>. The InSite Architecture study for 144-116 Montcalm St., Ticonderoga, completed in January 2019 is particularly relevant to the Cascade (the grant for the study was \$19,950).

An important objective of the building re-use/feasibility analysis Technical Assistance program is to prepare grantees for the **Downtown Anchor** or the **Target Area Building Renovation** grant program. Through the Technical Assistance grant project, the owner of the anchor building can fully develop a building improvement plan including designs and cost estimates, a business plan and financing strategy. This sets the stage for a ready-to-go anchor project that will be completed within the required two-year timeframe. Applicants can request between \$100,000 and \$500,000. The funds are deployed as a reimbursement grant not to exceed 75% of the project cost. Soft costs of up to 18% of the overall application amount can also be included in the grant request to cover design, engineering, and environmental review.

The match can come from building owners or from Federal or State community development or economic development programs, investors, or bank loans. Coordination of applications with other programs is encouraged. Aside from any cost of preparing the grant, there is no cost to the municipal or qualified non-profit applicant for implementing the grant. Applicants can include an additional 7.5% of the total amount for which it applies to assist with administration, either to cover its own salaries and other administrative costs or to hire a consultant to do it for them.

If liquid capital or bank financing are not adequate to cover the working capital needed for the renovation project, there are options available. Tax credits are available for renovations of historic properties and the Cascade Inn may be eligible for listing on the National Register of Historic Places. It is unclear if and somewhat unlikely that the Restore NY program will be funded, but if it is, the Cascade could be eligible.

Another avenue of fundraising is online crowdfunding. There are two kinds of crowdfunding websites. The first seeks acts of direct charity, the second is for investors





On the first, individuals are invited to make cash donations toward a cause; donors do not hold a stake in the project being funded. There have been wildly successful campaigns, including a recent one that raised \$1.2 million more than double its \$500,000 goal for a family-owned gluten- and dairy-free restaurant operation in Roswell, GA. Success like that requires a very compelling story. Having a well-connected person to launch the campaign, in this case the founder of Humans of New York, also helps.

The other kind of crowdfunding is a mechanism for attracting investors. These sites may be purely investment-driven or may also have a social mission. They cast a wide net by offering small and average investors access to a kind of investment vehicle – real estate – that used to be available only to wealthy individuals and companies. They are federally regulated and the projects they list are well vetted. They also have fee structures.

A compelling story can certainly be told about the Cascade and the need to preserve and revitalize this important landmark. And with an expertly developed business plan and strategy, it may well attract investors. The owner may find both crowdfunding strategies worth exploring.

## **Canton Pavilion and Recreation Center Rehabilitation and Bend in the River Park Improvements**

The Village of Canton Pavilion and Recreation Center is a crucial part of Bend in the River Park and an asset to the Canton community. Canton is known to be a hub for hosting sports tournaments and events throughout the year, especially within the winter months surrounding hockey. As such, it is important that their recreation facilities and parks reflect their identity as a destination for year-round gathering and sporting events. The building contains the Canton Ice Rink as well as the Recreation Offices for the Village.



The state of the Park’s current Pavilion and Recreation Center is outdated and worn with signs of visible wear and tear surrounding the exterior of the building. The building is also the first thing visitors and community members see when they enter the Park from the north on Lincoln Street. As such, the Pavilion and Recreation Center needs significant exterior and gateway improvements in order



to maintain and increase the visitor ship to the Park and to the Village of Canton for events and tournaments.



Suggested improvements to the Pavilion and Recreation Center include streetscaping and new sidewalks leading to the Park, façade improvements, new signage for the building, wayfinding signage within the downtown, lighting improvements and parking lot improvements such as striping and plantings.


Updates to the Recreation Center and Pavilion can also include accessibility improvements as well as outdoor seating areas with benches and tables.

Costs vary for facility assessments and improvements. It is suggested the Village first address relocation of the salt pile north of the Pavilion while simultaneously working with a firm to assess the current structures and improvements to the park and available recreational opportunities.

Bend in the River has seen a number of updates including paved trails and new benches but there is still a large swath of vacant land owned by the Village within the Park that isn't used for either active or passive recreation. The vacant land is located just north of the baseball diamond and south of the Atlantic Testing facility.

It is suggested that the Village start the process of transforming this area of land into an outdoor bike park as a second Phase to its Bend in the River Park improvements. Outdoor Bike Park and recreational bicycling have become increasingly popular within the 20th century. An outdoor bike park would encourage increased active recreation within the park and ongoing multi-modal initiatives within the Village. It also has the capability to bring in visitors from outside of the immediate area within the Village and local parks.





Outdoor Bike Parks can include a number of amenities such as paved and gravel trails, plantings, benches, and bike racks. They are also a way to incorporate public art and a place to hold small family gatherings, festivals and birthday parties.

Since the project is described in two phases it is suggested that the Village of Canton explore supplemental funding sources outside of the Brownfield Opportunity Area program such as the Local Waterfront Revitalization Program and funding Environmental Protection Fund Parks, Preservation and Heritage Grants.

## **Riverside Drive Public Realm Improvement Plan**


The Village of Canton has been continuously working on transforming Riverside Drive into an active corridor within the community. As it seeks to expand the traditional downtown outside of Main Street and draw people to the waterfront along Riverside Drive, a focus on the public realm is a crucial piece of the puzzle. Leveraging views of the Grasse River and redeveloping vacant space such as 25,27, 29 Riverside Drive, 24 and 30 Riverside Drive will assist in molding the corridor into an active, multi-modal thoroughfare, where community members both live and gather.

As part of a focus on a public realm design plan and efforts to revitalize Riverside Drive, the Village of Canton should identify elements that tie the community together through streets, sidewalks and trails, as well as thematically. Public realm design elements can include:

- Interpretive signage/ kiosks – to highlight the community’s heritage and destinations
- Lighting – to add elements of delight and increase perceptions of safety
- Plants, plantings and trees – to delight the eye and provide shade
- Post flags/ banners – to celebrate the community and add interest
- Public art – to showcase the artists and artisans who live in the area and celebrate the community’s heritage
- Site furnishings – Including moveable seating such as Adirondack chairs
- Wayfinding – To organize the community for visitors, direct visitors to destinations within and outside of downtown and to encourage walking

Currently, many of the above items are not present on Riverside Drive. The current lighting isn’t tailored for pedestrians, there are gaps in the sidewalk and there are no plantings or seating options. With senior housing just north of the Study Area and located on Riverside Drive, improvements to the streetscaping are crucial to ensure the Village remains age-friendly and allows all community members to participate in civic activity.





Through the plan, the Village can engage the public and commercial building and potential new business owners to identify ways to customize the streetscape to provide space and opportunities for the culture of commercial districts to spill out onto the sidewalk and fully “own” the street. The plan should reflect Canton’s culture and history along the Grasse River.

Public realm design plans can vary in cost ranging from \$25,000 to \$100,000. For the BOA, the Village of Canton should apply for \$25,000 in funding to complete a public realm design plan for Riverside Drive.

## Phasing

Having a phasing timeline for redevelopment throughout the Village of Canton is a helpful tool to stay on track and implement new major projects or improvements at an appropriate speed. The Village of Canton has a rich history along the Grasse River in its industrial with its ties to past mill operations which provided an ample number of jobs as well as allowed the area to flourish economically. After many mill operations moved out of the North Country and the vacancies that resulted in it, the Village of Canton had to move forward without a cohesive redevelopment plan.

The proposed phasing outlines projects that are High and Medium priority and then broken down into estimated time frame following the completion of the Step 2 BOA Nomination Study. It should be noted that some steps have already been taken or are being taken in the near future for a number of the projects listed below.

### High Priority

#### 1-3 years

- Jubilee Plaza Pre-Development Initiatives
- 25, 27, 29 Riverside Drive Pre-Development Initiatives
- Gouverneur Gateway Enhancements and Streetscaping

#### 1-6 years

- Public Realm Improvement Plan – Riverside Drive

#### 4-6 years

- Implementation of Bike Lane network within the BOA
- Pavilion and Recreation Center Rehabilitation and Bend in the River Park Improvements





## **Medium Priority**

### **1 year or less**

- Cascade Inn New York Main Street Technical Assistant Grant

### **1-6 years**

- Former Family Dollar Pre-Development Initiatives
- Transportation and Access Plan

## **Low Priority**

### **1 year or less**

- Main Street Alley Enhancements





NYS BROWNFIELD OPPORTUNITY AREA STEP 2  
(NOMINATION STUDY)

PUBLIC ENGAGEMENT PLAN

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VILLAGE OF CANTON  
STEP 2 BROWNFIELD OPPORTUNITY AREA (BOA)



Location:  
VILLAGE OF CANTON  
ST. LAWRENCE COUNTY NY  
Submitted By:  
TOWN & VILLAGE OF CANTON  
COMMUNITY ECONOMIC DEVELOPMENT  
MUNICIPAL BUILDING  
60 MAIN ST.  
CANTON, NY 12010

Prepared By: C&S COMPANIES

SEPTEMBER 2019

NYS BROWNFIELD OPPORTUNITY AREA STEP 2  
(NOMINATION STUDY)  
PUBLIC ENGAGEMENT PLAN

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and dilapidated; there are no grocery stores or pharmacies in the downtown, these have been moved to the outskirts of the Village.

Canton's industrial age is remembered in the fabric of the community, in the land and its buildings. Stillman Foote and Henry Rushton are still remembered today, the former by a series of foot races and an eponymous running club and the latter by his signature canoes and Canton Canoe Weekend founded in 1962 as the Rushton Memorial Canoe Race held annually on the Grasse in Canton. Coakley and Falls islands in the Grasse have been developed as a downtown heritage park, celebrating and interpreting the Canton's industrial legacy.

Through a series of studies and proactive implementation strategies, Canton demonstrates its determination to regenerate its economy, revitalize the downtown, preserve its heritage and culture and reconnect to its waterways. The community is also working on reclaiming the areas left vacant, underutilized and environmentally compromised by past industrial and commercial uses. Through the New York State Brownfield Opportunity Areas grant program. Canton successfully completed the Step 1 Pre-Nomination Study and now moves on to Step 2, the Nomination Study.

With this Step 2 Nomination Study, the community will identify opportunities that can catalyze the resurgence of Canton. Through deliberate planning for efficient land uses and site cleanups new investment in potential brownfield sites will be identified that result in job creation and economic recovery throughout the community. The Step 2 Nomination Study focuses on a 73-acre study area that follows the Grasse through the downtown, half of which includes potential brownfields. The following sections outline the community participation and visioning techniques that the project team will undertake to obtain input from the community during the project.

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## **PURPOSE**

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The Nomination Study will provide in-depth and thorough descriptions of existing conditions, identify new development opportunities and re-use potential for properties located within the two Brownfield Study Areas with emphasis on identification and re-use potentials of strategic sites to serve as catalysts for revitalization.

Key BOA project objectives include:

- Establishment of a community participation process to begin to identify a common vision, goals and objectives for the areas.
- Completion of a comprehensive land-use assessment and analysis of existing conditions in the study area. This assessment will include an economic and market trends analysis focusing on a variety of challenges the community faces, including availability of housing, commercial services, community amenities and business needs; outdated zoning; Grasse River access; and others. This analysis will determine the range of realistic futures and identify the types of redevelopment projects that will contribute to the revitalization of the study area.
- Identifying the strategic sites which best represent key redevelopment opportunities to serve as catalysts for future revitalization. Emphasis will be placed on the identification and re-use potential of strategic brownfield sites that may stimulate revitalization and long-term market capture.
- Based on the overall analysis, the project team will develop key findings and recommendations for implementation of the redevelopment and community revitalization objectives.

Commitment to, and from, the community will be vital to achieve all these objectives and for the ultimate success of the projects. The programs will build on similar efforts already conducted by the Town and Village of Canton in previous studies including the 2015 Community Action Plan, Grasse River Blueway Trail Plan, 2018 Canton-Grasse River Local Waterfront Revitalization Plan, and the 2011 Canton Village Brownfield Opportunity Area Step 1 Pre-Nomination Study. The purpose of this Public Engagement Plan is to ensure that the local community is given a voice in the redevelopment planning for the study areas. This will be accomplished primarily through public and stakeholder meetings, small-scale events, and maintenance of a public project social media presence, the elements of which are described below. In addition, an Advisory Committee comprised of members of local business owners, citizens, and community groups has been formed to assist in communicating events and milestones to the community.

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**TENTATIVE CONSULTATION STRATEGY OUTLINE**

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COMMITTEE KICK OFF	September 19, 2019 November 2019 February 2020
COMMITTEE MEETINGS	May 2020 September 2020 January 2021
PUBLIC KICKOFF MEETING:	November 20, 2019 September 2019-September
COMMUNITY CONVERSATIONS:	2020 (continue through process)
SITE SPECIFIC TOURS & COMMUNITY VISIONING THEMED TOURS	November 2019 May 2020 September 2020
PROJECT CLOSE-OUT PUBLIC MEETING	September 2020

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**COMMUNITY PARTICIPATION & VISIONING**

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Environmental sustainability is at the forefront of every one of this project team’s plans and the team excels at envisioning opportunities for beautiful and stimulating environments that maximize investment dollars and enhance the overall aesthetic of a space, ultimately fostering a culture for economic development and sustainability. The project team understands that the context of place is a key component to any revitalization effort. The place’s history, existing assets of the community, as well as the community’s vision for the future should inform the plan from project commencement.

Identifying and leveraging the assets of the place, as well as the people most committed to the community, will allow the project team to design a plan rooted in its strengths while maximizing the community’s potential for economic growth. Though this is a Brownfield Opportunities Area project, it is also an important Community Visioning Plan for the areas in the Village of Canton that have vacant, underutilized, known and suspected environmental trouble spots. These projects will follow a Placemaking methodology that utilizes public engagement to build consensus to craft approaches to revitalization through creativity, collaboration and community empowerment.

The project team will identify solutions that address the quality of life concerns of the community, while ensuring that the triple bottom line of economic, social and environmental benefits is met through these projects. Larger community initiatives – such as improvements to public and transportation infrastructure, future or proposed new developments and/or housing, and public amenities and recreational opportunities – will be considered part of the site analysis and will identify specific sites where the existing context of place can best support these efforts as well as where the plan will need to accommodate future linkages, opportunities and community needs.

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## CONSULTATION METHODS & TECHNIQUES

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Due to the increasing lack of interest and citizen participation in traditional public engagement methods, the project team will approach this process in a very different way. The “Placemaking Vision Strategy” is similar to methods Organizational Development and Team Building experts use for problem solving and strategic planning with diverse user groups for corporations large and small.

This non-traditional strategy is an excellent way to interact with users that is approachable and engaging. The project team will use the “Placemaking Vision Strategy” as the method for engagement with the intention of obtaining creative ideas, building relationships and inspiring imagination about the future of the Brownfield Opportunity Area.

The success of these projects will rely on outreach and engagement at various scales. Key participants include:

- **Stakeholders and Community Partners:** Project Advisory Committee, Municipal Department Leaders, Business and Market Development Partners
- **Vision Group:** This group looks to harnessing the collective knowledge of the COMMUNITY by inviting the “UN-usual Suspects” which may include:
  - Local shoppers
  - Visitors
  - Kids
  - Senior Citizens
  - Business Owners
- **Public:** The project’s ultimate constituent. Larger community knowledge and support means long-term success for any project. Outreach efforts will involve residents directly impacted by these projects.

Specific Engagement Techniques will include:

- **Small Conversations around Town:** (September 2019 through September 2020,) The project team will hold these small community discussions throughout the Village beginning with the Farmers Market and Remington Festival of the Arts on September 27 and 28, respectively. Initial outreach will include “meeting the public in public” where they are, rather than inviting them to come to us. The goal of the project team is to hear local perspectives from as many viewpoints as possible. By going to community members where they are, we can have many casual conversations with real and valuable contributions.
- **Understanding Your PLACE - tour techniques at node locations:** (November 2019, May & September 2020) Often times we are looking at our surroundings from a distance and moving quickly while we do it. A great way to understand any site is to truly experience it. It is amazing to discover what elements are remembered, imagined or interpreted that are

different from reality. Our experience of a place comes from our interaction within it, and walking tours allow us to see the area with fresh eyes. Access alternatives such as golf carts can allow people with special mobility needs to participate as well.

It is important to have the “Vision Group”, stakeholders, market analyst and Municipal Departments on Site Analysis Tours to best maximize the opportunity for all participants and to experience and comment on issues and opportunities in real time.

Tours will be no more than two hours, with an average of 12 to 18 participants each and will address the challenges and opportunities identified by a diverse user group.

- Tour locations could include the five subareas identified in the Step 1 document as well as priorities that emerge through the process.
- Tours will be planned to identify opportunities and constraints with real time discussion and may address the following:
  - Heritage Story Walk... “What was the pre-industrial story of the BOA Boundary Areas? Should that influence the story for the next 50 years?”
  - What is the post-industrial, 21<sup>st</sup> century story of the areas?
  - Connectivity and Linkages Walks, how do we make wayfinding in Canton more intuitive?
  - How do we plan for the integration of recommendations developed under the BOA Step 2 Nomination Study with investments of the Downtown Revitalization Initiative in the East End BOA?
  - How do we address truck traffic within the lower Mill Complex area and residential neighborhood?

**Public and Steering Committee Meetings:** *(Steering committee: September & November 2019; and February, May & September 2020) (Public forums: November 2019 & September 2020)* In addition to the tours described above, the Planning Team will coordinate and lead two public meetings and periodic Advisory Committee meetings.

The first public meeting will be an initial kick-off meeting to explain the Brownfield Opportunity Area Program and the project's intent and scope, and to solicit initial public input on a vision for the study area, goals, objectives, opportunities, and constraints.

The second public meeting will be held at the conclusion of the project and will present the findings of the study and open the public comment period for the Step 2 Nomination Study.

After the interactive visioning events, our team will disseminate the findings and similarities in the results and help to clarify priorities for the Vision Plan and start to translate the Vision onto the actual site constraints. The team will prepare 2-3 site organization diagrams for review with the Advisory Committee, Community Partners and the Vision Group.

As project findings are produced, and design solutions become clear the project team will reach out to the community again. This participation is akin to the traditional “Public Information Meeting” where a project status and design recommendations are often presented. Our team will coordinate with Municipal officials to determine the dates, locations and meeting style best suited for this stage of the project. Additionally, the

following methods may be utilized to once again broaden the public engagement by “going to the people”.

- Highlight what’s been done to date and gauge community priorities for implementation by attending the following:
  - Farmers markets
  - Concerts
  - Festivals
  - Grocery store
  - Churches
- Traditional Paper survey. Highlight what’s been done to date and gauge community priorities for implementation.
- **Do something Special to showcase your efforts:** (May 2020) If desired a more interactive form of outreach could be developed to strengthen community commitment. Examples include hosting an event or festival along the corridor to announce the planned improvements and allow the community to “try the design on for size”. These events have been successful in taking planning ideas from paper documents to public enthusiasm very quickly.
- **Marketing and Branding for Outreach and Awareness:** (Will take place beginning with project initiation and continue through project completion) Developing the initial branding for the project at the onset is vital to creating an approachable face to the project and building enthusiasm from the community for this approach to planning. A strong brand builds trust in the project and the vision, and the project team will work with Municipal Leaders and Advisory Committee to develop a brand and marketing strategy that will deliver the highest level of professionalism to ensure that the Vision is achieved.

Social media will be used throughout the project as the digital medium for promotion of events as well as provide a way to introduce Visioning and Tactical Urbanism strategies through the practice of tagging articles and sharing content tied to tour “save the date” info and Facebook events. Social Media will be actively utilized as part of the outreach and participation efforts. Facebook status updates and the interactions of real time events will be centrally coordinated. In addition, the use of photo albums and YouTube videos following live events could extend the opportunity for participation long after the live events are complete.

Project website content starts with these initial Social Media interactions, allowing the Brownfield Opportunity Study Area to build a “Vision” website easily. Branding, logo, and physical media development will happen in parallel to the visioning process and be ready to disseminate upon approval.

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**PROJECT TEAM MEMBERS & STAFF**

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**Village of Canton** Mayor Michael E. Dalton  
**Town of Canton** Supervisor Mary Ann Ashley  
**Town and Village of Canton** Economic Development Director Leigh Rodriguez

**New York State Department of State**  
 To be determined (Barbara Kendall?)

**New York State Department of Environmental Conservation**  
 To be determined

**Consultant Team**  
 C&S Companies  
 Joy Kuebler Landscape Architect  
 E. M. Pemrick and Company

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**PROJECT SCHEDULE**

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The following proposed project schedule is based on the project scope, which is detailed in the separate Step 2 BOA Project Plans.

<b>Project Activity</b>	<b>Proposed Schedule</b>
Component 1 – Project Startup	September 2019
Component 3 – Community Participation and Techniques to Enlist Partners	September & November 2019, and May & September 2020
Component 4 – Draft Nomination Study	September 2020
Component 5 – Nomination Completion and Distribution	October 2020
Component 6 – Final Nomination and BOA Designation	January 2021
Component 7 – NYS Environmental Quality Review	September–December 2020

\*Community participation events will be held periodically during the project, as discussed in the sections above.

## 1 Introduction

Due to the increasing lack of interest and citizen participation in traditional public engagement methods, the project team approached this process in a very different way. The “Placemaking Vision Strategy” is similar to methods Organizational Development and Team Building experts use for problem solving and strategic planning with diverse user groups for corporations large and small.

This non-traditional strategy is an excellent way to interact with users that is approachable and engaging. The project team will use the “Placemaking Vision Strategy” as the method for engagement with the intention of obtaining creative ideas, building relationships, and inspiring imagination about the future of the Brownfield Opportunity Area.

In order to ensure that all residents and stakeholders have ample opportunity to weigh in on the Step 2 Nomination Study and to become true partners in the process of implementing the study’s recommendations, engagement activities for the program are guided by a Public Engagement Plan. The purpose of the Public Engagement Plan is to ensure that the local community is given a voice in the redevelopment planning for the study area. This was accomplished primarily through public and stakeholder meetings, attendance at events and meetings, and maintenance of a public project Facebook presence.

This is a summary of the public engagement activities for the Canton BOA Step 2 Nomination Study.

## 2 Local Events and Festivals

The project team held small community discussions beginning with the Farmers Market and Remington Festival of the Arts on September 27 and 28, respectively. This Initial outreach included “meeting the public in public” where they are, rather than inviting them to come to us. The goal of the project team is to hear local perspectives from as many viewpoints as possible. By going to community members where they are, we can have many casual conversations with real and valuable contributions.

### 2.1 September 27, 2019 Farmer’s Market

The project team had a presence at the Canton Village Farmers market on Sept. 27, 2019. The purpose of establishing a presence at festivals and local events is to get the word out about the study and encourage participation going forward. At the table there was a map of the Brownfield Opportunity Area to orient participants to the study area. “Small Conversations” questions were also available at the event. These are called small conversations questions because they are a fast way for people to provide input and allow the consultants the opportunity to interact with a greater number and greater diversity of people by “encountering the public in public” at local festivals and events.



*College students dropped by the project table at the Farmer’s Market.*

There were four open-ended questions and a ranking question for farmer's market visitors who were free to choose which, if any, of the questions they answered.

***I want a \_\_\_\_\_ on \_\_\_\_\_ Street in Canton's BOA Area!***

- Restaurant at Main and Court
- Grocery store where Family Dollar used to be
- Rebuild Dairy Queen or bring in another fast food restaurant
- Bookstore in town
- Playground

***What kinds of events and activities would enhance the Canton BOA?***

- Bike share, perhaps on campuses as well as downtown
- Biking tours and housing at the colleges for the bikers
- Concerts in the park
- Movie showings in the park
- Hallowe'en events
- Historical tours/events

***How can Canton's gateway areas be enhanced so they are more appealing?***

- Bike sharing with docks like Citibike and Boston Bike
- Better use of the river: Fly fishing tours, passive birding? kayaking
- SLU environmental programs: Land use, water purification, illegible
- We need a welcoming center down by the river, three floors:
  1. Welcoming center with chamber offices with café
  2. Government offices, town and village and rental offices pay rent
  3. Restaurants?
- The frat house on Riverside Drive is an eye sore

***My family and I would visit the Grasse River parks in the BOA more often if we could \_\_\_\_\_***

- We need an outhouse or portable stops for bathroom
- If they were cleaner, didn't have to pick up garbage; maybe volunteers could clean up
- Cross Route 11 on the bridge, need a crosswalk – raised table crossing Willow Island to Coakley Island
- Get there
- NYSARC bus schedule has a lot of gaps in it, if it ran weekends and had better Canton/Potsdam route it would be better
- Have a dog park

A final question invited participants to rank four statements in order of importance with 1 being most important and 4 being least important. The final ranking from most to least important from the nine responses received was:

1. Revitalize commercial areas with new shopping and dining options
2. Reuse vacant, underutilized and abandoned commercial and industrial areas to bring in more jobs
3. Develop Canton's tourism assets to support economic development
4. Revitalize housing stock in Canton's BOA



Note that nine responses are not enough from which to draw any solid conclusions. These questions, particularly the ranking question, were asked again and again through the project process.

## 2.2 September 28, 2019 Remington Festival of the Arts

The team also had a presence at the Remington Festival of the Arts on Sept. 28, 2019. Due to the overcast and rainy weather “traffic” at the project’s display was somewhat suppressed. The input received is below.



Mr. & Mrs. Remington stopped by the table at the Remington Arts Festival.

*I want a \_\_\_\_\_ on \_\_\_\_\_  
Street in Canton's BOA Area!*

- Less traffic
- Less traffic
- Easier parking
- More restaurants and food trucks
- Food truck
- Band in River Park
- More trash cans on side streets (might help reduce litter)
- Restaurant on Riverside Drive – sit-down restaurant to take advantage of the view; buy a bottle at Riverside Liquors and have \$1 corkage with dinner
- Restaurants downtown – better food options; fresh, good food; currently go to 1844 House

*What kinds of events and activities would enhance the Canton BOA?*

- Food truck
- Free concerts by community players
- More advertising for existing fairs and events so it will be easier to learn about them
- Playground on the River Park with swing sets
- More restaurants and better after-hours activities

*How can Canton's gateway areas be enhanced so they are more appealing?*

- Less traffic
- More attractive Main Street
- Easier parking
- I think a bypass would be very helpful. I walk every day and I have heard several people say how bad Main Street, too crazy, so it makes it hard to visit the local shops

*My family and I would visit the Grasse River parks in the BOA more often if we could \_\_\_\_\_*

- More picnic area and leisure space
- Easier parking and less traffic
- Lunchtime food truck
- We visit 2X per week to walk our dogs – love the nice path with the trash cans
- Picnic, outdoor grills
- More advertising about the parks

The final ranking question received just four responses. Ranked from most to least important, they are:

1. Revitalize commercial areas with new shopping and dining options
2. Reuse vacant, underutilized and abandoned commercial and industrial areas to bring in more jobs
3. Develop Canton's tourism assets to support economic development
4. Revitalize housing stock in Canton's BOA

Again, it is important to note that these responses were not enough from which to draw any solid conclusions. These questions, particularly the ranking question, were asked again and again through the project process.

### 3 Public Workshops

#### 3.1 November 20, 2019 Public Workshop

The first public meeting was an initial kick-off meeting to explain the Brownfield Opportunity Area Program and the project's intent and scope, and to solicit initial public input on a vision for the study area, goals, objectives, opportunities, and constraints. The workshop was held on the evening of November 20, 2019 at Traditional Arts in Upstate New York (TAUNY), 53 Main Street. There were 22 people at the meeting.

The evening's activities began with a brief PowerPoint presentation about the Brownfield Opportunity Area and the study's purpose. Throughout the evening a member of the consultant team was available to answer questions about the Brownfield Opportunity Areas program and about the Canton Brownfield Opportunity Area in particular. A poster-sized map of the area was available to aid this discussion. Following the presentation, attendees were invited to participate in several activities:

##### 3.1.1 Collaging

Participants clipped images they found relevant from a collection of magazines that were provided and applied them to sheets of construction paper with glue sticks. Taken together, the collages were participants' vision of a preferred future for the Canton BOA. Themes represented in the 14 collages that were completed are:

- Social equity
- Inclusivity
- Sustainability
- Housing – repair, affordability, construction
- Parks and open spaces
- Waterfronts
- Outdoor recreation
- Dining
- Streetscapes with textures



*Workshop participants work on collages.*

### 3.1.2 Sounds and Smells

What does Canton sound like? And How should Canton sound?

What does Canton smell like and How should it smell?

Participants were invited to use Post-It Notes to express how they think Canton sounds and smells and how it should sound and smell.

What does Canton sound like?

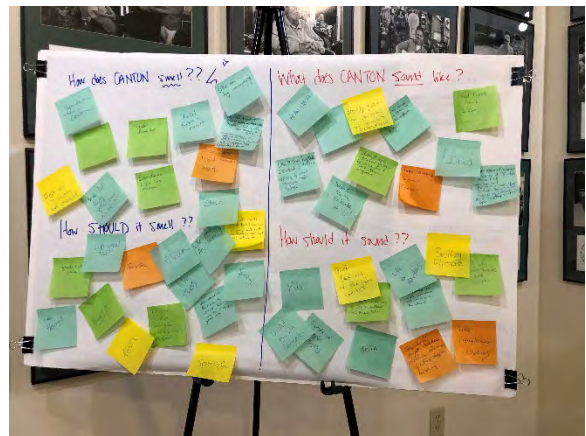
- Manhattan
- Mostly quiet with periods of train and Jake brake noise
- Noise of huge trucks on Main Street is really awful
- Like a four-lane highway, crowded with trucks.
- Trucks and cars running red lights
- Sirens, trains and airbrakes, oh my!
- Loud airbrakes from big trucks and loud diesel engines
- Jake brakes, sirens, trains
- Loud trucks and sirens
- Loud
- Main Street and Gouverneur Street, sound of 18-wheelers downshifting
- Upper Park and outer Miner streets during August, sound of students practicing/playing their sports

How should Canton sound?

- Kids
- Wind
- Birds
- Laughter
- Sound of people playing
- Quiet – get rid of the Jake brakes
- Pleasant – you should be able to have a conversation on Main Street
- Like neighbors chatting
- You should be able to have a conversation on the street
- Sounds of people walking, talking, sharing, greeting, shopping, relaxing
- Bustling with people
- Like the mountains
- Not like loud trucks and sirens

What does Canton smell like?

- Depends on where in Canton
- Like diesel
- Fresh air with hints of manure
- Brake dust
- Slurry
- Spilled beer
- Exhaust



*How does Canton smell and sound and how should it smell and sound were questions posed to the workshop participants.*

- Diesel smoke
- Liquid manure
- Pizza
- Diesel fumes and manure
- Like an ag community
- West Main Street side of town late summer – unfortunately like manure too often
- Throughout town at different times we smell like crayons from the cheese packaging plant
- Sometimes like cow manure

How should Canton smell?

- Like great food
- Clean
- Fresh
- Fresh and clean air
- Flowers
- Fresh
- Like hops!
- Clean
- Like a better managed manure waste program
- We need to be able to smell the water – in a good way
- Spring
- Spring
- Like the smells of different cuisines as you walk past the restaurants that don't yet exist

### 3.1.3 Time Magazine Community of the Year

Participants in the workshop were also invited to complete a Time magazine cover promoting Canton as the village of the year. The covers they imagined were:

- Canton Cares (inside a heart shape)
- Village of the decade: Annual balloon festival; safe and seasonal green space; LGBTQ all lives embraced; walking, biking, running, parcourse; small shops; downtown housing and shopping; natural watercourse (small sketches of attractions, kayaking, balloons, main street, zip line)
- Canton in the Middle of Everywhere: Exploring Northern NY and Canada from a quaint and welcoming hub; American Gems: Top College Communities in the US; -Diverse housing draws multiple generations to small town life; - A place that has it all: music, arts, outdoor sports; - Sustainable villages; -local foods, local suds! (Sketch of fountain in the park and church)
- Small town, big changes; A river runs through it!; Downtown: A snapshot of diversity; Local food in the spotlight; Colleges enrich village life' River hums with activity; Arts island draws audiences near and far; from kindergarten to Main Street Business Owner, a Canton Success Story (Cover photo: Bustling riverfront island with water activities, hops, restaurants)
- Canton, NY: The Village in the middle of everywhere; 5 10 places to dine after your whitewater adventure' Women rule: Entrepreneurs revive Main Street; Can Do: Expandable education partnerships inspire the community (cover photo: Drone view of downtown Canton and Village Green with tins of people out and about)
- Canton, NY, At the crossroads of New York's North Country; home of Rushton, Remington and Wright; Healthy Living; A Welcoming Community; Arts and education for all ages; Where the Adirondacks meet the Thousand Islands and Lake Champlain meets Lake Ontario

### 3.1.4 Small Conversations

The Small Conversations questions were also available at the workshop. Input received was:

*My family and I would visit the Grasse River parks in the BOA more often if we could \_\_\_\_\_.*

- Walk along the river. River access via green space with convenient parking, mobility accessible for a variety of populations. Reflecting and socializing spaces built onto the river scape, "naturalized." Maybe include "white water" features as well as calm pools
- Cleanup debris in river
- Get to it. More access points to paths by the river; don't have to be all connected, but good signage
- Develop special "go to" spots like those at Heritage Park
- Actually access the river
- If canoe/kayak access was available
- A riverwalk would be a plus
- Encounter more people there
- Parks are largely underutilized; need to draw more people to use them and create more opportunities for social interaction amongst community members
- Bring a bottle of wine with your picnic
- Play on the water – canoe/ kayak, etc. – downtown
- Safely play on equipment (actually we visit them a lot!)
- Play in covered areas (i.e out of the sun)
- Walk safely – I daily walk with my family, but largely stay off of Main Street as there are tractor trailers, speeding cars and numerous streets to cross. There must be a comprehensive effort that also addresses traffic and enforcement to the center of our village of our goal is to improve the areas along the Rt. 11 corridor.
- Access to water
- Walking trails along water
- Coffee/Wine
- Not step in goose poop
- Have a dog park!
- Take the dog

*I want a \_\_\_\_\_ on \_\_\_\_\_ Street in Canton's BOA Area!*

- Food pantry and thrift/gift shop on Gouverneur Street. This would attract pedestrians and car shoppers who would also use/shop at other stores on Main Street. It would serve the less wealthy in the community.
- Restaurant on Riverside Drive
- Street full of restaurants on Main Street
- Waterfront restaurant/coffee house/brewery on Riverside Drive
- Rushton Museum/info center on river (Riverside Drive? Miner Street?)
- NO village barn on Lincoln/County DPW on Park
- Café or seating area: 1. the alley next to Community Bank on Main; 2. the alley next to GLOW on Main
- We need to do more with our public spaces to make them more inviting for people to sit and gather. Use alleyways for tables, lights, music, etc.

- We need to move toward promoting retail only district downtown -- get offices and services out of prime retail locations; move auto away from prime waterfront
- May need to think about an area appropriate for offices and services outside of BOA. Or at least off Main Street
- Brewery on Main Street or Riverside Drive
- Whitewater park on the Grasse River
- Boutique hotel on Main
- Visitors Center on Gouverneur Street
- Convert former car dealership to chamber offices and showrooms, village and town museum, use access to river behind the building. Add restaurant and/or brewpub to the complex
- An outdoor seating area on Main Street -- 20,000 cars drive through Canton every day and outdoor seating would change people's perception about activity in the center of our village. Whether it is a restaurant, bar, café or outdoor venue, it would change the way people think about our town.
- Coffee shop on Main Street
- Park on Riverside Drive
- Brewpub on the river (five times)

*What kinds of events and activities would enhance the Canton BOA?*

- Public access on river would be helpful
- Maybe a club/restaurant on the river with music, etc.
- A stage set up in Willow Island area
- Riverwalk along Riverside Drive to bridge
- Need activities for teens and destinations for them, skate park, community center
- Need things for kids. Dance? Music?
- Need more activities such as musical acts, performances, places to "do" something, maker space? Places to gather and interact, street fair
- Concerts (small)
- Ice cream socials
- Outdoor family movies
- Canoeing/kayaking watersports in downtown portion of Grasse River BIRP
- Outdoor music/entertainment
- Block parties/street shopping
- Community picnics -- farm to table in parks
- Housing and commerce in the center of the BOA/ Village. Keep all of the people in the center of town and it will naturally create economic opportunities
- Music festivals
- Art festival
- Coffee shop, dancing, java house
- Shopping events
- Community festivals
- Music
- Dancing
- Music
- Theater
- Dance
- Need a club

*How can Canton's gateway areas be enhanced so they are more appealing?*

- Better aesthetics, better signage, more landscaping, removal of blight!
- Clean up/rehab the eyesores on Gouv Street
- New sidewalks and bike lanes on Riverside Drive, Gouv Street and Miner Street
- Better signage and maintenance of signage
- Safe attractive walkways with trees and shrubs well lit for evenings and later
- Pet friendly pet waste containers
- Comfortable restaurants/boutiques
- Nice signs
- Rehabbed buildings/get rid of blighted ones
- Green/trees
- Removal or remediation of pretty much all commercial property (on Gouverneur Street) from RR tracks to traffic light on Route 68 – Quonset hut, old Mace Motors, old Triple A are prime needs
- Triple A is possible green space and connection to Willow Island via foot bridge
- Canton should put their best foot forward and have their most beautiful buildings, recreational assets and cultural opportunities on Main Street, Gouverneur Street, Park Street, Rt 310, Rt 11, Rt 68, etc. We have more than enough space surrounding our village to hide commercial areas, industrial sites, equipment storage and government buildings
- New sidewalks
- Need a new municipal building where Family Dollar is
- Food food food on the river

Ranking question

There were 11 responses to the ranking question. The results, from most to least important are:

1. Revitalize commercial areas with new shopping and dining options
2. Reuse vacant, underutilized and abandoned commercial and industrial buildings to bring in new jobs
3. Revitalize the housing stock in Canton's BOA
4. Develop Canton's tourism assets to support economic development

## **4 Interactive Site Tours**

We often look at our surroundings from a distance and moving quickly while we do it. A great way to understand any site is to truly experience it. It is amazing to discover what elements are remembered, imagined or interpreted that are different from reality. Our experience of a place comes from our interaction within it, and walking tours allow us to see the area with fresh eyes.

Interactive site tours allow members of the public and steering committee the opportunity to truly experience the project area and to discuss it in real time.

### **4.1 November 21, 2019 Interactive Site Tour**

Members of the steering committee and members of the community participated in an interactive site tour of the Gouverneur Gateway on Nov. 21, 2019. There were about a dozen participants on the

tour. The tour began and ended at the Cascade Inn on West Main Street. The site analysis group walked the west side of Gouverneur Street to the train trestle just beyond the Village line and back on the east side of Gouverneur Street.

The Gouverneur Street Gateway is one of St. Lawrence County's busiest corridors with almost 7,700 cars entering the Village from the south on Route 11 each day.

This was once a thriving mixed-use corridor with homes, local businesses and services including the local bakery, one of Canton's two lumber yards and a car dealership among many other uses. Over the years the character of the corridor has eroded. It lacks defined curb cuts, and features narrow sidewalks, few streetscape amenities, and no bike lanes. There are some deteriorating vacant and underutilized properties. The Gouverneur Street Gateway can be a welcoming image for the Village of Canton. It should communicate a sense of prosperity and vitality.

Stop #1 Train Trestle and Village Line discussion:



Although the Village line is north of the train trestle, it was important to look at the gateway area from this vantage. The gateway potential here is great, but it currently lacks personality or a welcoming atmosphere. It's an unsafe place for walking and biking. Participants noted there are no sidewalks, although there are wide shoulders, it is not an inviting area. In the package of precedents provided with the participant package, there were several examples of train trestles that had been transformed into gateways. However, there was doubt that CSX the owner of the track would cooperate in a transformational project for the trestle based upon experience with the company. There is no sign here that says, "Welcome to Canton". In fact, the first sign after the trestle is a directional sign for the industrial park.

Stop #2 – Bimbo Bakeries/Dairy Queen discussion:





Note: The burned-out Dairy Queen building has been demolished since this photo was taken. However, it apparently is being replaced in kind, meaning that no additional effort at site enhancements, better site organization, landscaping or design is contemplated. The lack of site organization between the two businesses is ameliorated by the fact that the bakery does not operate a retail outlet.

#### Stop #3 Mace Motors discussion:



The participants are concerned that environmental issues may constrain reuse of this property. The property is not for sale, and while it appears to be significantly deteriorated, there are still automobiles in the showroom building. The site is unpaved, lacks organization and clear curb cuts. It does not contribute to Gouverneur Street in a positive way. Property has a lot of potential as it goes to the Grasse River.

After this stop, the group stopped by the former Triple A Lumber building. Owner Bob Ashley was with the group and he expressed regret that the building, which is for sale, has not yet sold and that it is significantly deteriorated. There are few out buildings that will probably require demolition. The property goes to the river and enjoys a pretty view of Willow Island.

#### Stop #4- Route 11/Route 69/Cascade Inn discussion:



The amount of noise at the intersection forced the group to retreat to the parking lot of County Seat Realty for a discussion. Owner Debbie Gibson told the group that the location has been a good one for her business. In 2016 she purchased 3-5 Gouverneur St. next door to her 1 Gouverneur St. office. She had 3-5 Gouverneur demolished and improved it for parking for her business.

While this location is good for her business, it's not a pedestrian friendly spot. The intersection at Main and Gouverneur streets is hard to cross and Dwight Church Park is all but lost. Following the tour, the participants debriefed in the Cascade Inn parking lot. Discussion items included whether the intersection could accommodate a roundabout – there's some concern about grade changes. Overall, the group found the corridor unfriendly and unwelcoming. Despite being a high-volume traffic corridor that is also a large employment center, one that is visited by people coming to do business and keep appointments, there is only one retail outlet, a Stewart's Shop; no restaurants currently operate on this leg of the BOA.

#### **4.2 March 5, 2020 Interactive Site Tour**

Members of the steering committee gathered for an interactive site tour of Main Street and Riverside Drive on Mar. 5, 2020. The tour was postponed from Feb. 7 because of a winter storm. There were approximately eight steering committee and consultant team members on the tour. The tour began at the corner of Court, Park and Main streets and concluded on Riverside Drive.

Main Street and Riverside Drive define the downtown portion of the Brownfield Opportunity Area. It includes two of St. Lawrence County's busiest intersections: Main Street and Riverside Drive, and Main Street and Gouverneur Street, which was the focus of a November interactive site tour.

On Main Street, there's a diverse mix of businesses and services, and there's room for plenty more. NYS DOT has implemented some traffic calming measures, but the corridor lacks human scale and character. After some clean-ups and demolitions, Riverside Drive is a world of new opportunity for river access and views.

Stop #1 – Park/Main/Court intersection discussion



This is a wide intersection that poses problems for pedestrian accessibility because Park and Court streets do not meet at 180-degree angles. Although it lacks pedestrian scale, much has been done in the past to improve it, including installation of pavers, period lighting and trash receptacles. In the summer there are hanging flower baskets on the light standards. Participants' perspectives were that absent removing the trucks from Main Street, there isn't much more that can be done to improve the intersection and it runs about as efficiently as it can.

Committee member Varick Chittenden and Village and Town Historian Linda Casserly developed a historic walking tour of Main Street with signage that included historic photos and brief narratives. The project did not go beyond the planning stages and participants agreed that it should be resurrected. A "Welcome to Downtown Canton" sign was also suggested, as were signs directing vehicles to the abundant free public parking behind Main Street.

## Stop #2 – Main and Hodskin streets/Municipal Building



On the way to this stop, the group stopped at the former through alley between the Pear Tree and Glow Skin Care and Spa. Participants were inspired to think of reuses for the alley that could include entertainment, arts installations, performances, and public seating.

There are no protected crossings of Main Street between Main/Park/Court and Main Street and Riverside Drive. Group members also wondered if the crossing at the alley is a good place for a

HAWK signal. Another option would be to place a HAWK signal at Hodskin Street offering a safe crossing to the Municipal Building.

Hodskin Street has no retail operations currently except for Witherbee and Whalen monument dealers. Group members wondered if making the street a two-way thoroughfare would spark revitalization. Another idea was to close the street off for festivals. It has ample nearby parking and it is very visible from Main Street.

Stop #3 – Riverside Drive/State \ and Chapel streets, etc.



At this stop the group marveled at the scale of the opportunity to create a mixed-use neighborhood with strong linkages to the Grasse River. Currently, however this area features a problematic and unsafe intersection and a lot of open space where buildings have been demolished and environmental remediation has been completed. This is one of the most strategic sites in the study area.

Stop #4: Riverside Drive at municipal parking



Continuing toward Main Street, group members agreed there are too many auto-related uses. The entire corridor within the BOA should be addressed as one strategic site. This would give the community the opportunity to plan a cohesive and pleasant corridor with streetscaping, pedestrian amenities and views to the river. A clear plan will provide an incentive to businesses and developers to build here and calm traffic on one of the county's busiest roads. The strategic area runs from the Riverside/State/Chapel intersection on both sides of Main Street to the rear of the buildings facing Main Street.

## 5 Community Survey

A community survey was developed to gauge community sentiments about several BOA-related issues. The community survey is part of a robust community engagement program for the Step 2 Nomination Study and is the only engagement technique that results in scientifically quantifiable results.

With the support of the Economic Development Committee the survey instrument was developed for launching on the on-line Survey Monkey platform. The instrument included 11 questions, including numerous opened -ended questions and opportunities to add comments to closed-ended questions. Open-ended questions and closed-ended questions that allow a comment are important because they help overcome any unintended bias in the survey instrument and to allow survey respondents to clarify their responses. To publicize the survey news releases were distributed to local media and the survey was also promoted through the project’s Facebook page. The link to the survey was also distributed by email.

### 5.1 Survey Results and Analysis

#### 5.1.1 Summary

The survey opened on December 4, 2019 and stayed open until January 31, 2020. There were 291 responses received with a completion rate of 64%. This means that 64% of respondents answered all questions. This is considered a respectable response rate. Assuming the prime audience members for the survey are village residents, at a 95% confidence level the survey’s confidence interval is 6%. That is to say that the responses to the survey can be assumed to accurately reflect public sentiment 95% of the time within a margin of error of +/- 6%. The survey responses revealed a high level of community consensus so there is no concern about the margin of error introducing a lack of confidence in the instrument or in responses to its individual questions.

The responses to the survey are summarized below.

#### 5.1.2 Q1– Looking at the map of the Canton Brownfield Opportunity Area study boundary, please indicate if you live and/or work inside this boundary

#### 5.1.3 Q2 – If you do not live within the BOA study area, where do you live?

Chart 1– Please indicate if you live and/or work inside the Canton BOA boundary

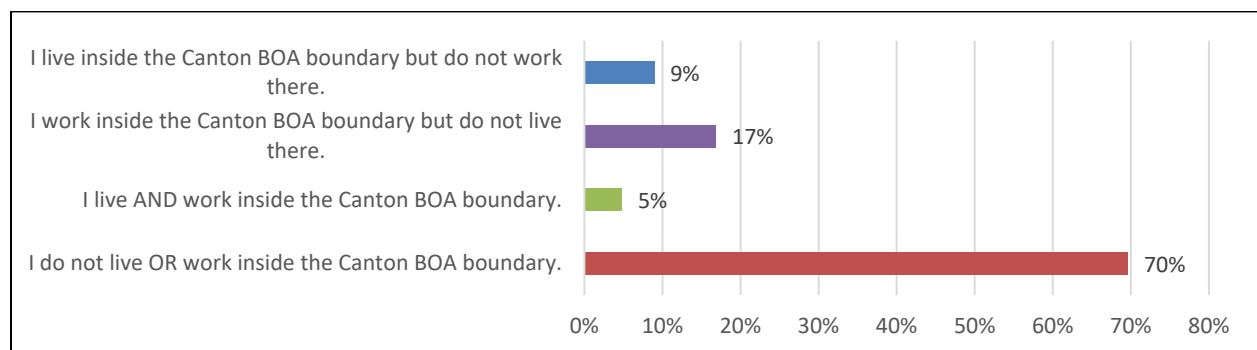
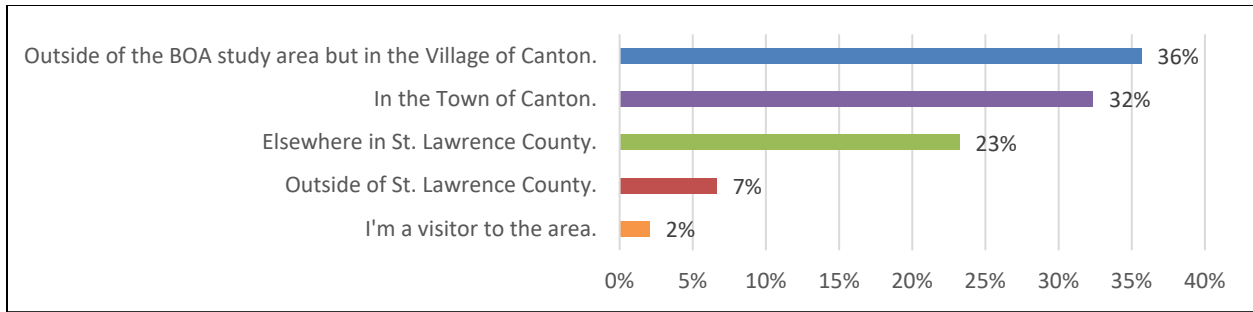


Chart 2 – If you do not live within the BOA study area, where do you live?



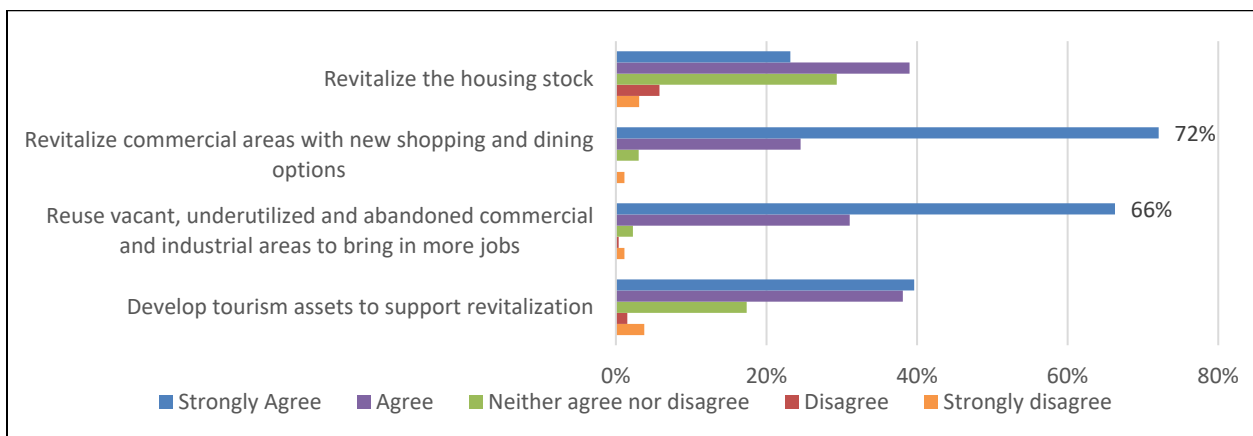
Roughly one third of survey respondents live, work, or live and work inside the Canton BOA boundary. Also among respondents, 36% indicated they live in the Village but outside the BOA boundary and another 32% live in the Town of Canton. Just under 10% of survey respondents live outside of St. Lawrence County.

These results are consistent with US Census travel to work estimates. In 2018, the American Community Survey estimated that almost 39% of Village residents who participate in the workforce walk to work – compared with 6% statewide – and further that the estimated commute time for Village workforce participants is just under 16 minutes; about half the statewide average. In other words, and extrapolating the data, Canton Village residents tend to work in the Village. An astonishing proportion walk to work, and the short commutes indicate that if they drive to work, their destinations are within or close to the Village.

These data indicate that the survey results are a fair representation of residents who are most impacted by the brownfields and stand to gain the most from their successful redevelopment.

#### 5.1.4 Q3 – What are your priorities for revitalizing the Canton BOA study area?

Chart 3– What are your priorities for revitalizing the Canton BOA study area?



When asked their priorities for revitalizing the BOA study area, respondents focused on revitalizing commercial areas and reusing vacant, underutilized and abandoned buildings. Similar proportions of respondents agreed and strongly agreed, 97%, that these are the priority. Revitalizing the housing stock and developing tourism were less well supported with 61% strongly agreed and agreed that housing is a priority; 78% of respondents agreed and strongly agreed that tourism development is a priority.

Respondents were invited to name other priorities for revitalization. Among the 45 other priorities specified, restaurants, dining, downtown and shopping were mentioned by 16 respondents. The river and waterfront were named by 17 respondents. Other responses included focus on parks, recreation, bicycling and walking. Several specified parking and traffic as priorities.

Some typical comments are:

- Walking path along the river, dining options overlooking the river. Clean up of old Dollar Store - maybe a community center to replace it. Canoe and kayak put in too.
- NEED TO ADDRESS THE PARKING PROBLEM if you are going to attract more people to stop and shop downtown!
- To help property owners and/or landowners who have lower income or have a hard time maintaining their property. Not millionaires or their trusts.
- Commercial property is the easiest way to add to the tax base-it requires limited service compared to residential property.
- Move the county, town, and village highway dept under one roof and consolidate some services.
- One of my dreams would be to have a small dam created/recreated in the area of the Main Street bridge to hold back enough water to allow recreational boating on the grass river upstream of the bridge; usually in the summer there is not enough water to allow that.
- Beautify the gateways into downtown Canton.
- More restaurants and retail opportunities.
- Consider complete streets approaches, mixed use development and form-based coding.
- Make the area more pedestrian and bicycle friendly.
- Address the gridlock. Traffic is ridiculous!
- Green space is important. Outside performance/entertainment space is desirable.
- Develop arts organizations downtown which are proven to bring evening industry to downtown business.
- Utilize our riverfront for dining and recreational spaces.
- Jubilee Plaza is a great entity. It is the center of the town. Please do SOMETHING with it.
- Revitalize areas with programs and entertainment activities for children and teens.
- Protect water quality along the Grasse River; restore shoreline to natural; remove oil and gas sales from within the brownfield; extend housing improvements further up Miner Street.

#### 5.1.5 Q4 – What three things do you like the most about the area of Canton within the BOA study area?

The Grasse River in the Canton BOA, its parks and downtown are among the aspects of the study area that survey respondents appreciate most about the study area. Among the 174 survey respondents to the question: *What three things do you like the most about the area of Canton within the BOA study area?*, 63 named the river as something they like the most about the Canton BOA study area and 20 more specified water or waterfront. Among the 156 who named a second choice, 26 mentioned the river. There were 126 respondents who named a third choice; among these the river was mentioned seven times.

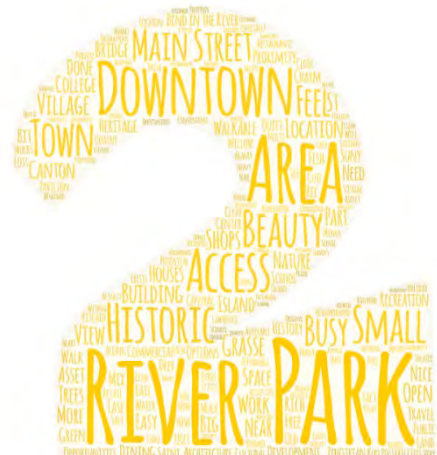
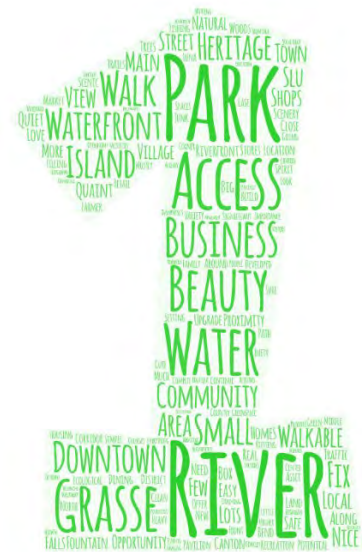
Many respondents who identified the river as something they like the most about the study area simply said, “river access,” or “the river” or “the Grasse River.” Others specified Bend in the River Park and Grasse River Heritage Park. Some specific comments received are:

- Variety of access to waterfront and the river
- Beauty of the river
- The river is a visual and recreational asset.
- The river is very beautiful and should be utilized as a destination
- I like how beautiful the river is and it is right here where we can see it every day
- Free access to the Grasse River to decompress and fish
- Two bridges over the river
- River tourism

Among the respondents who mentioned parks or a specific park as something they like the most about the Canton BOA, 21 named parks as a top choice; there were 22 park mentions in their second choices and 16 in their third choices. Many respondents named specific parks, and these included Grasse River Heritage Park, Willow Island Park, and Village Park. Many others simply entered “parks” or “the park.” Some specific comments received are:

- Downtown is rich with natural parks!
- Parks with river views and access to water
- We have a little bit of nature in our village (actually the deer are too much, but the birds (not pigeons) are nice as is the park and green spaces.
- Proximity to local businesses and parks

Businesses and shopping also figured prominently in the things that respondents like most about the study area. Business and shopping or shops had 13 mentions as the top choice, nine mentions as the second choice and 10 mentions as the third choice. Respondents also appreciate access to the study area, downtown, rivers and parks, naming access 18 times as a top choice, seven times as a second choice and twice as a third choice. The area’s beauty was also a



Figures 1, 2 and 3 – what do you like most about the BOA Study area?







### 5.1.7 Q6 – Please indicate the extent to which you agree or disagree with these statements about transportation volume and safety within the Canton BOA study area.

Based upon the public input received in the BOA study process, as well as the information in previous studies and reports, it made sense to ask a series of questions in the survey to gather attitudes and opinions on transportation volume and safety. The survey asked about pedestrian and bicycle safety, and about vehicle and tractor trailer volume, noise, and safety.

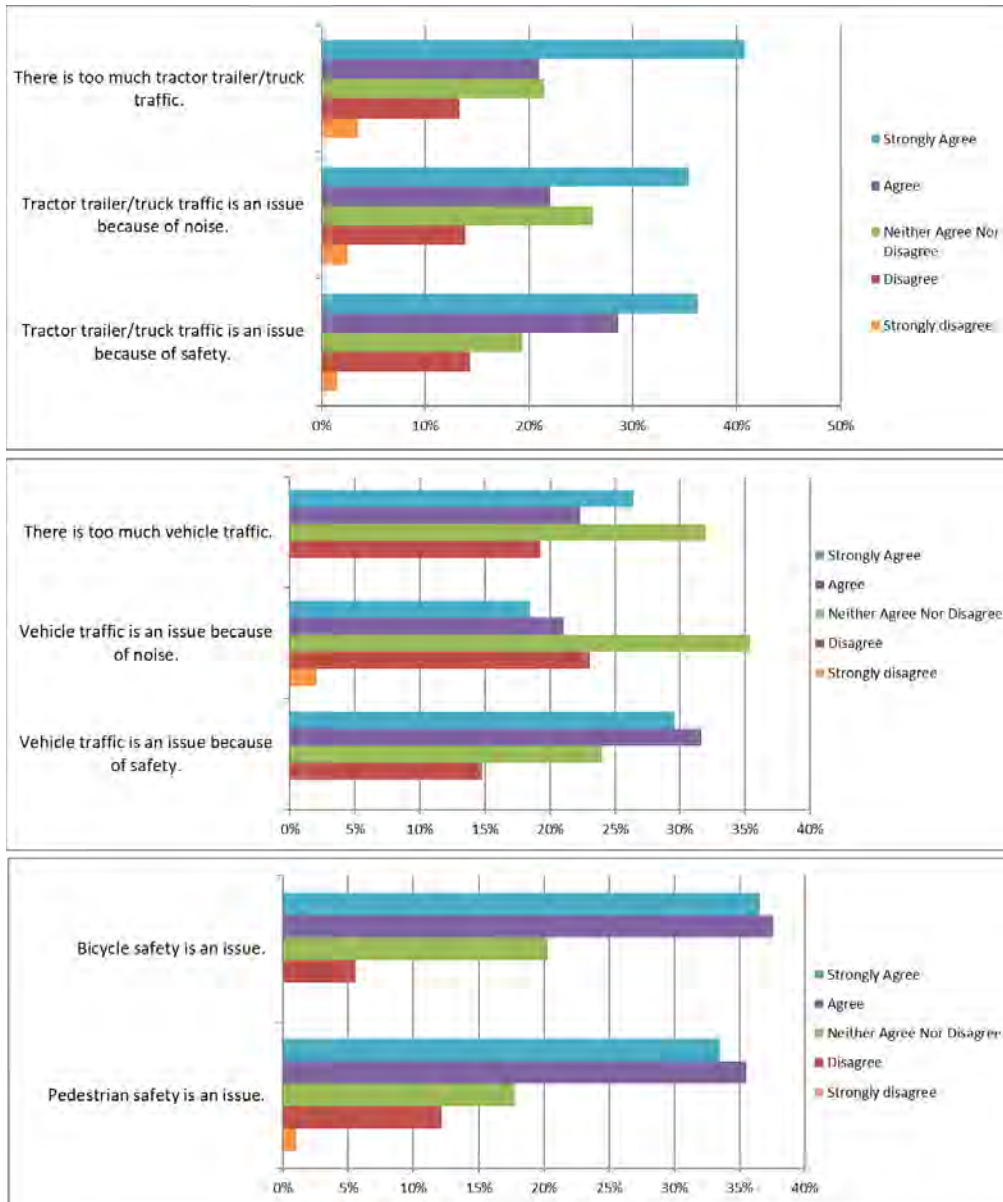
Respondents were asked the extent to which they agreed or disagreed with a series of statements about traffic volume and safety. More than two-thirds of respondents strongly agreed or agreed that pedestrian safety is an issue and almost three-quarters strongly agreed or agreed that bicycle safety is an issue.

A large proportion of respondents, 62%, strongly agreed or agreed that vehicle safety is an issue. The proportion of respondents that strongly agreed or agreed that vehicle noise is an issue, 40% was similar to the proportion that was ambivalent about traffic noise, 35%. Similarly, 49% of respondents strongly agreed or agreed there is too much vehicle traffic, and 31% are ambivalent about vehicle traffic volume.

Nearly two-thirds of respondents strongly agreed or agreed that tractor trailer and truck traffic is a safety problem. A smaller proportion, 58% strongly agreed or agreed that this traffic is too noisy and a slightly higher proportion, 62% strongly agreed or agreed that there is too much tractor trailer/truck traffic.

Charts 4, 5 and 6 below summarize the responses.

Chart 4, 5, 6 – Transportation Volume and Safety



The survey invited respondents to specify areas where there are traffic problems or conflicts and to specify the nature of the problem. There were 141 responses to this question. There were 92 mentions of Main Street, including issues involving pedestrian safety and visibility, crosswalk issues, dangerous turns and others. Every intersection on the portion of Main Street within the study area was named. Comments about Main Street and downtown include:

- Dangerous turning left off Miner Street at Main Street
- Main and Riverside is scary. Drivers do not check for pedestrians when turning right onto Riverside or when turning right from Riverside onto Main.
- All crosswalks along Main Street. It is very hard to see people in the cross walks, especially at dusk. Putting the lights around the pedestrian sign, like the one by Morgan's would be awesome.
- Vehicles constantly running the red light on Main/Court Street intersection.
- Getting out of Miner Street onto Main



- Safety can easily be controlled by enforcing current laws.

### 5.1.8 Q7 –How often do you visit these Canton parks?

The Village and Town of Canton and Grasse River Heritage, along with New York State, have made significant investments in planning and developing Canton’s parks. New investments are planned for Canton Island Park on Willow Island in 2020, and for other parks in the future. To support these efforts, the survey asked a series of questions about the parks and about recreation in general. The first of these questions seeks to understand awareness of and use of the parks.

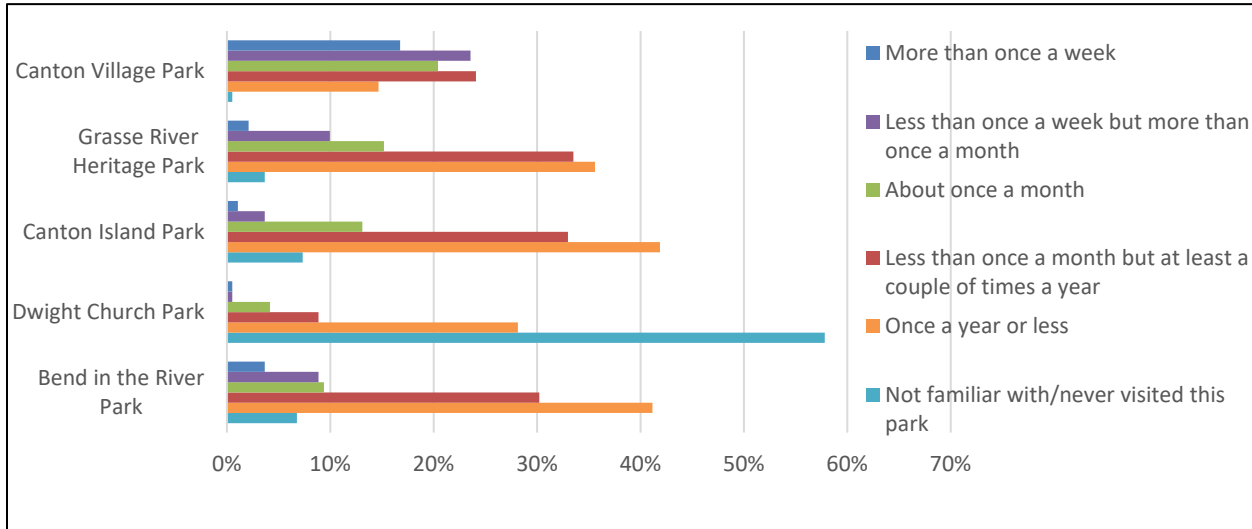
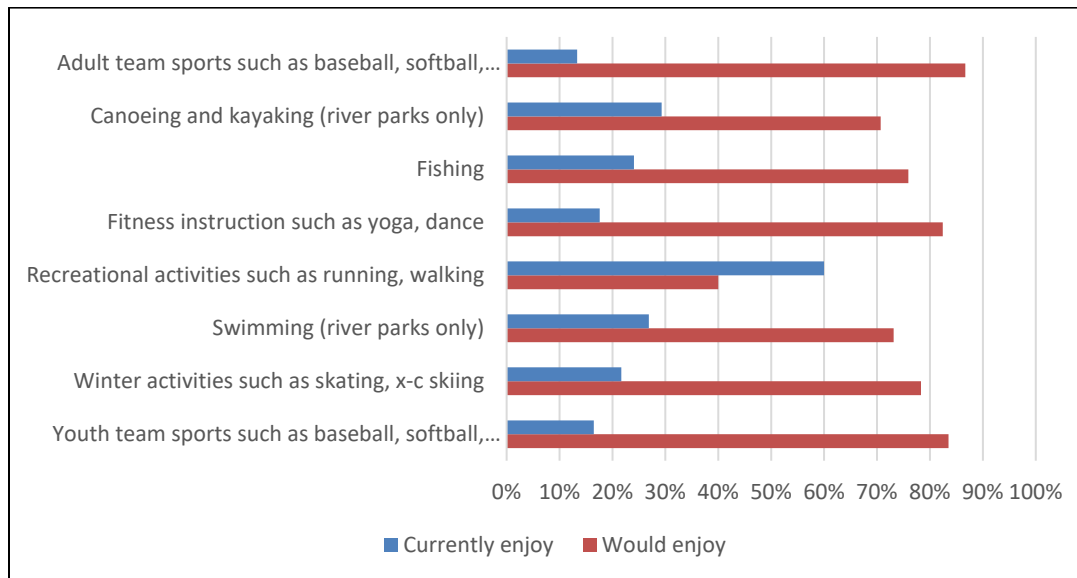


Figure 8 – How often do you visit these Canton Parks?

Canton Village Park is the most visited just over 60% of respondents saying they visit at least once monthly. Fewer than half this proportion of respondents said they go to next most-visited park, Grasse River Heritage Park at least once a month. Four of the five BOA study area parks are visited at least one time a year. However, almost 58% are either not familiar with or have never visited Dwight Church Park.

## 5.1.9 Q8 – What recreational activities do you currently or would you enjoy in the parks?

Chart 7 – What recreational activities do you currently or would you enjoy



The survey also gathered input and sentiments on the recreational and leisure activities that respondents currently enjoy in the parks or would enjoy if they were offered or if respondents were able to take advantage of them. These responses could be helpful to the Village and Town as they seek to provide current residents with additional things to do within the BOA as well as in their efforts to attract visitors and tourists.

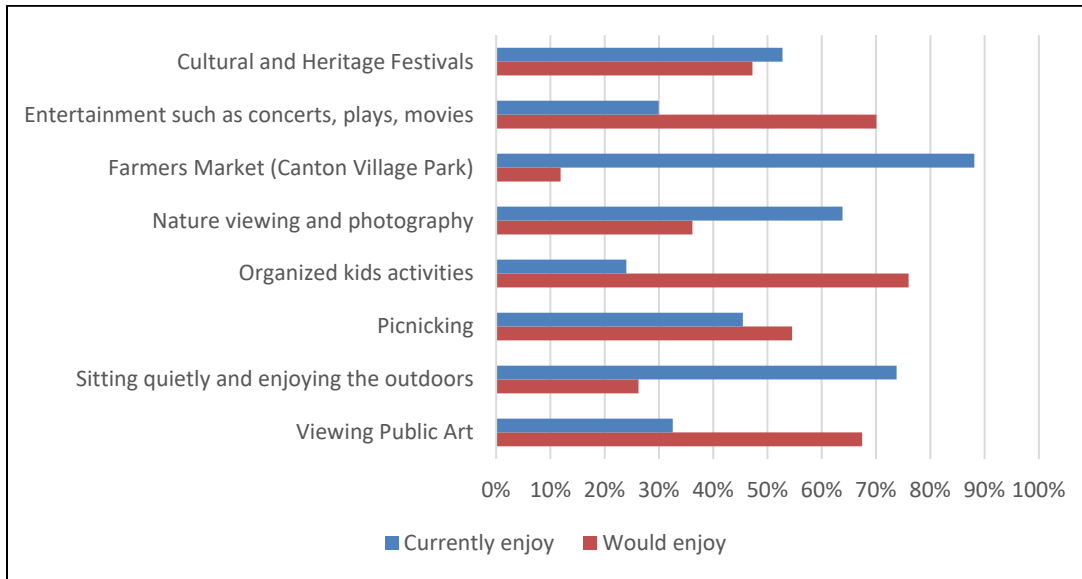
Except for recreational activities such as running and walking, a low proportion of respondents currently enjoy recreational and sports activities. However, they indicated they would enjoy activities particularly those that are programmed, such as youth (84% would enjoy) and adult team sports (87% would enjoy) and fitness instruction such as yoga and dance (82% would enjoy). Winter sports were also among the activities respondents said they would enjoy (78%) followed by fishing (76%), canoeing, swimming (73%) and kayaking (71%).

Respondents were invited to specify other activities and include additional comments. Here are some typical responses from among the 34 received:

- These parks are not big enough for skiing, etc. There are numerous trails in St. Lawrence County for hiking, skiing.
- Nothing much here for the disabled /elderly/handicapped person
- Better access to the waterways for recreation
- Even if I don't visit the parks, I enjoy seeing the green space while I'm in the village.
- Biking
- Mindfulness practice, meditation, and reiki
- Finding the time to participate in pre-scheduled activities is always an issue. If there were activities available on a come when you can basis, I would be able to do more of them and enjoy them more.
- Dog park, playgrounds
- Picnicking

### 5.1.10 Q9 –What other activities do you currently or would you enjoy in the parks?

Chart 8 – What other activities do you currently or would you enjoy in the parks?



The survey asked respondents about their interest in cultural and leisure activities in the parks. Similar to the question above regarding sports participation, the responses to this question will help guide the Village and Town as they plan to program parks to serve residents and attract visitors and tourists.

The top activities that respondents currently enjoy are the farmer’s market in Canton (64%) – although several complained that its weekday, midday timing makes it impossible for them to participate – and sitting quietly and enjoying the outdoors (74%). Nature viewing and photography (64%) and cultural and heritage festivals (53%) were third and fourth.

A larger proportion of respondents said they would enjoy organized kids’ activities (76%) more than any of the other activities listed. These were followed by entertainment such as concerts, plays and movies (70%); viewing public art (67%); and cultural and heritage festivals (53%)

Respondents were invited to specify other activities and include additional comments. Here are some typical responses:

- Fix the fountain, prioritize the most accessible parks
- Might focus on things more community wide, skating parties with hot cocoa and music behind social services like had in the 60s
- I’m not a huge fan of the art on Willow Island Park. I did however, love that there were a few musical concerts there last year!
- Would enjoy festivals, that include music and vendors other than the farmers market
- Lectures ... I sometimes attend lectures at SLU, it would be nice to have some quest speakers in the park, like SOAR or SLCHA or ??? anything except political or preaching type lectures
- I would enjoy the farmers market if it was on a Saturday. Its current hours of operation conflict with my working hours





leave Willow Island park alone. It is too small to allow for parking and any structure would interfere with its beauty.

- What I wouldn't give for a good restaurant on the water, bonus if it were a decent music venue as well.
- Please, for the love of Canton, be reasonable about how you use resources to make this place functional again.
- One thing that would be nice would be to use the alley between the Pear Tree and Glow as a three-season café space; my idea is to put in brick paving, have alfresco seating, a tasteful canopy, maybe like the one used on the chamber's offices (Main/Court corner), only with the addition of lighting. I would like to see service including aperitifs and/or beer, seasonal dishes (local as can be) and lite fare. perhaps a space for musical performances (not too loudly played). We would need to design a way to secure the valuables overnight when the alley would still be open for foot traffic. It would be like Church Street in Burlington, only much smaller and more our own.
- Sprucing up Riverside Drive; cleaning up some of the structures on Gouverneur Street
- Think 100 years out not 10-20
- I do not know why Canton cannot be a desirable little town like so many others in the country. It has many of the necessary ingredients, but the traffic and complete lack of amenities make it a place I only go if I have to. There has to be a dining option other than pizza, and one needs to be able to cross the street without being run over.

## VILLAGE OF CANTON STEP 2 BOA SITE PROFILES

	Site Name Address	Site Size (acres)	Owner
1	6 Riverside Drive	0.35	William Miller
2	11, 11 1/2 Riverside Drive	0.37	Martin Lamar
3	18 Riverside Drive	0.40	Julie Miller
4	24 Riverside Drive	0.24	Don O'Neill
5	25, 27, 29 Riverside Drive	0.17	Don O'Neill
6	33 Riverside Drive	0.07	Denwall LLC
7	30 Riverside Drive	0.17	Village of Canton
8	2 Main Street	0.92	Bernard Proulx
9	4 Main Street	0.21	Lavigne Enterprises, LLC
10	58 Main Street	0.70	MDC Coast 11 LLC

## VILLAGE OF CANTON STEP 2 BOA SITE PROFILES

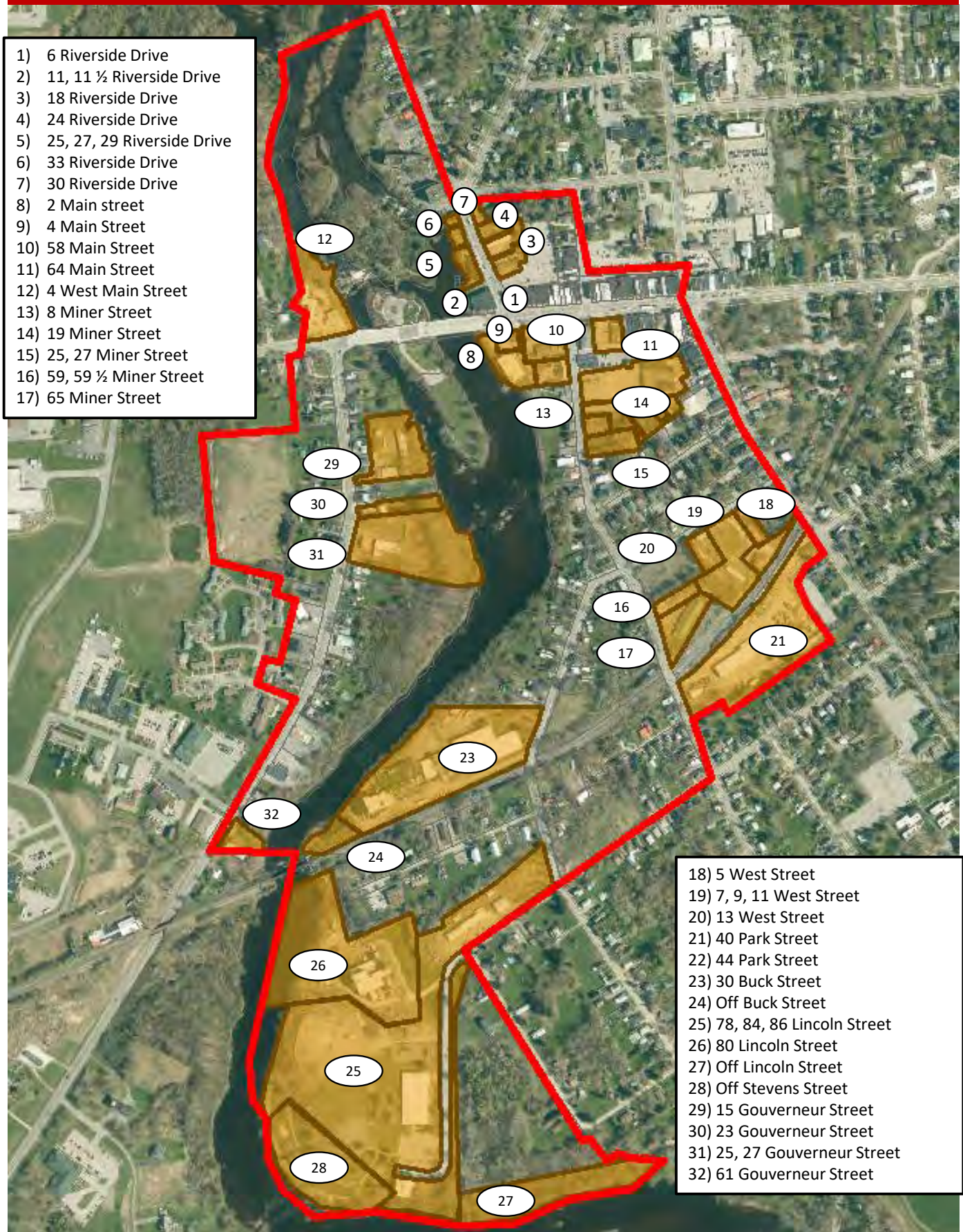
	Site Name Address	Site Size (acres)	Owner
11	64 Main Street	0.48	Lettuce Feed You Inc
12	4 W Main Street	1.80	Cascade Inn, Inc
13	8 Miner Street	0.48	Wight & Patterson
14	19 Miner Street	3.40	Garry Cohen
15	25,27 Miner Street	0.56	Garry Cohen
16	59, 59 1/2 Miner Street	0.53	Henry Ford
17	65 Miner Street	0.96	Shoulettes Redemption Depot
18	5 West Street	0.31	Daniel Fay
19	7,9,11 West Street	1.70	Daniel Fay
20	13 West Street	0.47	Trackside 21 Inc
21	40 Park Street	0.43	Trackside 21 Inc

## VILLAGE OF CANTON STEP 2 BOA SITE PROFILES

	Site Name Address	Site Size (acres)	Owner
22	44 Park Street	5.5	St. Lawrence County
23	30 Buck Street	6.65	St Lawrence County mfg
24	Off Buck Street	0.53	Village of Canton
25	78, 84, 86 Lincoln Street	17.4	Village of Canton
26	80 Lincoln Street	7.20	Atlantic Testing Laboratories
27	Off Lincoln Street	3.10	Town of Canton
28	Off Stevens Street	3.60	Village of Canton
29	15 Gouverneur Street	1.75	Triple A Lumber
30	23 Gouverneur St	0.47	Thomas Jenison
31	25, 27 Gouverneur St	3.55	Mace Motors Inc.
32	61 Gouverneur Street	0.43	Clark Porter

# VILLAGE OF CANTON STEP 2 BOA SITE PROFILES – SITE MAP

- 1) 6 Riverside Drive
- 2) 11, 11 ½ Riverside Drive
- 3) 18 Riverside Drive
- 4) 24 Riverside Drive
- 5) 25, 27, 29 Riverside Drive
- 6) 33 Riverside Drive
- 7) 30 Riverside Drive
- 8) 2 Main street
- 9) 4 Main Street
- 10) 58 Main Street
- 11) 64 Main Street
- 12) 4 West Main Street
- 13) 8 Miner Street
- 14) 19 Miner Street
- 15) 25, 27 Miner Street
- 16) 59, 59 ½ Miner Street
- 17) 65 Miner Street



- 18) 5 West Street
- 19) 7, 9, 11 West Street
- 20) 13 West Street
- 21) 40 Park Street
- 22) 44 Park Street
- 23) 30 Buck Street
- 24) Off Buck Street
- 25) 78, 84, 86 Lincoln Street
- 26) 80 Lincoln Street
- 27) Off Lincoln Street
- 28) Off Stevens Street
- 29) 15 Gouverneur Street
- 30) 23 Gouverneur Street
- 31) 25, 27 Gouverneur Street
- 32) 61 Gouverneur Street

# 1. 6 RIVERSIDE DRIVE

<b>Address</b>	6 Riverside Drive
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-3-33
<b>Property Class</b>	431 – Auto body, tire shop
<b>Acres</b>	.35
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	William Miller
<b>Use/Condition</b>	Canton Auto Parts / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric. Riverside Drive.
<b>Proximity to Transportation</b>	Located on Riverside Drive. Less than .1 miles north of Main Street.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn maps and records (1941), the property was utilized wood and paint shop. Previous owner - Unknown
<b>Known or Suspected Contaminants</b>	Suspected Petroleum and Metals, which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	Located less than .1 miles east of the Grasse River.
<b>Use Potential</b>	Mixed-use development complimenting riverfront recreation and dining.



## 2. 11, 11 1/2 RIVERSIDE DRIVE

<b>Address</b>	11, 11 1/2 Riverside Drive
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-3-45
<b>Property Class</b>	433 – Auto body, tire shops
<b>Acres</b>	.37
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	Martin Lamar
<b>Use/Condition</b>	Auto Parts & Service / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric. Riverside Drive.
<b>Proximity to Transportation</b>	Located on Riverside Drive. Less than .1 miles north of Main Street.
<b>Environmental Site History and Previous Owners</b>	USTs shown on 1941 and 1950 Sanborn maps. Property was previously used for industrial operations along the Grasse River waterfront.  Previous owner - Unknown
<b>Known or Suspected Contaminants</b>	Suspected Petroleum and Metals, which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	Directly east of the Grasse River.
<b>Use Potential</b>	Mixed-use development, waterfront dining, and entertainment.





# 3. 18 RIVERSIDE DRIVE

<b>Address</b>	18 Riverside Drive
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.034-4-18
<b>Property Class</b>	431 – Auto dealer
<b>Acres</b>	.40
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	Julie Miller
<b>Use/Condition</b>	Tire and Optical Retail / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric. Riverside Drive.
<b>Proximity to Transportation</b>	Located on Riverside Drive. Less than .1 miles north of Main Street.
<b>Environmental Site History and Previous Owners</b>	USTs shown on 1941 and 1950 Sanborn maps.  Previous owner - Unknown
<b>Known or Suspected Contaminants</b>	Suspected Petroleum and Metals, which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	Located less than .1 miles east of the Grasse River.
<b>Use Potential</b>	Mixed-use development, dining, entertainment.



# 4. 24 RIVERSIDE DRIVE

<b>Address</b>	24 Riverside Drive
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.034-4-19
<b>Property Class</b>	330 – Vacant Land in commercial areas
<b>Acres</b>	.24
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	Don O’Neill
<b>Use/Condition</b>	Vacant Lot / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric. Riverside Drive.
<b>Proximity to Transportation</b>	Located on Riverside Drive. Less than .2 miles north of Main Street.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn maps and records (1950), the property was utilized as an auto body shop.  Previous owner – Unknown
<b>Known or Suspected Contaminants</b>	Suspected Petroleum and Metals, which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	Located less than .1 miles east of the Grasse River.
<b>Use Potential</b>	Mixed-use development, dining, entertainment.



# 5. 25, 27, 29 RIVERSIDE DRIVE

<b>Address</b>	25, 27, 29 Riverside Drive
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.034-6-12
<b>Property Class</b>	482 – Downtown row type
<b>Acres</b>	.17
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	Don O’Neill
<b>Use/Condition</b>	Vacant Lot / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric. Riverside Drive.
<b>Proximity to Transportation</b>	Located on Riverside Drive. Less than .2 miles north of Main Street.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn maps the property was utilized as a laundromat with no foundation. There was also a UST present on site. Buildings were demolished in 2019.  Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected Petroleum and Metals, which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	Directly east of the Grasse River.
<b>Use Potential</b>	Mixed-use development, waterfront dining, entertainment.



# 6. 33 RIVERSIDE DRIVE

<b>Address</b>	33 Riverside Drive
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.034-6-11
<b>Property Class</b>	484 – One story small structure
<b>Acres</b>	.07
<b>Zoning</b>	484 - Retail Commercial
<b>Owner</b>	Denwall LLC
<b>Use/Condition</b>	Liquor Store / Good
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric. Riverside Drive.
<b>Proximity to Transportation</b>	Located on Riverside Drive. Less than .2 miles north of Main Street.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn maps (1941) the property was utilized as a Blacksmith shop.  Previous owner – Brad Chad Inc.
<b>Known or Suspected Contaminants</b>	Suspected Petroleum and Metals, which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	Directly adjacent to Grasse River.
<b>Use Potential</b>	N/A.



# 7. 30 RIVERSIDE DRIVE

<b>Address</b>	30 Riverside Drive
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.034-4-1.12
<b>Property Class</b>	482 – Downtown row type
<b>Acres</b>	.17
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	Village of Canton
<b>Use/Condition</b>	Vacant Lot / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Riverside Drive & Chapel Street.
<b>Proximity to Transportation</b>	Located on the corner of Riverside Drive and Chapel Street. Less than .2 miles north of Main Street.
<b>Environmental Site History and Previous Owners</b>	NYS DEC Spill Records in 2001 and 2005 with gasoline spills of unknown quantity into soil. Site was an active petroleum bulk facility and auto service pre-demo. Previous owner – Bells Auto.
<b>Known or Suspected Contaminants</b>	Suspected Petroleum contamination which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	Directly east of the Grasse River.
<b>Use Potential</b>	Mixed-use development, dining, entertainment.



# 8. 2 MAIN STREET

<b>Address</b>	2 Main Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-6-1.1
<b>Property Class</b>	453 – Large retail outlet
<b>Acres</b>	.92
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	Bernard Proux
<b>Use/Condition</b>	Vacant Grocery Store / Poor
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Main Street & Miner Street.
<b>Proximity to Transportation</b>	Located directly on Main Street.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn maps (1941) the property was a waterfront hotel and then a grocery store. Previous owner – Dollar General.
<b>Known or Suspected Contaminants</b>	Known Petroleum contamination following a Phase I Environmental Site Assessment in 2019.
<b>Natural / Cultural Resources</b>	Directly east of the Grasse River.
<b>Use Potential</b>	Restaurant with outdoor dining along waterfront.



# 9. 4 MAIN STREET

<b>Address</b>	4 Main Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-6-2
<b>Property Class</b>	484 – One story small structure
<b>Acres</b>	.21
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	Lavigne Enterprises LLC
<b>Use/Condition</b>	HR Block / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Main Street & Miner Street.
<b>Proximity to Transportation</b>	Located directly on Main Street.
<b>Environmental Site History and Previous Owners</b>	Former registration as petroleum bulk storage facility, NYS DEC spill record in 1988 for gasoline into the groundwater  Previous owner – Gas station entity.
<b>Known or Suspected Contaminants</b>	Known Petroleum contamination which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	Less than .1 miles east of and upgradient from the Grasse River.
<b>Use Potential</b>	Infill development compatible with waterfront recreation.



# 10. 58 MAIN STREET

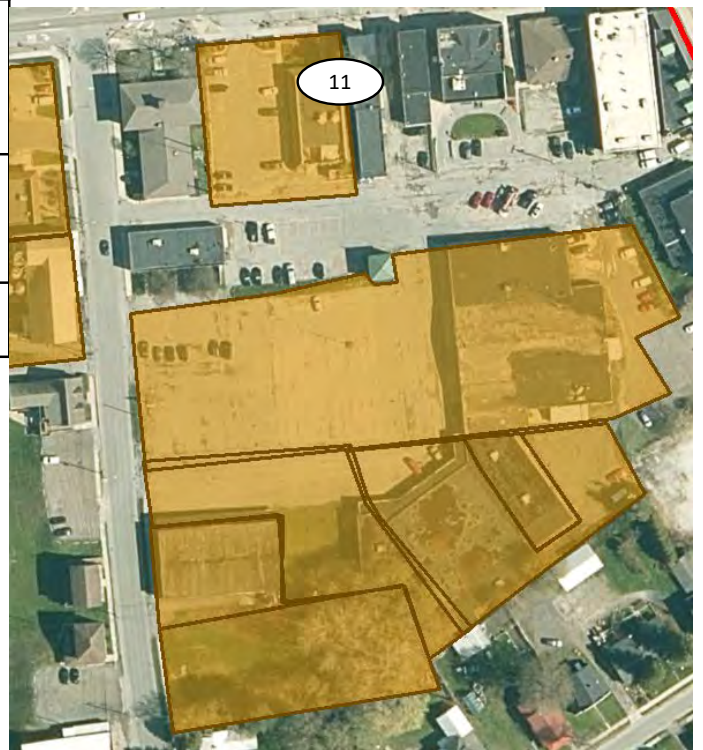
<b>Address</b>	58 Main Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-6-3.1
<b>Property Class</b>	432 – Service and gas stations
<b>Acres</b>	.70
<b>Zoning</b>	Retail Commercial
<b>Owner</b>	MDC Coast 11 LLC
<b>Use/Condition</b>	Gas station / Good
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Main Street & Miner Street.
<b>Proximity to Transportation</b>	Located directly on Main Street.
<b>Environmental Site History and Previous Owners</b>	Current gas station with closed NYSDEC spill records.  Previous owner – Mobile Gas Station.
<b>Known or Suspected Contaminants</b>	Suspected Petroleum contamination which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	.1 miles east of and upgradient from Grasse River.
<b>Use Potential</b>	N/A





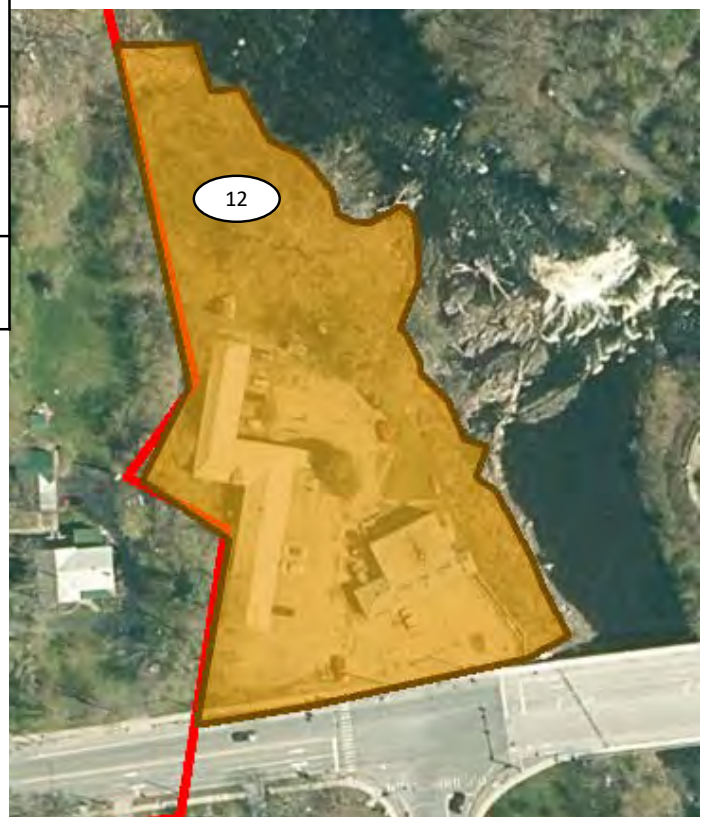
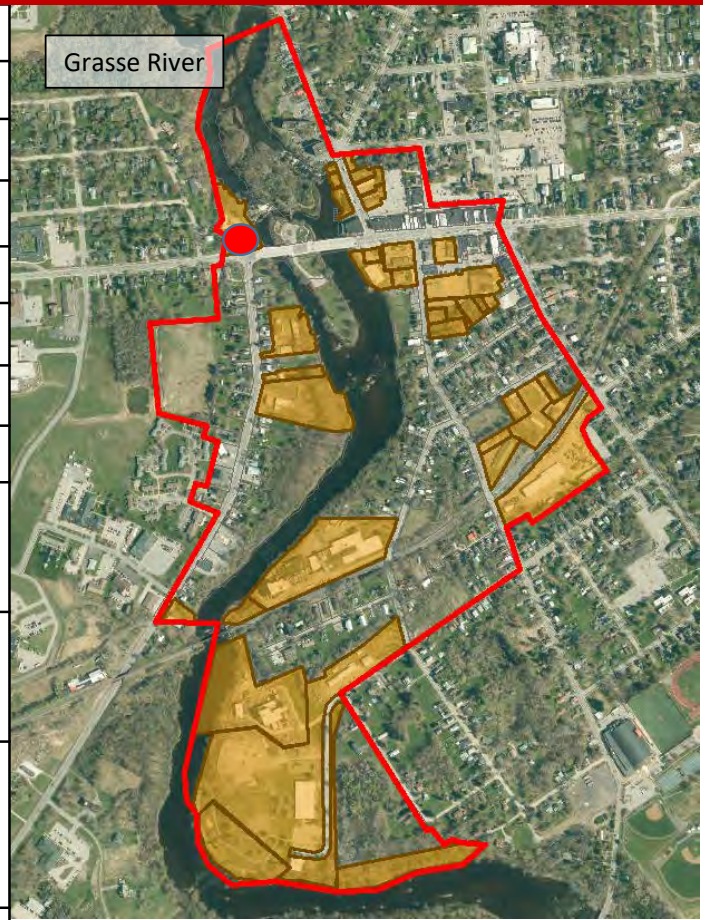
# 11. 64 MAIN STREET

<b>Address</b>	64 Main Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-4-2
<b>Property Class</b>	330 – Vacant Land in commercial area
<b>Acres</b>	.48
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	Lettuce Feed You Inc.
<b>Use/Condition</b>	Gas station / Good
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Main Street & Miner Street parking lot.
<b>Proximity to Transportation</b>	Located directly on Main Street.
<b>Environmental Site History and Previous Owners</b>	Known petroleum contamination following a Phase I ESA conducted in 2021.  Previous owner –
<b>Known or Suspected Contaminants</b>	Suspected Petroleum contamination which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	.2 miles east of and upgradient from Grasse River.
<b>Use Potential</b>	N/A



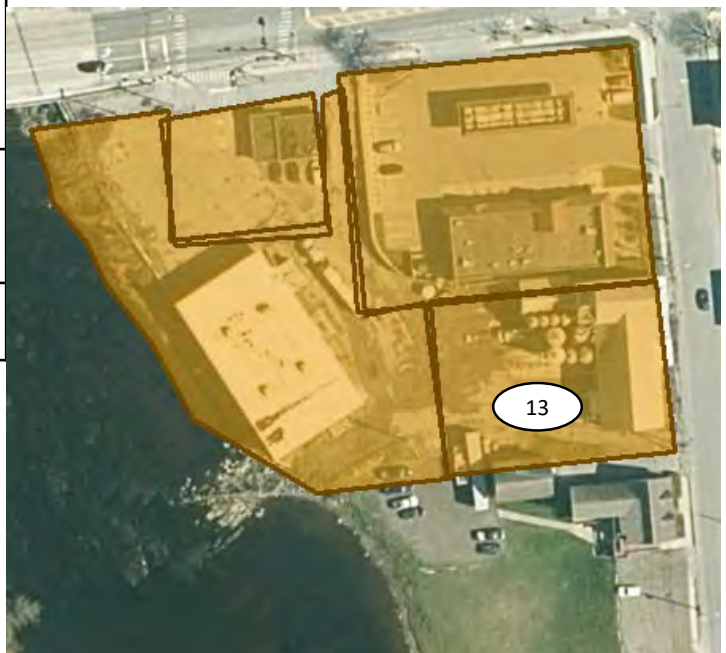
# 12. 4 WEST MAIN STREET

<b>Address</b>	4 West Main Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-1-12
<b>Property Class</b>	415 – Motel
<b>Acres</b>	1.8
<b>Zoning</b>	C-2 – General Commercial
<b>Owner</b>	Cascade Inn, Inc
<b>Use/Condition</b>	Motel and Restaurant / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Main Street parking lot.
<b>Proximity to Transportation</b>	Located directly on Main Street and at the Terminus of Gouverneur Street.
<b>Environmental Site History and Previous Owners</b>	Formerly the Eagle Mill. The Mill was demolished in 1955.  Previous owner – Eagle Mill.
<b>Known or Suspected Contaminants</b>	No known or suspected contaminants.
<b>Natural / Cultural Resources</b>	Directly west of the Grasse River.
<b>Use Potential</b>	Waterfront access, dining, and lodging.



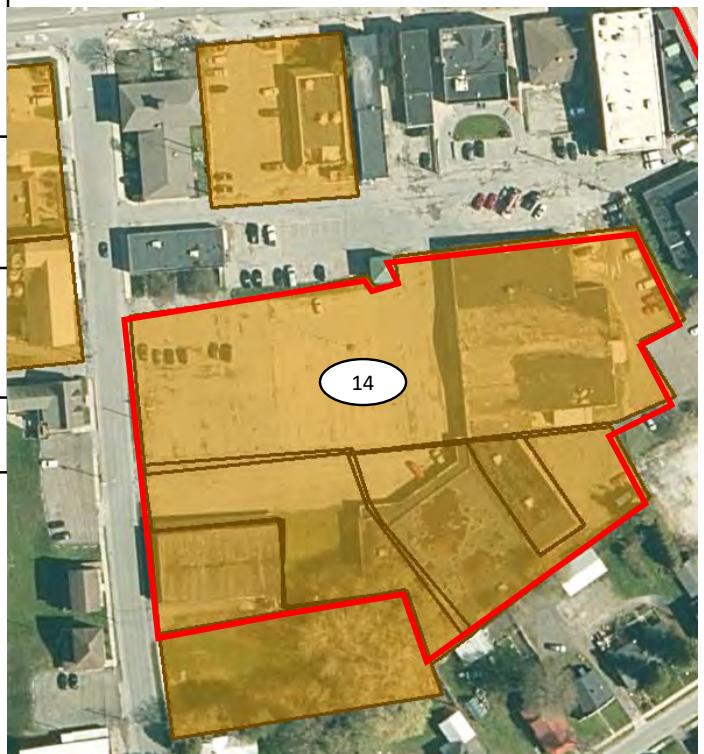
# 13. 8 MINER STREET

<b>Address</b>	8 Miner Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-6-5.1
<b>Property Class</b>	443 – Grain and feed elevators, mixers, sales and outlet
<b>Acres</b>	.48
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	Wight & Patterson
<b>Use/Condition</b>	Gas station / Good
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Main Street & Miner Street parking lot.
<b>Proximity to Transportation</b>	Located on Miner Street. Less than .1 miles south of Main Street.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn maps (1941) the property was utilized as a Feed Mill. There is also known on site and nearby USTs.  Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected Petroleum and Pesticide contamination which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	.1 miles east of and upgradient from Grasse River.
<b>Use Potential</b>	N/A



# 14. 19 MINER STREET

<b>Address</b>	19 Miner Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-4-9, 88.042-4-10.1, 88.042-4-24.11, 88.042-4-24.21, 88.042-4-11.1
<b>Property Class</b>	452 – Bar, 484 – One story small structure, 453 (3) – Large retail outlets
<b>Acres</b>	3.40
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	Garry Cohen
<b>Use/Condition</b>	Retail Plaza / Underutilized and Vacant
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Main Street & Miner Street parking lot.
<b>Proximity to Transportation</b>	Located directly on Miner Street and less than .1 miles south of Main Street
<b>Environmental Site History and Previous Owners</b>	Former dry cleaner operations and Jubilee grocery store.  Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected Solvent (VOCs) contamination which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	Less than .5 miles east of Grasse River.
<b>Use Potential</b>	Entrepreneurship hub and housing.



# 15. 25, 27 MINER STREET

<b>Address</b>	25, 27 Miner Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-4-13
<b>Property Class</b>	311 – Residential vacant land
<b>Acres</b>	.56
<b>Zoning</b>	C-1 - Retail Commercial
<b>Owner</b>	Garry Cohen
<b>Use/Condition</b>	Vacant Lot / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Miner Street parking lot.
<b>Proximity to Transportation</b>	Located directly on Miner Street and .2 miles south of Main Street.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn Maps (1941) the property was utilized as a residential home. Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	No known contamination.
<b>Natural / Cultural Resources</b>	Less than .5 miles east of Grasse River.
<b>Use Potential</b>	Infill commercial or residential units.



# 16. 59, 59 1/2 MINER STREET

<b>Address</b>	59, 59 1/2 Miner Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	330
<b>Property Class</b>	422 - Diners
<b>Acres</b>	.53
<b>Zoning</b>	C-2 – General Commercial
<b>Owner</b>	Henry Ford
<b>Use/Condition</b>	Vacant Lot / Good
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Main Street & Miner Street parking lot.
<b>Proximity to Transportation</b>	Located directly on Miner Street and less than .5 miles south of Main Street. Located less than .1 miles north of rail line.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn Maps (1941) the property was utilized as a residential dwelling.  Previous owner –
<b>Known or Suspected Contaminants</b>	No known or suspected contamination.
<b>Natural / Cultural Resources</b>	.3 miles east of the Grasse River.
<b>Use Potential</b>	N/A



# 17. 65 MINER STREET

<b>Address</b>	65 Miner Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-5-20
<b>Property Class</b>	452 – Regional shopping center
<b>Acres</b>	.96
<b>Zoning</b>	C-2 – General Commercial
<b>Owner</b>	Shoulettes Redemption Depot
<b>Use/Condition</b>	Convenience Store / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Main Street & Miner Street parking lot.
<b>Proximity to Transportation</b>	Located directly on Miner Street and less than .5 miles south of Main Street. Located directly miles north of rail line.
<b>Environmental Site History and Previous Owners</b>	According to historic photographs (date unknown) the property was utilized as an Auto Sales and service station. Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected SVOCs, Metals, Petroleum, and urban fill contamination which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	Less than .3 miles from the Grasse River.
<b>Use Potential</b>	N/A



# 18.5 WEST STREET

<b>Address</b>	5 West Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.043-8-21
<b>Property Class</b>	449 – Other storage
<b>Acres</b>	.31
<b>Zoning</b>	B-1 - Business
<b>Owner</b>	Daniel Fey
<b>Use/Condition</b>	Warehousing and Storage
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. West Street and Park Street.
<b>Proximity to Transportation</b>	Located directly on West Street and less than .1 miles north of rail line.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn Maps (1941) site was utilized as a former agricultural retail store.  Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected Pesticides and Petroleum contamination which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	.4 miles east of the Grasse River.
<b>Use Potential</b>	N/A





# 19. 7, 9, 11 WEST STREET

<b>Address</b>	7, 9, 11 West Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.043-8-19
<b>Property Class</b>	484 – One story small structure
<b>Acres</b>	1.70
<b>Zoning</b>	B-1 - Business
<b>Owner</b>	Daniel Fey
<b>Use/Condition</b>	Self Storage and Parking / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. West Street and Park Street.
<b>Proximity to Transportation</b>	Located directly on West Street and directly north of the rail line.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn Maps (1941) the property was utilized as a Rail Siding site.  Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected Petroleum and Metals contamination which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	.4 miles east of the Grasse River.
<b>Use Potential</b>	N/A



# 20. 13 WEST STREET

<b>Address</b>	4 West Main Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-5-18
<b>Property Class</b>	411 – Apartments
<b>Acres</b>	.47
<b>Zoning</b>	B-1 - Business
<b>Owner</b>	Trackside 21 Inc.
<b>Use/Condition</b>	Apartments / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. West Street and Park Street.
<b>Proximity to Transportation</b>	Located directly on West Street and less than .1 miles north of the rail line.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn Maps (1941) the property was utilized as an office building.  Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected Asbestos contamination which may be present in soil.  .
<b>Natural / Cultural Resources</b>	.4 miles east of the Grasse River.
<b>Use Potential</b>	N/A



# 21. 40 PARK STREET

<b>Address</b>	40 Park Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.043-8-20
<b>Property Class</b>	425 - Bar
<b>Acres</b>	.43
<b>Zoning</b>	B-1 - Business
<b>Owner</b>	Trackside 21 Inc.
<b>Use/Condition</b>	Bar / Good
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. West Street and Park Street. Directly north of rail line.
<b>Proximity to Transportation</b>	Located directly on Park Street and just south of West Street. Directly north of rail line.
<b>Environmental Site History and Previous Owners</b>	According to Sanborn Maps (1941) the site was utilized as a Train Depot for the adjacent rail line. Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected Petroleum and Metals contamination which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	.4 miles east of the Grasse River.
<b>Use Potential</b>	N/A



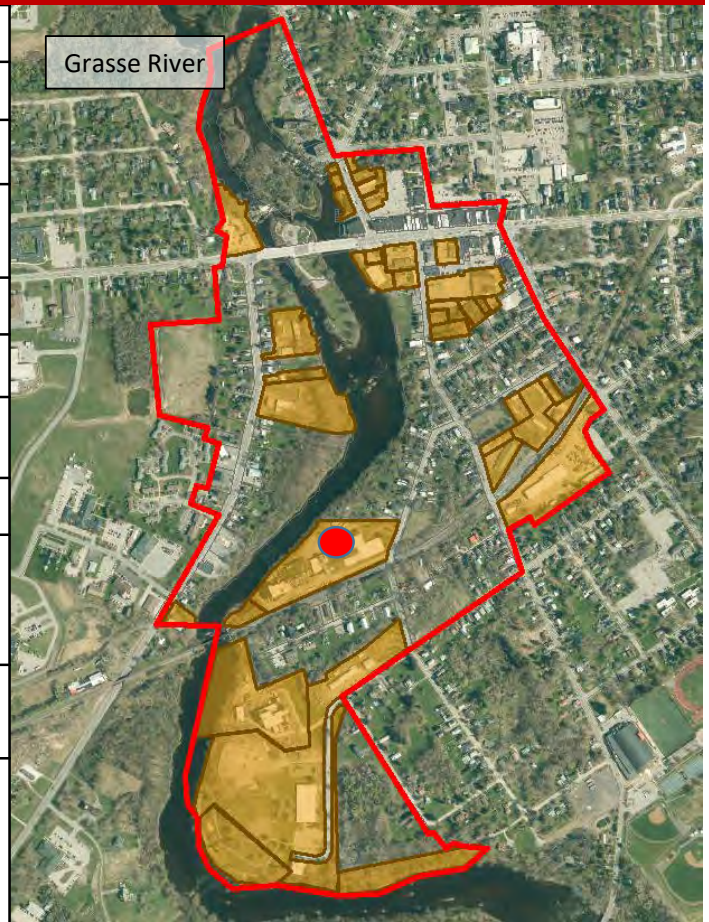
# 22. 44 PARK STREET

<b>Address</b>	44 Park Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.043-8-13.1
<b>Property Class</b>	651 – Highway garage
<b>Acres</b>	5.5
<b>Zoning</b>	C-2 – General Commercial
<b>Owner</b>	St. Lawrence County
<b>Use/Condition</b>	St. Lawrence County Highway Department
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Park Street and rail line.
<b>Proximity to Transportation</b>	Located directly on Park Street and directly adjacent to rail line.
<b>Environmental Site History and Previous Owners</b>	Sanborn Maps (1941) indicate the property was used for shipping and rail related activities.  Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected Petroleum contamination which may be present in soil and/or groundwater on site.
<b>Natural / Cultural Resources</b>	Upgradient from Grasse River.
<b>Use Potential</b>	N/A



# 23. 30 BUCK STREET

<b>Address</b>	30 Buck Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.050-2-1.1
<b>Property Class</b>	710 – Manufacturing and processing
<b>Acres</b>	6.65
<b>Zoning</b>	M-1 - Manufacturing
<b>Owner</b>	St Lawrence County Manufacturing
<b>Use/Condition</b>	Manufacturing / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Buck Street and rail line.
<b>Proximity to Transportation</b>	Located directly on Buck Street and directly north of the rail line.
<b>Environmental Site History and Previous Owners</b>	Sanborn Maps (1941) show the property was utilized for mill operations and associated industrial uses along the waterfront.  Previous owner – Kraft Food.
<b>Known or Suspected Contaminants</b>	Suspected Petroleum and Metals contamination which may be present in soil and/or groundwater on site. Suspected Asbestos contamination which may be present in soil.
<b>Natural / Cultural Resources</b>	Directly south east of the Grasse River.
<b>Use Potential</b>	N/A



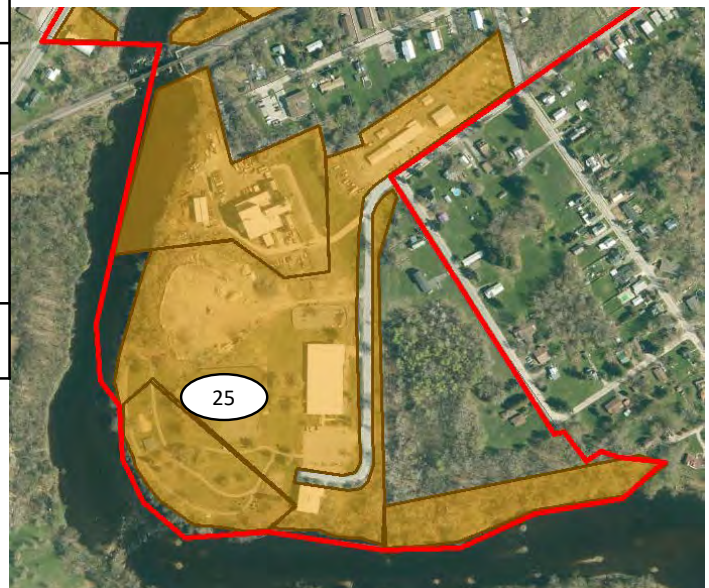
# 24. OFF BUCK STREET

<b>Address</b>	Off Buck Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.050-2-18
<b>Property Class</b>	853 – Sewage treatment / water pollution control
<b>Acres</b>	.53
<b>Zoning</b>	M-1 - Manufacturing
<b>Owner</b>	Village of Canton
<b>Use/Condition</b>	Vacant / Good
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Buck Street and rail line.
<b>Proximity to Transportation</b>	Located directly off Buck Street and directly adjacent to rail line.
<b>Environmental Site History and Previous Owners</b>	Sanborn Maps (1941) show the property with no past development.  Previous owner – St. Lawrence County Manufacturing
<b>Known or Suspected Contaminants</b>	No known or suspected contamination.
<b>Natural / Cultural Resources</b>	Directly east of the Grasse River. Directly north of Bend in the River Park.
<b>Use Potential</b>	Waterfront access and recreation.



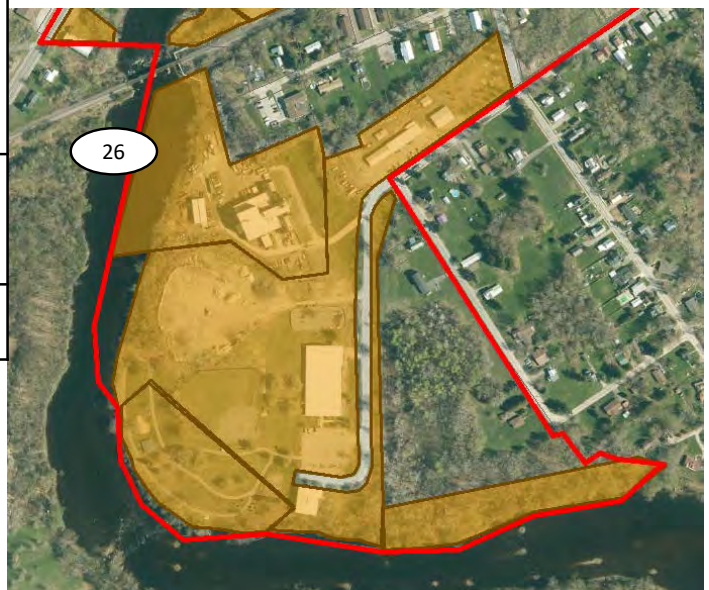
# 25. 78, 84, 86 LINCOLN STREET

<b>Address</b>	78, 84, 86 Lincoln Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.050-4-27
<b>Property Class</b>	822 – Public services, water supply
<b>Acres</b>	17.4
<b>Zoning</b>	O-S - Open Space
<b>Owner</b>	Village of Canton
<b>Use/Condition</b>	Public Park / Canton Recreation Center / Vacant Water Treatment Facility. Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Lincoln Street.
<b>Proximity to Transportation</b>	Located directly off Lincoln Street. .1 miles south of the rail line.
<b>Environmental Site History and Previous Owners</b>	Sanborn Maps (1941) indicate the property was utilized as a Saw Mill and Pumping Station.  Previous owner – Rhyndville Paper Company.
<b>Known or Suspected Contaminants</b>	Suspected fill materials contamination which may be present in soil on site.
<b>Natural / Cultural Resources</b>	Directly east of the Grasse River. Contains Bend in the River Park.
<b>Use Potential</b>	Improved recreation.



# 26. 80 LINCOLN

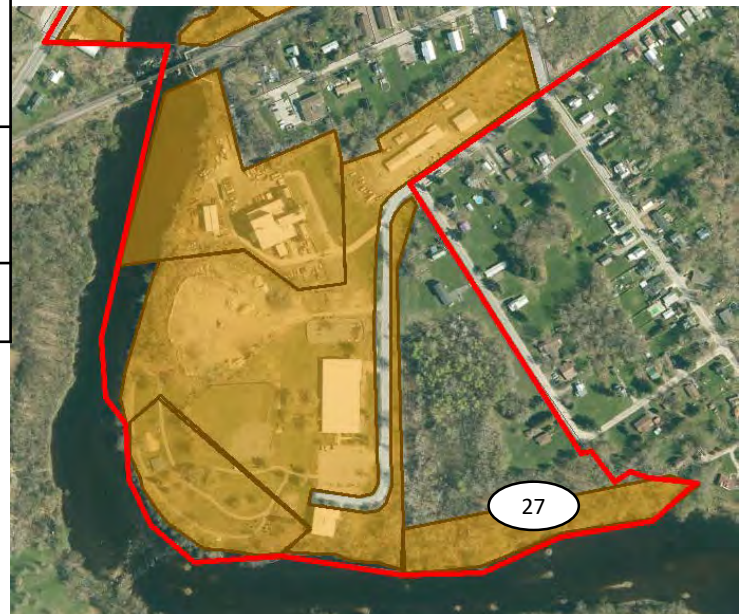
<b>Address</b>	4 West Main Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.050-4-1.12
<b>Property Class</b>	449 – Distribution facilities
<b>Acres</b>	7.2
<b>Zoning</b>	C-2 - General Commercial
<b>Owner</b>	Atlantic Testing Laboratories
<b>Use/Condition</b>	Lab Testing facility / Good
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric/Rail. Lincoln Street and rail line.
<b>Proximity to Transportation</b>	Located directly on Lincoln Street. Less than .1 miles south of rail line.
<b>Environmental Site History and Previous Owners</b>	Sanborn Maps (1941) indicate the property was utilized as a Planing Mill.  Previous owner – Co Gen Facility.
<b>Known or Suspected Contaminants</b>	Suspected PCB, Petroleum and Metals contamination which may be present in soil and/or groundwater on site. Suspected Asbestos contamination which may be present in soil.
<b>Natural / Cultural Resources</b>	Directly east of the Grasse River. Directly north of Bend in the River Park.
<b>Use Potential</b>	N/A





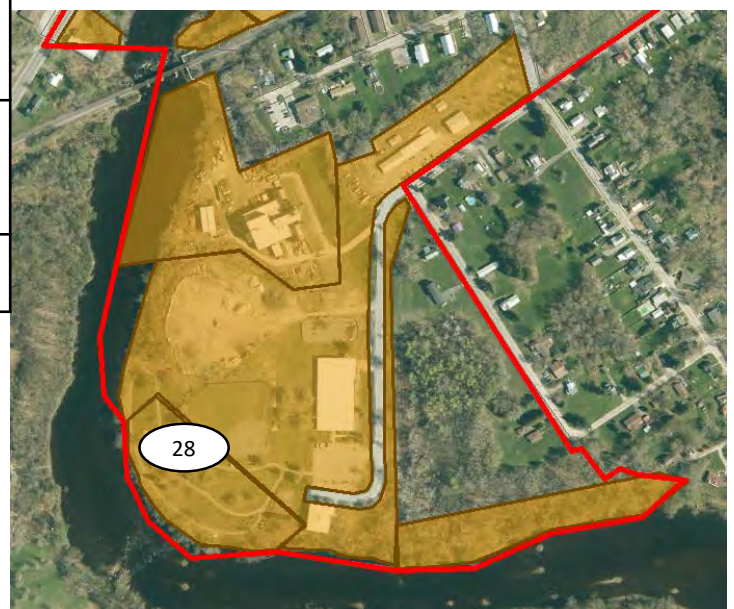
# 27. OFF LINCOLN STREET

<b>Address</b>	Off Lincoln Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	N/A
<b>Property Class</b>	N/A
<b>Acres</b>	3.1
<b>Zoning</b>	N/A
<b>Owner</b>	Town of Canton.
<b>Use/Condition</b>	Vacant / Fair
<b>Utilities &amp; Access Points</b>	Utilities unknown. Stevens and Lincoln Street.
<b>Proximity to Transportation</b>	Located .1 miles south of Lincoln and Stevens Street.
<b>Environmental Site History and Previous Owners</b>	Sanborn Maps (1941) indicate the property was utilized as a Steam Saw Mill.  Previous owner – F.W. Smith Company.
<b>Known or Suspected Contaminants</b>	Suspected fill materials contamination which may be present in soil on site.
<b>Natural / Cultural Resources</b>	Directly north of the Grasse River. .1 miles east of Bend in the River Park.
<b>Use Potential</b>	Waterfront access and recreation.



# 28. OFF STEVENS STREET

<b>Address</b>	Off Stevens Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.058-1-1
<b>Property Class</b>	682 – Recreational facilities
<b>Acres</b>	3.6
<b>Zoning</b>	O-S - Open Space
<b>Owner</b>	Village of Canton
<b>Use/Condition</b>	Public Park / Good
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric. Lincoln Street and Canton Recreational Pavilion parking lot.
<b>Proximity to Transportation</b>	Located off Lincoln Street.
<b>Environmental Site History and Previous Owners</b>	Sanborn Maps (1941) indicate the property was utilized as a Saw Mill and Pumping Station.  Previous owner – Rhymondville Paper Company.
<b>Known or Suspected Contaminants</b>	Suspected fill materials contamination which may be present in soil on site.
<b>Natural / Cultural Resources</b>	Directly north east of the Grasse River. Contains Bend in the River Park.
<b>Use Potential</b>	Enhanced waterfront recreation.



# 29. 15 GOUVERNEUR STREET

<b>Address</b>	15 Gouverneur Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-7-8
<b>Property Class</b>	485 – One story small structure – multi occupant
<b>Acres</b>	1.75
<b>Zoning</b>	C-2 – General Commercial
<b>Owner</b>	Triple A Lumber
<b>Use/Condition</b>	Former Lumber Yard and Apartments / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric. Gouverneur Street.
<b>Proximity to Transportation</b>	Located directly on Gouverneur Street. Less than .1 miles south of Main Street.
<b>Environmental Site History and Previous Owners</b>	According to property assessments the property was used for lumber storage.  Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected Preservative and Metals contamination which may be present in soil/ groundwater on site.
<b>Natural / Cultural Resources</b>	Directly west of the Grasse River.
<b>Use Potential</b>	Waterfront dining and recreational access.



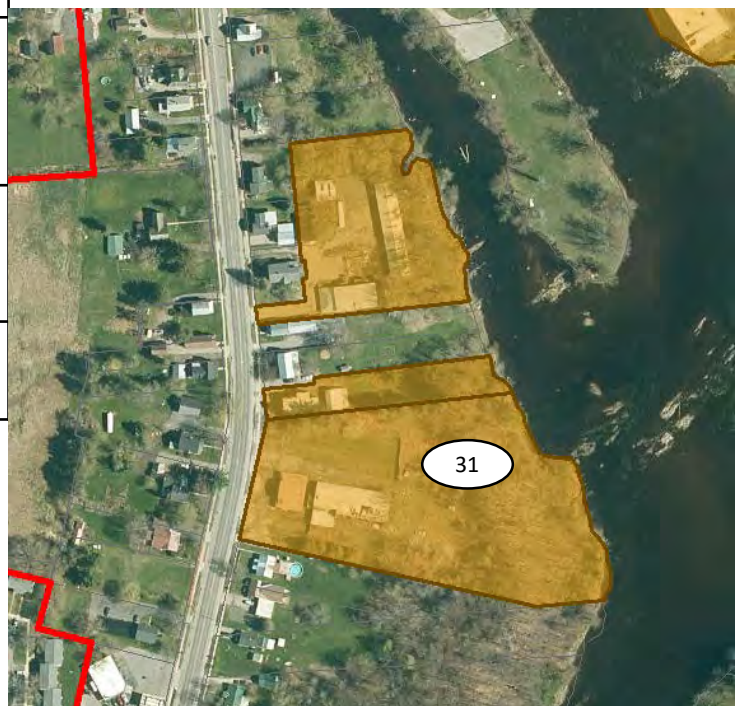
# 30. 23 GOUVERNEUR STREET

<b>Address</b>	23 Gouverneur Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-7-11.1
<b>Property Class</b>	483 – Converted residence
<b>Acres</b>	.47
<b>Zoning</b>	C-2 – General Commercial
<b>Owner</b>	Thomas Jenison
<b>Use/Condition</b>	Vacant commercial storefront / Fair
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric. Gouverneur Street.
<b>Proximity to Transportation</b>	Located directly on Gouverneur Street. Less than .3 miles south of Main Street.
<b>Environmental Site History and Previous Owners</b>	Sanborn Maps (1941) indicate the property was vacant and forested until residential development.  Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	No known or suspected contamination.
<b>Natural / Cultural Resources</b>	Directly west of the Grasse River.
<b>Use Potential</b>	Infill Retail and Commercial.



# 31. 25, 27 GOUVERNEUR STREET

<b>Address</b>	25, 27 Gouverneur Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.042-7-12
<b>Property Class</b>	431 – Auto dealer
<b>Acres</b>	3.55
<b>Zoning</b>	C-2 – General Commercial
<b>Owner</b>	Mace Motors Inc.
<b>Use/Condition</b>	Vacant Auto Repair and Sales / Poor
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric. Gouverneur Street.
<b>Proximity to Transportation</b>	Located directly on Gouverneur Street. Less than .5 miles south of Main Street.
<b>Environmental Site History and Previous Owners</b>	According to property assessments the property was auto service and sales.  Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected Petroleum contamination which may be present in soil/ groundwater on site.
<b>Natural / Cultural Resources</b>	Directly west of the Grasse River.
<b>Use Potential</b>	Infill Commercial and Retail. Waterfront access.



# 32. 61 GOUVERNEUR STREET

<b>Address</b>	61 Gouverneur Street
<b>County</b>	St. Lawrence
<b>SBL #</b>	88.050-1-9
<b>Property Class</b>	449 – Warehouse
<b>Acres</b>	.43
<b>Zoning</b>	C-2 - General Commercial
<b>Owner</b>	Clark Porter
<b>Use/Condition</b>	Vacant Warehouse / Poor
<b>Utilities &amp; Access Points</b>	Public Sewer/Water, Gas and Electric. Gouverneur Street.
<b>Proximity to Transportation</b>	Located directly on Gouverneur Street. Less than 1 mile south of Main Street.
<b>Environmental Site History and Previous Owners</b>	Site historically was utilized as a residence and warehousing / storage.  Previous owner – Unknown.
<b>Known or Suspected Contaminants</b>	Suspected Asbestos contamination which may be present in soil
<b>Natural / Cultural Resources</b>	Less than 500 feet east of the Grasse River.
<b>Use Potential</b>	Infill Commercial and Retail.



## ECONOMIC AND MARKET ANALYSIS

### Canton Brownfield Opportunity Area Nomination Study

May 2020

With Preface Added August 2020

Prepared by

**E.M. Pemrick and Company**

[www.empemrick.com](http://www.empemrick.com)



*This report was prepared for the Village of Canton and the New York State Department of State with state funds provided through the Brownfield Opportunity Areas Program.*



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## Preface

### August 2020: On the COVID-19 Pandemic

Most of the research and analysis in this report was completed prior to the COVID-19 pandemic. Consequently, it does not reflect the impact of the New York State executive order intended to slow the spread of the virus by asking residents to stay home, limiting public gatherings, and requiring most businesses, schools, and services to shut down starting in March 2020. The “New York State on PAUSE” executive order expired on May 15<sup>th</sup> for the North Country, which was cleared to reopen in phases, provided that certain health metrics were met. The region is currently in Phase 4 of reopening, but the long-term implications of the events of the past five months have yet to be determined. At a minimum, the uncertainty created by the pandemic will impact consumer behavior, business retention, and the demand for commercial real estate, at least in the short-term.

Some types of businesses have adjusted better than others. All businesses in the state are now required to have a plan in place to protect the health and safety of employees and customers, using physical distancing, staggered work schedules, cleaning and disinfection practices, and protective equipment such as face coverings. Office-based establishments have largely adapted to the “new normal” by having some or all of their employees work from home.

Retail, food service, and personal service businesses, however, have struggled to remain financially viable given social distancing requirements. For example, although restaurants outside New York City can now offer on-site dining, tables must be separated by a minimum of six feet, seating is capped at 10 people in the same party at a table, and indoor dining is restricted to 50% of maximum occupancy, limiting potential revenue. They also have additional expenses associated with cleaning and disinfection and providing protective equipment for employees.

Ultimately, some eateries may be forced to close for good. According to polling conducted by the National Restaurant Association, only 75% of restaurants in the U.S. had reopened as of July 2020, and of those, three in four said they would not be profitable for six months or more.<sup>1</sup> A report prepared for the Independent Restaurant Coalition, which represents privately-owned restaurants with fewer than 20 establishments, predicts that as many as 85% of non-chain restaurants could close by the end of 2020 without targeted financial assistance.<sup>2</sup>

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<sup>1</sup> “The Hunger Games: Why restaurants are spilling red ink, no matter how much they innovate,” *Albany Business Review*, July 17, 2020, <https://www.bizjournals.com/albany/news/2020/07/17/new-math-of-restaurants-the-hunger-games.html>.

<sup>2</sup> Cited on the website of the Independent Restaurant Coalition at <https://www.saverestaurants.com/report/>.

Establishments in the arts, entertainment, and recreation industry also face a challenging future. Programs, performances, and events have been cancelled or postponed indefinitely due to the pandemic. Under the phased reopening plan, indoor museums, historic sites, and “low-risk outdoor arts and entertainment activities” in the North Country were not permitted to resume operations until the region entered Phase 4 in June 2020. Gyms and fitness centers were not allowed to reopen for indoor activities until late August, however, and venues for performances, conferences, and other events continue to be restricted to office use. Although the state guidelines are designed to minimize contagion and avoid attracting large groups of people, it has been nearly impossible for some of these entities to generate revenue.

A June 2020 survey conducted by the American Alliance for Museums found that one in three museums in the U.S. are at “significant risk” of closing permanently within 16 months as their revenue streams run dry.<sup>3</sup> Similarly, Americans for the Arts reports that 96% of nonprofit arts and cultural organizations have cancelled events since the beginning of the pandemic, and 29% have laid off or furloughed staff; nearly half had no target date set for re-opening. Although some arts organizations have offered limited programming online or through social media, fully 10% said they were “not confident” that they would survive the pandemic.<sup>4</sup> And even as people head outdoors for hiking or bicycling, recreational businesses have endured revenue declines due to mandatory shutdowns and cancelled sporting events.

As the coronavirus has spread across the U.S. and worldwide, the economic turmoil associated with the pandemic has resulted in a global recession. Travel and tourism are at a standstill, and thousands of restaurants and retail stores have shut down permanently due to social distancing requirements and reduced consumer spending. Small businesses have been especially hard hit; employment declines during the recession have been much higher among establishments with fewer than 50 employees than among mid- and large-sized businesses. Perhaps not surprisingly, the largest job losses have been in industries with high levels of personal contact: arts, entertainment, and recreation; accommodation and food services; retail trade; and personal services.<sup>5</sup>

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<sup>3</sup> American Alliance of Museums, “Press Release: United States May Lose One-third of All Museums, New Survey Shows,” July 22, 2020. Accessed at <https://www.aam-us.org/2020/07/22/united-states-may-lose-one-third-of-all-museums-new-survey-shows/>.

<sup>4</sup> Americans for the Arts, “COVID-19’s Impact on The Arts Research & Tracking Update: August 3, 2020,” posted at <https://www.americansforthearts.org/node/103614>.

<sup>5</sup> Becker Friedman Institute for Economics at the University of Chicago. “Business Size and Type Are Key Factors in Terms of Pandemic Recession Effects,” June 24, 2020, <https://bfi.uchicago.edu/key-economic-facts-about-covid-19/#business-size-and-type>.

Unemployment rates that were at record lows only a few months ago are now at record highs. Between February and June 2020, for example, the unemployment rate in New York State increased from 3.9% to 15.6%. In the North Country, unemployment peaked in April 2020 at 15.4%, falling to 10.6% two months later. According to the NYS Department of Labor, the private sector job count in the North Country fell by 14,200 (-12.6%) during the 12-month period that ended in June 2020. The leisure and hospitality sector alone lost 4,900 jobs.

Although “stay at home” orders have been lifted in New York State and the majority of businesses have reopened, the pandemic is ongoing, as is the recession that it triggered. Among the factors contributing to the economic downturn is a surge in new COVID-19 cases in states like Florida, Texas, and California and another round of businesses temporarily shut down. Consumer confidence remains low; many companies are reluctant to hire or invest. The federal government has tried to bolster the economy through stimulus payments to taxpayers and loans to businesses, but the recession will most likely continue until an effective treatment or vaccine for the virus is approved for widespread use.

*How will the Canton-St. Lawrence County economy be impacted by the COVID-19 pandemic, and what are the implications for the proposed Canton Brownfield Opportunity Area?* There are no clear answers to these questions. Over the last several months, economists, real estate brokers, industry experts, and others have weighed in on how the pandemic could affect long-term economic trends in the U.S. Articles have explored its impact on businesses and workers in various industries, on technology and automation, and on real estate. There is still a great deal of uncertainty, however, and discussions continue at the federal level about providing additional support to businesses and workers. Below are some of the trends that could have an impact on the Canton-St. Lawrence County market.

- Growth in E-Commerce. Some experts assert that the pandemic has accelerated the continued growth of e-commerce in the U.S. In response to stay at home orders, many consumers shifted their shopping habits online, ordering groceries to be delivered and purchasing goods from Amazon. Online retailers experienced an unprecedented increase in sales; the U.S. Census Bureau estimates that e-commerce sales in the first quarter of 2020 accounted for nearly 12% of total retail sales.<sup>6</sup>

In spite of this trend, retail expert Michael J. Berne argues that “there will be always a ceiling” to the growth in online sales as a percentage of total retail sales due to “aspects of human nature” that favor in-store shopping. He points out that some large-format retailers – including supermarkets, natural foods stores, ethnic grocers, and off-price apparel and home décor

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<sup>6</sup> U.S. Department of Commerce, “U.S. Census Bureau News: Quarterly Retail E-Commerce Sales, 1st Quarter 2020,” May 19, 2020. Accessed at [https://www.census.gov/retail/mrts/www/data/pdf/ec\\_current.pdf](https://www.census.gov/retail/mrts/www/data/pdf/ec_current.pdf).

retailers – have experienced strong growth in sales during the pandemic. These retailers are planning to expand by opening new stores.<sup>7</sup>

- Opportunities for Local Shops. Going forward, consumers are likely to continue to do more online shopping, but there are opportunities for retailers to adapt their brick-and-mortar operations by, for example, offering a “simple and seamless e-commerce experience,” providing curbside pickup, and giving people a reason to visit.<sup>8</sup> Other strategies include enhancing customer engagement through e-mail and social media, offering loyalty programs, and taking advantage of storefront space by installing artwork and signage to capture people’s attention. Although small, independent retailers face many unknowns, they may benefit from community support. Just as the pandemic has increased consumer interest in purchasing agricultural products from local farms, it could also drive people to buy from local shops.
- Increased Commercial Vacancy Rates. The disruptions brought about by the pandemic are bound to impact commercial real estate in and around downtown Canton. The daytime employment base that has supported some businesses may shrink if individuals continue to work from home, although increasing the residential population downtown could help soften the blow. Additional activities and events to bring residents and visitors to downtown Canton will have to be put on hold. Sit-down restaurants will need to consider social distancing requirements; small restaurants that lack the space to spread out tables may have to find new ways to generate sales. Until the economy improves, commercial buildings are likely to see higher vacancy rates. That said, programs that offer technical and financial assistance to facilitate the creation of new businesses can help to ensure that storefronts do not remain vacant for long.
- Changes in Office Space Demand. The impact on the demand for office space is unclear, as long-term trends are still evolving. Prior to the pandemic, the amount of office space per employee had been declining for 10 to 15 years. When the economy shut down, the relatively smooth transition of white collar employees to working from home led to dire predictions that businesses would allow their leases to expire, leaving building owners with millions of square feet of empty offices and no income. This did not come to pass; in fact, some businesses that continued to operate because they were deemed “essential” allowed a number of workers to come to the office, perhaps because they were unable to work remotely, lacked access to files, or did not feel comfortable working from home.

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<sup>7</sup> Michael J. Berne, “Greedy While Others Are Fearful,” *Economic Development Now*, June 13, 2020.

<sup>8</sup> Denise Lee Yohn, “The Pandemic Is Rewriting the Rules of Retail,” *Harvard Business Review*, July 6, 2020, <https://hbr.org/2020/07/the-pandemic-is-rewriting-the-rules-of-retail>.

The immediate focus of companies as they bring workers back to the office has been on keeping employees safe: providing (and encouraging the use of) masks and hand sanitizers, reorganizing workspaces, implementing cleaning and disinfection standards, and restricting capacity in common areas. In so doing, they may find that they actually need *more* office space to allow for social distancing, which would benefit building owners in Canton. This is likely to change once the pandemic has passed, however. The importance of in-person collaboration will keep office space relevant for some types of businesses; for others, a continued reliance on remote work will encourage a shift to smaller, more flexible space to serve as a base of operations. Commercial real estate brokers say that this process is likely to play out over the long term; amidst economic uncertainty, businesses are reluctant to make major changes right away.<sup>9</sup>

- Interest in Safe Travel. Despite the cancellation of performances and special events, Canton could see an increase in seasonal tourism. Many travelers are not comfortable flying on a plane and visiting large cities right now; instead, they may opt to travel by car to visit small towns where the spread of COVID-19 has been limited and where they are less likely to encounter large groups of people. Indeed, some real estate brokers have reported an increased interest in summer home rentals in the North Country region among downstate residents.<sup>10</sup> Similar trends have been observed elsewhere in the state. Although the group travel industry is unlikely to bounce back until at least 2021, leisure travel activity is expected to gradually pick up, starting with road trips and visits to family. Tourism marketing aimed at reassuring people that St. Lawrence County is a safe place to visit, highlighting opportunities for low-risk activities like outdoor recreation, would allow the region to take advantage of these trends.
- Impact of College Reopening Plans. Local colleges and universities in Canton and Potsdam have been working for months to determine how they will reopen and hold classes in the fall of 2020. Student testing requirements and social distancing protocols have been put in place, and hybrid instruction with both online and in-person learning will be offered. Although each institution has established its own restart plan, they all recognize that adjustments may be necessary based on the trajectory of the virus. Not all students will physically return to campus. This could impact

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<sup>9</sup> “The office won’t be the same: How landlords and businesses are rethinking office design and safety,” *Albany Business Review*, May 14, 2020; “The new math of the office: Tenants struggle to build a bridge to somewhere,” *The Business Journal*, July 9, 2020; and “The future of the workplace: Panel of local experts explores how COVID-19 is driving changes in real estate, office design and more,” *Charlotte Business Journal*, August 7, 2020.

<sup>10</sup> “Amid COVID-19 pandemic, renters and buyers flock to Finger Lakes, Adirondacks, Catskills real estate,” *Times Herald-Record* (Middletown, NY), July 5, 2020, <https://www.recordonline.com/story/news/2020/07/05/rent-house-adirondacks-finger-lakes-catskills-in-upstate-new-york/5368161002/>.

businesses that mainly serve the student population, as well as the market for off-campus student housing.

- **Housing.** In light of the recession, the projected increases in household income levels described in this report may fall short, potentially impacting the demand for higher-priced housing. Compared to the commercial sector, however, the pandemic may have less of an effect on the overall housing market in Canton and St. Lawrence County. According to the NYS Association of Realtors, residential sales activity slowly began to strengthen in June 2020 as the state continued to reopen. The second quarter of 2020 was substantially impacted by the pandemic – in St. Lawrence County, closed sales were down 35% compared to the second quarter of 2019 – but the market was constrained by a ban on in-person home showings and a reduced inventory of homes for sale. Mortgage interest rates remain low. Some parts of the state, including the Hudson Valley and the Catskills, are experiencing a huge increase in housing sales as couples and families leave New York City and other densely populated areas due to the pandemic; there are reports of bidding wars and some of the fastest-rising home prices in the U.S.<sup>11</sup> Although these areas benefit from their proximity to the New York metropolitan area, the interest in small-town living could be an opportunity for Canton, which offers a great environment, quality schools, broadband access, and low COVID-19 rates.

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<sup>11</sup> “Catskills Town Leads U.S. in Rising Home Prices with NYC Exodus,” *BloombergQuint*, August 12, 2020, <https://www.bloombergquint.com/onweb/catskills-town-leads-u-s-in-rising-home-prices-with-nyc-exodus>; “Come prepared to pull the trigger’: Mid-Hudson houses selling swiftly,” *Times Herald-Record*, August 10, 2020, <https://www.recordonline.com/story/news/2020/08/08/bidding-wars-break-out-over-mid-hudson-homes/5552978002/>.

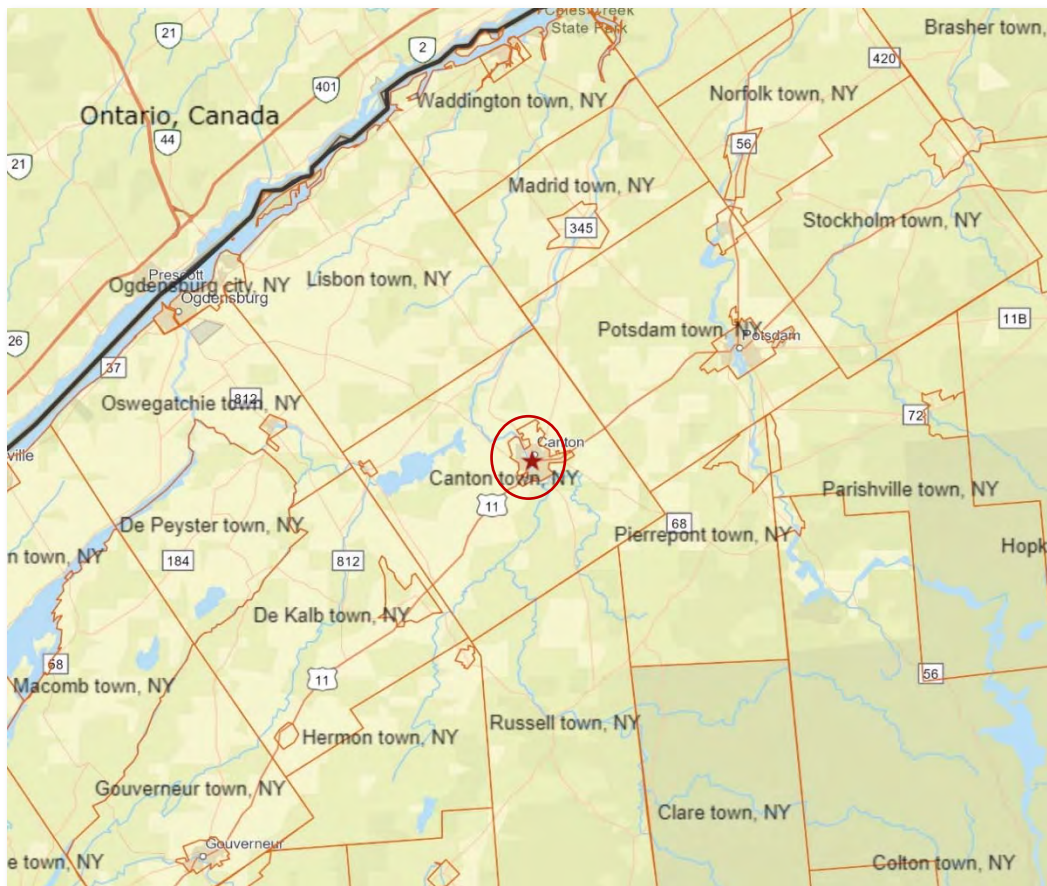


## Introduction

The purpose of this study is to analyze current demographic, economic, and real estate market conditions in the Village of Canton as part of a Brownfield Opportunity Area (BOA) Nomination Study. It is designed to identify potential opportunities for the redevelopment and reuse of brownfield, vacant, and underutilized sites in the study area. Among the priority community revitalization objectives to be achieved by the project is an analysis of housing conditions, trends, and demand; consequently, housing is a major focus of the document.

## Location and Regional Setting

The Village of Canton is located in St. Lawrence County in northern New York and serves as the county seat. One of two incorporated villages in the Town of Canton, it has a total land area of approximately 3.2 square miles. Historically, the Village of Canton was a manufacturing and government center. Today it is home to the State University of New York College of Technology at Canton (SUNY Canton), established in 1906, and St. Lawrence University, a private liberal arts college founded in 1856.



Northeast of Canton is the Village of Potsdam, a 15- to 20-minute drive via U.S. Route 11. Like Canton, Potsdam has two colleges, SUNY College at Potsdam and Clarkson University. In addition, both villages are on rivers, with Canton on the Grasse River, a tributary of the St. Lawrence, and Potsdam on the Raquette River.

Canton and St. Lawrence County are in the North Country region, an area that also includes the counties of Jefferson, Lewis, Franklin, Clinton, Essex, and Hamilton. This region is the largest in the state, covering more than 11,000 square miles. It stretches across northern New York from the eastern shore of Lake Ontario to the western edge of Lake Champlain, and from the international border with Canada in the north through the Adirondack Mountains in the south. The southeastern portion of St. Lawrence County is within the Adirondack Park; the Towns of Canton and Potsdam, however, are entirely outside the boundaries of the park.

## Methodology and Data Sources

The methodology for the study involved the compilation and analysis of a broad range of quantitative data on the Village and Town of Canton, neighboring communities, and St. Lawrence County. The data was compiled from various sources, including the U.S. Census Bureau, the federal Bureau of Labor Statistics, the U.S. Department of Housing and Urban Development, and the NYS Department of Labor. Additional data was purchased from ESRI, a leading national provider of market information. ESRI's proprietary methodology employs both federal and private data sources to develop demographic estimates and projections for a wide range of geographies.

The consultant utilized multiple sources to analyze local real estate, including state and local real property offices and the St. Lawrence County Multiple Listing Service. Information on large rental housing complexes in and around Canton was obtained through primary research, including phone conversations with property managers and owners and municipal officials.

In addition to the data analysis, individual interviews and meetings with a variety of stakeholders were conducted to solicit input on economic and market conditions, housing needs, redevelopment opportunities, and other topics.

## Past Planning Efforts

Existing planning documents were reviewed to better understand community issues and opportunities and recent initiatives. These included:

- Village of Canton BOA Step 1 Pre-Nomination Study (2011)
- St. Lawrence County Comprehensive Economic Development Strategy (2017)
- Canton Grasse River Waterfront Revitalization Plan (2018)
- Canton Comprehensive Plan (2019)
- Village of Canton Downtown Revitalization Initiative Proposals (2018 and 2019)

*The findings and conclusions presented in this report are solely the opinion of E.M. Pemrick and Company based on the information available during the completion of the study. The report is provided as an overall guide to economic and market conditions and potential development opportunities in Canton, and is not intended as a substitute for market and financial feasibility analysis associated with a specific development project or business enterprise.*

## Demographic Context

This section evaluates demographic and socioeconomic characteristics in the proposed Canton Brownfield Opportunity Area (BOA) and the Village of Canton to provide a framework for the Economic and Market Analysis. It includes projections to understand how conditions are expected to change in the near term. Comparisons to the Town of Canton, St. Lawrence County, and New York State are presented as appropriate.

### Population & Households

The proposed Canton BOA encompasses 79 acres in the southwestern portion of the Village of Canton. With an estimated 2019 population of 820, the BOA study area accounts for about 13% of Village residents (**Table 1**).

Table 1. Population Trends							
	2000	2010	2019 (est.)	2024 (proj.)	% Change		
					2000-2010	2010-2019	2019-2024
Canton BOA	837	811	820	810	-3.1%	1.1%	-1.2%
Village of Canton	5,923	6,314	6,451	6,378	6.6%	2.2%	-1.1%
Town of Canton	10,334	10,995	11,145	11,003	6.4%	1.4%	-1.3%
St. Lawrence County	111,931	111,944	113,233	111,561	0.0%	1.2%	-1.5%
New York State	18,976,457	19,378,102	20,030,453	20,245,169	2.1%	3.4%	1.1%

Source: U.S. Census Bureau, ESRI, and E.M. Pemrick and Company.

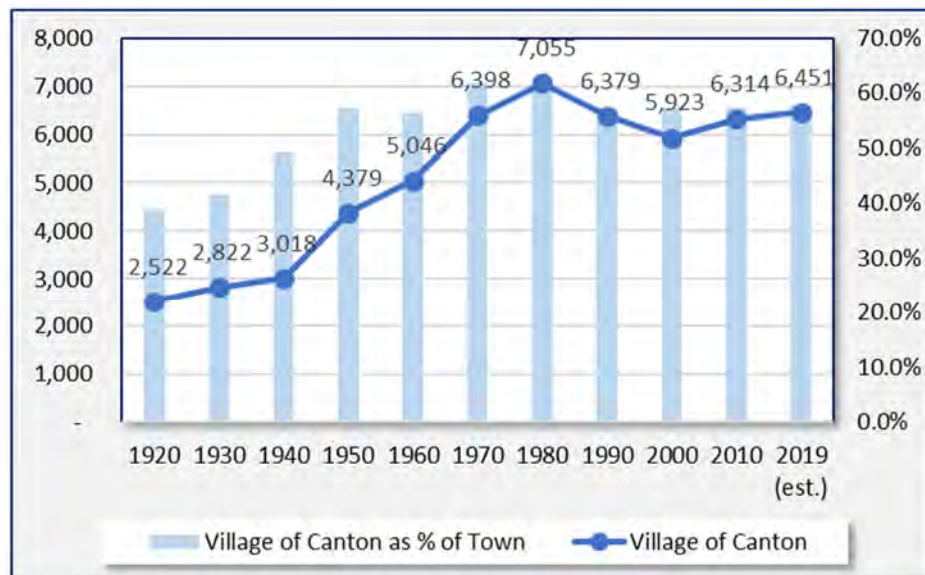


Figure 1. Long-Term Population Trends, Village of Canton

Source: U.S. Census Bureau and ESRI (2019 estimate)

As shown in **Figure 1**, the Village of Canton experienced steady population growth through most of the twentieth century, increasing from about 2,500 residents in 1920 to 7,055 at its peak in 1980. Over the next two decades, the number of residents in the Village declined, reaching 5,923 in 2000 before the population started to grow again. The current population of the Village is estimated at 6,451, including 2,672 individuals living in group quarters. Most of the group quarters population in Canton is comprised of college students living in on-campus student housing at SUNY Canton and St. Lawrence University.

The Census Bureau defines a household as all persons who occupy a housing unit. The occupants may be a single family, one person living alone, two or more persons living together, or any other group of individuals who share living arrangements outside of an institutional setting. Currently, there are 1,669 households living in the Village of Canton, including 353 (21.2%) in the Canton BOA (**Table 2**).

Table 2. Household Trends							
	2000	2010	2019 (est.)	2024 (proj.)	% Change		
					2000-2010	2010-2019	2019-2024
Canton BOA	337	355	353	346	5.3%	0.6%	-2.0%
Village of Canton	1,599	1,693	1,669	1,629	5.9%	-1.4%	-2.4%
Town of Canton	3,198	3,402	3,363	3,290	6.4%	-1.1%	-2.2%
St. Lawrence County	40,506	41,605	41,461	40,634	2.7%	-0.3%	-2.0%
New York State	7,056,860	7,317,755	7,541,262	7,611,733	3.7%	3.1%	0.9%

Source: U.S. Census Bureau, ESRI, and E.M. Pemrick and Company.

Nationally, household sizes have declined over the last few decades due to an increase in single-parent households, smaller family sizes, and more people living alone. The average household size in the Village in 2010 was 2.04, compared to 2.21 in 1990. Current household sizes are smaller in the Village of Canton than in St. Lawrence County, while those in the County are smaller than in New York State as a whole. The average household size is 1.95 in the Canton BOA and 2.46 in St. Lawrence County, slightly below the New York State average of 2.58.

### Age Distribution

As illustrated in **Table 3**, the Canton BOA, the Village, the Town, and St. Lawrence County all experienced substantial increases in population age 55 and older between 2010 and 2019. The Village of Canton, for example, had a net gain of 56 persons in the number of residents between the ages of 55 and 64, 160 aged 65 to 74, and 83 persons age 75 and over. The comparison areas also witnessed population growth among residents ages 25 to 34, although this trend is not projected to continue. In contrast, all four geographic areas exhibited a decline in the number of residents between the ages of 18 and 24. This age cohort, which includes many college students, accounts for 24.3% of the population in the Canton BOA and a whopping 45.5% of the Village’s population.

ESRI projections to 2024 indicate that the fastest population growth in the Village of Canton, as well as in the BOA study area, will be in the 35-to-44 and 75-and-over age cohorts, followed by those between the ages of 65 and 74. These are also the fastest-growing segments of the state’s population.

**Table 3. Distribution of Population by Age**

	Canton BOA		Village of Canton		Town of Canton		St. Lawrence County	
	Number	% Chg	Number	% Chg	Number	% Chg	Number	% Chg
<b>Under Age 18</b>								
2010 Census	156		676		1,803		23,844	
2019 (est.)	156	-	761	12.7%	1,705	5.4%	21,854	-8.3%
2024 (proj.)	154	-1.3%	746	-2.0%	1,672	-1.9%	21,531	-1.5%
<b>Ages 18-24</b>								
2010 Census	212		3,277		3,661		16,680	
2019 (est.)	199	-6.1%	2,935	-10.4%	3,644	-0.5%	16,532	-0.9%
2024 (proj.)	197	-1.0%	2,915	-0.7%	3,587	-1.6%	15,953	-3.5%
<b>Ages 25-34</b>								
2010 Census	95		499		990		12,538	
2019 (est.)	107	12.6%	548	9.9%	1,148	16.0%	13,814	10.2%
2024 (proj.)	99	-7.5%	478	-12.8%	1,034	-9.9%	12,178	-7.9%
<b>Ages 35-44</b>								
2010 Census	91		410		1,012		13,321	
2019 (est.)	88	-3.3%	445	8.5%	958	-5.2%	12,342	-7.3%
2024 (proj.)	96	9.1%	510	14.6%	1,078	12.5%	12,606	2.1%
<b>Ages 45-54</b>								
2010 Census	100		455		1,209		16,120	
2019 (est.)	85	-15.0%	464	2.2%	1,014	-16.1%	13,588	-15.7%
2024 (proj.)	77	-9.4%	415	-10.7%	902	-11.0%	12,383	-8.9%
<b>Ages 55-64</b>								
2010 Census	79		467		1,056		13,881	
2019 (est.)	90	13.9%	523	11.8%	1,115	5.6%	15,286	10.1%
2024 (proj.)	83	-7.8%	478	-8.5%	1,034	-7.2%	14,168	-7.3%
<b>Ages 65-74</b>								
2010 Census	41		253		627		8,396	
2019 (est.)	56	36.6%	413	63.5%	847	35.2%	11,776	40.3%
2024 (proj.)	61	8.9%	427	3.5%	880	3.9%	12,941	9.9%
<b>Ages 75+</b>								
2010 Census	35		278		638		7,164	
2019 (est.)	41	17.1%	361	30.0%	713	11.8%	8,040	12.2%
2024 (proj.)	45	9.8%	408	13.0%	814	14.2%	9,260	15.2%

Source: U.S. Census Bureau, ESRI, and E.M. Pemrick and Company.

Among the comparison areas, the Village of Canton has the youngest median age, at 23.6 years, due to the presence of college students. The median age in the BOA Study Area is 30.0 years. Both figures are well below the median age of 38.6 in St. Lawrence County.

## Educational Attainment

Levels of educational attainment in the Canton BOA and the Village of Canton are quite high relative to St. Lawrence County (**Table 4**). More than 44% of residents in the BOA study area and 47.9% of those in the Village overall have at least a bachelor's degree. Approximately 21% of Canton BOA residents and one in four Village residents has a graduate or professional degree. This is probably due to the number of jobs at local colleges and universities and in the health care industry that require advanced degrees.

	<b>% with high school diploma/GED or higher</b>	<b>% with bachelor's degree or higher</b>	<b>% with graduate or professional degree</b>
Canton BOA	88.9%	44.1%	21.1%
Village of Canton	92.9%	47.9%	25.0%
Town of Canton	90.8%	42.3%	24.2%
St. Lawrence County	88.5%	24.1%	12.2%
New York State	86.8%	36.5%	16.1%

Source: ESRI and E.M. Pemrick and Company.

## Household Income

Household income is an important indicator of purchasing power and personal wealth. Income levels impact the ability of residents to pay for housing, contribute to the tax base, and support the local economy. Based on 2019 estimates, the median income of households in the Village of Canton is \$55,936. The median household income in the Canton BOA is somewhat lower at \$52,515, but above average for St. Lawrence County, where the median is \$51,412.

The distribution of households by income is compared in **Figure 2**.<sup>12</sup> There is a wide range of income diversity in the Village of Canton: 20.5% of households have annual incomes of less than \$25,000, and 22.7% earn at least \$100,000 per year. In the Canton BOA, 24.7% of households have incomes of less than \$25,000 per year, while 22.4% earn between \$25,000 and \$49,999. Less than 20% of households living in the BOA study area earn \$100,000 or more annually.

Approximately 43.5% of households in the Village of Canton have low and moderate incomes – i.e., incomes less than 80% of the St. Lawrence County median, as defined by the U.S. Department of Housing and Urban Development. In the Town of Canton as a whole, 40.2% of households have low and moderate incomes. Both rates are lower than in the County, where more than 45% of households are low and moderate income.

<sup>12</sup> It is important to note that these figures do not include college students living in on-campus housing; they reside in group quarters, not households.



**Figure 2. Households by Income, 2019 Estimates**  
 Source: ESRI

## Student Enrollment

Student enrollment at colleges and universities in Canton and Potsdam has a substantial impact on the demand for on-campus and off-campus housing and for goods and services offered by local businesses. As shown in **Table 5**, student enrollment at the two colleges in Canton totaled 5,657 as of fall 2019, with 3,223 students at SUNY Canton and 2,434 at St. Lawrence University. Of those enrolled at SUNY Canton, 1,219 (37.8%) reside on campus. The institution’s residency policy requires full-time students “other than married students, single parents, students residing with a parent or legal guardian, students 21 years of age or older, and students living in College-approved Greek housing” to live on campus. Under some circumstances, students may be released from this requirement. Of the 2,004 students who reside off campus, 918 are online students, most of whom live outside the region. Thus, the number of SUNY Canton students living off campus in the Canton-Potsdam area is estimated at 1,086.

The student population at SUNY Canton is diverse in comparison to the surrounding area: 65% white, 15% African American, 11% Hispanic, 2% Asian, and 1% Native American, based on fall 2018 data from the National Center for Education Statistics (NCES). One in four students enrolled at the college is age 25 or older.

Enrollment at St. Lawrence University as of fall 2019 was made up of 2,392 undergraduate and 42 graduate students; these figures include 132 students studying off campus or abroad. Of the 2,302 students studying in Canton, 2,259 (98.1%) reside on campus or in nearby sorority houses; all first-year students are required to live on campus. This leaves just 43 students in off-campus housing.



According to the NCES, virtually all undergraduates enrolled at St. Lawrence University in fall 2018 were under age 25, and the composition of the undergraduate population was 78% white, 2% African American, 5% Hispanic, and 2% Asian. Unlike SUNY Canton, where most students are from in state, St. Lawrence University attracts a large share of its students from out of state (55%) and foreign countries (9%).

<b>Table 5. College Student Enrollment</b>				
	<b>Total Enrollment (Fall 2019)</b>	<b>Undergraduate Enrollment</b>	<b>Living On Campus</b>	<b>Living Off Campus</b>
SUNY Canton	3,223	3,223	1,219	1,086*
St. Lawrence University	2,434	2,392**	2,259	43
SUNY Potsdam	3,336	3,336	1,851	1,485
Clarkson University	4,301	3,081	2,498	583
<b>Total</b>	<b>13,294</b>	<b>12,032</b>	<b>7,827</b>	<b>3,197</b>

Source: E-mail correspondence with college officials.

\* There are 2,004 students who do not reside on-campus, but 918 of them are online students, most of whom reside outside the region.

\*\* Includes students studying off-campus or abroad.

The number of students attending college is higher in Potsdam than in Canton. In fall 2019, SUNY Potsdam had 3,336 students enrolled, with 55.5% residing on campus. First-year students must live on campus for two years or four semesters unless they receive an exemption. Approximately 1,485 students live off-campus.

As with SUNY Canton, the undergraduate student population at SUNY Potsdam is relatively diverse: 61% white, 13% African American, 15% Hispanic, 2% Asian, and 2% Native American, according to the NCES data. Only 5% of undergraduates in fall 2018 were age 25 and older.

Enrollment at Clarkson University totaled 4,301 in fall 2019, but this figure includes graduate students at Clarkson’s Capital Region Campus in Schenectady and its Beacon Institute for Rivers and Estuaries in the Hudson Valley. The student population in Potsdam is made up of 3,081 undergraduate and 640 graduate students, for a total of 3,721. Roughly 81% of Clarkson undergraduates reside on campus, while 583 students live in off-campus housing.

Based on the NCES data, the racial/ethnic composition of undergraduate students at Clarkson in fall 2018 was 80% white, 2% African American, 5% Hispanic, and 4% Asian. Like St. Lawrence University, Clarkson attracts many out-of-state (32%) and international students (2%).

Both SUNY colleges have experienced declining student enrollment in the last five to six years. Between 2013 and 2018, total enrollment fell by about 8% at SUNY Canton and by 13% at SUNY Potsdam. In fact, the entire SUNY system has had a decrease in college enrollment. This has been attributed to several factors: a decline in the number of graduating high school seniors, the shrinking upstate New York

population, and low unemployment, which has resulted in a shortage of labor and growing demand for workers. College enrollment is also decreasing nationally. If these trends continue, it could impact the market for off-campus student housing. According to an official with the Village of Potsdam, the community is already beginning to see an increase in vacancies among the “bottom-tier” or lower-quality housing units that are usually rented to students.

## Economic Trends

This section presents information on the employment, industry, and labor force trends that characterize the St. Lawrence County economy. These trends impact the commercial real estate market in the Village of Canton and the demand for buildings and sites to support business attraction, development, and expansion.

### Employment in St. Lawrence County

Table 6 presents employment by industry sector in St. Lawrence County and the North Country region. Private-sector employment in the County averaged about 25,000 in 2018 (the latest annual data available at this time), with an additional 10,000 jobs in local, state, and federal government. Nearly 24% of the region's employment was in St. Lawrence County.

Industry Sector	St. Lawrence County		North Country Region		County As % of Region
	Number	Share	Number	Share	
Health Care/Social Assistance	5,812	16.3%	23,948	15.7%	24.3%
Retail Trade	4,745	13.3%	20,513	13.5%	23.1%
Leisure and Hospitality	2,960	8.3%	16,056	10.6%	18.4%
Manufacturing	2,306	6.5%	10,260	6.7%	22.5%
Professional and Business Services	2,001	5.6%	7,542	5.0%	26.5%
Educational Services	1,977	5.5%	3,139	2.1%	63.0%
Construction	1,340	3.8%	6,072	4.0%	22.1%
Other Services	916	2.6%	4,615	3.0%	19.8%
Financial Activities	891	2.5%	3,835	2.5%	23.2%
Natural Resources and Mining	736	2.1%	2,987	2.0%	24.6%
Transportation and Warehousing	680	1.9%	3,437	2.3%	19.8%
Wholesale Trade	385	1.1%	2,652	1.7%	14.5%
Information	373	1.0%	1,702	1.1%	21.9%
Utilities	188	0.5%	569	0.4%	33.0%
<b>Total, Private Sector</b>	<b>25,322</b>	<b>70.9%</b>	<b>107,423</b>	<b>70.6%</b>	<b>23.6%</b>
<i>Government (Incl. Public Education)</i>	<i>10,408</i>	<i>29.1%</i>	<i>44,745</i>	<i>29.4%</i>	<i>23.3%</i>
<b>Total, All Industries</b>	<b>35,730</b>	<b>100.0%</b>	<b>152,168</b>	<b>100.0%</b>	<b>23.5%</b>

Source: U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages.

Health care and social assistance is the County's largest private industry sector, supporting more than 5,800 jobs and paying \$281 million in annual wages. The sector includes many of the leading employers in St. Lawrence County, including:

- St. Lawrence Health System, which operates Canton-Potsdam Hospital, Gouverneur Hospital, and Massena Memorial Hospital as well as multiple primary care practices, urgent care clinics, and other outpatient health care centers;

- United Helpers, a community-based organization that delivers a wide range of support services at facilities throughout the County and beyond;
- Claxton-Hepburn Medical Center in Ogdensburg;
- The ARC Jefferson-St. Lawrence, a new entity formed through the 2019 merger of the St. Lawrence NYSARC and Jefferson Rehabilitation Center that serves individuals with developmental disabilities; and
- St. Lawrence Psychiatric Center, which has residential programs in Ogdensburg and outpatient clinics in several locations.

Each of these employers has a presence in Canton. St. Lawrence Health System, for example, has a 60,000-square foot medical complex on U.S. Route 11. The complex, which opened in January 2017, is the result of a \$23 million investment. St. Lawrence Health also owns the E.J. Noble Building on East Main Street, which houses medical offices, lab services, and an after-hours walk-in clinic. Claxton-Hepburn Medical Center operates a primary care health center on West Main Street, while the ARC Jefferson-St. Lawrence has an office on Commerce Lane in the Canton Industrial Park.

In August 2019, United Helpers opened a new outpatient behavioral health clinic in the University Plaza about a mile from downtown Canton. United Helpers spent \$850,000 purchasing and refurbishing a former Key Bank to develop the clinic, which offers mental health services to children and adults. The organization’s Maplewood Healthcare and Rehabilitation Center and an independent senior housing complex are located in the Town of Canton.

A recent report by the Healthcare Association of New York State (HANYS) asserts that North Country hospitals and health systems offer important economic benefits, through community investments and the purchase of goods and services, in addition to providing critical services to the region. They are often the largest employers in their communities. The annual payroll for employees of St. Lawrence Health System, for example, is \$173 million, including \$123 million for those who work at Canton-Potsdam Hospital. These funds are circulated throughout the regional economy, enhancing the health care provider’s impact. HANYS estimates that St. Lawrence Health has an annual economic impact of \$396 million.<sup>13</sup>

Retail trade is the second-largest industry sector in St. Lawrence County after health care, followed by leisure and hospitality, which encompasses accommodations, food services, and arts, recreation, and entertainment. These industries tend to be driven by and dependent on the strength of the national economy; when the economy is thriving, people typically spend more on retail goods, dining out, entertainment, and travel. St. Lawrence County has a smaller share of its employment in leisure and hospitality relative to the North Country as a whole. Retail, leisure, and hospitality are important locally, however, as they generate tax revenues and contribute to the creation of vibrant downtowns.

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<sup>13</sup> Watertown Daily Times, “North country hospitals offer economic benefits to region,” February 2, 2020, and HANYS data and reports posted at [https://www.hanys.org/government\\_affairs/community\\_benefit/](https://www.hanys.org/government_affairs/community_benefit/).

Manufacturing employment in St. Lawrence County totaled about 2,300 in 2018. These jobs pay relatively high wages; the average annual pay for jobs in the manufacturing industry was about \$69,000, compared to \$42,500 for all private-sector jobs in the County. As in many parts of upstate New York, however, manufacturing employment has declined significantly over the years. In 2000, for example, the sector provided more than 5,000 jobs, many of them at iconic companies like Alcoa and General Motors.

Among the manufacturing establishments in St. Lawrence County is Corning, Inc., which has been producing high-quality specialty glass products at its Canton plant since 1966.<sup>14</sup> The company has made substantial investments in this facility in the last six or seven years, adding about 75,000 square feet of manufacturing and warehouse space. The plant has a workforce of approximately 250.

Another key industry in St. Lawrence County is education. As Table 6 indicates, there were about 2,000 individuals employed by private educational institutions in the County in 2018, making up 63% of the North Country’s employment in educational services. These figures are largely attributable to St. Lawrence University in Canton and Clarkson University in Potsdam. Employees of SUNY Canton, SUNY Potsdam, St. Lawrence-Lewis BOCES, and public school districts are counted under government/public sector jobs.

<b>College and University Employment in Canton &amp; Potsdam</b> <i>(As of January 2020)</i>	
SUNY Canton:	650
St. Lawrence University:	813
SUNY Potsdam:	800
Clarkson University:	753

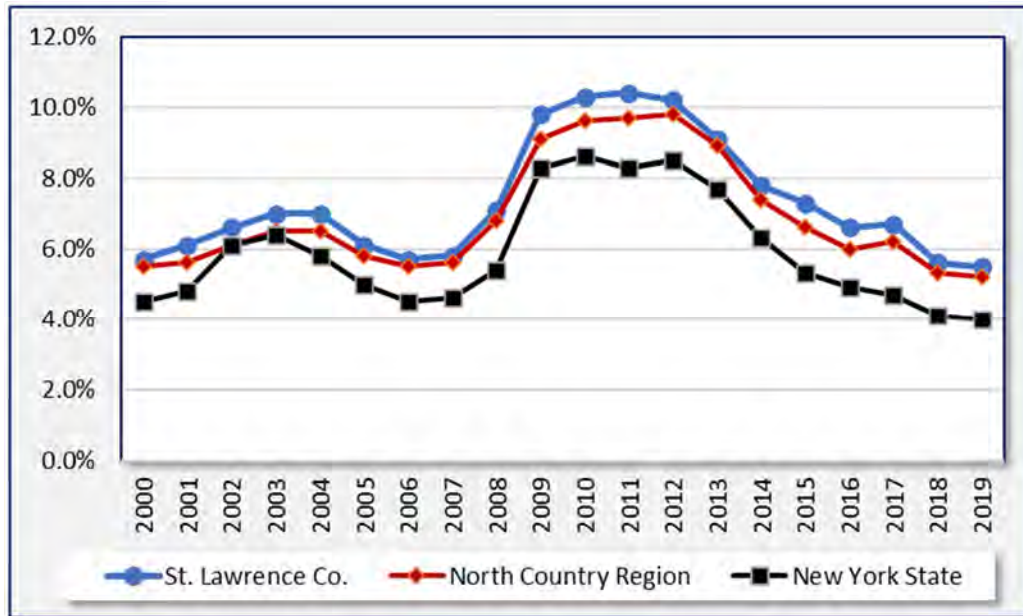
Based on long-term employment projections prepared by the NYS Department of Labor, total employment in the North Country region, which includes St. Lawrence County, is expected to increase by 6.2% between 2016 and 2026. Four industry sectors – health care and social assistance; arts, entertainment, and recreation; construction; and accommodation and food services – are projected to grow the fastest over the ten-year period, accounting for nearly 70% of net job creation.

## Resident Labor Force

The labor force is comprised of residents who are age 16 and older and employed or not working but looking for work. In 1999, there were 52,100 people in the labor force in St. Lawrence County. By 2019, the size of the labor force was at 43,300, a reduction of over 20%. Labor force levels in the County have been declining for more than 25 years, the result of a combination of factors: the outmigration of population to other counties and states; demographic shifts, with increases in the number of residents age 65 and older who have lower rates of labor force participation; and limited economic growth.

<sup>14</sup> Although it is known as the Canton Plant, the property is physically located in the Town of DeKalb.

As shown in **Figure 3**, unemployment rates in St. Lawrence County have been consistently higher than those in New York State as a whole. From 2010 to 2012, for example, annual average unemployment exceeded 10% in the County, roughly 2 percentage points above the statewide rates. The most recent annual averages from the NYS Department of Labor (2019) show unemployment in St. Lawrence County at 5.5%, well above the state level of 4.0%.



**Figure 3. Average Annual Unemployment Rates**  
 Source: NYS Department of Labor, Local Area Unemployment Statistics

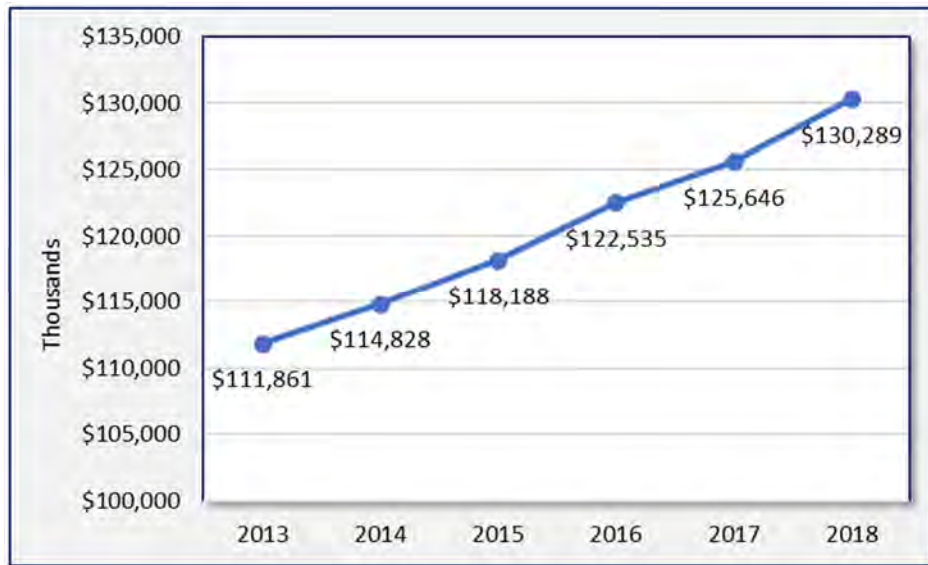
## Tourism

According to the annual report *Economic Impact of Tourism in New York State*, tourism in the Thousand Islands region – defined as Jefferson, Oswego, and St. Lawrence Counties – is a \$564 million industry, supporting more than 9,000 jobs. St. Lawrence County represents 23% of the region’s tourism sales, with an estimated \$130.3 million in visitor spending.<sup>15</sup>

Employment in tourism-related industries in St. Lawrence County is 2,960, with most of the jobs at restaurants, bars, and other food service establishments. Parts of the County are in the Adirondack Park and benefit from visitors coming to the area for outdoor recreational opportunities. Local and state parks and other public lands support a wide range of activities, such as boating, fishing, hunting, camping, canoeing, hiking, and birding. Three miles west of the Village of Canton is the Upper and Lower Lakes Wildlife Management Area, an 8,757-acre wetland complex that lies between the Grasse and Oswegatchie Rivers. At its eastern end is the Indian Creek Nature Center, a privately-operated,

<sup>15</sup> Tourism Economics. *The Economic Impact of Tourism in New York, 2018 Calendar Year, Thousand Islands Focus*.

publicly-owned nature center that features an observation tower and walkway. The nearly 8 miles of trails and boardwalks at Indian Creek provide opportunities for watching birds, mammals, and other wildlife.



**Figure 4. Traveler Spending in St. Lawrence County**

*Source: Tourism Economics, The Economic Impact of Tourism in New York State*

The Grasse River Heritage Trail is located in the Village of Canton, within the proposed BOA, just north of Main Street and east of the Cascade Inn. The trail is part of Grasse River Heritage Park, which encompasses Coakley Island and Falls Island, and it offers views of Cascade Falls, Rushton Falls, and the ruins of the old mills that stimulated Canton’s initial growth. Interpretive signage along the trail provides information about local history. Enhancing existing and developing new waterfront parks to “provide for greater public access and enjoyment of the Grasse River” and expanding the trails network and pedestrian linkages within and to the waterfront are among the Village’s long-term goals for waterfront and economic revitalization.

Historic sites, museums, the arts, and special events also attract visitors to St. Lawrence County. The Village of Canton has the Silas Wright Museum, home to the St. Lawrence County Historical Association, and Traditional Arts in Upstate New York (TAUNY), a non-profit organization that offers workshops and exhibits, as well as an array of local products for sale. Other historic resources in Canton include the Village Park Historic District, with buildings from the 19<sup>th</sup> and 20<sup>th</sup> centuries; the National Register-listed U.S. Post Office building; and the Canton Village Historic District, a locally-designated district made up of the Village Park Historic District, the post office, Willow and Falls Islands, and property on East and West Main Streets, Park Place, Park Street, Court Street, Hodskin Street, and Riverside Drive.

The colleges and universities draw thousands of visitors to St. Lawrence County every year. Parent and alumni weekends, sporting events, performances, and graduations have a significant economic impact

on Canton and Potsdam, generating sales at local hotels and restaurants. Some visitors extend their stays to take advantage of opportunities for outdoor recreation, shopping, and other activities.

Visitors associated with the two private universities, St. Lawrence and Clarkson, tend to have income levels that are well above average. A 2017 economic impact study prepared by the Center for Governmental Research found that students and visitors associated with Clarkson University alone had an impact on the North Country region estimated at \$40.7 million (counting both direct and “spillover” impacts). The study further reported that together, St. Lawrence and Clarkson, along with Paul Smith’s College in Franklin County, had an annual economic impact on the region totaling \$703 million.<sup>16</sup>

Past planning documents in the Town and Village of Canton, including the 2019 Comprehensive Plan, have identified “developing tourism as an economic engine” as a priority action. They also call for encouraging economic development based on community strengths such as history, arts and culture, and outdoor recreation. Canton faces some challenges to enhancing its tourism economy, however, including insufficient dining and entertainment options, especially in the evening; a limited number of retail shops; and the need to better promote and “package” recreational opportunities to encourage extended stays. Among the Comprehensive Plan’s recommended actions for tourism are:

- Improving wayfinding to local attractions and parking areas;
- Encouraging opportunities and venues for live music;
- Supporting arts and cultural festivals and the organizations that produce them;
- Strengthening town-gown relationships to make improvements that increase visitation and student enrollment while improving the local economy;
- Promoting Canton as a four-season destination through events and entertainment; and
- Encouraging the development of a campground or riverside camping facility on the Grasse River.

A 2015 feasibility study evaluated the St. Lawrence County Whitewater Park Project, a proposal to establish a series of whitewater play parks in the Villages of Canton and Potsdam and the Town of Colton. The project would be marketed as a single attraction, with beginner, intermediate, and expert level venues. The study concluded that the initiative was economically and technically feasible and that it would help promote St. Lawrence County as a tourism destination. It would also provide a significant boost to the economy by bringing visitors downtown to patronize local business establishments; the study estimated the median spending of an out-of-town recreational paddler at about \$52 per day. Although the whitewater park concept has not advanced in Canton, Village leaders continue to explore its development and identify potential sources of funding.

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<sup>16</sup> “Clarkson University Delivers \$344.7 Million Economic Impact to North Country,” December 10, 2018, <https://www.clarkson.edu/news/clarkson-university-delivers-3447-million-economic-impact-north-country>.



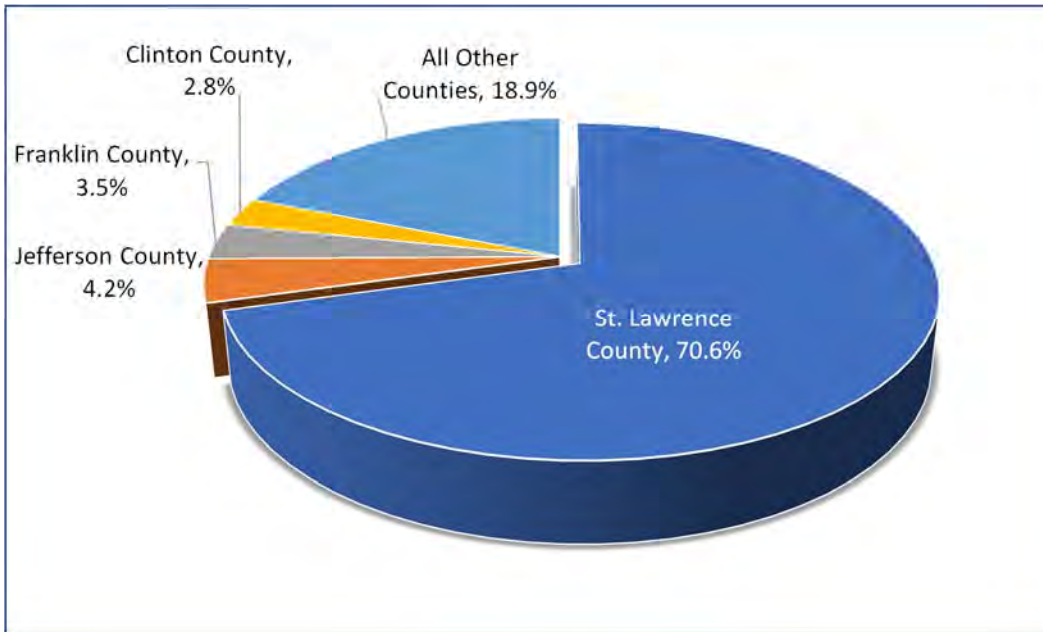
## Employment in the Village of Canton

Table 7 presents the job counts and flow of workers into and out of the Village of Canton based on Longitudinal Employer-Household Dynamics (LEHD) data from the U.S. Census Bureau. Total employment in the Village of Canton is estimated at 4,350. Consistent with its role as a college town and its status as the County seat, 50.3% of the jobs are in educational services and government, while 22.8% are in health care and social assistance. Other significant industries with respect to employment include accommodation and food services (7.2%), retail trade (6.0%), and finance and insurance (4.3%). Four banks and credit unions have branch locations in the Village; in addition, Community Bank N.A. has a regional operations center with approximately 100 employees in the Maple Hill subdivision off Route 11.

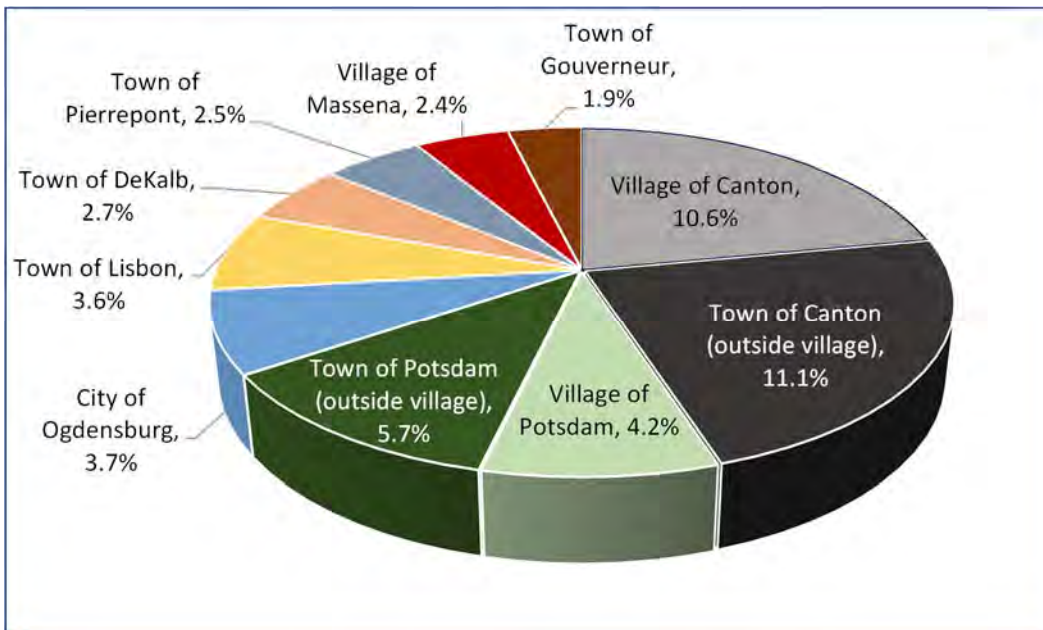
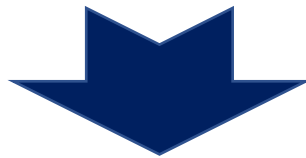
Table 7. Inflow/Outflow Job Counts, Village of Canton		
	Count	Share
Employed in the Village of Canton	4,352	100.0%
Employed in the Village of Canton, but Living Outside	3,889	89.4%
Employed and Living in the Village of Canton	463	10.6%
Living in the Village of Canton	1,608	100.0%
Living in the Village of Canton, but Employed Outside	1,145	71.2%
Living and Employed in the Village of Canton	463	28.8%
<i>Net Job Inflow:</i>		2,744
<i>Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics. Data is as of 2017, the latest available. Due to differences in methodology, the job counts shown are not comparable to those from other sources.</i>		

The workforce in the Village of Canton is relatively diverse in terms of age and income. Approximately 31%, or 1,329 workers, are age 29 or younger, 46.4% (2,019) are between the ages of 30 and 54, and 23.1% (1,004) are age 55 and older. The majority of workers have a high school diploma, GED, or higher, while 21.9% have at least a bachelor's degree

The Village of Canton is a net importer of jobs, drawing workers from a large geographic area. Nearly 90% of the jobs are held by individuals who reside elsewhere: 60% live in other parts of St. Lawrence County, while 4.2% live in Jefferson County, 3.5% in Franklin County, and 2.8% in Clinton County (**Figures 5 and 6**). About 25% of people employed in the Village travel at least 50 miles from home to work, more than double the percentage (11.3%) ten years earlier. Notably, the Village has a net worker inflow of 2,700, as there are more individuals commuting into the Village to work than there are residents leaving the Village for jobs elsewhere. This provides a sizable daytime market for local restaurants and other businesses during the work week. There may be an opportunity to attract some of these commuters to live in the Village of Canton, which could enhance support for local businesses while reducing workers' transportation costs.



**Figure 5. Counties Where Workers in the Village of Canton Live**  
 Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics



**Figure 6. St. Lawrence County Communities Where Workers in the Village of Canton Live**  
 Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics

# Residential Market Analysis

## Framing the Issues

Housing issues have been identified in recent plans as among Canton’s most serious challenges. For example, Canton’s 2019 Comprehensive Plan cites a lack of quality affordable rental housing, an older housing stock, and a lack of good quality market-rate housing to attract new employees. An assessment of impediments to fair housing choice in St. Lawrence County, produced in 2017, also notes the influence of the colleges on the housing market: “There are very few rental options for middle-to-upper income individuals and families due to the presence of students, as landlords can make more money charging students per bed.” (Rental options for lower-income households are also impacted by the student population.) As newer, more upscale apartments are planned, however, “there is concern about the current single and double homes being rented [especially the lower-quality housing stock] being abandoned...”<sup>17</sup>

An informal housing roundtable made up of Town and Village leaders and staff, employers, college officials, realtors, property owners, and other stakeholders has met several times over the last few years. Members of this group have identified and discussed the following issues:

- A shortage of independent senior housing for retirees, including maintenance-free single-story housing;



*Examples of homes sold in Canton, 2017-19.*

<sup>17</sup> CNY Fair Housing, Inc. *Assessment of Fair Housing: St. Lawrence County, NY, 2017*, p. 44.

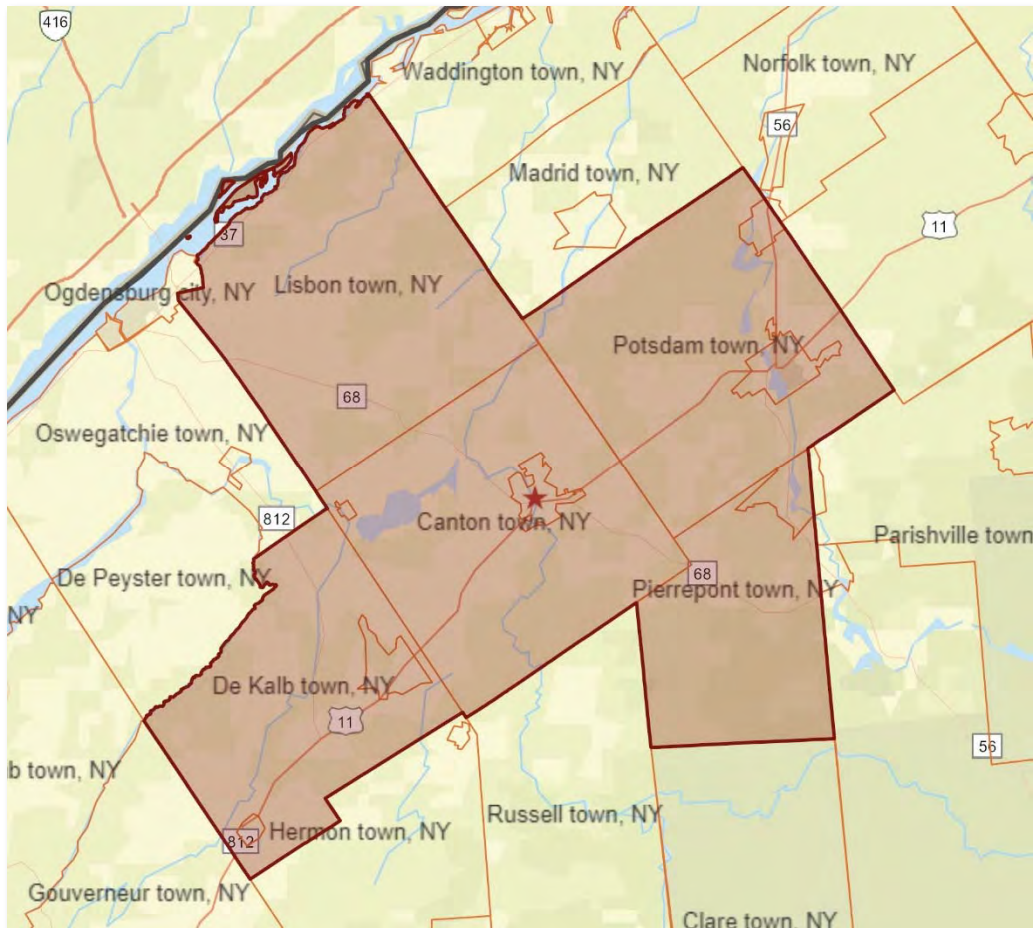
- A lack of higher-end rental units for new employees (e.g., medical professionals, college faculty);
- The difficulties faced by local businesses in recruiting people to the area due to insufficient housing options;
- Homes in need of improvements, but priced too high for a buyer to purchase, renovate, and recoup their investment given stagnant property values; and
- The scarcity of new housing in the Village of Canton, attributing it to limited land availability, high property taxes, zoning regulations, and challenges faced by property owners and developers in earning enough revenue to cover a mortgage, taxes, and other expenses.

Participants in a February 2020 housing focus group held as part of the Canton BOA Nomination Study concurred with these findings. They asserted that upscale units, priced at about \$1,500 to \$1,800 per month, are what is missing from the current rental housing supply; however, they also cited a need for affordable housing. A one-bedroom apartment at the Fair Market Rent of \$650 a month is hard to find, and subsidized housing projects in Canton have waiting lists. Housing that is affordable to lower-salaried workers at the County, the colleges, and the hospital – who earn too much to qualify for subsidized housing, but not enough to afford most market-rate housing – is needed as well. As the focus group meeting concluded, participants discussed several other issues, including the need to rehabilitate existing housing. In short, it appears that diverse housing types may be needed.



***Multi-family housing in Canton and Potsdam.  
Top: Swan Landing (Potsdam)  
Middle: Canton Grasse River Apartments and  
Diane P. Burns on Riverside Drive (Canton)  
Bottom: Lawrence Avenue Apartments (Potsdam)***

This section examines housing characteristics, residential market conditions, and demographic and socioeconomic trends in and around Canton. To help evaluate the market for housing in the proposed Canton BOA, a Residential Market Area encompassing the Towns of Canton, DeKalb, Lisbon, Pierrepont, and Potsdam was delineated, as illustrated in the map below.



## Housing Characteristics

Information on the existing housing stock was obtained from the decennial Census and the latest five-year estimates (2014-18) from the Census Bureau's American Community Survey (ACS). According to ACS estimates, the Residential Market Area has a total of 13,298 housing units (**Table 8**). Of these, 61.0% are owner-occupied and 25.7% are renter-occupied, while 13.3% are vacant. However, if units maintained for seasonal, recreational, or occasional use (i.e., used only in certain seasons or on weekends by individuals whose primary residence is located elsewhere) are excluded, the overall housing vacancy rate in the Residential Market Area is about 9%.

**Table 8. Residential Market Area Housing Supply, Tenure, and Vacancy Status**

		Town of Canton	Residential Market Area*	St. Lawrence County
<b>Total Housing Units</b>				
2000 Census		3,515	12,795	49,721
2010 Census		3,657	13,095	52,133
<i>Net Change, 2000-10</i>		143	300	2,412
<i>% Change, 2000-10</i>		4.0%	2.3%	4.9%
2014-18 ACS Five-Year Estimates		3,770	13,298	53,102
<b>Tenure</b>				
2000	Owner-Occupied Units	2,082 (59.2%)	7,611 (59.5%)	28,613 (57.5%)
	Renter-Occupied Units	1,115 (31.7%)	3,963 (31.0%)	11,893 (23.9%)
	Vacant Units	316 (9.0%)	1,219 (9.5%)	9,215 (18.5%)
2010	Owner-Occupied Units	2,153 (58.9%)	7,851 (50.0%)	29,468 (56.5%)
	Renter-Occupied Units	1,249 (34.2%)	4,075 (31.1%)	12,137 (23.3%)
	Vacant Units	255 (7.0%)	1,169 (8.9%)	10,528 (20.2%)
<i>Change, 2000-10</i>	<i>Owner-Occupied Units</i>	71 (3.4%)	240 (3.2%)	855 (3.0%)
	<i>Renter-Occupied Units</i>	134 (12.0%)	112 (2.8%)	244 (2.1%)
	<i>Vacant Units</i>	-61 (-19.3%)	-50 (-4.1%)	1,313 (14.2%)
2014-18 Estimates	Owner-Occupied Units	2,289 (60.7%)	8,109 (61.0%)	30,183 (56.8%)
	Renter-Occupied Units	1,047 (27.8%)	3,414 (25.7%)	11,486 (21.6%)
	Vacant Units	434 (11.5%)	1,775 (13.3%)	11,433 (21.5%)
	Vacant for sale	178 (4.7%)	250 (1.9%)	725 (1.4%)
	Vacant for rent	-	151 (1.1%)	424 (0.8%)
	Seasonal/occasional use	62 (1.6%)	540 (4.1%)	7,275 (13.7%)
	All other vacant**	194 (5.1%)	834 (6.3%)	3,009 (5.7%)
<b>Vacancy Rates</b>				
2000	Homeowner vacancy rate	1.5%	2.1%	2.4%
	Rental vacancy rate	11.0%	6.9%	7.7%
2010	Homeowner vacancy rate	1.5%	1.5%	1.7%
	Rental vacancy rate	3.7%	4.3%	5.5%
2014-18 Estimates	Homeowner vacancy rate	7.2%	3.0%	2.3%
	Rental vacancy rate	0.0%	4.2%	3.5%

Source: U.S. Census Bureau and E.M. Pemrick and Company.

\* Residential Market Area = Towns of Canton, DeKalb, Lisbon, Pierrepont, and Potsdam.

\*\* Includes units rented or sold, but not yet occupied; units intended for occupancy by migrant farm workers; and “other vacant units” (e.g., homes that are uninhabitable due to their condition, foreclosures, properties left vacant by their owners for personal reasons).

Approximately 70% of householders (heads of household) in the Residential Market Area own their homes rather than rent. This is up from about 66% of householders in 2010. Within the market, the Town of Potsdam has the lowest homeownership rate (62.6%), followed by the Town of Canton (68.6%).

Decisions about whether to own or to rent are based not only on income but also on life stage and household type. In general, homeownership rates rise as people age and become more settled. Among householders under 25 in the Residential Market Area, 90% are renters. In contrast, nearly 80% of householders ages 45 to 54 – peak earning years – own a home. Families with children are more likely to own than to rent, often purchasing larger homes with multiple bedrooms and access to outdoor

space for recreation. After age 65, rates of homeownership decline as people retire and wages and salaries are replaced by fixed incomes from savings, pensions, and Social Security. Some seniors transition to rental units or to smaller houses that are easier to maintain. Nevertheless, 73.0% of householders age 75 and above in the Residential Market Area own their homes.<sup>18</sup>

Vacancy rates are among the factors used to assess the availability of housing choice, with opportunities for households to find units that meet their needs. Generally, a vacancy rate of about 5% indicates that there is an adequate supply of housing available. Based on the ACS estimates, the for-sale housing vacancy rate in the Residential Market Area is 3.0%, while the rental housing vacancy rate is 4.2%, suggesting a tight housing market. Further investigation can provide additional insights; data on current vacancies in rental housing is described later in this chapter.

### *Residential Construction Trends*

The U.S. Census Bureau's Building Permits Survey reports that a total of 1,965 new housing units were permitted in St. Lawrence County between 2008 and 2018 (**Table 9**). The number of residential building permits peaked in 2015, when 147 single-family and 141 multi-family units were authorized. It is important to note that while the number of approved building permits is an indicator of future construction, not all permits result in new development.

Of the 1,635 permits approved for single-family housing in St. Lawrence County, 545 (33.3%) were for homes in the Residential Market Area, including a combined total of 105 in the Town of Canton and the Villages of Canton and Rensselaer Falls. There have been no permits issued for new construction in the Village of Canton since 2014. More building permits were approved for single-family housing in the Towns of Lisbon and Potsdam (124 units each) than in any other jurisdiction.

Multi-family housing accounted for 329 building permits issued in St. Lawrence County from 2008 through 2018. More than two-thirds of the multi-family units were in structures of five units or more. Of the permits approved for multi-family housing, 81 were for housing in the Residential Market Area, including 52 units in the Village of Potsdam. Based on the Census report, the last multi-family housing approved in the Village of Canton was in 2010. The Town of Gouverneur had the largest number of building permits issued for multi-family housing, with 138.

Newly-released data from the Building Permits survey indicate that 153 permits were approved countywide in 2019, all but four of which were for the construction of single-family homes. This included 58 permits approved in the Residential Market Area, with 13 in the Town of Canton and 1 in the Village of Canton.

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<sup>18</sup> Note this does not include seniors who are not in a household, i.e., residing in what the Census Bureau refers to as group quarters, such as an assisted living facility or nursing home.

Table 9. Residential Building Permits, 2008-18				
	Single-Family Units		Multi-Family Units	
	Number	% of County Total	Number	% of County Total
Village of Canton	14	0.9%	5	1.5%
Village of Rensselaer Falls	2	0.1%	0	0.0%
Town of Canton (outside villages)	89	5.4%	16	4.9%
Town of DeKalb (outside village)	45	2.8%	0	0.0%
Town of Lisbon	124	7.6%	0	0.0%
Town of Pierrepont	46	2.8%	6	1.8%
Town of Potsdam (outside villages)	124	7.6%	2	0.0%
Village of Norwood	7	0.4%	0	0.0%
Village of Potsdam	92	5.6%	52	15.8%
Village of Richville	2	0.1%	0	0.0%
Subtotal, Residential Market Area	545	33.3%	81	24.6%
<b>Total, St. Lawrence County</b>	<b>1,635</b>	<b>100.0%</b>	<b>329</b>	<b>100.0%</b>

Source: SOCDs Building Permits Database, based on the U.S. Census Bureau Building Permits Survey.

Note: building permits reported for towns do not include permits issued by villages; they are tallied separately.

## Owner-Occupied Housing

The characteristics of owner-occupied housing in the Residential Market Area, including type of structure, year built, bedroom size, and housing value, are presented in **Table 10**. The following are key points based on the table:

- Single-family structures make up the vast majority of the owner-occupied housing stock in the Residential Market Area, as well as in the comparison areas; less than 1% are attached units. Roughly 9% of owner-occupied housing units in the Market Area are mobile homes, which can provide low and moderate income households with an affordable option for homeownership.
- The largest share of the owner-occupied housing stock in the Residential Market Area (49.3%) was built more than 60 years ago, while 22.2% was constructed during the 1980s and '90s. Only 10% of the owner-occupied units are less than 20 years old; of these, 60% are in the Towns of Lisbon and Potsdam.
- The Town of Canton accounts for about 28% of all owner-occupied housing units in the Residential Market Area, but only 13% of the homes built since 2000.
- About 64% of owner-occupied homes in the Residential Market Area, compared to 69.3% in St. Lawrence County overall, have two or three bedrooms. Nearly a third of the homes have at least four bedrooms.



<b>Table 10. Residential Market Area Owner-Occupied Housing Characteristics</b>			
	<b>Town of Canton</b>	<b>Residential Market Area</b>	<b>St. Lawrence County</b>
<b>Total Owner-Occupied Units</b>	<b>2,289</b>	<b>8,109</b>	<b>30,183</b>
<b>By Units in Structure</b>			
Single-family structure	1,951 (85.2%)	7,071 (87.2%)	25,943 (86.0%)
Multi-family – 2-4 units	68 (3.0%)	193 (2.4%)	552 (1.8%)
Multi-family – 5-9 units	-	-	28 (0.1%)
Multi-family – 10 or more units	47 (2.1%)	83 (1.0%)	221 (0.7%)
Mobile home	223 (9.7%)	762 (9.4%)	3,439 (11.4%)
<b>By Year Structure Built</b>			
Built 2014 or later	-	49 (0.6%)	242 (0.8%)
Built 2010 to 2013	60 (2.6%)	217 (2.7%)	665 (2.2%)
Built 2000 to 2009	42 (1.8%)	540 (6.7%)	2,372 (7.9%)
Built 1980 to 1999	526 (23.0%)	1,797 (22.2%)	5,869 (19.4%)
Built 1960 to 1979	533 (23.3%)	1,510 (18.6%)	5,209 (17.3%)
Built 1940 to 1959	214 (9.3%)	897 (11.1%)	5,300 (17.6%)
Built before 1940	914 (39.9%)	3,099 (38.2%)	10,526 (34.9%)
<b>By Bedroom Size</b>			
No bedroom	-	30 (0.4%)	107 (0.4%)
1 bedroom	90 (3.9%)	330 (4.1%)	1,092 (3.6%)
2 or 3 bedrooms	1,503 (65.7%)	5,177 (63.8%)	20,903 (69.3%)
4+ bedrooms	696 (30.4%)	2,572 (31.7%)	8,081 (26.8%)
<b>By Estimated Housing Value</b>			
Less than \$50,000	259 (11.3%)	951 (11.7%)	4,959 (16.4%)
\$50,000 to \$99,999	641 (28.0%)	2,614 (32.2%)	11,853 (39.3%)
\$100,000 to \$149,999	415 (18.1%)	1,597 (19.7%)	5,343 (17.7%)
\$150,000 to \$199,999	537 (23.5%)	1,393 (17.2%)	3,250 (10.8%)
\$200,000 to \$299,999	285 (12.5%)	885 (10.9%)	2,504 (8.3%)
\$300,000 to \$499,999	50 (2.2%)	321 (4.0%)	1,432 (4.7%)
\$500,000 to \$999,999	75 (3.3%)	242 (3.0%)	605 (2.0%)
\$1,000,000 or more	27 (1.2%)	106 (1.3%)	237 (0.8%)
<i>Median housing value</i>	<i>\$124,800</i>	<i>NA (see text)</i>	<i>\$91,600</i>

Source: U.S. Census Bureau, 2014-18 American Community Survey 5-Year Estimates, and E.M. Pemrick and Company.

- According to the ACS, the median value of an owner-occupied home in the Residential Market Area ranges from \$96,900 in the Town of DeKalb to \$136,800 in the Town of Pierrepont, all above the median housing value reported for the County (\$91,600).
- The largest concentration of owner-occupied housing in the Residential Market Area is valued in the \$50,000 to \$99,999 range (32.7%), followed by the \$100,000 to \$149,999 range (19.7%).
- Of homes valued at \$500,000 or more in St. Lawrence County, 41.3% are in the Residential Market Area (which makes up about 27% of the County’s owner-occupied housing units). Residential sale prices, a more accurate measure of market values, are discussed below.

## For-Sale Market Characteristics

This section examines sales and price trends in the local housing market. **Table 11** shows residential sales in St. Lawrence County from 2015 through 2019 based on data from the NYS Association of Realtors (NYSAR). Nationwide, NYSAR reports, the 2019 housing market was fueled by the strong economy and low mortgage rates.

In St. Lawrence County, closed sales reached 831 in 2019, a 4.3% increase from 797 in 2018, while the median sales price of homes was \$96,650, a 6.8% increase from \$90,750 the previous year. Both residential sales activity and selling prices in 2019 exceeded 2015 levels, and sellers received, on average, 92.0% of their asking price at sale, a slight improvement from four years earlier.

	2015	2016	2017	2018	2019	% Change, 2015-19
Median sales price	\$86,000	\$90,000	\$83,000	\$90,750	\$96,950	12.7%
Total closed sales	696	801	824	797	831	19.4%
New listings	1,772	1,605	1,366	1,450	1,283	-27.6%
Inventory of homes for sale at the end of year	1,001	906	685	763	620	-38.1%
Months' supply of inventory	15.6	13.0	10.1	11.6	8.6	-44.9%
% of list price received	91.3%	91.2%	91.3%	91.6%	92.0%	0.8%

Source: NYS Association of Realtors.

Notably, the number of homes available for sale at the end of 2019 (620) represented a 38% reduction from the same time in 2015. Although limited inventory has been an issue in some housing markets, constraining buyer activity, it does not appear to be a problem in St. Lawrence County, as it still had an 8.6-month supply of homes for sale at year-end. This suggests that the supply of housing continues to exceed demand. New York State overall had 56,214 active listings, a 4.9-month inventory.<sup>19</sup>

The Zillow Home Value Index (ZHVI) is a tool used to track home values and housing market appreciation over time. Unlike median sales prices, the ZHVI covers the entire stock of homes and not just those that

<sup>19</sup> Months supply of inventory is a calculation used to quantify the relationship between supply and demand in a housing market. It measures how long it will take for the current supply of homes on the market to sell, given the pace of sales. Four to five months is average; anything in excess of six to seven months is considered an oversupply, with more sellers than buyers.

sell in a given month or year. The ZHVI initially debuted in 2006, and has undergone several revisions to its methodology, with a substantial update completed in December 2019.<sup>20</sup>

According to the ZHVI, the median value of a single-family home in St. Lawrence County in January 2020 was \$84,723. This was among the lowest in New York State, one of just three counties where the median value was less than \$100,000; the others were Alleghany (\$79,149) and Cattaraugus (\$85,067) in western New York. Ten years ago, St. Lawrence was one of 18 counties where the median value of a single-family home was under \$100,000. St. Lawrence County single-family housing values have increased 11.4% since January 2010. As a point of comparison, single-family housing values have increased 41.8% in Franklin County (to \$112,335) and 48.5% in Lewis County (to \$129,186).

<b>Table 12. Single Family Housing Sales, Residential Market Area, 2017-19</b>				
	2017	2018	2019	Total
<b>Village of Canton</b>				
Sold for <\$50,000	-	2 (5.0%)	1 (2.2%)	3 (2.4%)
Sold for \$50,000 to \$99,999	14 (38.9%)	12 (30.0%)	13 (28.9%)	39 (32.2%)
Sold for \$100,000 to \$149,999	11 (30.6%)	11 (27.5%)	12 (26.7%)	34 (28.1%)
Sold for \$150,000 to \$199,999	8 (22.2%)	9 (22.5%)	15 (33.3%)	32 (26.4%)
Sold for \$200,000 or more	3 (8.3%)	6 (15.0%)	4 (8.9%)	13 (10.7%)
<b>Total Sold</b>	<b>36 (100.0%)</b>	<b>40 (100.0%)</b>	<b>45 (100.0%)</b>	<b>121 (100.0%)</b>
Median sales price	\$131,000	\$127,000	\$132,500	\$130,000
Average sales price	\$126,000	\$136,775	\$134,335	\$132,662
<b>Town of Canton</b>				
Sold for <\$50,000	3 (5.3%)	4 (6.8%)	3 (4.2%)	10 (5.3%)
Sold for \$50,000 to \$99,999	20 (35.1%)	18 (30.5%)	26 (36.6%)	64 (34.2%)
Sold for \$100,000 to \$149,999	17 (29.8%)	16 (27.1%)	16 (22.5%)	49 (26.2%)
Sold for \$150,000 to \$199,999	10 (14.1%)	14 (23.7%)	20 (35.1%)	44 (23.5%)
Sold for \$200,000 or more	7 (9.9%)	7 (11.9%)	6 (10.5%)	20 (10.7%)
<b>Total Sold</b>	<b>71 (100.0%)</b>	<b>59 (100.0%)</b>	<b>57 (100.0%)</b>	<b>187 (100.0%)</b>
Median sales price	\$115,000	\$124,000	\$127,500	\$123,000
Average sales price	\$125,353	\$129,379	\$127,128	\$127,297
<b>Residential Market Area</b>				
Sold for <\$50,000	20 (10.5%)	25 (11.6%)	18 (9.4%)	63 (10.5%)
Sold for \$50,000 to \$99,999	58 (30.5%)	61 (28.2%)	51 (26.6%)	170 (28.4%)
Sold for \$100,000 to \$149,999	52 (27.4%)	65 (30.1%)	47 (24.5%)	164 (27.4%)
Sold for \$150,000 to \$199,999	30 (15.8%)	40 (18.5%)	51 (26.6%)	121 (20.2%)
Sold for \$200,000 or more	30 (15.8%)	25 (11.6%)	25 (13.0%)	80 (13.4%)
<b>Total Sold</b>	<b>190 (100.0%)</b>	<b>216 (100.0%)</b>	<b>192 (100.0%)</b>	<b>598 (100.0%)</b>
Median sales price	\$117,600	\$118,300	\$129,000	\$122,750
Average sales price	\$128,806	\$123,759	\$133,872	\$128,610

Source: New York State Office of Real Property Services, St. Lawrence County Real Property Office, and E.M. Pemrick and Company. Standard arm's length transactions only.

<sup>20</sup> For details on the revised ZHVI methodology, see <https://www.zillow.com/research/zhvi-methodology-2019-deep-26226/>.

**Table 12** summarizes single-family housing sales volumes and prices in the Residential Market Area over a three-year period, from 2017 through 2019 (sales in the Village of Canton are shown separately but are included in the totals for the Town of Canton). Below are key findings based on the table:

- Single-family housing sales in the Residential Market Area averaged about 200 homes per year. Sales over the three-year period represented approximately 3.2% of the tax parcels classified as single-family residential in the five towns, or 3.5% of those in the Town of Canton.
- The volume of single-family sales was highest in Potsdam (257) and Canton (187). Together, they accounted for nearly three-quarters of the homes sold in the Residential Market Area, although they make up about 67% of its single-family housing units.
- Single-family sales in the \$50,000 to \$99,999 price range averaged 57 homes per year in the Residential Market Area, while sales of homes in the \$100,000 to \$149,999 range averaged 55 per year. These price ranges accounted for nearly 56% of all single-family homes sold.
- In 2019, Pierrepont (\$169,600) had the highest median sales price for a single-family home, followed by Potsdam (\$135,000) and then Canton (\$127,500). DeKalb (\$85,100) had the lowest median of the five towns. The median sales price in Lisbon was \$100,000.
- Between 2017 and 2019, median sales prices for homes increased at an average rate of 4.8% per year in the Residential Market Area, or 5.4% per year in the Town of Canton.

Additional information on the single-family homes sold in Canton is presented in **Table 13**. About 45% of the houses sold from 2017 through 2019 had three bedrooms, while 39% had at least four bedrooms. Single-family homes sold in the Village of Canton were larger than those sold in other parts of the Town of Canton.<sup>21</sup> The Village homes were also more likely to have four or more bedrooms. Many of these larger residences were constructed at a time when families had more children and homes could accommodate multiple generations.

There are only a few condominiums in the Residential Market Area; condominiums are not common in St. Lawrence County. In 2010, five condominium units were developed on the second floor of a commercial building at 1 Main Street in Canton. Known as Rushton Place, the property offers river views, high-end amenities, access to an underground parking garage, and secure storage; each unit has two bedrooms and two full bathrooms, and they range in size from 1,243 to 1,626 SF. Although the units attracted interest among potential renters, the property owner decided to put them on the market for sale. By 2013, only three of the units had been purchased; the other two sold in 2016 and 2017. The median selling price of the condominiums was \$219,000.

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<sup>21</sup> Although the median size of single-family homes sold in the Village from 2017 through 2019 was 1,736 SF, the median size of ALL single-family homes in the Village according to tax parcel records is 1,400 SF.

**Table 13. Characteristics of Single-Family Homes Sold in the Town of Canton, 2017-19**

	Village of Canton	Balance of Town	Town of Canton Total
<b>Number of Bedrooms</b>			
1 bedroom	-	5 (7.6%)	5 (2.7%)
2 bedrooms	18 (14.9%)	6 (9.1%)	24 (12.8%)
3 bedrooms	49 (40.5%)	35 (53.0%)	84 (44.9%)
4 bedrooms or more	54 (44.6%)	19 (28.8%)	73 (39.0%)
<b>Total Sold</b>	<b>121 (100.0%)</b>	<b>66 (100.0%)</b>	<b>187 (100.0%)</b>
<b>Size in Square Feet</b>			
< 1,000 SF	8 (6.6%)	7 (10.6%)	15 (8.0%)
1,000 to 1,499 SF	34 (28.1%)	21 (31.8%)	55 (29.4%)
1,500 to 1,999 SF	41 (33.9%)	19 (28.8%)	60 (32.1%)
2,000 to 2,999 SF	27 (22.3%)	16 (24.2%)	43 (23.0%)
3,000 SF or more	11 (9.1%)	2 (3.0%)	13 (7.0%)
<b>Total Sold</b>	<b>121 (100.0%)</b>	<b>66 (100.0%)</b>	<b>187 (100.0%)</b>
Median square footage	1,736	1,551	1,685
Median sales price per SF	\$73	\$75	\$74

Source: New York State Office of Real Property Services, St. Lawrence County Real Property Office, and E.M. Pemrick and Company.

As of the end of March 2020, the St. Lawrence County MLS had 80 single-family homes listed for sale in the Residential Market Area, including 23 in the Town of Canton. Asking prices ranged from \$14,000 to \$375,000, with a median of \$149,950. Approximately 83% of the homes had 3 or 4 bedrooms and three-quarters had at least two full bathrooms. Consistent with the ACS data, most of the houses are older: only 10% were constructed after 2000 and 18% between 1980 and 1999; in contrast, 15% were built within the first two decades of the twentieth century, and nearly 30% date back to the 1800s. Historic homes are often an asset to the communities in which they are located; however, they are generally not as energy-efficient as newer houses, and may require additional resources to maintain and repair. For this reason, they do not appeal to all buyers.

Quantitative information on local homebuyers is not available, but the National Association of Realtors (NAR) produces an annual profile of buyers and sellers that provides some insights. For example, two-thirds of recent buyers are between the ages of 30 and 64, which includes “older millennials” (ages 30-39), “Gen Xers” (40-54), and “younger Boomers” (ages 55-64). Approximately 70% are married and unmarried couples, and 35% of all buyers have children under 18 at home. First-time buyers make up about a third of all homebuyers, 88% of buyers under age 29 (“younger millennials”), and 52% of buyers in their 30s. The main reason for purchasing a home among all groups under age 65 was a desire to have a place of their own, while for those 65 and older, the desire to be closer to friends and family was the top reason. Buyers 75 and up also indicated that they wanted a smaller home; older millennials were more likely to say that they wanted a larger home.

The NAR reports that 87% of recent buyers purchased a previously-owned home; the rest opted for a newly-constructed home. Asked why they decided on new construction, buyers cited a desire to avoid

renovations and structural issues, the ability to choose and customize design features, and the amenities of new home construction communities. Among the top factors influencing their choice of a location were neighborhood quality, convenience relative to their place of work, and overall affordability. Not surprisingly, the quality of the school district was a priority among buyers with children at home.<sup>22</sup>

## Renter-Occupied Housing

**Table 14** provides information on the characteristics of renter-occupied housing in the Residential Market Area. The following are key points based on the table:

- Approximately two-thirds of the rental housing units in the Residential Market Area are in multi-unit buildings. Of these, structures with 2 to 4 units account for the largest share, followed by those with at least 10 units. Compared to St. Lawrence County as a whole, the Residential Market Area has a greater proportion of its rental housing stock in structures containing at least 5 units (31.8%, versus 26.5% countywide). Some of the larger structures provide subsidized rental housing for low- and moderate-income families and seniors. Of the estimated 3,400 rental units in the Residential Market Area, 84% are in the Towns of Canton and Potsdam.
- About 41% of the rental units in the Residential Market Area were built prior to 1960, while 28.1% were built between 1960 and 1979. Although many rental properties are well-maintained, units in older buildings are much more likely to require structural repairs and upgrades to meet the needs and expectations of tenants, especially those coming to the area from metropolitan markets with newer apartments. Few renter-occupied units in the Residential Market Area are less than 20 years old, although the ACS seems to have underestimated the actual number; approximately 325-350 units were added to the housing inventory through the construction of both market-rate and subsidized rental housing in the Town of Potsdam during this time.<sup>23</sup> Still, the large percentage of older rental units and the lack of new construction, especially in Canton, may put the communities in this market at a disadvantage in attracting new residents.

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<sup>22</sup> National Association of Realtors Research Group, *2020 Home Buyers and Sellers Generational Trends Report*, March 2020. Accessed at <https://www.nar.realtor/sites/default/files/documents/2020-generational-trends-report-03-05-2020.pdf>.

<sup>23</sup> The housing constructed includes Baldwin Acres (2018), Collegiate Village (2015), Garden Place Estates (2011), and Evergreen Park Apartments (2005).

<b>Table 14. Residential Market Area Renter-Occupied Housing Characteristics</b>			
	<b>Town of Canton</b>	<b>Residential Market Area</b>	<b>St. Lawrence County</b>
<b>Total Renter-Occupied Units</b>	<b>1,047</b>	<b>3,414</b>	<b>11,486</b>
<b>By Units in Structure</b>			
Single-family structure	336 (32.1%)	960 (28.1%)	3,550 (30.9%)
Multi-family – 2-4 units	285 (27.2%)	1,171 (34.3%)	4,004 (34.9%)
Multi-family – 5-9 units	139 (13.3%)	416 (12.2%)	957 (8.3%)
Multi-family – 10 or more units	259 (24.7%)	670 (19.6%)	1,986 (17.3%)
Mobile home	28 (2.7%)	197 (5.8%)	989 (8.6%)
<b>By Year Structure Built</b>			
Built 2014 or later	-	6 (0.2%)	36 (0.3%)
Built 2010 to 2013	-	81 (2.4%)	165 (1.4%)
Built 2000 to 2009	72 (6.9%)	168 (4.9%)	418 (3.6%)
Built 1980 to 1999	84 (8.0%)	788 (23.1%)	2,765 (24.1%)
Built 1960 to 1979	353 (33.7%)	958 (28.1%)	2,991 (26.0%)
Built 1940 to 1959	129 (12.3%)	413 (12.1%)	1,877 (16.3%)
Built before 1940	409 (39.1%)	1,000 (29.3%)	3,234 (28.2%)
<b>By Bedroom Size</b>			
No bedroom	34 (3.2%)	147 (4.3%)	490 (4.3%)
1 bedroom	269 (25.7%)	1,198 (35.1%)	3,299 (28.7%)
2 or 3 bedrooms	673 (64.3%)	1,869 (54.7%)	6,857 (59.7%)
4+ bedrooms	71 (6.8%)	200 (5.9%)	840 (7.3%)
<b>By Gross Rent</b>			
Less than \$500	177 (18.1%)	680 (21.6%)	2,162 (20.6%)
\$500 to \$999	393 (40.1%)	1,492 (47.3%)	6,104 (58.0%)
\$1,000 to \$1,499	302 (30.8%)	706 (22.4%)	1,631 (15.5%)
\$1,500 to \$1,999	81 (8.3%)	151 (4.8%)	334 (3.2%)
\$2,000 or more	26 (2.7%)	127 (4.1%)	288 (2.7%)
<i>Median gross rent</i>	<i>\$924</i>	<i>NA (see text)</i>	<i>\$730</i>

Source: U.S. Census Bureau, 2014-18 American Community Survey 5-Year Estimates, and E.M. Pemrick and Company.

- Housing units with two or three bedrooms account for 54.7% of the renter-occupied housing stock in the Residential Market Area, a smaller proportion than in St. Lawrence County (59.7%). About 35% of rental units have one bedroom.
- The median gross rent, defined by the Census Bureau as the contract or asking rent plus the cost of utilities, ranges from an estimated \$618 in the Town of DeKalb to \$924 in the Town of Canton, compared to \$730 in St. Lawrence County. Although 47.3% of the rental housing units in the Residential Market Area have gross rents between \$500 and \$999 per month, 8.9% rent for \$1,500 or more, a higher proportion than in the County as a whole (5.9%). In fact, while the Market Area makes up about 30% of all rental units in the County, it accounts for nearly 45% of the units with gross rents of at least \$1,500 a month. Current rental rates are discussed below.

## Rental Market Characteristics

Research on the rental housing market identified two dozen properties in the Residential Market Area that contain more than 10 units. These projects, which are listed in **Table 15**, have approximately 1,400 housing units, including 645 market-rate and 760 affordable/subsidized units. Observations regarding the market-rate properties are as follows:

- The number of units at the market-rate properties ranges from 11 to 136, with an average of 53. Five properties offer efficiency or studio apartments, 7 have one-bedroom units, and 11 have two-bedroom units; only three properties have units with three bedrooms.
- Of the properties for which information was available, the studio apartments range in size from 300 to 500 square feet (SF), the one-bedroom units from 440 to 856 SF, and the two-bedrooms from 415 to 1,036 SF. This does not include the two-bedroom townhouses at Garden Place Estates, which are approximately 1,250 SF, or the two- and three-bedroom units at Swan Landing, which range from 1,530 to 1,830 SF. According to the Census Bureau, the median size of new multi-family rental units in the U.S. is 1,081 SF.
- Excluding United Helpers Independent Senior Living, where the monthly rents include some services, asking rents for the units at the market-rate properties for which prices are available range from \$450 to \$1,500 per month, or about \$0.56 to \$2.54 per SF.<sup>24</sup> The highest asking rents are for the two-bedroom townhouses at Garden Place Estates, while the highest prices per square foot are at Collegiate Village.
- The median gross rent, which includes utilities (and water fees, where applicable), is \$835 per month; note, however, that this figure does not include Collegiate Village because the number of units by bedroom size is not available.
- Only two large market-rate rental properties – Collegiate Village and Garden Place Estates – have been built in the Residential Market Area within the last 20 years. Collegiate Village is targeted to college students, but also houses many non-students. Units at these complexes start at about \$1,000 per month; some provide dishwashers, microwaves, and washers/dryers for an extra fee. Garden Place Estates has a waiting list for its townhouses, where the monthly rent is \$1,500. Some of the households on the waiting list are homeowners who must first sell their properties.

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<sup>24</sup> These properties included West Gate Terrace, Garden Place Estates, Crescent Meadows, Canton Townhouses, Harison House Apartments, 32 Maple Street Apartments, Swan Landing, Meadow East Apartments, and Collegiate Village.



- Most market-rate apartment complexes in Canton and Potsdam date from the 1960s and '70s. While some older properties show signs of deferred maintenance, others are very well-maintained, according to code enforcement officials.
- United Helpers Independent Senior Living (formerly known as Partridge Knoll) is unique in this market. Although there are other rental properties for senior citizens in the Residential Market Area, all of them are targeted to low- and moderate-income households. Unlike an assisted living residence, which offers 24-hour supervision and assistance, United Helpers Independent Senior Living caters to healthier seniors, and offers services such as transportation, social activities, and dinners.
- Although occupancy rates were not available for all large rental properties, they are generally high and property owners are able to rent most vacant units within a month or two.

### *Affordable and Subsidized Housing*

The inventory of affordable rental housing in the Residential Market Area includes public housing and housing subsidized through Section 8 project-based rental assistance or the USDA Rural Rental Assistance Program. Tenants must be income-qualified, and they pay 30% of their adjusted gross income (AGI) towards rent.

Another category is housing developed with the use of Low Income Housing Tax Credits (LIHTCs). Under the LIHTC program, the federal government issues the tax credits to states, which then award them to private developers based on a competitive process. The developers typically sell the tax credits to investors with substantial income tax liabilities in exchange for financing. Developers of LIHTC projects must agree to set aside a certain percentage of units for low-income households and require tenants to meet income limits of no more than 50% or 60% of the area median income. Although the rents charged are fixed and not based on a percentage of AGI, they are below market-rate.

Currently, Evergreen Park Apartments is the only large rental property in the Residential Market Area developed with LIHTCs; however, 51-53 Market Street (6 units) and 55-57 Market Street (7 units) in Potsdam are both LIHTC projects. LIHTCs have also been used to finance affordable housing in Gouverneur.

Of the 760 affordable rental units in the Residential Market Area, nearly two-thirds are targeted to or occupied by elderly and disabled tenants. Approximately 3,300 households in this market are headed by someone age 65 or older, and 30% of them have incomes of less than \$25,000 per year.

Since 2000, two affordable housing complexes, Baldwin Acres and Evergreen Park Apartments, have been built, creating a total of 136 units. The largest concentration of rental units (354) is in affordable housing constructed during the 1980s. Vacancy rates in affordable rental housing tend to be low and some properties have waiting lists.

**Table 15. Rental Properties with More Than 10 Units in the Residential Market Area**

Name & Location	Year Opened	Total Units	Occupancy Rate	Unit Type	Unit SF	Monthly Rent	Comments
<b>Market-Rate Housing</b>							
Collegiate Village, 206 Outer Main Street, Potsdam	2015	136	NA	0-BR	456	\$1,099-\$1,219	Landlord pays for heat, A/C, cable, trash removal; tenant pays for electric. Units incl. dishwasher, refrigerator, stove. Also has 3 BR/3-BA 1,000 SF townhouses rented by the bedroom. Property built for student market, but has other tenants as well.
				1-BR	570	\$1,229-\$1,349	
				2-BR/2-BA	766	\$989-\$1,093	
Garden Place Estates, 578 State Hwy 11B, Potsdam	2011	55	100%	31 2-BR apartments	850	\$1,150-\$1,350	Landlord pays for heat, hot water, gas, and electric. Units incl. refrigerator, stove, microwave; select units have dishwasher, W/D, hardwood floors (higher priced). Property: off-street parking, coin laundry, community room, small gym, ponds.
				24 2-BR townhouses	1,250	\$1,500	Landlord pays for heat and water; tenant pays for electric. Units incl. refrigerator, stove, dishwasher, microwave, deck, W/D hookups, and attached ("1-car plus") garage. Waiting list of 13 households.
United Helpers Independent Senior Living, 30 Sullivan Drive, Canton	1999	38 (for age 62+ only)	100%	16 1-BR std	676	\$2,500	Landlord pays all utilities, including cable and WiFi, except telephone. Units incl. refrigerator, stove, dishwasher, garbage disposal, washer/dryer units, storage, and air conditioning. Property: community room, sitting areas, library; dinner prepared and provided in on-site dining room. Activities and entertainment, van for shopping/appointments provided. Housekeeping provided once every two weeks. Waiting list of 10-12 households.
				6 1-BR large	856	\$2,600	
				7 2-BR small	956	\$3,200	
				3 2-BR large	1,036	\$3,200	
				6 2-BR/1.5-BA	1,036	\$3,597	
Swan Landing, 301 Swan Street, Potsdam	1993	44	NA	28 2-BR/1.5 BA	1,530	~\$800-\$900	Six 2-story buildings. 20% of units set aside for low income households. Tenants pay all utilities. Units incl. refrigerator, stove, dishwasher, deck, separate entrance.

**Table 15. Rental Properties with More Than 10 Units in the Residential Market Area**

Name & Location	Year Opened	Total Units	Occupancy Rate	Unit Type	Unit SF	Monthly Rent	Comments
Swan Landing <i>(continued)</i>				16 3-BR/1.5 BA	1,830	~\$1,000-\$1,100	Carpeting being replaced with HW floors. Installing new decks, kitchen appliances, and bathrooms. Tenant mix includes graduate students, professors, white-collar workers.
West Gate Terrace, 49 West Main Street, Canton	1974	51	99%	1 0-BR	500	\$450	Landlord pays for heat and hot water; tenant pays for electric. Units incl. refrigerator, stove, separate entrance. Property: off-street parking, coin laundry.
				4 1-BR	750	\$550	
				46 2-BR	750	\$600	
Liberty Apartments, 80 Riverside Drive, Canton	1972	54	NA	54 2-BR	750	NA	Landlord pays for heat and hot water; tenant pays for electric. Units incl. refrigerator, stove, separate entrances. Tenant mix includes students and some long-term renters.
Edgewood Acres, 6474 State Hwy 56, Potsdam	1970	11	NA	8 1-BR	NA	NA	
				3 2-BR	NA	NA	
Canton Townhouses, Ike Noble Drive, Canton	1968	36	92%	36 2-BR	415	\$610	Tenants pay all utilities. Units incl. refrigerator, stove, washer/dryer hookups, carpeting, separate entrances. Property: off-street parking, upgraded furnaces. Occupied by college faculty and staff, professionals, and retirees.
Harison House Apartments, 49 Judson Street, Canton	1962, 1963, 1964, 1972	47	85%	2 0-BR	325	\$450	5 separate buildings. Landlord pays for heat and hot water; tenants pay for electric. Units incl. refrigerator, stove, carpeting, storage. Property: coin laundry (at least one W/D in each building). Non-students preferred.
				18 1-BR	476	\$665	
				27 2-BR	700	\$765	
Meadow East Apartments, 118 Leroy Street, Potsdam	1966-67	100	NA	36 1-BR	638	~\$785-\$825	14 separate buildings. Landlord pays for heat and electric; tenants pay quarterly water bill. Units incl. refrigerator, stove, dishwasher; townhouses only have washer/dryer hookups, A/C, separate entrance. Property: coin laundry in 8 buildings. \$1 million multi-year plan for renovations, may incl. garages.
				20 2-BR small	826	~\$810-\$840	
				32 2-BR large	863	~\$885-\$925	
				12 3-BR/1.5 BA twnhse	1,100	~\$1,025-\$1,150	

Table 15. Rental Properties with More Than 10 Units in the Residential Market Area							
Name & Location	Year Opened	Total Units	Occupancy Rate	Unit Type	Unit SF	Monthly Rent	Comments
Crescent Meadow Apartments, 7581 U.S. Hwy 11, Potsdam	1970s	24	92%	3 0-BR	NA	NA	4 separate buildings w/renovated apts. (and a 3-BR house – not included). Tenants pay all utilities, including quarterly water bill (\$79) and trash removal. Units incl. refrigerator and stove; dishwashers in 3-BR units only. Property: coin laundry. Tenants include graduate students, retirees, professors.
				16 1-BR	440	\$595	
				1 2-BR	525	\$886	
				4 3-BR	1,348	\$1,473	
32 Maple Street Apartments, 32 Maple Street, Potsdam	1960s	15	100%	15 0-BR	250 288 360	\$482	Efficiency units (and a 4-BR house - not included). Tenants pay all utilities, including quarterly water bill (\$79) and trash removal. Units incl. refrigerator and stove. Walking distance to Clarkson; rents to many international students without cars.
<b>Affordable/Subsidized Housing</b>							
Baldwin Acres, 4 Baldwin Avenue, Norwood	2018	36	NA	36 1-BR	NA	NA	Housing for elderly/disabled; Section 8 project-based assistance.
Evergreen Park Apartments, 1 Racquette Road, Potsdam	2005	100	NA	16 1-BR	NA	NA	LIHTC project; accepts Section 8 housing choice vouchers.
				40 2-BR	NA	NA	
				40 3-BR	NA	NA	
				4 4-BR	NA	NA	
Canton Apartments, 37 State Hwy 310, Canton	1991	30	97%	14 1-BR	633	30% of AGI*	USDA Rural Housing. Tenants pay for heat and electric; landlord pays the rest. Units incl. refrigerator, stove, carpeting. Property: ample parking, coin laundry, clubhouse, playground, computer lab. Very well-maintained.
				16 2-BR	777	30% of AGI	
Sunrise Valley Apartments, 26 Josephine Street, DeKalb Junction	1988	14	100%	14 1-BR	650	30% of AGI; balance subsidized through Rural Rental Assistance Program	USDA Rural Housing for elderly/disabled w/ incomes of up to \$5,500 over 80% of AMI. Landlord pays heat and hot water; tenants pay for electric. Units incl. refrigerator and stove; some with walk-in showers. Carpeting in units being replaced with vinyl flooring. Property has off-street parking, coin laundry, community room. Waiting list recently cleared.

**Table 15. Rental Properties with More Than 10 Units in the Residential Market Area**

Name & Location	Year Opened	Total Units	Occupancy Rate	Unit Type	Unit SF	Monthly Rent	Comments
Castle Ridge Manor, 72 Church Street, Lisbon	1986	12	100%	12 1-BR	650	30% of AGI; balance subsidized through Rural Rental Assistance Program	USDA Rural Housing for elderly/disabled w/ incomes of up to \$5,500 over 80% of AMI. Tenants pay all utilities. Three two-story buildings; no elevator. Units incl. refrigerator and stove. Property: off-street parking, coin laundry, community room. Waiting list of 14 households.
Law Lane, 41 Law Lane, Canton	1982	76	96%	20 1-BR duplex (seniors)	525	30% of AGI	Public housing. Landlord pays for hot water; tenant pays heat and electric (utility allowance of \$79). Coin laundry. Half of units renovated with new kitchens, bath vanity, and floors; remainder to be completed in 2020.
				16 2-BR (family)	1,008	30% of AGI	Landlord pays for gas heat and hot water; tenant pays electric. Units incl. stove, refrigerator, W/D hookups, storage shed. Waiting list of 35 households.
				36 3-BR (family)	1,500	30% of AGI	Tenant pays all utilities. Units incl. stove, refrigerator, W/D hookups. Waiting list of 11 households.
				4 3-BR (disabled)	1,500	30% of AGI	Landlord pays for gas heat and hot water; tenant pays electric. Units incl. stove, refrigerator, W/D hookups, storage shed.
Midtown Apartments, 28 Munson Street, Potsdam	1981	65	NA	64 1-BR	NA	NA	Housing for elderly/disabled; Section 8 project-based assistance.
Lawrence Avenue Apartments, 3 Debra Drive, Potsdam	1980	137	NA	94 1-BR	NA	NA	Section 8 project-based rental assistance.
				33 2-BR	NA	NA	
				10 3-BR	NA	NA	

Table 15. Rental Properties with More Than 10 Units in the Residential Market Area							
Name & Location	Year Opened	Total Units	Occupancy Rate	Unit Type	Unit SF	Monthly Rent	Comments
Canton Grasse River Apartments, 35 Riverside Drive, Canton	1980	50	100%	50 1-BR	525	30% of AGI	Section 8 project-based rental assistance; for elderly/disabled. Landlord pays for hot water, tenant pays heat and electric (utility allowance of \$79). Units incl. refrigerator, stove, carpeting in LR/DR. Property: off-street parking, coin laundry. Recent renovations incl. new carpeting, kitchen and bathroom tile, painting cabinets. Plans for elevator refurbishment, new lighting, new refrigerators, weatherization. Waiting list of 9 households.
Diane P. Burns, 37 Riverside Drive, Canton	1975	94	98%	43 1-BR	525	30% of AGI	Public housing; for elderly/disabled (52+). Landlord pays all utilities (extra charge for A/C unit). Units incl. stove and refrigerator. Property: community dining room, coin laundry, activity room. Meals on Wheels operation on site. One unit off-line used as Board mtg room. New high-efficiency boiler to be installed. Waiting list of 16 households.
				50 1-BR small	450	30% of AGI	
Mayfield Senior Apartments, 4 May Road, Potsdam	1973	147	NA	0-BR	500	\$500	Section 8 project-based rental assistance; for elderly/disabled (55+). Landlord pays all utilities. Units incl. refrigerator, stove. Property: coin laundry, community room. \$22 million renovation underway; project will build a two-story addition with 12 1-BR units large enough to accommodate wheelchairs. Waiting list.
				1 BR	660	\$550	
				1 BR/1.5 BA	996	\$600	

Source: E.M. Pemrick and Company research.

Rental units where the rates are per person/room by semester or based on a 10-month lease were excluded. Occupancy rates are as of March 2020. AGI = Adjusted Gross Income.

## Available Rental Housing

To explore the rental market beyond the large housing complexes, listings on websites such as Craigslist, Trulia, and Hotpads and in the online classified ads of *North Country Now* were surveyed between December 2019 and March 2020. Rental units where the rates are per person/bedroom (or based on a 10-month lease) and furnished apartments that tend to be marketed to college students were excluded. HUD Fair Market Rents for St. Lawrence County are provided in **Table 16** for comparison.

	<b>1 BR</b>	<b>2 BR</b>	<b>3 BR</b>	<b>Other*</b>	<b>Total</b>
<b># of Listings</b>	<b>19</b>	<b>24</b>	<b>14</b>	<b>8</b>	<b>65</b>
Median Rent	\$675	\$875	\$1,425	-	\$800
Range	\$425-\$800	\$625-\$1,350	\$920-\$1,685	-	\$425-\$1,685
Median Gross Rent (Incl. Utilities)	\$773	\$1,030	\$1,660	-	\$1,003
HUD Fair Market Rents (2020)	\$665	\$830	\$1,034	-	-

Source: E.M. Pemrick and Company research; U.S. Department of Housing & Urban Development.

\* Includes 0-BR, 4-BR, and 5 BR units.

Of the 65 available rental units, 35 were in Potsdam and 20 were in Canton. Nearly 40% of the units advertised had two bedrooms, while 29% had one bedroom and 22% had three bedrooms. There were only a handful of studio apartments and rental properties with four or five bedrooms listed. About 15% of the rentals had more than one bathroom.

Roughly half of the rental listings did not indicate whether the monthly rates included utilities such as heat, hot water, and electric. Based on the units for which this information was provided, the average adjusted gross rent was \$773 per month for a one-bedroom, \$1,030 for a two-bedroom, and \$1,660 for a three-bedroom. All of the median gross rents for rental housing in the Residential Market Area were above the Fair Market Rent levels.

The size of the rental unit was provided in about a quarter of the listings. Adjusted gross rents ranged from \$0.53 to \$1.30 per square foot. The cost per square foot was less than in the large apartment complexes, which typically include more amenities. The limited number of listings with square footage information, however, makes it difficult to draw any significant conclusions.

## Pending Development

Currently, the only major housing project in the pipeline within the Residential Market Area is the renovation and conversion of Clarkson University's Old Snell Hall in Potsdam into 59 units of affordable housing. Plans call for the creation of 30 studio, 28 one-bedroom, and 8 two-bedroom apartments, with one unit to be set aside for a building superintendent. A market study commissioned by the Vecino

Group, the project’s developer, confirmed that there is sufficient demand for the units, which will be affordable to households with incomes at or below 60% of the area median.

In May 2019, New York State Homes and Community Renewal awarded the developer \$5.6 million in Low Income Housing Tax Credits and funding towards the \$15 million cost of the project. In addition, the Vecino Group has secured a 32-year, \$2.1 million PILOT agreement from the St. Lawrence County IDA. Renovations will begin in 2020 and are expected to take approximately 18 to 24 months to complete.

## Residential Market Area Demographics

### Population and Households

**Table 17** presents data on population and household trends in the Residential Market Area. In 2010, this area had a total of 36,161 residents and contained approximately 32% of St. Lawrence County’s population base. The Town of Potsdam was (and continues to be) the largest of the five towns in population.

Table 17. Population and Household Trends, Residential Market Area							
	2000	2010	2019 (est.)	2024 (proj.)	% Change		
					2000-2010	2010-2019	2019-2024
<b>Population</b>							
Residential Market Area	35,281	36,161	36,693	36,206	2.5%	1.5%	-1.3%
Town of Canton	10,334	10,995	11,145	11,003	6.4%	1.4%	-1.3%
Town of DeKalb	2,213	2,434	2,489	2,475	10.0%	2.3%	-0.6%
Town of Lisbon	4,047	4,102	4,175	4,122	1.4%	1.8%	-1.3%
Town of Pierrepont	2,674	2,589	2,531	2,469	-3.2%	-2.2%	-2.4%
Town of Potsdam	15,957	16,041	16,353	16,137	0.5%	1.9%	-1.3%
St. Lawrence County	111,931	111,944	113,233	111,561	0.0%	1.2%	-1.5%
<b>Households</b>							
Residential Market Area	11,580	11,926	11,853	11,607	3.0%	-0.6%	-2.1%
Town of Canton	3,198	3,402	3,363	3,290	6.4%	-1.1%	-2.2%
Town of DeKalb	792	856	868	859	8.1%	1.4%	-1.0%
Town of Lisbon	1,468	1,550	1,565	1,540	5.6%	1.0%	-1.6%
Town of Pierrepont	1,039	1,050	1,015	986	1.1%	-3.3%	-2.9%
Town of Potsdam	5,073	5,068	5,042	4,932	-0.1%	-0.5%	-2.2%
St. Lawrence County	40,506	41,605	41,461	40,634	2.7%	-0.3%	-2.0%

Source: ESRI, U.S. Census Bureau, and E.M. Pemrick and Company.

The Residential Market Area made modest gains between 2000 and 2010, adding 880 residents (2.5%) to its 2000 population of 35,281. Although the *rate* of growth was highest in the Town of DeKalb, the Town of Canton had the largest net increase in population (661). This momentum slowed between 2010 and 2019, however, when the Residential Market Area added only 532 residents (1.5%). Moreover, there was a negligible decline in the number of households.

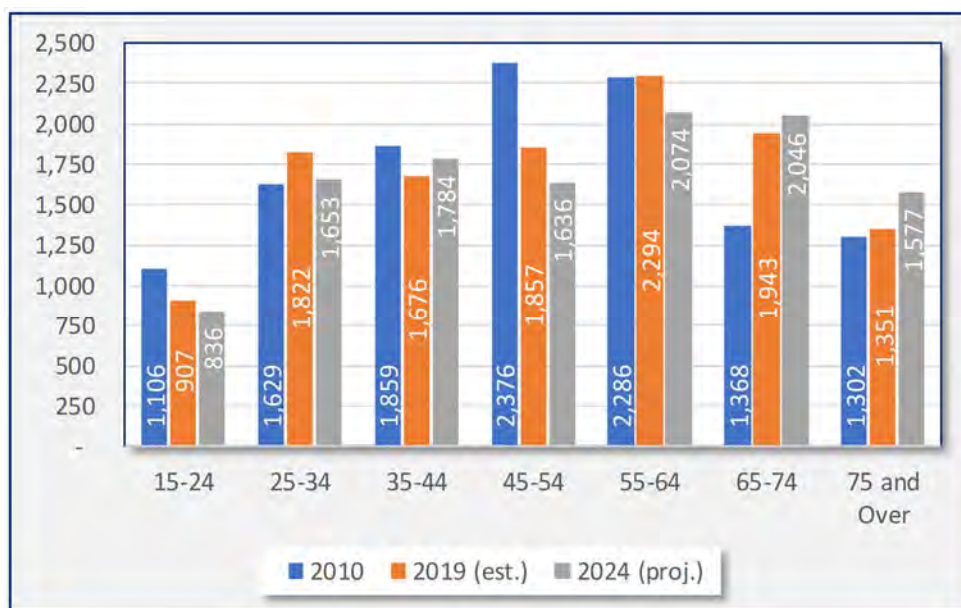


Based on ESRI projections, the Residential Market Area is expected to lose 487 residents by 2024, a decline of 1.3%. This is consistent with trends in St. Lawrence County overall and contrasts with the very limited growth expected in New York State (1.1%) and a 3.9% population increase projected for the U.S.

Long-term projections from the Cornell Program on Applied Demographics predict a steady erosion of the population base in St. Lawrence County over the next two decades, as mortality rates exceed birth rates and more people move *out* of the County than move in. By 2040, the County’s population is expected to fall to approximately 102,700.

### Householders by Age

Characteristic of much of upstate New York, the local population is growing older, the result of the aging of the vast baby boom generation born between the end of World War II and the mid-1960s. This is reflected in household trends as well; between 2010 and 2019, household growth in the Residential Market Area occurred primarily among seniors (**Figure 7**). Householders age 65 and older experienced the greatest absolute and percentage gains, with 1,037 additional households and a 49.3% growth rate. Virtually all of this growth is due to residents aging in place, as data on migration trends show that few householders in this age bracket are relocating to St. Lawrence County.



**Figure 7. Householders by Age, Residential Market Area**

Source: U.S. Census Bureau and ESRI

ESRI projections reflect the continued aging of population and householders in the Residential Market Area. The largest increase will be among householders age 75 and older, who are expected to gain 226 households (16.7%) between 2019 and 2024. The number of householders in the 65-74 age cohort is also projected to increase, with the addition of 103 households (5.2%). By 2024, 49% of all

householders in the five towns will be age 55 and older. The only other category where growth is anticipated is householders ages 35 to 44.<sup>25</sup>

The increase in the number of households headed by someone age 65 and over will have a substantial impact on the local housing market. Roughly 78% of these householders are currently homeowners. Although the majority will remain in their homes, some of these households will downsize, selling their homes and moving into smaller rental units or low-maintenance properties if suitable options are available locally. Seniors requiring a higher level of care will transition to assisted living facilities or nursing homes. A third option, particularly for residents with family members or friends living elsewhere, will be to relocate. The consequence of these actions – as well as the eventual mortality of older residents aging in place – could be an overabundance of homes on the market. A lot will depend on the extent to which these existing homes can be absorbed through sales to younger householders, buyers moving from another owned home, and people moving into the area.

### *Householders by Income*

The Residential Market Area has a mix of households from different income levels. An estimated 23% of all households have annual incomes of less than \$25,000, while 19.3% earn \$50,000 to \$74,999 per year; 15.7% of the households have annual incomes between \$100,000 and \$149,999.

Forecasts show that income levels in the Market Area are rising (**Figure 8**). Between 2019 and 2024, the largest increase in households will be among those earning at least \$150,000 per year, with a net gain of 92 households (11.5%). The number of households with annual incomes of \$100,000 to \$149,999 is also expected to increase, with a net gain of 109 households (5.9%). Meanwhile, the greatest *decline* over the period will be experienced among households earning less than \$25,000 annually, with a net reduction of 227 households (-8.3%). The outcome of these shifts will be growth, in both absolute and percentage terms, in the concentration of households that earn \$75,000 or more per year, from 4,307 (or 36.4% of households in the Residential Market Area) in 2019 to 4,560 (39.3%) in 2024.

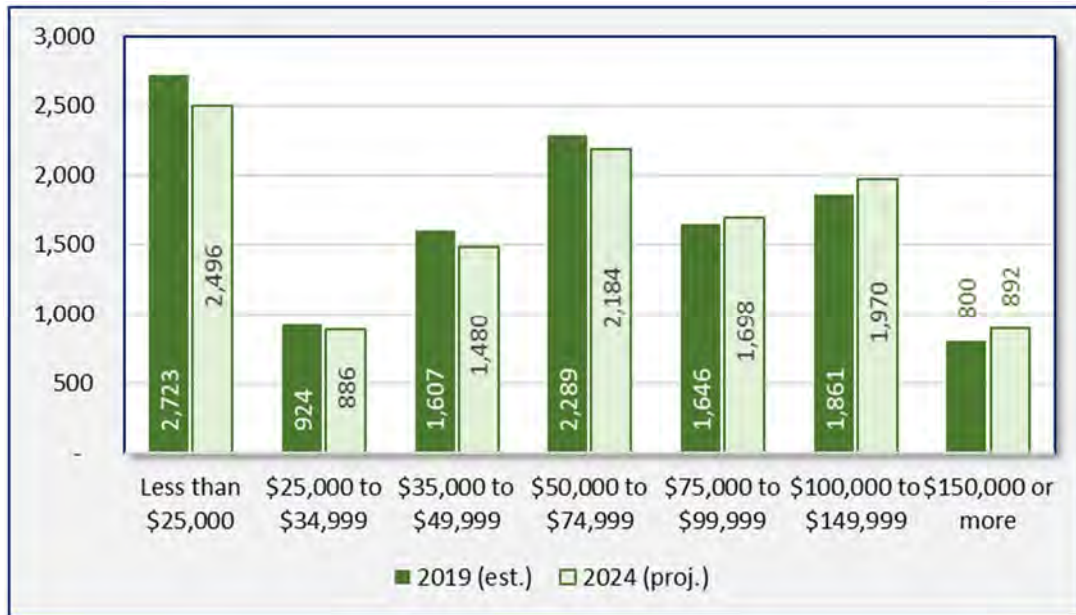
Of the roughly 2,900 households with annual incomes of at least \$100,000 in 2024, two-thirds will be headed by individuals between the ages of 35 and 64. These are the age groups that have the highest household income levels due to their life stage and career status; they also have the highest rates of homeownership.

Some of these households will be interested in trading up to a new residence if homes with the amenities and finishes they want are available. According to a 2018 National Association of Home Builders (NAHB) survey examining the housing preferences of millennials, desirable features include

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<sup>25</sup> Long-term household projections by age produced by the Joint Center for Housing Studies at Harvard University show that from 2028 to 2038, the two fastest-growing age groups in the U.S. will be 75 and older and ages 45 to 54.

“specialty” rooms (e.g., media and exercise rooms), kitchens with built-in seating and trash compactors, two full master bedroom suites, and “his and hers” bathrooms and dressing/make up areas.<sup>26</sup> The availability of homes with some of these modern features would enhance the ability of local employers to recruit medical professionals, college faculty, technicians, and other personnel.



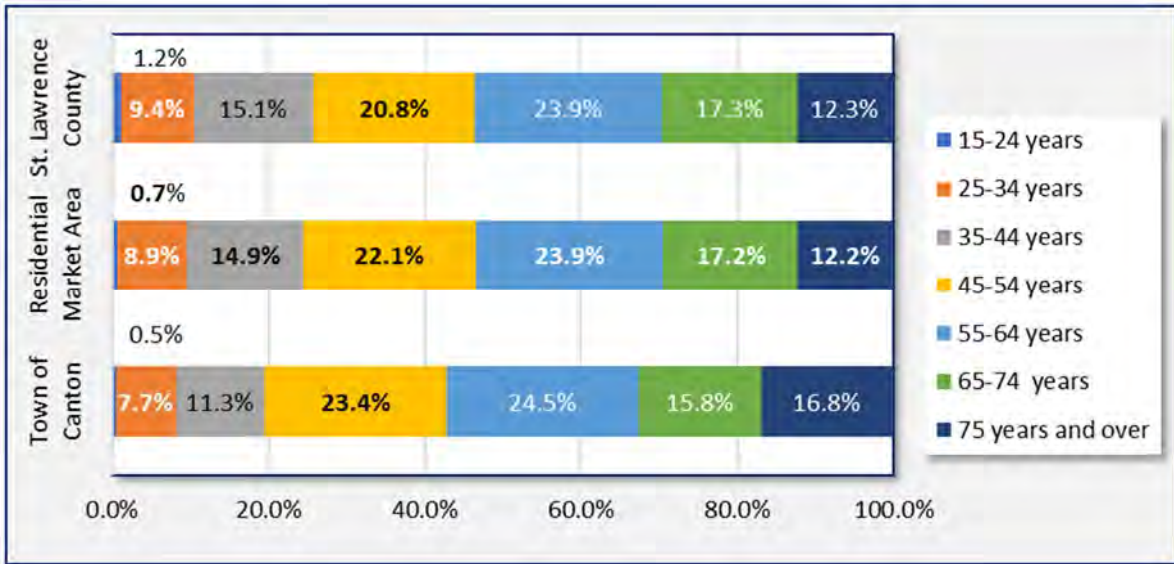
**Figure 8. Householders by Income, Residential Market Area**  
Source: ESRI

### Characteristics of Owner Households

Homeowners comprise 70.4% of the households in the Residential Market Area. The characteristics of owner households, including age and income, are presented in **Figures 9-12**. Observations regarding these characteristics are as follows:

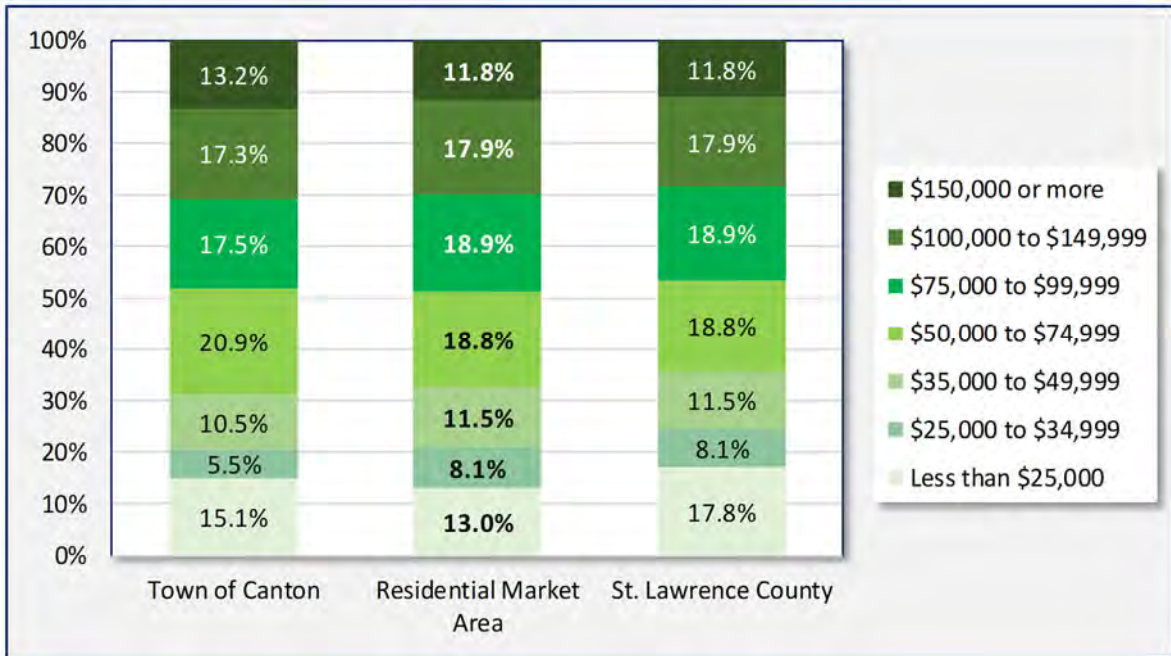
- Among homeowners in the Residential Market Area, the largest proportion (23.9%) are between the ages of 55 and 64, followed by those ages 45 to 54 (22.1%). More than 53% of the owner households are headed by a person age 55 and older, up from 49.4% in 2010. Smaller, maintenance-free, and single-story homes and “barrier-free” housing with features such as wheelchair access and handrails may be needed to allow older residents to comfortably age in place.

<sup>26</sup> Benjamin Coomer, NAHB Economics and Housing Policy Group, “Millennial Home Buying Preferences,” August 1, 2019. Accessed at <https://www.nahbclassic.org/generic.aspx?sectionID=734&genericContentID=269080>.



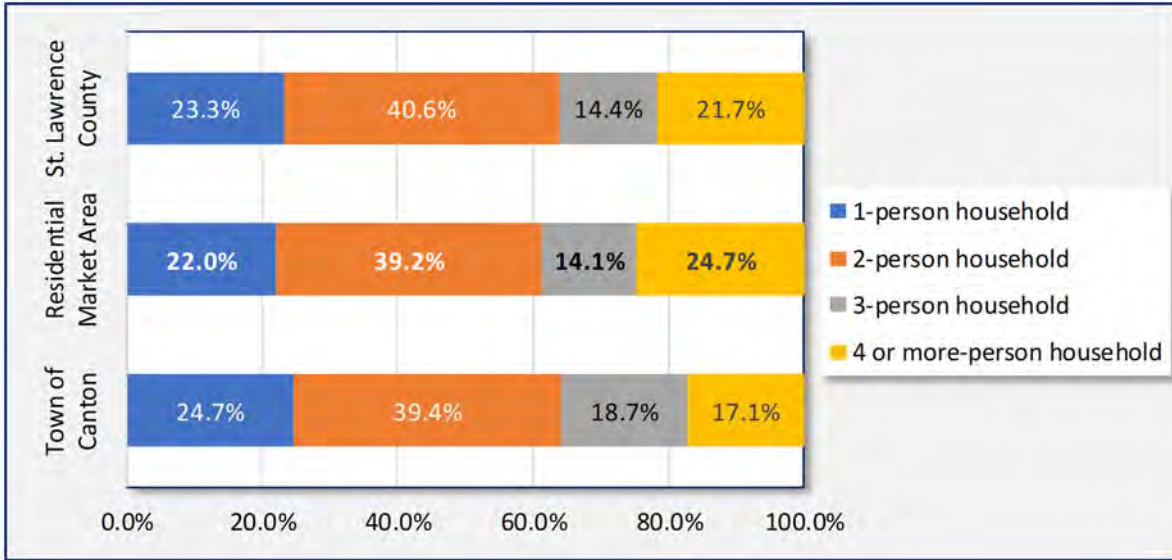
**Figure 9. Owner Households by Age, Residential Market Area**

Source: U.S. Census Bureau, 2014-18 American Community Survey 5-Year Estimates

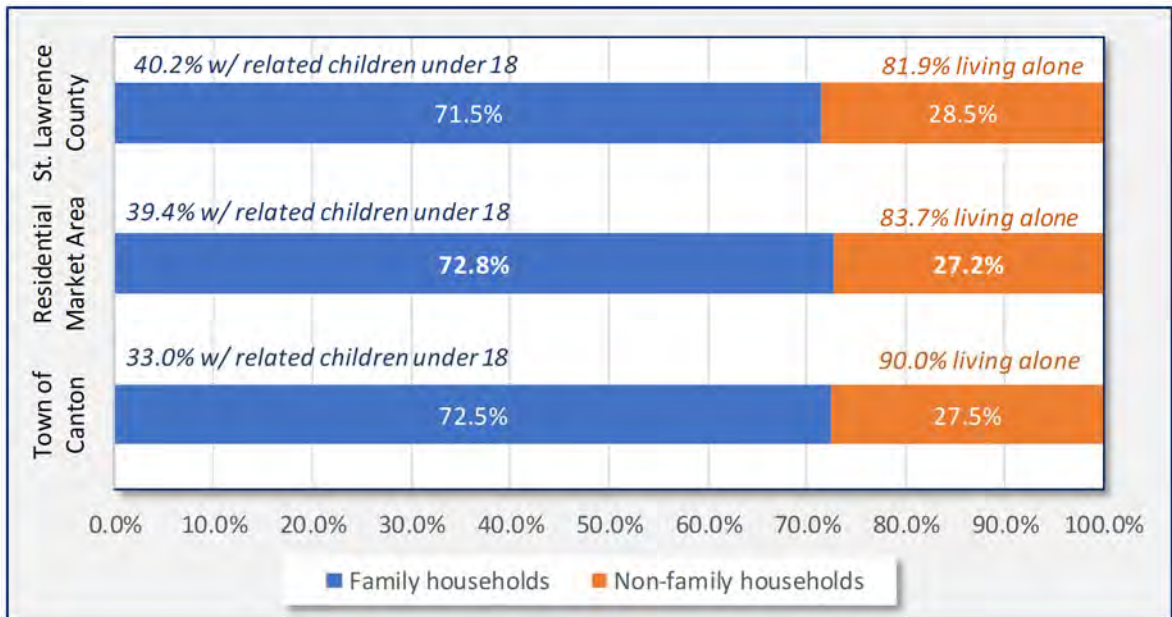


**Figure 10. Owner Households by Income, Residential Market Area**

Source: U.S. Census Bureau, 2014-18 American Community Survey 5-Year Estimates



**Figure 11. Owner Households by Size, Residential Market Area**  
 Source: U.S. Census Bureau, 2014-18 American Community Survey 5-Year Estimates



**Figure 12. Owner Households by Type, Residential Market Area**  
 Source: U.S. Census Bureau, 2014-18 American Community Survey 5-Year Estimates

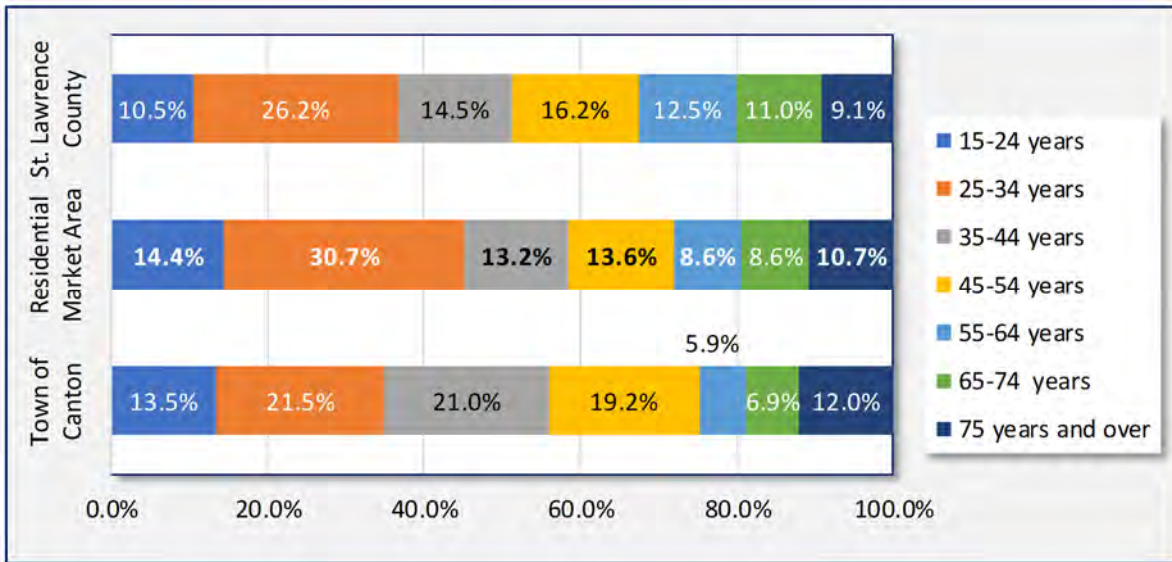
- Some parts of the country have seen a decline in homeownership among individuals under age 35 due to rising housing costs, student loan debt, and the difficulty of saving for a down payment. Interestingly, this does not appear to be the case in the Residential Market Area, possibly due to the area's stagnant housing prices.

- The median income of an owner household in the Residential Market Area ranges from \$60,197 in the Town of DeKalb to \$80,067 in the Town of Potsdam; it is \$72,725 in the Town of Canton. Households earning \$75,000 or more account for 48.6% of all owner households in the Residential Market Area, compared to 38.8% of those in St. Lawrence County as a whole (**Figure 10**). Conversely, an estimated 13.0% of owner households have incomes of less than \$25,000 per year. These households may have difficulty maintaining their homes and making major structural repairs.
- Over 60% of owner households in the Residential Market Area are comprised of one or two people (**Figure 11**). Since 2010, the number of homeowners living alone has increased by nearly 15%, from 1,614 to 1,849. This suggests a need for smaller homes or townhouses. The average size of an owner household in this market is 2.53 persons.
- As shown in **Figure 12**, family households, comprised of married couples and single-parent households, account for 72.8% of owner households in the Residential Market Area. Approximately 40% of family households have related children under the age of 18 living at home. Of the non-family households that are homeowners, about 84% are individuals living alone, nearly all age 35 and up.
- Based on ACS data on residential mobility, the Residential Market Area has an annual turnover rate of 2.5% in owner-occupied housing.

#### *Characteristics of Renter Households*

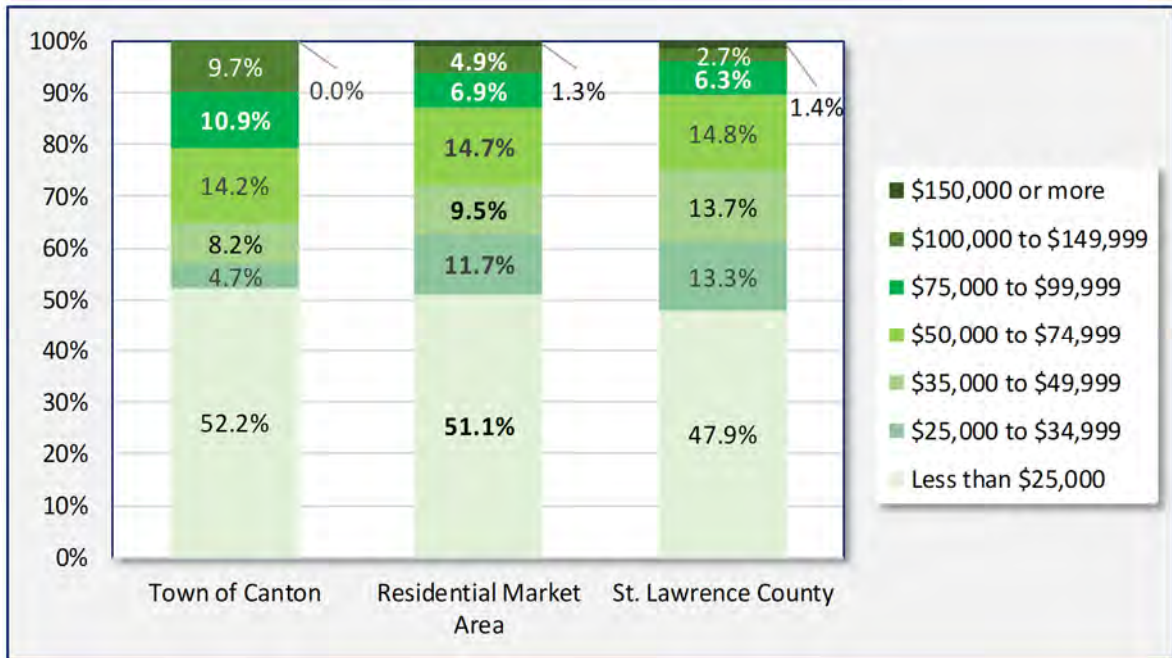
**Figures 13-16** provide information on characteristics of renter households in the Residential Market Area. Key findings based on the data are as follows:

- Younger households tend to be renters. Among renter households in the Residential Market Area, 30.7% are headed by individuals ages 25 to 34, while 14.4% are under age 25 (**Figure 13**). Compared to 2010, the area has more renters in the 25-34 age cohort (an increase of 132 households, or 14.4%) and between the ages of 65 and 74 (36 households, or 13.9%). In contrast, the number of renter households headed by those under age 25 declined dramatically (a net loss of 539 households, or 52.3%). What accounts for the steep loss is unclear, but may be related to changes in student housing policies among local colleges.
- Renter households earn far less than homeowners. The median income of a renter household in the Residential Market Area ranges from \$19,324 in the Town of Potsdam to \$49,821 in the Town of Lisbon. Income disparities between renters and owners are widest in the Towns of Canton and Potsdam, where the median income of homeowners is two to three times that of renters. This is typical of college communities where students have limited incomes. Households earning less than \$25,000 annually represent 51.1% of the renter households in this market, while those earning \$25,000 to \$34,999 per year make up 11.7% (**Figure 14**).



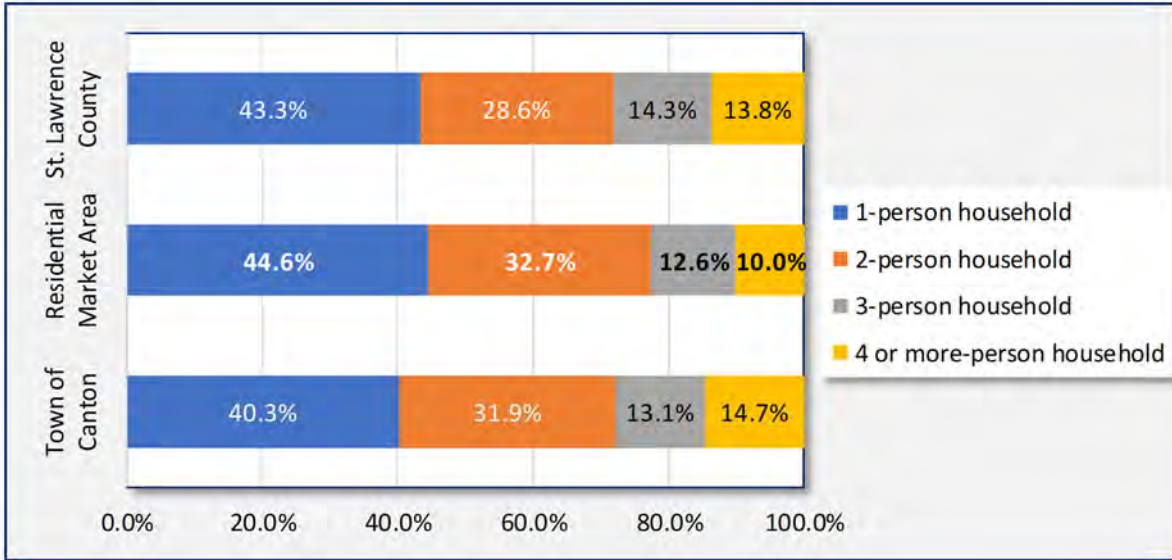
**Figure 13. Renter Households by Age, Residential Market Area**

Source: U.S. Census Bureau, 2014-18 American Community Survey 5-Year Estimates



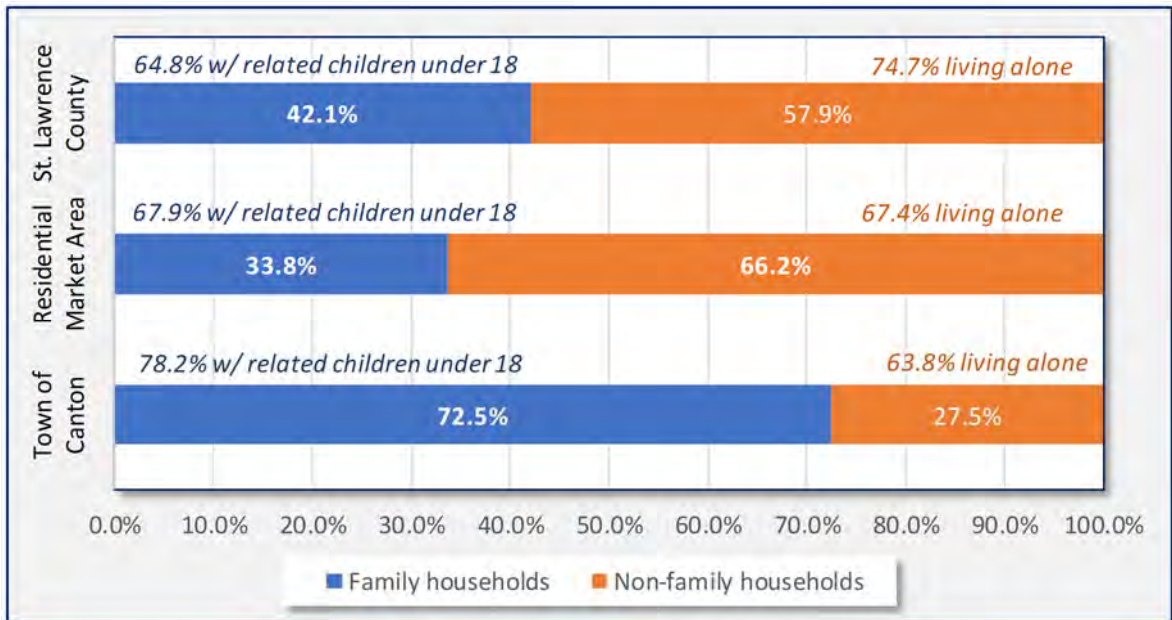
**Figure 14. Renter Households by Income, Residential Market Area**

Source: U.S. Census Bureau, 2014-18 American Community Survey 5-Year Estimates



**Figure 15. Renter Households by Size, Residential Market Area**

Source: U.S. Census Bureau, 2014-18 American Community Survey 5-Year Estimates



**Figure 16. Renter Households by Type, Residential Market Area**

Source: U.S. Census Bureau, 2014-18 American Community Survey 5-Year Estimates

- Only 212 renter households in the Residential Market Area have incomes of \$100,000 or more, while 234 earn \$75,000 to \$99,999 per year. Locally, households in these income brackets are much more likely to own a home than rent. According to Harvard University’s Joint Center for Housing Studies, however, high-income households have driven most of the U.S. growth in the



number of renters since 2010. Approximately 22% of renter households in the U.S. earn at least \$75,000 per year.<sup>27</sup>

- More than 77% of rental units in the Residential Market Area are occupied by one- and two-person households; the average size of a renter household is 2.02 persons. Relative to St. Lawrence County as a whole, the market has few rental units occupied by larger households (with 4 or more people).
- Two-thirds of the rental units in the Residential Market Area are occupied by nonfamily households. Most of these are householders who live alone.
- Renter households are generally more mobile than owner households. Based on ACS data, an average of about 300 renter households per year move into a new unit, resulting in an annual turnover rate of 8.8% in rental housing.

### Housing Affordability

An important measure of affordable housing need is the number of households that qualify for federal and state housing assistance. **Table 18** presents the U.S. Department of Housing and Urban Development (HUD) FY 2020 income limits for St. Lawrence County based on a median family income of \$60,500, adjusted for household size. The eligibility of applicants for public housing, Section 8 project-based assistance, Section 8 rent vouchers, and other assisted housing programs is typically restricted to households whose incomes do not exceed 80% of the area median income.<sup>28</sup> Projects financed with Low Income Housing Tax Credits, however, target households with incomes up to 50% and 60% of the area median income.

Table 18. HUD FY 2020 Income Limits, St. Lawrence County						
	1	2	3	4	5	6
Very Low Income Limits (<=50% HAMFI*)	\$23,550	\$26,900	\$30,250	\$33,600	\$36,300	\$39,000
Low Income Limits (<=80% HAMFI*)	\$37,650	\$43,000	\$48,400	\$53,750	\$58,050	\$62,350

Source: U.S. Department of Housing & Urban Development. Effective April 2020.

\* HAMFI = HUD adjusted median family income. This is the median income calculated by HUD for each jurisdiction to determine Fair Market Rents and income limits for HUD programs.

<sup>27</sup> Joint Center for Housing Studies of Harvard University, *America’s Rental Housing 2020*, p. 9. Accessed at [https://www.jchs.harvard.edu/sites/default/files/Harvard\\_JCHS\\_Americas\\_Rental\\_Housing\\_2020.pdf](https://www.jchs.harvard.edu/sites/default/files/Harvard_JCHS_Americas_Rental_Housing_2020.pdf).

<sup>28</sup> The income limit in USDA-financed Rural Rental Housing projects is \$5,550 over 80% of the AMI adjusted for household size.

According to the most recent data available from HUD, approximately 65% of renter households and 27.2% of owner households in the Residential Market Area have incomes up to 80% of the area median income (around \$53,000 for a family of four) and can be characterized as low income. In addition, 48.3% of renter households and 12.7% of owner households have incomes up to 50% of the area median (about \$33,000 for a family of four) and are defined as very low income.<sup>29</sup>

Another tool used to measure housing affordability is *cost burden*. HUD considers a household to be cost burdened if it pays more than 30% of its gross income for monthly housing expenses, including mortgage or rent payments, utility costs, and property taxes; if its monthly housing expenses exceed 50% of income, a household is said to be *severely* cost burdened. The greater the proportion of income spent on housing costs, the less households have available to purchase necessities such as food, clothing, and medical care.

**Table 19** exhibits information on households in the Residential Market Area by income range and tenure, with comparisons to the Town of Canton and St. Lawrence County. Of the owner households in the Residential Market Area, 17.2% are cost burdened, with 6.9% characterized as *severely* cost burdened. Among renter households, 41.5% are cost burdened, with 24.1% severely cost burdened. In all, approximately 3,000 households in the Market Area experience cost burden.

As one might expect, the lower a household's income, the more likely it is to experience housing cost burden. For example, 63.2% of renter households earning up to 50% of the area median income (AMI) are cost burdened, while only 3.4% of those earning more than 100% of the AMI are cost burdened. Nationally, however, a growing number of middle-income renters are now facing cost burden.

As this information suggests, the incidence of housing cost burden is not as great among homeowners as it is for renters. This is because households generally cannot qualify for a mortgage to purchase a home if they are unable to make the payments. Some households may experience a loss of income, however, due to a change in their employment status, or they may be adversely affected by rising utility costs and property taxes, resulting in a cost burden even after they have attained homeownership. These homeowners end up being unable to afford major repairs and improvements.

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<sup>29</sup> HUD receives custom tabulations of American Community Survey (ACS) data from the U.S. Census Bureau each year. Known as "CHAS" (Comprehensive Housing Affordability Strategy) data, these tabulations categorize households by income based on the income limits in effect at the time and demonstrate the extent of housing problems and needs, especially among low income households. HUD released updated CHAS data for the 2012-2016 period in August 2019, and that dataset is used in this analysis. Note, however, that the ACS estimates used elsewhere in this study are for the 2014-2018 period, the most recent available.

**Table 19. Housing Cost Burden by Household Income**

	Renters				Owners			
	Affordable	Unaffordable	Severely Unaffordable	Total	Affordable	Unaffordable	Severely Unaffordable	Total
<b>Town of Canton</b>								
Income <=50% HAMFI*	31.4%	68.6%	52.4%	525	22.4%	77.6%	50.0%	290
Income >50% to <=80% HAMFI	43.8%	56.2%	10.4%	240	55.2%	44.8%	11.9%	335
Income >80% to <=100% HAMFI	75.0%	25.0%	0.0%	80	83.0%	17.0%	0.0%	175
Income >100% HAMFI	100.0%	0.0%	0.0%	310	96.0%	4.0%	1.0%	1,505
<b>All Households</b>	<b>53.2%</b>	<b>44.6%</b>	<b>26.0%</b>	<b>1,155</b>	<b>79.6%</b>	<b>20.2%</b>	<b>8.7%</b>	<b>2,305</b>
<b>Residential Market Area</b>								
Income <=50% HAMFI*	36.8%	63.2%	46.5%	1,804	36.6%	63.4%	40.1%	1,045
Income >50% to <=80% HAMFI	46.7%	53.3%	9.4%	625	71.1%	28.9%	7.5%	1,190
Income >80% to <=100% HAMFI	86.3%	13.7%	0.0%	329	80.3%	19.7%	2.1%	710
Income >100% HAMFI	96.6%	3.4%	0.4%	980	94.9%	5.1%	0.9%	5,265
<b>All Households</b>	<b>54.0%</b>	<b>41.5%</b>	<b>24.1%</b>	<b>3,740</b>	<b>82.1%</b>	<b>17.2%</b>	<b>6.9%</b>	<b>8,210</b>
<b>St. Lawrence County</b>								
Income <=50% HAMFI*	31.6%	68.4%	44.9%	5,920	41.9%	58.1%	36.4%	5,340
Income >50% to <=80% HAMFI	65.7%	34.3%	6.8%	2,490	73.2%	26.8%	5.9%	4,965
Income >80% to <=100% HAMFI	83.3%	16.7%	0.0%	1,080	85.5%	14.5%	1.7%	3,165
Income >100% HAMFI	93.9%	6.1%	0.8%	2,390	95.3%	4.7%	0.6%	16,125
<b>All Households</b>	<b>53.5%</b>	<b>44.0%</b>	<b>24.0%</b>	<b>11,875</b>	<b>79.9%</b>	<b>19.1%</b>	<b>8.1%</b>	<b>29,590</b>

Source: U.S. Department of Housing & Urban Development and E.M. Pemrick and Company.

\* HAMFI = HUD adjusted median family income.

The upshot of this analysis is that despite the number of affordable and subsidized housing units in the Residential Market Area, there are still many households spending a large share of their incomes on housing costs. The prevalence of cost burden is most serious among renters: More than 900 renter households in the Residential Market Area – 93% of them considered low income – are *severely* cost burdened, spending over half their gross income on housing.

### Rental Affordability

To further evaluate the affordability of rental housing in the area, we calculated the maximum monthly gross rents that households in the Residential Market Area can afford based on income (**Table 20**). A household earning \$25,000 a year, for example, can afford no more than \$625 per month in order to limit their housing expenses, including utilities, to 30% of their income. Based on the ACS estimates and recent rental listings, however, there is a shortage of rental units affordable to households with annual incomes of less than \$25,000.

The analysis also suggests a relative shortage of rental units for households earning \$50,000 to \$74,999 per year, and to a lesser extent, households with annual incomes of \$75,000 to \$99,999 and \$100,000 or more. The demand for higher-cost housing is moderated somewhat by the fact that more affluent

households may be used to spending less of their income on housing expenses. On the other hand, these renters may reside in lower-cost or lower-quality rental housing only because there are few alternative options.

As previously mentioned, the majority of the households earning at least \$75,000 per year are homeowners, so the pool of potential tenants for appropriately-priced rental housing is relatively modest. Among those with annual incomes between \$50,000 and \$74,999, about 75% are homeowners, but the number of households in this income bracket is larger.

Table 20. Renter Affordability Analysis 1				
Household Income (Gross)	Maximum Amount Available for Gross Rent @ 30% of Income		Number of Renter Households	Est. Number of Affordable Rental Units
	Low End of Income Range	High End of Income Range		
Less than \$25,000	-	\$625	1,745	1,054
\$25,000 to \$34,999	\$625	\$875	398	748
\$35,000 to \$49,999	\$875	\$1,250	323	724
\$50,000 to \$74,999	\$1,250	\$1,875	502	392
\$75,000 to \$99,999	\$1,875	\$2,500	234	186
\$100,000 to \$149,999	\$2,500	\$3,750	212	51
\$150,000 or more	\$3,750	-		

Source: 2014-18 American Community Survey 5-Year Estimates; analysis by E.M. Pemrick and Company.

Pricing information from the large rental properties and online listings also suggests that low income renters in the Residential Market Area have difficulty finding affordable market-rate housing. A monthly gross rent of \$1,100, for example, requires a minimum annual income of \$44,000 (Table 21). This is above the amount earned by about 67% of renter households in this market. Lower-priced and affordable/subsidized units exist, but they are not vacant for long. Further, some rental units are essentially unavailable because landlords prefer to rent them to college students who are willing to pay higher prices by the bedroom for the academic year.

Table 21. Renter Affordability Analysis 2		
Monthly Gross Rents	Minimum Income Required @ 30% of Income	Est. Number of Renter Households
\$550	\$22,000	1,742
\$700	\$28,000	1,550
\$875	\$35,000	1,271
\$1,100	\$44,000	1,077
\$1,350	\$54,000	868
\$1,685	\$67,400	597

Source: 2014-18 American Community Survey 5-Year Estimates; analysis by E.M. Pemrick and Company.

## Homeownership Affordability

In assessing the affordability of single-family homeownership, we determined the maximum home prices that households in the Residential Market Area can afford to purchase based on their income bracket. To arrive at these prices, we followed the guidelines typically used by lenders, using an online mortgage qualification and home affordability calculator with a front-end ratio limit of 28% and a back-end ratio limit of 41%.<sup>30</sup> Although different lenders use different criteria to determine how much a household can borrow, these limits represent a standard baseline. Other assumptions include a 30-year mortgage term and an interest rate of 4.0%; either a 5% or a 20% down payment; and private mortgage insurance (required when the down payment is less than 20%) of 0.5% of the loan amount annually. Based on national and state averages, the annual homeowners' insurance policy is assumed to be 0.75% of the cost of the home. Finally, property taxes are estimated at \$45.00 per \$1,000 (4.5%).

Calculations assume that households have monthly debt payments equivalent to 1% of their annual gross income (for example, \$500 for a household earning \$50,000). The average U.S. household carries thousands of dollars in debt for college, cars, and credit cards, which impacts whether they can purchase a home and what they can afford to spend. As the information in **Table 22** indicates, the amount of the down payment has a major impact on what households can afford to spend. It is also worth noting that property taxes account for a significant share of monthly mortgage payments; 40% of the monthly payment of \$1,221 for a \$131,100 home is for property taxes.

The analysis suggests that under either scenario, there is an adequate supply of homes affordable to owner households with incomes of up to \$75,000 in the Residential Market Area. (Of course, at any given time, only a small percentage of homes are available for purchase.) The number of owner-occupied homes affordable to higher-income households falls short of the demand. As with the renter households, however, the lack of owner units in the price ranges indicated means only that some homeowners may be spending less of their income on housing expenses. Moreover, the analysis cannot account for a host of other variables that impact how much an individual household can afford (e.g., savings, the ability to put down a larger down payment, changes in mortgage interest rates).

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<sup>30</sup> Also known as a housing expense ratio, the front-end ratio is determined by the share of gross income to be used towards the monthly mortgage payment, which incorporates principal, interest, taxes, and insurance. The back-end ratio, or debt-to-income ratio, analyzes the share of gross income to be used towards debt payments, including the mortgage as well as car loans, credit card debt, student loans, alimony, and other monthly obligations.

Table 22. Homeownership Affordability Analysis 1				
Household Income (Gross)	Maximum Home Price (With Monthly Payments)		Number of Owner Households	Est. Number of Affordable Owner Units
	Low End of Income Range	High End of Income Range		
<b>With 5% Down Payment</b>				
Less than \$25,000	-	\$65,500 (\$610)	1,051	1,761
\$25,000 to \$34,999	\$65,500 (\$610)	\$91,700 (\$855)	653	1,370
\$35,000 to \$49,999	\$91,700 (\$855)	\$131,100 (\$1,221)	935	1,427
\$50,000 to \$74,999	\$131,100 (\$1,221)	\$196,700 (\$1,831)	1,525	1,905
\$75,000 to \$99,999	\$196,700 (\$1,831)	\$262,300 (\$2,442)	1,536	643
\$100,000 to \$149,999	\$262,300 (\$2,442)	\$393,400 (\$3,663)	1,452	484
\$150,000 or more	\$393,400 (\$3,663)	-	957	519
<b>With 20% Down Payment</b>				
Less than \$25,000	-	\$72,200 (\$593)	1,051	2,112
\$25,000 to \$34,999	\$72,200 (\$593)	\$101,200 (\$830)	653	1,491
\$35,000 to \$49,999	\$101,200 (\$830)	\$144,700 (\$1,186)	935	1,389
\$50,000 to \$74,999	\$144,700 (\$1,186)	\$217,100 (\$1,779)	1,525	1,714
\$75,000 to \$99,999	\$217,100 (\$1,779)	\$289,500 (\$2,372)	1,536	641
\$100,000 to \$149,999	\$289,500 (\$2,372)	\$434,200 (\$3,559)	1,452	237
\$150,000 or more	\$434,200 (\$3,559)	-	957	525

Source: 2014-18 American Community Survey 5-Year Estimates; analysis by E.M. Pemrick and Company.

**Table 23** uses the same assumptions to determine the minimum income required to purchase a home in the Residential Market Area at a given price point. To afford a \$175,000 home, for example, a household would need an annual income of at least \$65,160. An estimated 4,545 households, or about 56% of the owner households in this market, have incomes of \$65,160 or more. On the other hand, approximately 1,530 households could afford a home priced at \$350,000 under this scenario. Unless households can be attracted from outside the market area, the current market for \$350,000 homes is somewhat limited.

Table 23. Homeownership Affordability Analysis 2			
Home Price	Monthly Payment (includes PITI, taxes, insurance, and PMI)	Minimum Income Required @ 30% of AGI	Est. Number of Owner Households
\$75,000	\$698	\$27,920	6,867
\$85,000	\$791	\$31,640	6,624
\$100,000	\$931	\$37,240	6,300
\$125,000	\$1,163	\$46,520	5,866
\$150,000	\$1,395	\$55,800	5,116
\$175,000	\$1,629	\$65,160	4,545
\$200,000	\$1,861	\$74,440	3,979
\$250,000	\$2,327	\$93,080	2,834
\$300,000	\$2,792	\$111,680	2,070
\$350,000	\$3,257	\$130,280	1,530

Source: 2014-18 American Community Survey 5-Year Estimates; analysis by E.M. Pemrick and Company.

The average cost to build a new house varies by location, square footage, design, materials used, and other factors, but ranges from about \$125 to \$165 in the northeastern U.S., excluding the cost of the land. Virtually all elements of the construction process – e.g., land, labor, materials – are much more expensive than they were thirty or forty years ago. Moreover, expectations regarding the size of single-family homes have changed. In 2019, according to the Census Bureau, the average size of a new single-family home was 2,594 SF, compared to 2,035 SF in 1989 and 1,760 SF in 1979. A 2,594 SF home would cost \$324,250 to \$428,010, shutting out most potential buyers in the Residential Market Area.

According to Harvard’s Joint Center for Housing Studies, most of the housing “that is being built [today] is intended primarily for the higher end of the market... [rising costs] make it unprofitable to build for the middle market.”<sup>31</sup> In a recent study, the Urban Land Institute further reports that few builders are constructing high-quality homes of under 1,400 SF, suitable for today’s smaller households and at a price that first-time homebuyers, downsizing homeowners, and retirees on fixed incomes can afford. This is a missed opportunity to respond to the needs of moderate- and middle-income households: “Although the current industry perception may be that meeting this demand means builders need to limit amenities, use lower-quality finishes, and locate in less desirable areas, research for this report reveals that consumers would prefer better locations and amenities over bigger homes or lower-density housing.”<sup>32</sup>

The ULI report identifies four product design strategies that have been used successfully by developers and builders to create “attainable housing” for middle-income households:

- Small, high-quality homes near lifestyle amenities;
- Value housing, streamlined versions of homebuilders’ core brands with fewer options creating economies of scale;
- “Missing middle” attached housing, such as duplexes, multiplexes, and row townhouses of two or three stories; and
- High-density detached (cluster) housing.

These designs are well-suited to older, walkable neighborhoods like those in the Village of Canton, although changes to land use regulations might be needed to permit higher density residential development.

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<sup>31</sup> Joint Center for Housing Studies of Harvard University. *The State of the Nation’s Housing 2019*, p. 2.

<sup>32</sup> Ducker, Adam, Kelly Mangold, and Lorry Lynn. *Attainable Housing: Challenges, Perceptions, and Solutions*. Washington, DC: Urban Land Institute, 2019, p. 24. Accessed at [https://americas.uli.org/wp-content/uploads/sites/2/ULI-Documents/ULI\\_Attainable-Housing\\_F2.pdf](https://americas.uli.org/wp-content/uploads/sites/2/ULI-Documents/ULI_Attainable-Housing_F2.pdf)

## Findings and Conclusions

Key drivers of the local demand for housing include household formation and population growth, demographic shifts, income (and wealth, which affects the savings available for a down payment), housing affordability relative to income levels, residential mobility (i.e., the movement of households from one home to another) and in-migration. The strength of the local economy, as measured by growth in jobs and businesses, is another important driver.

The information below summarizes the demand for housing in the Residential Market Area, including the Village of Canton, based on the preceding sections.

- Projections from ESRI indicate that the Residential Market Area will lose 1.3% of its population by 2024; similar declines are expected in the Village and Town of Canton. The number of households is also expected to decrease by 2.1%. These very modest declines should not be a deterrent to housing development, however, as new units are needed to address gaps in the existing supply, respond to changing needs and preferences, and replace older housing in poor condition.
- In contrast to the overall reduction in the number of households, several market segments are projected to grow, impacting the demand for housing. These include:
  - Householders ages 35 to 44 with annual incomes of \$75,000 and above;
  - Householders ages 55 to 64 earning \$100,000 or more per year;
  - Householders ages 65 to 74, divided equally between those earning \$50,000 to \$100,000 annually and those with annual incomes of \$100,000 and up; and
  - Householders age 75 and older of all income levels.

Households in these age brackets are more likely to be homeowners than renters; however, their housing needs differ. Householders ages 35 to 44, for example, may be first-time homeowners or families with children, “trading up” to another, perhaps larger home. On the other hand, householders ages 65 to 74 may be looking to downsize, moving into a smaller house or even an apartment.

The development of single-story homes and “barrier-free” housing with features such as wheelchair access and handrails would allow older residents to comfortably age in place. Active seniors and empty nesters may value living in or near a walkable commercial district with easy access to shopping, dining, and services.

- Notable demographic trends in the Residential Market Area include a decline in the number of family households with children, an increasing number of small, 1- to 2-person households in both owner-occupied and renter-occupied housing, and a dramatic rise in the number of



households headed by an individual age 65 or older. These shifts have significant implications for the housing market. Most local homes are single-family detached, but some buyers are looking for alternative options, including smaller homes and townhouses in maintenance-free settings. A more diverse housing stock would also benefit efforts to recruit employees and grow businesses.

- Given the aging population in the Residential Market Area, additional housing options for senior households are needed. According to *The Future of Rural Housing*, a report produced by the Urban Institute: “Senior households will drive both owner and renter growth through 2040.” The study projects that a substantial number of rural senior households will “likely face a mismatch between what they need from their homes and what their homes provide them.”<sup>33</sup> More than 900 homes in the Residential Market Area are owned and occupied by individuals 65 and over who live alone; this group would be a good target for independent senior living.
- The analysis of housing characteristics in the Residential Market Area showed that more than 36% of housing units (4,837 units, according to the American Community Survey) were built prior to 1940. In the Village of Canton, 48% of all housing units were built before 1940. Because these units may be harder to sell or lease, some analysts recommend replacing 1% of a community’s older housing stock each year. The need to replace substandard units and housing that no longer appeals to prospective buyers and renters due to its age or condition would require the construction of 4 owner units and 3 rental units per year in the Village.
- There is a gap in the supply of quality low-cost rental housing in the area. Although 59 units of affordable housing are being developed in the Village of Potsdam, the high incidence of housing cost burden and waiting lists for subsidized housing suggest an ongoing need for rental units affordable to households earning less than 50% of the area median income (\$30,250 for a family of four).
- St. Lawrence County has operated a CDBG-funded housing rehabilitation program for many years that provides financial assistance to low- and moderate-income homeowners to make structural repairs to their homes. Canton has also received funding to implement housing rehabilitation programs. These programs can be beneficial and should be continued as funding allows.
- Projected increases in household income levels may support the development of some higher-end housing in the area, but additional research is needed to better understand the preferences and motivations of potential buyers (or tenants). Some affluent households live in lower-cost housing as a choice and may not be looking for something more upscale.

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<sup>33</sup> Rolf Pendall, Laurie Goodman, Jun Zhu, and Amanda Gold. *The Future of Rural Housing*. Urban Institute, October 2016, p. 38 and 44.

- Annual housing demand in the Residential Market Area due to turnover, based on rates of 2.5% in for-sale housing and 8.8% in rental housing, is estimated at 200 owner units and 300 rental units. These figures reflect the number of households per year that change their place of residence. Most of this demand will be accommodated by the existing housing supply, but there may be opportunities for developers and property owners to respond to the demand through new construction.
- St. Lawrence County is experiencing net migration losses to other locations, though perhaps not to the extent that people assume. There are two principal sources of migration data, the IRS and the ACS. The IRS data are based on tax returns, which serve as a proxy for households; consequently, the migration flows do not include individuals (such as full-time students) who are not required to file a return. The ACS data are based on a sample, but provide more demographic details, providing some indication of the area's external market potential.

IRS data show net migration losses of 289 returns/households in 2017-18 and 266 in 2016-17. Total in-migration to St. Lawrence County in the 2017-18 period was 1,231, with 52% of households from within New York State. Franklin, Jefferson, and Clinton Counties were the largest sources of migrant inflow, but there were also many households from urbanized counties like Onondaga and Albany.

ACS data indicate that about 6% of County residents age 1 and older moved within the past year. Nearly 58% of them moved *within* the County, while 30% relocated from other in-state locations, including the five boroughs of New York City and the counties of Franklin, Jefferson, Onondaga, and Suffolk. Nearly half of the in-migrants were ages 18 to 24, demonstrating the influence of local colleges and universities; 18.1% were between the ages of 25 and 34 and 18.0% were ages 35 to 54. It is assumed that most in-migrants ages 35 to 54 relocated to St. Lawrence County for employment. One in every four in-migrants (about 745 individuals) age 25 and older had a bachelor's degree or higher. This suggests that a sizable number were recruited to the area by one of the colleges or the health care system. The information also seems to confirm that many people moving into the Residential Market Area are coming from metropolitan areas where there is a greater diversity of housing.

- Declining college student enrollments could have a major impact on the housing market if units that have traditionally been rented to students are left vacant and neglected.
- Another potential source of housing demand is people who commute to work in Canton. Currently, about 60% of the jobs in the Village of Canton are held by people who live outside the Residential Market Area, commuting from other locations in St. Lawrence County as well as other counties (e.g., Franklin, Jefferson, Clinton). The development of new housing in the BOA could encourage some of these workers to move to Canton.

## Commercial Real Estate Market Conditions

### Commercial Real Estate Transactions & Investment Activity

**Table 24** identifies sales of commercial real estate (excluding apartment buildings) in the Village of Canton from 2017 to 2019. The list includes 6 mixed-use structures, 3 converted residences, a gas station and convenience store, a former restaurant now in use as a church, and one vacant parcel; two of the properties – 58 Main and 71 E. Main – changed hands twice. Based on the number of parcels in the Village classified as commercial, the sales volume equates to an 8% turnover rate in three years.<sup>34</sup> Despite the turnover in ownership, nearly three-quarters of the commercial properties in the Village are owned by individuals and entities with addresses within St. Lawrence County.

Table 24. Commercial Property Sales in the Village of Canton, 2017-19					
Address	Property Classification	Use	Date of Sale	Sale Price	Acreage
81 Main St	Attached Row Bldg	Row Retail	5/2019	\$160,000	0.04
73, 75 Main St	Attached Row Bldg	Row Retail	4/2019	\$175,000	0.05
25 Court St	Restaurant	Church	12/2018	\$310,000	0.52
34 Main St	Converted Residence	Walk-Up Office	10/2018	\$205,000	0.20
58 Main St	Service/Gas Station	Small Retail	7/2018	\$2,915,652	0.70
71 E. Main St	Attached Row Bldg	Row Retail	7/2018	\$995,000	0.06
11 Main St	Attached Row Bldg	Walk-Up Office	5/2018	\$132,500	0.05
33 Main St	Attached Row Bldg	Row Storage	5/2018	\$45,000	0.06
58 Main St	Service/Gas Station	Small Retail	1/2018	\$2,145,000	0.70
71 E. Main St	Attached Row Bldg	Row Retail	1/2018	\$968,000	0.06
Buck Street	Vacant Land-Commercial	Vacant Land	6/2017	\$25,000	1.40
70 Main St	Detached Row Bldg	Row Storage	6/2017	\$400,000	0.12
1 Main St	Converted Residence	Prof'l Office	4/2017	\$209,000	0.40
23, 25 Park St	Converted Residence	Walk-Up Apt	3/2017	\$225,000	0.30

Source: New York State Office of Real Property Services, St. Lawrence County Real Property Office, and E.M. Pemrick and Company. Standard arm's length transactions only.

Other recent public and private investments in downtown Canton have included:

- The renovation of an empty row building at 11 Main Street, with updated electrical and plumbing systems and the installation of a commercial kitchen, resulting in the creation of a new business (NOLA's General Store) with 10 jobs and the occupancy of formerly-vacant office space on the second floor;

<sup>34</sup> In comparison, the volume of commercial real estate sales in the Potsdam DRI Study Area alone over the same period reflected a turnover rate of almost 10%.

- Use of a \$200,000 CDBG funding award to the Village in 2018 for a Microenterprise Assistance Program, which helped to establish three new businesses (Grasse River Outfitters, Hawkshaw Mead Works, and Sweet Margaret) and enhance three existing businesses (Fourth Coast Entertainment, the Celtic Knot, and Luna Boutique) in the central business district;
- Acquisition and removal of a former auto repair shop and the completion of remediation at 30 Riverside Drive, creating a shovel-ready site that is municipally owned and available for development; and
- The use of two New York Main Street grants to the Village in 2006 and 2015 to install bike racks and recycling bins, renovate buildings on Main and Park Streets, and create additional housing units, leveraging private dollars.

As part of the Village's Downtown Revitalization Initiative (DRI) application to the state in 2019, a partnership between the SUNY Canton College Foundation and a pair of private developers proposed to redevelop the vacant and deteriorating Midtown Plaza into a \$16 million mixed-use property. The existing buildings would be demolished and replaced by a new structure that includes 12,500 SF of new commercial space, 45 new housing units, and a SUNY Canton Entrepreneurship Center with a makerspace, co-working space, offices, and classrooms where free and low-cost programs would support existing and prospective business owners. Although the Village's DRI application was unsuccessful, Empire State Development awarded \$1.3 million towards the project at the end of 2019.

## Commercial Property for Sale or Lease

Currently, there are six commercial properties in the Village of Canton being offered for sale, as listed in **Table 25**. Four are in the proposed Canton BOA: 2 Main Street, 64 Main Street, the Riverside Drive properties, and 15 Gouverneur Street. The Gouverneur Street property formerly housed Triple A Lumber (now known as Triple A Building Center), a family-owned hardware store, lumberyard, and building materials store with three locations in St. Lawrence County.

Table 25. Available Commercial Property				
Address	Description	Asking Price	Square Footage	Price Per SF
70 Main Street	Row building with 3 office spaces and an apartment.	\$350,000	5,760	\$61
2 Main Street	Former Family Dollar. Prime location with ample off-street parking; 0.92-acre site with 315 feet on the Grasse River.	\$350,000	7,930	\$44
9-11 Hodskin Street	Local sports bar with stools, tables, and booths included; two apartments upstairs. Owner retiring.	\$300,000	10,250	\$29
15 Gouverneur Street	1.8-acre site with multiple outbuildings; 400 SF of waterfront.	\$168,000	6,400	\$26
24, 25-29 Riverside Drive	Vacant .25-acre lot and commercial property with 112 feet of waterfront on the Grasse River. Parking lot directly across the street.	\$160,000	5,666	\$28
16 Nickerson Street	Former garage on 0.52-acre lot; located on dead-end street.	\$80,000	1,658	\$48
64 Main Street	Former McDonald's on 0.48-acre site; vacant since the restaurant closed at the end of 2015. Listed on the company's website as excess property for sale.	NA	NA	NA

Source: St. Lawrence County Multiple Listing Service, except 64 Main Street. Listings as of April 2020.

In addition to these commercial properties, there are four vacant parcels available on Commerce Lane in the Canton Industrial Park. The parcels, which are zoned for commercial use, range in size from 2.1 to 2.4 acres; two are priced at \$80,000, while the others have asking prices of \$85,000.

No commercial properties available for lease in Canton were found through a review of such websites as LoopNet and Craigslist, although there may be vacant space that is marketed informally.

## Office Market Demand

The composition of the local economy is a key factor influencing the demand for office space. The industries that are most likely to occupy office space include professional services, information/media,

and finance, insurance, and real estate. Health care providers also have high rates of office utilization; however, they tend to locate in facilities close to hospitals or in medical office buildings where tenants can range from small physicians’ offices and labs to outpatient surgical centers.

Some of these industries have a significant local presence. St. Lawrence County accounts for approximately 29% of the finance and insurance jobs in the North Country, with several banks and credit unions and a regional operations center for Community Bank located in Canton. The County also makes up about 22% of the region’s employment in professional, scientific, and technical services, an industry sector that encompasses legal services, accounting, architecture and engineering, computer systems design, and other knowledge-based services. Companies in this sector are often small, with employment averaging 10 to 15 people, but there are exceptions: Frazier Computing in Canton, for example, has a workforce of approximately 115.

**Table 26. Employment in Office-Using Industries in St. Lawrence County and the North Country Region**

Industry	St. Lawrence County		North Country Region		County as % of Region
	Number	Share	Number	Share	
Information/Media	373	1.5%	1,702	1.6%	21.9%
Finance and Insurance	689	2.7%	2,390	2.2%	28.8%
Real Estate	128	0.5%	978	0.9%	13.1%
Professional, Scientific, & Technical Services	637	2.5%	2,868	2.7%	22.2%
Management of Companies and Enterprises	541	2.1%	1,111	1.0%	48.7%
Administrative and Support Services	671	2.6%	3,141	2.9%	21.4%
Ambulatory Health Care Services	943	3.7%	5,792	5.4%	16.3%
Social Assistance	1,177	4.6%	4,697	4.4%	25.1%
Membership Organizations	501	2.0%	2,620	2.4%	19.1%
<b>Subtotal, Office-Using Industries</b>	<b>5,660</b>	<b>22.4%</b>	<b>25,299</b>	<b>23.6%</b>	<b>22.4%</b>
<b>Total, All Private Industries</b>	<b>25,322</b>	<b>100.0%</b>	<b>107,423</b>	<b>100.0%</b>	<b>23.6%</b>

*Source: NYS Department of Labor, Quarterly Census of Employment and Wages, and E.M. Pemrick and Company.*

Long-term industry employment projections generated by the NYS Department of Labor forecast a net increase of 10,550 jobs in the North Country region by 2026. Approximately 3,900 of these jobs will be in industries that generate demand for office space.

If St. Lawrence County’s share of regional employment in each industry is applied to these projections, the County can be expected to add approximately 750 new jobs in office-using industries by 2026. More than 50% of the new jobs will be in ambulatory (outpatient) health care services.

The average amount of office space per person ranges from about 125 to 175 SF, down from 225 SF in 2010, although standards vary depending on the industry and type of organization. Using an average of 150 SF, St. Lawrence County could require approximately 112,500 SF of office space by 2026 to accommodate the projected growth.

Given its current industry mix, the Village of Canton could capture as much as 15% of the County's employment growth, generating demand for approximately 16,875 SF of office space by 2026. Vacancies in existing office and professional buildings will be able to absorb some of the growth, but new or renovated office space in other commercial and mixed-use structures is likely to be needed as well.

## Retail Market Analysis

### *Downtown Business Mix*

Using records from Database USA and desktop research, an inventory of businesses and organizations by industry sector was compiled for downtown Canton. "Downtown" was defined according to the boundaries used in the Village's 2019 DRI application, with the addition of sections of Gouverneur and West Main Streets that are within the boundaries of the proposed Canton BOA.

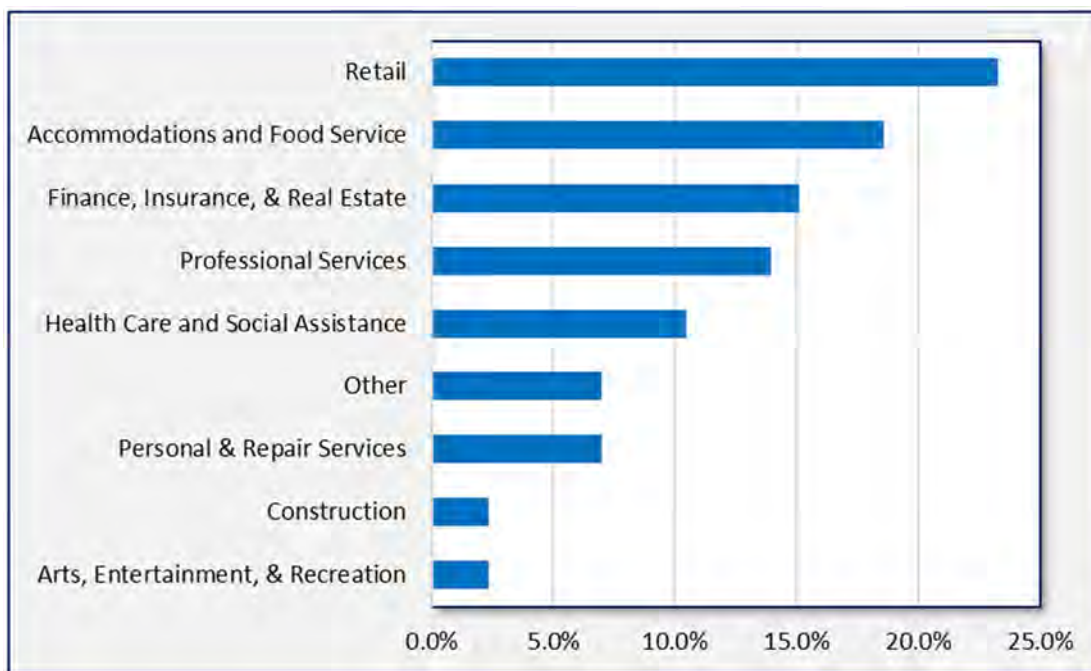
As shown in **Figure 17**, retailers make up about 23% of the establishments identified. They include auto parts and tire stores, convenience stores, gas stations, thrift shops, feed stores, florists, and opticians, as well as more traditional retail stores selling wine and liquor, non-alcoholic beverages, gifts, clothing, health foods, sports cards, outdoor gear and apparel, yarn, and video games. Most of these retailers are independent and locally-owned.

Despite the number of stores in downtown Canton, the selection of everyday convenience goods is rather limited.<sup>35</sup> A Family Dollar store that had been downtown since 1993 closed its doors in March 2019. Although some products are available at the health food store, a Stewart's Shop, and a Sunoco mini-mart, there is no place to buy groceries or personal care items without driving to the supermarkets and drug stores along U.S. Route 11 and NY Route 310. There are several stores that sell comparison items, but downtown Canton lacks the critical mass necessary to attract more shoppers. Additional specialty stores that sell merchandise one cannot readily find elsewhere in St. Lawrence County might

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<sup>35</sup> Retail is typically divided into two categories: "convenience" and "comparison" (also known as shoppers' retail). *Convenience goods* are items that are purchased frequently, such as groceries, health and beauty items, household cleaning supplies, prescription and nonprescription drugs, packaged alcoholic beverages, hardware, etc. Convenience retailers may be found in a commercial district or neighborhood shopping center, and serve consumers in a relatively small market area. *Comparison goods* include a wide variety of merchandise that involve comparison shopping, such as clothing and accessories, electronics, appliances, furniture and home furnishings, and so on. These are items for which consumers tend to shop around, traveling longer distances (or searching online) for the best selection, price, and quality.

help the Village better compete with general merchandise stores and online retailers and pull in customers from longer distances.



**Figure 17. Business Mix, Downtown Canton**

*Source: Database USA and E.M. Pemrick and Company.*

The need for more downtown retail emerged as a priority in the community survey conducted as part of the BOA planning process. People value Canton’s walkability, historic buildings, and small town feel, but they are concerned about the number of unused and underutilized commercial buildings. The constant turnover of retail businesses is a source of frustration, although few suggestions were offered regarding the types of stores that might be more successful. One participant wrote: “We need ideas to entice businesses to open in Canton... I have been a resident for many years and remember when SLU wanted to move their bookstore downtown and was met with a tremendous amount of adversity. The whole climate of our village would have changed if that would have been allowed.” Another participant pointed out Potsdam’s ability to attract stores and restaurants. “We are a dying town with hardly anything in it. Potsdam is getting all the new businesses and more people are going there than here.”

Accommodations and food service – bed-and-breakfasts and guest houses, restaurants, bars, and ice cream shops – account for 19% of the businesses in downtown Canton. Many have noted that the number of dining establishments is lower than it was in years past. There is only one full-service restaurant that can seat more than 25 people. Moreover, some restaurants have limited hours, open only for breakfast and lunch or only for dinner.

As participants in the community survey have commented, there is a lack of diversity in local restaurant options: “Canton does not need any more coffeehouses, sandwich shops or pizzerias. They need actual



restaurants like a steak and seafood, brew[pub], etc.” The available options are surprising given the diverse population among both students and faculty at local colleges. Recognizing this diversity as an opportunity, one survey participant suggested recruiting entrepreneurs “to open new, non-pizza restaurant options on Main Street. Tapas, Indian, sushi, etc. would have big appeal among college students [and] lunch patrons among professionals in the Canton downtown area.” Participants also suggested waterfront dining to capitalize on views of the Grasse River.

Establishments that provide personal and repair services – hair, nail, and skin salons, a laundry service, and a funeral home – account for a mere 7% of the businesses downtown. Many downtowns have recruited these service providers to fill vacant storefronts as brick-and-mortar retail stores have struggled to compete with online sales. Shoe repair and barber shops, computer repair services, dry cleaners, and dog groomers are among the other businesses in this category that might consider a downtown location.

Only two entities in downtown Canton represent the arts, entertainment, and recreation in downtown Canton: the American Theater, a vintage movie theater that offers first-run films and weekend matinees, and Traditional Arts in Upstate NY (TAUNY), a not-profit organization whose mission is “to document and develop public programs about the cultural heritage of the North Country.” The TAUNY Center on Main Street offers public programs and workshops, houses a gallery with changing exhibits, and displays arts, crafts, and other items produced by local artisans and available for purchase. It is considered Canton’s biggest attraction; according to the 2019 DRI application, approximately 25% of participants at major TAUNY events have traveled more than 60 miles to attend, drawing from the Thousand Islands, the Adirondacks, Tug Hill, Watertown, and Plattsburgh. Other businesses related to the arts could capitalize on this market.

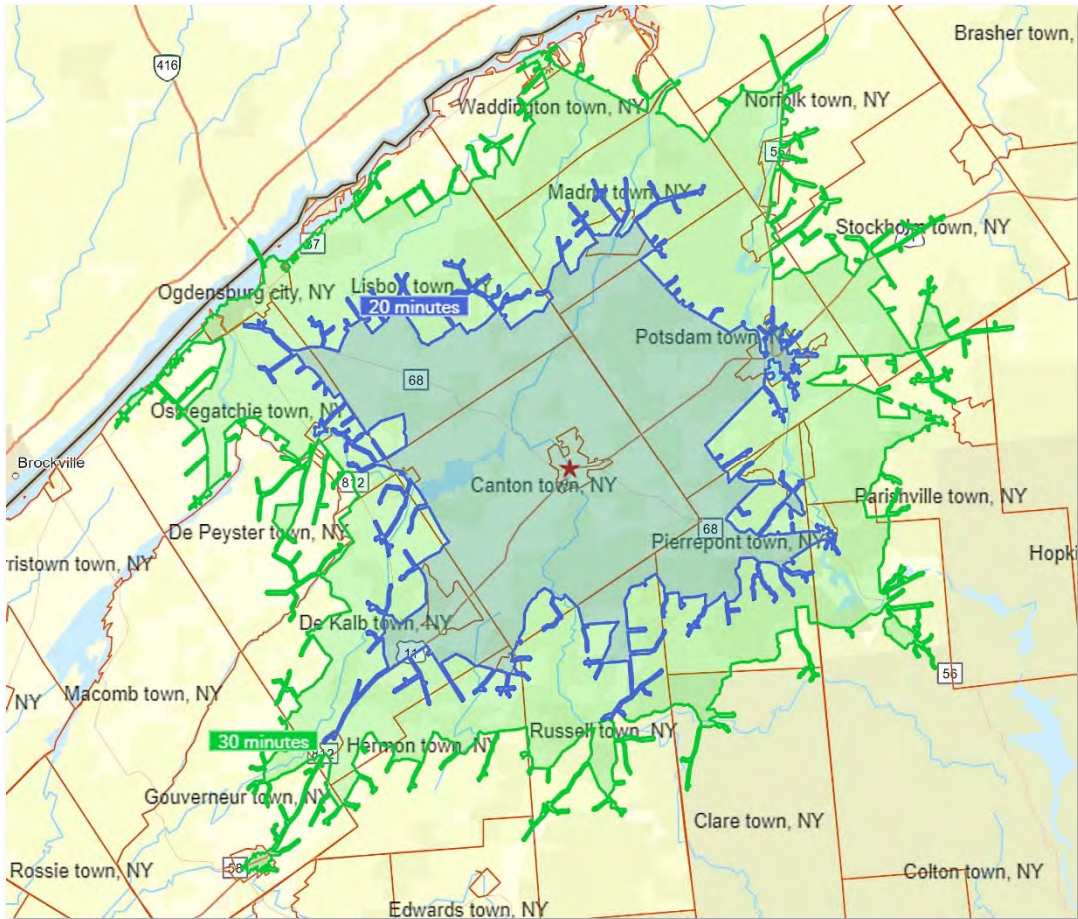
The Canton community recognizes the need for more arts and cultural opportunities, including entertainment and evening activities. This is reflected in the community survey responses. Participants called for performance space, a music venue, and additional events, as well as activities for families and teens. One person wrote: “There is no place other than college campuses for any concerts, plays, public gatherings. There aren’t any, and there is no place to have them. Other than the movie theater, there isn’t much to do in Canton.” Another survey participant expressed an interest in “more options for youth engagement. The community needs a YMCA or Boys and Girls Club to help provide structure and community to the kids who get funneled into destructive life patterns.” An arcade or roller skating rink were also suggested. Creating additional activities and venues would not only fulfill the needs of residents; it would also bring more people downtown to support other local businesses.

### *Market Characteristics*

A primary trade area is defined as the geographic area from which retail stores, restaurants, and consumer service providers draw the majority of their local customers. Based on the geographic distribution and clustering of establishments, the location of competing retail centers, and other factors,

we have defined downtown Canton’s primary trade area as being *within a 20-minute drive* of the intersection of Main Street and Riverside Drive. Individual businesses may have different trade areas.

As illustrated on the map below, the 20-minute drivetime (shaded in blue) includes the entire Town of Canton, the Village of Potsdam, and portions of the Towns of DeKalb, Lisbon, Madrid, Pierrepont, Potsdam, and Russell. Most of the retail and restaurant offerings are concentrated in this area. A slightly larger 30-minute drivetime, shaded in green, is also shown; this area encompasses portions of other rural towns and extends as far as the City of Ogdensburg.



Selected demographic and socioeconomic characteristics of residents in the primary trade area are presented in **Table 27**. The population of the 20-minute drivetime area is estimated at 26,369, making up about 23% of all residents in St. Lawrence County. Population trends in this area are similar to those in the Village of Canton. Over the next few years, the trade area population is projected to decline at a rate of less than 1% per year.

<b>Table 27. Retail Trade Area Demographics</b>			
	Village of Canton	20-Minute Drivetime (Primary Trade Area)	30-Minute Drivetime
<b>Population</b>			
2010 Census	6,314	25,944	59,847
Estimated, 2019	6,451	26,369	60,540
2010-19 Annual % Change	0.24%	0.18%	0.13%
Projected, 2024	6,378	26,039	59,681
2019-24 Annual % Change	-0.23%	-0.25%	-0.29%
<b>Households</b>			
2010 Census	1,693	7,878	21,001
Estimated, 2019	1,669	7,803	20,853
2010-19 Annual % Change	-0.16%	-0.11%	-0.08%
Projected, 2024	1,629	7,633	20,424
2019-24 Annual % Change	-0.48%	-0.44%	-0.41%
<b>Householders by Age (2019 Estimates)</b>			
Under age 25	8.0%	9.1%	5.9%
25 – 34	15.8%	15.7%	14.5%
35 – 44	14.8%	14.0%	14.3%
45 – 54	15.7%	15.5%	16.6%
55 – 64	18.3%	18.9%	20.1%
65 – 74	15.2%	15.4%	16.7%
75 and over	12.2%	11.3%	11.9%
<b>Median Age</b>			
Census, 2010	22.9	24.4	33.4
Estimated, 2019	23.6	24.8	34.6
Projected, 2024	23.6	24.9	35.5
<b>Household Income (2019 Estimates)</b>			
Median household income	\$55,936	\$54,164	\$52,859
Median disposable income*	\$44,077	\$42,377	\$41,102
Households w/incomes of \$75,000 to \$99,999 per year	244 (14.6%)	1,123 (14.4%)	2,898 (13.9%)
Households w/incomes of \$100,000 or more per year	379 (22.7%)	1,685 (21.6%)	4,212 (20.2%)
<b>Educational Attainment</b>			
% of Persons Age 25+ With A Bachelor's Degree or Higher	47.9%	37.8%	27.7%
% of Persons Age 25+ With A Graduate or Professional Degree	25.0%	22.5%	15.0%

Source: ESRI and E.M. Pemrick and Company.

\* Disposable income is the net income available to invest, save, or spend after deducting income taxes.

Residents in the primary trade area are relatively young, with a median age estimated at 24.8 years. The median age is 23.6 in the Village of Canton and 38.6 in St. Lawrence County overall. With respect to householders (heads of household), the trade area has a slightly larger share of households headed by individuals ages 55 to 74 (34.3%) than the Village (33.5%). It also has a higher proportion of householders under age 35 (9.1%, compared to 8.0%).

In terms of income, the data indicates that trade area residents have slightly lower median household and disposable income levels than those living in the Village; these differences, however, are not dramatic.

Educational attainment levels in the primary trade area are high: 37.8% of residents age 25 and older in the 20-minute drivetime have a bachelor's degree or higher. This figure is only slightly below that in the Village of Canton, where nearly half of residents 25 and older have earned at least a bachelor's degree. Nevertheless, trade area residents are relatively well-educated in comparison to the County and the nation, where the percentages of adults with a bachelor's degree or higher are 24.1% and 32.5%, respectively.

Students attending local colleges and universities represent a key segment of the trade area market. Excluding those studying off-campus or abroad, 12,582 students were enrolled at SUNY Canton, St. Lawrence University, SUNY Potsdam, and Clarkson University's main campus in fall 2019, with about 25% living in housing off-campus.

Most college students have little to no income, but they do not necessarily lack spending money. According to SheerID, a company that works with leading brands in retail, hospitality, finance, and software to connect with consumers, college students in the U.S. represent \$574 billion in spending power. Some students receive spending money from their parents, and 3 out of 4 have a part-time job while attending college. Although most college students' money is used for essentials like tuition and textbooks, they spend a large share of their discretionary income on food, including eating out (about \$65 billion); non-essential items like clothing and alcohol (\$36 billion); and entertainment, which includes downloaded and live music, movie tickets, and video games (\$2.7 billion).<sup>36</sup>

There are numerous articles and reports online about how companies can connect to college students through savvy marketing. At the community level, an important element of marketing to students is increasing their awareness of local businesses. Students living in on-campus housing, especially those without a car, may venture off-campus infrequently. An online student survey conducted as part of a Downtown and Waterfront Revitalization Strategy for the Village of Potsdam found that many college students were unaware of businesses and services in the area. Asked about the types of businesses they would like to see in Potsdam, students most often cited food-related establishments. The survey also found that the students spend most of their limited funds on food and beverages at grocery stores and in restaurants and bars; non-essential purchases (e.g., of clothing or electronics) are made either outside the area or online.<sup>37</sup>

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<sup>36</sup> "Marketing to College Students," SheerID Learning, January 25, 2019, <https://www.sheerid.com/marketing-to-college-students>.

<sup>37</sup> Appendix D: Student Survey, *Village of Potsdam Downtown & Waterfront Revitalization Strategy*, 2012.

## Retail Demand

Estimates of consumer spending by households residing in the Village of Canton and the primary trade area are presented in **Table 28**; the average spending per household in each category is shown in parentheses. The data are derived from the annual Consumer Expenditure Survey conducted by the U.S. Bureau of Labor Statistics, adjusted based on local demographic data, and reflect annual expenditures on goods and services regardless of where they are purchased.

<b>Table 28. Annual Spending on Selected Retail Goods and Services (in 000s)</b>			
<b>Total Spending (Average Spending Per Household)</b>	Village of Canton	20-Minute Drivetime (Primary Trade Area)	30-Minute Drivetime
<b>Groceries and Convenience Goods</b>			
Food & Beverages	\$7,555 (\$4,527)	\$33,937 (\$4,349)	\$88,520 (\$4,245)
Housekeeping Supplies	\$1,102 (\$660)	\$4,981 (\$638)	\$13,109 (\$629)
Alcoholic Beverages	\$851 (\$510)	\$3,577 (\$458)	\$8,767 (\$420)
Personal Care Products	\$752 (\$451)	\$3,277 (\$420)	\$8,263 (\$396)
Prescription Drugs	\$553 (\$331)	\$2,565 (\$329)	\$6,990 (\$335)
Nonprescription Drugs	\$216 (\$129)	\$978 (\$125)	\$2,592 (\$124)
<b>Other Retail Goods</b>			
Apparel & Accessories	\$3,116 (\$1,867)	\$13,704 (\$1,756)	\$34,602 (\$1,659)
Household Furnishings & Appliances	\$1,991 (\$1,193)	\$8,718 (\$1,117)	\$22,190 (\$1,064)
TV/Audio/Video	\$1,821 (\$1,091)	\$8,298 (\$1,063)	\$21,818 (\$1,046)
Pet Care	\$936 (\$561)	\$4,476 (\$574)	\$12,504 (\$600)
Lawn & Garden	\$655 (\$392)	\$3,006 (\$385)	\$8,160 (\$391)
Sports, Recreation, & Exercise Equipment	\$299 (\$179)	\$1,308 (\$168)	\$3,292 (\$158)
Computers & Accessories	\$303 (\$181)	\$1,287 (\$165)	\$3,107 (\$149)
Toys/Games/Crafts/Hobbies	\$179 (\$107)	\$784 (\$100)	\$1,983 (\$95)
Books & Reading Materials	\$159 (\$95)	\$682 (\$87)	\$1,730 (\$83)
Photo Equipment and Supplies	\$80 (\$48)	\$340 (\$44)	\$826 (\$40)
<b>Dining Out</b>			
Food Away from Home	\$5,394 (\$3,232)	\$23,845 (\$3,056)	\$60,210 (\$2,887)
<b>Other</b>			
Child Care	\$703 (\$421)	\$3,039 (\$390)	\$7,482 (\$359)
Tickets to Performing Arts	\$112 (\$67)	\$448 (\$57)	\$1,064 (\$51)
Tickets to Movies	\$81 (\$49)	\$338 (\$43)	\$802 (\$38)
Tickets to Parks and Museums	\$46 (\$27)	\$197 (\$25)	\$490 (\$24)

Source: ESRI and E.M. Pemrick and Company.

The categories listed represent purchases by product type rather than store type and goods may be sold by multiple types of establishments.

Of the items listed, households spend the most on food, with roughly 60% on food at home, such as groceries, and 40% on food away from home, such as meals or snacks at restaurants, ice cream shops, and other venues. After housing and transportation, food is the largest component of the household budget. Nationally, 44% of all food spending is on food away from home, with expenditures higher for consumers under age 65. Other major consumer expenditures include apparel, accessories, and related

services (e.g., shoe repair, dry cleaning); furniture, furnishings, and appliances for the home; and TV, video, and audio.<sup>38</sup>

It is important to recognize that consumer spending patterns vary by age, income, household composition, and other characteristics. Moreover, an increasing proportion of retail transactions occur online rather than at physical stores. Nevertheless, the figures in the table demonstrate the level of demand generated by residents in the primary trade area that could be captured by local businesses.

### *Non-Local Markets*

To supplement the purchasing power of the year-round resident and college student population in the primary trade area, businesses in downtown Canton can also take advantage of non-local markets: daytime workers, visitors, and seasonal residents.

The daytime employment base includes individuals who live in the trade area or commute from other locations and who have the potential to make purchases on their way to work, during the business day, and immediately after work before returning home. As previously described, there are approximately 4,400 employees working in the Village of Canton, and an estimated 12,000 working for public and private employers within a 20-minute drive of downtown Canton. Daytime workers play an important role in supporting local restaurants, but the potential exists for other types of businesses to generate more sales by tapping into this market.

In 2012, a study conducted by the International Council of Shopping Centers (ICSC) described office workers in the U.S. as an “opportunity market,” noting that these workers spent an average of about \$195 per week on transportation expenses and purchases of goods and services made within the vicinity of their workplace during the work week. The level of spending varied depending on the office location: weekly spending by office workers in small town and rural communities was more than 25% below the national average. The study also found that office workers spent significantly more in places with a greater variety of retail, restaurant and services offerings, whether the workplace was in a rural, suburban, or urban setting.<sup>39</sup>

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<sup>38</sup> The TV/Video/Audio category includes televisions, cable TV and streaming services, VCRs and DVD players, video game hardware and software, video cassettes and DVDs, audio equipment, records and tapes, CDs, musical instruments, and rental and repair of musical instruments and video and audio equipment.

<sup>39</sup> International Council of Shopping Centers. *Office-Worker Retail Spending in a Digital Age*, 2012. The full study is available at <https://www.icsc.org/uploads/t07-subpage/ICSC-Spending-in-Digital-Age.pdf>.

A rough estimate of worker spending potential can be calculated based on the number of jobs in the Village of Canton and the primary trade area and office worker spending as estimated in the ICSC study (updated to current 2020 dollars). Office-based employment is estimated to be 45% of total employment in the Village and 40% of employment in the primary trade area; non-office worker expenditures are assumed to be 25% of office worker expenditures. As shown in **Table 29**, workers add an estimated \$12.9 million in consumer demand to the Village and \$33.4 million in demand to the trade area.

<b>Table 29. Estimated Worker Spending Potential</b>			
<b>Product Category</b>	<b>Office Worker Spending Potential</b>	<b>Other Worker Spending Potential</b>	<b>Aggregate Spending Potential</b>
<b>Workers in the Village of Canton</b>			
Grocery & Drug Stores	\$3,087,766	\$943,835	\$4,031,601
General Merchandise Stores	\$2,486,660	\$760,095	\$3,246,755
Apparel & Jewelry Stores	\$556,072	\$169,974	\$726,046
All Other Retail Goods Stores	\$1,086,690	\$332,168	\$1,418,858
Personal Care Shops, Personal Services, & Other Services	\$663,762	\$202,892	\$866,654
Full-Service and Fast-Food Restaurants	\$1,846,394	\$564,386	\$2,410,780
Entertainment/Recreation	\$184,052	\$56,259	\$240,311
<b>Total</b>	<b>\$9,911,396</b>	<b>\$3,029,607</b>	<b>\$12,941,003</b>
<b>Workers in the Primary Trade Area</b>			
Grocery & Drug Stores	\$7,569,600	\$2,838,600	\$10,408,200
General Merchandise Stores	\$6,096,000	\$2,286,000	\$8,382,000
Apparel & Jewelry Stores	\$1,363,200	\$511,200	\$1,874,400
All Other Retail Goods Stores	\$2,664,000	\$999,000	\$3,663,000
Personal Care Shops, Personal Services, & Other Services	\$1,627,200	\$610,200	\$2,237,400
Full-Service and Fast-Food Restaurants	\$4,526,400	\$1,697,400	\$6,223,800
Entertainment	\$451,200	\$169,200	\$620,400
<b>Total</b>	<b>\$24,297,600</b>	<b>\$9,111,600</b>	<b>\$33,409,200</b>

*Source: E.M. Pemrick and Company, based on ICSC, Office-Worker Retail Spending in a Digital Age, 2012 and U.S. Census Bureau, OnTheMap Application.*

Another source of demand is from visitors and seasonal residents whose primary residence is outside the area. Approximately 1,250 housing units in the Towns of Canton, DeKalb, Hermon, Lisbon, Oswegatchie, Pierrepont, Potsdam, and Russell are for seasonal, recreational, or occasional use, and many serve as second homes. Studies of second homeowners in other locations have found that while most are interested in relaxing, spending time with family and friends, and enjoying recreational activities rather than shopping when they are in the area, they do tend to purchase items like groceries, alcoholic beverages, hardware, and garden supplies locally. They also visit cultural and entertainment venues, buy fresh produce at farmers markets, and patronize local restaurants if quality options are

available.<sup>40</sup> As described on page 16, enhancing tourism is a priority for the Village of Canton. Attracting more visitors and part-time residents to Canton for events, dining, and shopping could help to offset the exodus of college students and many faculty members during the summer months.

### *Retail Sales*

According to estimates produced by ESRI, retail trade and food service establishments throughout the Village of Canton generate approximately \$94.2 million in annual sales to consumers (**Table 31**).<sup>41</sup> The retail types with the highest total sales are automotive dealers (\$10.1 million), grocery stores (\$3.9 million), and health and personal care stores (\$1.6 million). In addition, eating and drinking places of all kinds have an estimated \$9.3 million in sales. Notably, nearly half of the retail and restaurant sales in the Village are in the convenience retail category, while 12.6% are in shoppers' goods retail, which includes comparison items and specialty goods.

Overall, establishments in the Village capture about 29% of the retail and restaurant sales within the primary trade area. This suggests that there is strong competition within the trade area market, mostly from the Village of Potsdam. There are nearly two dozen restaurants in downtown Potsdam alone, ranging from fast food to higher-end dining, as well as an active "Grocery District" that includes a grocery store, food co-op, coffee roasteries, bakeries, and other food and beverage retailers. These retail and restaurant clusters are highly beneficial, as they create a critical mass that contributes to downtown Potsdam's status as a regional destination.

Nevertheless, Canton has numerous assets on which to develop a more vibrant and successful downtown: its attractive historic building stock, a compact and walkable Main Street, and views of and public access to the Grasse River, to name a few. The challenge is in strengthening the existing base of establishments, which will take time, and encouraging more cultural, entertainment, and recreational activities that will help draw people to the commercial business district.

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<sup>40</sup> Information based on primary and secondary research conducted by the consultant in the development of *Revitalizing the Esopus/Delaware Region of the Central Catskills* for the MARK Project in 2013.

<sup>41</sup> The methodology used by ESRI to prepare estimates of retail sales starts with the Census of Retail Trade as a benchmark and incorporates other commercial and government sources such as the Infogroup business database and data from the Bureau of Labor Statistics and the U.S. Census Bureau. Because the estimates are based on industry averages and individual establishments are not verified, however, the numbers should be taken as an indication of general conditions rather than a thorough assessment of the local retail sector.



<b>Table 30. Estimated Sales, Retail Trade &amp; Food Services</b>			
<b>Retail Sales (Sales Distribution)</b>	Village of Canton	20-Minute Drivetime (Primary Trade Area)	Village of Canton As % of Trade Area Market
<b>Food Services &amp; Drinking Places</b>	<b>\$9,264,000 (9.8%)</b>	<b>\$29,244,000 (9.1%)</b>	<b>31.7%</b>
Eating & Drinking Places	\$9,264,000 (9.8%)	\$29,051,000 (9.0%)	33.2%
Special Food Services*	-	\$193,000 (0.1%)	-
<b>Convenience Retail</b>	<b>\$46,060,000 (48.9%)</b>	<b>\$117,267,000 (36.5%)</b>	<b>39.3%</b>
Building Materials & Supplies Dealers	\$3,704,000 (3.9%)	\$16,564,000 (5.2%)	22.4%
Lawn & Garden Equipment Stores	-	\$2,561,000 (0.8%)	-
Grocery Stores	\$31,599,000 (33.6%)	\$71,046,000 (22.1%)	44.5%
Specialty Food Stores	-	\$3,633,000 (1.1%)	-
Beer, Wine, & Liquor Stores	\$2,592,000 (2.8%)	\$5,169,000 (1.6%)	50.2%
Health & Personal Care Stores	\$8,164,000 (8.7%)	\$18,249,000 (5.7%)	44.6%
<b>Automotive-Related Retail</b>	<b>\$27,010,000 (28.7%)</b>	<b>\$76,418,000 (23.8%)</b>	<b>35.3%</b>
Gasoline Stations	\$15,711,000 (16.7%)	\$32,114,000 (10.0%)	48.9%
Automotive Dealers	\$10,125,000 (10.8%)	\$38,540,000 (12.0%)	26.3%
Other Motor Vehicle Dealers	-	\$1,932,000 (0.6%)	-
Auto Parts, Accessories & Tire Stores	\$1,175,000 (1.2%)	\$3,832,000 (1.2%)	30.7%
<b>Shoppers' Goods Retail</b>	<b>\$11,816,000 (12.6%)</b>	<b>\$98,115,000 (30.6%)</b>	<b>12.0%</b>
General Merchandise	\$3,576,000 (3.8%)	\$45,544,000 (14.2%)	7.9%
Furniture & Home Furnishings Stores	\$331,000 (0.4%)	\$3,323,000 (1.0%)	10.0%
Electronics & Appliance Stores	\$2,803,000 (3.0%)	\$28,916,000 (9.0%)	9.7%
Clothing Stores	\$900,000 (1.0%)	\$4,252,000 (1.3%)	21.2%
Shoe Stores	-	-	-
Jewelry, Luggage, and Leather Goods Stores	-	\$223,000 (0.1%)	-
Sporting Goods, Hobby, & Musical Instruments Stores	\$1,305,000 (1.4%)	\$6,715,000 (2.1%)	19.4%
Book, Periodical, and Music Stores	\$781,000 (0.8%)	\$3,552,000 (1.1%)	22.0%
Miscellaneous Store Retailers**	\$2,120,000 (2.3%)	\$5,590,000 (1.7%)	37.9%
<b>Total Retail Sales</b>	<b>\$94,150,000</b>	<b>\$321,044,000</b>	<b>29.3%</b>

Source: ESRI and E.M. Pemrick and Company.

Estimated sales to consumers only; sales to businesses are excluded.

\* Includes food service contractors, caterers, and mobile food services.

\*\* Includes florists, office supply and stationery stores, gift and souvenir shops, retailers of secondhand goods and antiques, and establishments selling specialized lines of merchandise (e.g., pet supplies, artworks, art supplies, beer and wine making supplies, candles, tobacco).

A common approach in many retail studies is a gap analysis or sales leakage study, which involves comparing the spending potential (or demand) of consumers in a given location with sales to consumers by the retail establishments in that location (or supply). The “gap” between the two can be positive or negative. A positive number is the outcome when the demand exceeds the supply and consumers make purchases outside the area, resulting in the “leakage” of sales dollars, while a negative number indicates that the sales of the retail stores in the area exceed the market demand, often because consumers from outside the area travel to shop, resulting in a sales surplus.

The gap analysis is often used to identify opportunities to “recapture” sales by recruiting new businesses (or sometimes expanding an existing one). This is not always practical, however, if there is strong competition nearby. For example, there may be unmet demand for clothing stores in a particular trade area, but it would be difficult to compete with the shopping malls and big box stores – not to mention online retailers – where most consumers make these purchases. Similarly, a sales surplus does not necessarily mean that the market for, say, full-service restaurants is completely saturated. Rather, it may signify that the community has become a dining destination, and additional restaurants may be able to capitalize on this.

Data from ESRI suggest that the Village of Canton has unmet retail sales potential (i.e., sales leakage) in several retail categories, with the largest amounts in general merchandise, apparel, and furniture and home furnishings stores. General merchandise stores are absent within village limits, but are located nearby within the primary trade area; there is a Dollar General store in the Town of Canton, and a Walmart Supercenter just outside Potsdam that draws customers from a large geographic area. These businesses capture most, if not all, of the local demand in this category. The primary trade area is also experiencing sales leakage in clothing and furniture/home furnishings stores, but these types of businesses are currently facing significant challenges, including changes in consumer habits and competition from online retailers.<sup>42</sup>

Both the Village of Canton and the primary trade area have significant sales surpluses in grocery stores and eating and drinking places. This is in part because both areas draw customers from rural communities that lack retail and dining options, but it also suggests that non-local markets may be important sources of sales activity. Stores and restaurants that can serve multiple market segments – college students, daytime employees, visitors, and residents – stand a better chance of survival than those catering to a narrowly-focused market.

Retail is not the only potential use of commercial space in downtown Canton. Other possible uses include personal services, incubator space, entertainment venues, and even businesses that combine activities, such as a restaurant with performance space for live music or an arts supply store that offers classes. These are all opportunities for the Canton BOA.

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<sup>42</sup> A recent report from the U.S. Department of Commerce found that retail sales at clothing stores declined by a staggering 89% between February and April 2020, when the coronavirus pandemic forced the closure of many stores, while sales at furniture and home furnishings stores declined by two-thirds. The overall decline in U.S. retail and food service sales was 23%. See “When shoppers venture out, what will be left?” *New York Times*, May 16, 2020.

## Findings and Conclusions

- High-density residential development in the Canton BOA and downtown would help to stimulate demand for various types of businesses, especially if the housing increases both the number and household income levels of consumers.
- Additional activities are needed to attract residents and visitors, including college students, to downtown Canton on a regular basis. Live music, arts and cultural festivals, and events related to both indoor and outdoor recreation can all contribute to making the Village more vibrant. The proposed Whitewater Park Project has the potential to tap into the vast Canadian market.
- Although e-commerce penetration has been growing, brick-and-mortar stores continue to generate the lion's share of retail sales in the U.S.<sup>43</sup> There are still opportunities for retail, especially stores that sell unique products. However, retailers that fail to offer omnichannel options to reach customers (i.e., selling in-person and online, whether on a store website or on eBay, etsy, or other sites) may have greater difficulty in today's changing retail environment.
- Agriculture is an important contributor to the St. Lawrence County economy. With the right positioning and management, a store or restaurant featuring local (or regional) agricultural and food products would be a nice addition to downtown Canton. Cornell Cooperative Extension's Harvest Kitchen offers training and allows value-added processing and packaging of local agricultural products; it might be a good partner for such a venture.
- Although the retail market analysis did not identify any specific business types that are strong candidates for recruitment to the Canton BOA, potential opportunities include:
  - Additional specialty goods retailers;
  - Sit-down restaurants, especially those offering waterfront dining and/or music;
  - Businesses related to the arts, entertainment, and recreation, such as recreational facilities for children and teens and performance venues; and
  - Personal services, such as hair salons, barber shops, dry cleaners, and dog groomers.

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<sup>43</sup> According to the U.S. Census Bureau, e-commerce sales in the first quarter of 2020 accounted for 11.8% of total retail sales (see [https://www.census.gov/retail/mrts/www/data/pdf/ec\\_current.pdf](https://www.census.gov/retail/mrts/www/data/pdf/ec_current.pdf)). E-commerce shares are higher in certain segments of the retail market, however, including books, music, and video (54.9%), computers and consumer electronics (42.7%), and toys and hobby (36.8%); e-commerce accounts for 28.9% of total sales in apparel and accessories (<https://www.statista.com/statistics/203043/online-share-of-total-us-retail-revenue-projection/>).

- Opening a business is inherently risky. Alternative business models that allow people to try out a business idea should be considered to encourage entrepreneurial activity and create interesting places downtown. Examples include:
  - Pop-ups/temporary stores;
  - Shared spaces where people can rent a stall or a few hundred square feet to sell products;
  - Retail incubators;
  - Community-owned, college student-operated business ventures; and
  - Co-working space to support freelancers, people who work from home, and professionals not in need of a full-time office (proposed as part of the mixed-use project to replace Midtown Plaza).

One alternative that could be particularly well-suited to the Village of Canton is the “food hall” model in which commercial space is carved up and leased to multiple food vendors under one roof. Typically, the vendors have access to a commercial kitchen with walk-in coolers, and a communal seating area is provided for customers. Although the concept originated at the mall, where food courts allowed customers to grab a quick bite from an array of fast-food purveyors, it has since expanded. Instead of chain restaurants, food halls tend to have more exotic fare, such as international specialties and artisanal foods. Such an operation could provide Canton with a plethora of options that appeals to a diverse customer base.

Participants in many of these alternative business ventures are provided with an opportunity to learn what works without committing large sums of money. Some will be successful and launch full-scale businesses. The idea is to grow more local businesses rather than attracting them from somewhere else.

**Full Environmental Assessment Form**  
**Part 1 - Project and Setting**

**Instructions for Completing Part 1**

**Part 1 is to be completed by the applicant or project sponsor.** Responses become part of the application for approval or funding, are subject to public review, and may be subject to further verification.

Complete Part 1 based on information currently available. If additional research or investigation would be needed to fully respond to any item, please answer as thoroughly as possible based on current information; indicate whether missing information does not exist, or is not reasonably available to the sponsor; and, when possible, generally describe work or studies which would be necessary to update or fully develop that information.

Applicants/sponsors must complete all items in Sections A & B. In Sections C, D & E, most items contain an initial question that must be answered either “Yes” or “No”. If the answer to the initial question is “Yes”, complete the sub-questions that follow. If the answer to the initial question is “No”, proceed to the next question. Section F allows the project sponsor to identify and attach any additional information. Section G requires the name and signature of the applicant or project sponsor to verify that the information contained in Part 1 is accurate and complete.

**A. Project and Applicant/Sponsor Information.**

Name of Action or Project:		
Project Location (describe, and attach a general location map):		
Brief Description of Proposed Action (include purpose or need):		
Name of Applicant/Sponsor:		Telephone:
		E-Mail:
Address:		
City/PO:	State:	Zip Code:
Project Contact (if not same as sponsor; give name and title/role):		Telephone:
		E-Mail:
Address:		
City/PO:	State:	Zip Code:
Property Owner (if not same as sponsor):		Telephone:
		E-Mail:
Address:		
City/PO:	State:	Zip Code:

**B. Government Approvals**

**B. Government Approvals, Funding, or Sponsorship.** (“Funding” includes grants, loans, tax relief, and any other forms of financial assistance.)

Government Entity	If Yes: Identify Agency and Approval(s) Required	Application Date (Actual or projected)
a. City Counsel, Town Board, or Village Board of Trustees <input type="checkbox"/> Yes <input type="checkbox"/> No		
b. City, Town or Village Planning Board or Commission <input type="checkbox"/> Yes <input type="checkbox"/> No		
c. City, Town or Village Zoning Board of Appeals <input type="checkbox"/> Yes <input type="checkbox"/> No		
d. Other local agencies <input type="checkbox"/> Yes <input type="checkbox"/> No		
e. County agencies <input type="checkbox"/> Yes <input type="checkbox"/> No		
f. Regional agencies <input type="checkbox"/> Yes <input type="checkbox"/> No		
g. State agencies <input type="checkbox"/> Yes <input type="checkbox"/> No		
h. Federal agencies <input type="checkbox"/> Yes <input type="checkbox"/> No		
i. Coastal Resources. <ul style="list-style-type: none"> <li data-bbox="121 829 1485 861">i. Is the project site within a Coastal Area, or the waterfront area of a Designated Inland Waterway? <input type="checkbox"/> Yes <input type="checkbox"/> No</li> <li data-bbox="121 892 1485 924">ii. Is the project site located in a community with an approved Local Waterfront Revitalization Program? <input type="checkbox"/> Yes <input type="checkbox"/> No</li> <li data-bbox="121 924 1485 955">iii. Is the project site within a Coastal Erosion Hazard Area? <input type="checkbox"/> Yes <input type="checkbox"/> No</li> </ul>		

**C. Planning and Zoning**

**C.1. Planning and zoning actions.**

Will administrative or legislative adoption, or amendment of a plan, local law, ordinance, rule or regulation be the only approval(s) which must be granted to enable the proposed action to proceed?  Yes  No

- **If Yes**, complete sections C, F and G.
- **If No**, proceed to question C.2 and complete all remaining sections and questions in Part 1

**C.2. Adopted land use plans.**

a. Do any municipally- adopted (city, town, village or county) comprehensive land use plan(s) include the site where the proposed action would be located?  Yes  No

If Yes, does the comprehensive plan include specific recommendations for the site where the proposed action would be located?  Yes  No

b. Is the site of the proposed action within any local or regional special planning district (for example: Greenway; Brownfield Opportunity Area (BOA); designated State or Federal heritage area; watershed management plan; or other?)  Yes  No

If Yes, identify the plan(s):

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

c. Is the proposed action located wholly or partially within an area listed in an adopted municipal open space plan, or an adopted municipal farmland protection plan?  Yes  No

If Yes, identify the plan(s):

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**C.3. Zoning**

a. Is the site of the proposed action located in a municipality with an adopted zoning law or ordinance.  Yes  No  
If Yes, what is the zoning classification(s) including any applicable overlay district?

\_\_\_\_\_

\_\_\_\_\_

b. Is the use permitted or allowed by a special or conditional use permit?  Yes  No

c. Is a zoning change requested as part of the proposed action?  Yes  No

If Yes,

i. What is the proposed new zoning for the site? \_\_\_\_\_

**C.4. Existing community services.**

a. In what school district is the project site located? \_\_\_\_\_

b. What police or other public protection forces serve the project site?  
\_\_\_\_\_

c. Which fire protection and emergency medical services serve the project site?  
\_\_\_\_\_

d. What parks serve the project site?  
\_\_\_\_\_  
\_\_\_\_\_

**D. Project Details**

**D.1. Proposed and Potential Development**

a. What is the general nature of the proposed action (e.g., residential, industrial, commercial, recreational; if mixed, include all components)?  
\_\_\_\_\_

b. a. Total acreage of the site of the proposed action? \_\_\_\_\_ acres  
b. Total acreage to be physically disturbed? \_\_\_\_\_ acres  
c. Total acreage (project site and any contiguous properties) owned or controlled by the applicant or project sponsor? \_\_\_\_\_ acres

c. Is the proposed action an expansion of an existing project or use?  Yes  No  
i. If Yes, what is the approximate percentage of the proposed expansion and identify the units (e.g., acres, miles, housing units, square feet)? % \_\_\_\_\_ Units: \_\_\_\_\_

d. Is the proposed action a subdivision, or does it include a subdivision?  Yes  No  
If Yes,

i. Purpose or type of subdivision? (e.g., residential, industrial, commercial; if mixed, specify types)  
\_\_\_\_\_

ii. Is a cluster/conservation layout proposed?  Yes  No

iii. Number of lots proposed? \_\_\_\_\_

iv. Minimum and maximum proposed lot sizes? Minimum \_\_\_\_\_ Maximum \_\_\_\_\_

e. Will the proposed action be constructed in multiple phases?  Yes  No

i. If No, anticipated period of construction: \_\_\_\_\_ months

ii. If Yes:

- Total number of phases anticipated \_\_\_\_\_
- Anticipated commencement date of phase 1 (including demolition) \_\_\_\_\_ month \_\_\_\_\_ year
- Anticipated completion date of final phase \_\_\_\_\_ month \_\_\_\_\_ year

• Generally describe connections or relationships among phases, including any contingencies where progress of one phase may determine timing or duration of future phases: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

f. Does the project include new residential uses?  Yes  No  
 If Yes, show numbers of units proposed.

	<u>One Family</u>	<u>Two Family</u>	<u>Three Family</u>	<u>Multiple Family (four or more)</u>
Initial Phase	_____	_____	_____	_____
At completion	_____	_____	_____	_____
of all phases	_____	_____	_____	_____

g. Does the proposed action include new non-residential construction (including expansions)?  Yes  No  
 If Yes,

*i.* Total number of structures \_\_\_\_\_

*ii.* Dimensions (in feet) of largest proposed structure: \_\_\_\_\_ height; \_\_\_\_\_ width; and \_\_\_\_\_ length

*iii.* Approximate extent of building space to be heated or cooled: \_\_\_\_\_ square feet

h. Does the proposed action include construction or other activities that will result in the impoundment of any liquids, such as creation of a water supply, reservoir, pond, lake, waste lagoon or other storage?  Yes  No  
 If Yes,

*i.* Purpose of the impoundment: \_\_\_\_\_

*ii.* If a water impoundment, the principal source of the water:  Ground water  Surface water streams  Other specify: \_\_\_\_\_

*iii.* If other than water, identify the type of impounded/contained liquids and their source. \_\_\_\_\_

*iv.* Approximate size of the proposed impoundment. Volume: \_\_\_\_\_ million gallons; surface area: \_\_\_\_\_ acres

*v.* Dimensions of the proposed dam or impounding structure: \_\_\_\_\_ height; \_\_\_\_\_ length

*vi.* Construction method/materials for the proposed dam or impounding structure (e.g., earth fill, rock, wood, concrete): \_\_\_\_\_

**D.2. Project Operations**

a. Does the proposed action include any excavation, mining, or dredging, during construction, operations, or both?  Yes  No  
 (Not including general site preparation, grading or installation of utilities or foundations where all excavated materials will remain onsite)  
 If Yes:

*i.* What is the purpose of the excavation or dredging? \_\_\_\_\_

*ii.* How much material (including rock, earth, sediments, etc.) is proposed to be removed from the site?

- Volume (specify tons or cubic yards): \_\_\_\_\_
- Over what duration of time? \_\_\_\_\_

*iii.* Describe nature and characteristics of materials to be excavated or dredged, and plans to use, manage or dispose of them. \_\_\_\_\_

*iv.* Will there be onsite dewatering or processing of excavated materials?  Yes  No  
 If yes, describe. \_\_\_\_\_

*v.* What is the total area to be dredged or excavated? \_\_\_\_\_ acres

*vi.* What is the maximum area to be worked at any one time? \_\_\_\_\_ acres

*vii.* What would be the maximum depth of excavation or dredging? \_\_\_\_\_ feet

*viii.* Will the excavation require blasting?  Yes  No

*ix.* Summarize site reclamation goals and plan: \_\_\_\_\_

b. Would the proposed action cause or result in alteration of, increase or decrease in size of, or encroachment into any existing wetland, waterbody, shoreline, beach or adjacent area?  Yes  No  
 If Yes:

*i.* Identify the wetland or waterbody which would be affected (by name, water index number, wetland map number or geographic description): \_\_\_\_\_



ii. Describe how the proposed action would affect that waterbody or wetland, e.g. excavation, fill, placement of structures, or alteration of channels, banks and shorelines. Indicate extent of activities, alterations and additions in square feet or acres:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

iii. Will the proposed action cause or result in disturbance to bottom sediments? Yes  No

If Yes, describe: \_\_\_\_\_

iv. Will the proposed action cause or result in the destruction or removal of aquatic vegetation?  Yes  No

If Yes:

- acres of aquatic vegetation proposed to be removed: \_\_\_\_\_
- expected acreage of aquatic vegetation remaining after project completion: \_\_\_\_\_
- purpose of proposed removal (e.g. beach clearing, invasive species control, boat access): \_\_\_\_\_
- proposed method of plant removal: \_\_\_\_\_
- if chemical/herbicide treatment will be used, specify product(s): \_\_\_\_\_

v. Describe any proposed reclamation/mitigation following disturbance: \_\_\_\_\_

c. Will the proposed action use, or create a new demand for water?  Yes  No

If Yes:

i. Total anticipated water usage/demand per day: \_\_\_\_\_ gallons/day

ii. Will the proposed action obtain water from an existing public water supply?  Yes  No

If Yes:

- Name of district or service area: \_\_\_\_\_
- Does the existing public water supply have capacity to serve the proposal?  Yes  No
- Is the project site in the existing district?  Yes  No
- Is expansion of the district needed?  Yes  No
- Do existing lines serve the project site?  Yes  No

iii. Will line extension within an existing district be necessary to supply the project?  Yes  No

If Yes:

- Describe extensions or capacity expansions proposed to serve this project: \_\_\_\_\_
- Source(s) of supply for the district: \_\_\_\_\_

iv. Is a new water supply district or service area proposed to be formed to serve the project site?  Yes  No

If Yes:

- Applicant/sponsor for new district: \_\_\_\_\_
- Date application submitted or anticipated: \_\_\_\_\_
- Proposed source(s) of supply for new district: \_\_\_\_\_

v. If a public water supply will not be used, describe plans to provide water supply for the project: \_\_\_\_\_

vi. If water supply will be from wells (public or private), what is the maximum pumping capacity: \_\_\_\_\_ gallons/minute.

d. Will the proposed action generate liquid wastes?  Yes  No

If Yes:

i. Total anticipated liquid waste generation per day: \_\_\_\_\_ gallons/day

ii. Nature of liquid wastes to be generated (e.g., sanitary wastewater, industrial; if combination, describe all components and approximate volumes or proportions of each): \_\_\_\_\_

iii. Will the proposed action use any existing public wastewater treatment facilities?  Yes  No

If Yes:

- Name of wastewater treatment plant to be used: \_\_\_\_\_
- Name of district: \_\_\_\_\_
- Does the existing wastewater treatment plant have capacity to serve the project?  Yes  No
- Is the project site in the existing district?  Yes  No
- Is expansion of the district needed?  Yes  No

• Do existing sewer lines serve the project site?  Yes  No  
 • Will a line extension within an existing district be necessary to serve the project?  Yes  No  
 If Yes:  
 • Describe extensions or capacity expansions proposed to serve this project: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

iv. Will a new wastewater (sewage) treatment district be formed to serve the project site?  Yes  No  
 If Yes:  
 • Applicant/sponsor for new district: \_\_\_\_\_  
 • Date application submitted or anticipated: \_\_\_\_\_  
 • What is the receiving water for the wastewater discharge? \_\_\_\_\_

v. If public facilities will not be used, describe plans to provide wastewater treatment for the project, including specifying proposed receiving water (name and classification if surface discharge or describe subsurface disposal plans):  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

vi. Describe any plans or designs to capture, recycle or reuse liquid waste: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

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e. Will the proposed action disturb more than one acre and create stormwater runoff, either from new point sources (i.e. ditches, pipes, swales, curbs, gutters or other concentrated flows of stormwater) or non-point source (i.e. sheet flow) during construction or post construction?  Yes  No  
 If Yes:  
 i. How much impervious surface will the project create in relation to total size of project parcel?  
     \_\_\_\_\_ Square feet or \_\_\_\_\_ acres (impervious surface)  
     \_\_\_\_\_ Square feet or \_\_\_\_\_ acres (parcel size)  
 ii. Describe types of new point sources. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

iii. Where will the stormwater runoff be directed (i.e. on-site stormwater management facility/structures, adjacent properties, groundwater, on-site surface water or off-site surface waters)?  
 \_\_\_\_\_  
 \_\_\_\_\_  
 • If to surface waters, identify receiving water bodies or wetlands: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

• Will stormwater runoff flow to adjacent properties?  Yes  No

iv. Does the proposed plan minimize impervious surfaces, use pervious materials or collect and re-use stormwater?  Yes  No

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f. Does the proposed action include, or will it use on-site, one or more sources of air emissions, including fuel combustion, waste incineration, or other processes or operations?  Yes  No  
 If Yes, identify:  
 i. Mobile sources during project operations (e.g., heavy equipment, fleet or delivery vehicles)  
 \_\_\_\_\_  
 ii. Stationary sources during construction (e.g., power generation, structural heating, batch plant, crushers)  
 \_\_\_\_\_  
 iii. Stationary sources during operations (e.g., process emissions, large boilers, electric generation)  
 \_\_\_\_\_  
 \_\_\_\_\_

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g. Will any air emission sources named in D.2.f (above), require a NY State Air Registration, Air Facility Permit, or Federal Clean Air Act Title IV or Title V Permit?  Yes  No  
 If Yes:  
 i. Is the project site located in an Air quality non-attainment area? (Area routinely or periodically fails to meet ambient air quality standards for all or some parts of the year)  Yes  No  
 ii. In addition to emissions as calculated in the application, the project will generate:  
 • \_\_\_\_\_ Tons/year (short tons) of Carbon Dioxide (CO<sub>2</sub>)  
 • \_\_\_\_\_ Tons/year (short tons) of Nitrous Oxide (N<sub>2</sub>O)  
 • \_\_\_\_\_ Tons/year (short tons) of Perfluorocarbons (PFCs)  
 • \_\_\_\_\_ Tons/year (short tons) of Sulfur Hexafluoride (SF<sub>6</sub>)  
 • \_\_\_\_\_ Tons/year (short tons) of Carbon Dioxide equivalent of Hydroflouorocarbons (HFCs)  
 • \_\_\_\_\_ Tons/year (short tons) of Hazardous Air Pollutants (HAPs)

h. Will the proposed action generate or emit methane (including, but not limited to, sewage treatment plants, landfills, composting facilities)?  Yes  No

If Yes:

*i.* Estimate methane generation in tons/year (metric): \_\_\_\_\_

*ii.* Describe any methane capture, control or elimination measures included in project design (e.g., combustion to generate heat or electricity, flaring): \_\_\_\_\_

---

i. Will the proposed action result in the release of air pollutants from open-air operations or processes, such as quarry or landfill operations?  Yes  No

If Yes: Describe operations and nature of emissions (e.g., diesel exhaust, rock particulates/dust): \_\_\_\_\_

---

j. Will the proposed action result in a substantial increase in traffic above present levels or generate substantial new demand for transportation facilities or services?  Yes  No

If Yes:

*i.* When is the peak traffic expected (Check all that apply):  Morning  Evening  Weekend  
 Randomly between hours of \_\_\_\_\_ to \_\_\_\_\_.

*ii.* For commercial activities only, projected number of truck trips/day and type (e.g., semi trailers and dump trucks): \_\_\_\_\_

*iii.* Parking spaces: Existing \_\_\_\_\_ Proposed \_\_\_\_\_ Net increase/decrease \_\_\_\_\_

*iv.* Does the proposed action include any shared use parking? Yes No

*v.* If the proposed action includes any modification of existing roads, creation of new roads or change in existing access, describe: \_\_\_\_\_

*vi.* Are public/private transportation service(s) or facilities available within 1/2 mile of the proposed site?  Yes  No

*vii.* Will the proposed action include access to public transportation or accommodations for use of hybrid, electric or other alternative fueled vehicles?  Yes  No

*viii.* Will the proposed action include plans for pedestrian or bicycle accommodations for connections to existing pedestrian or bicycle routes?  Yes  No

---

k. Will the proposed action (for commercial or industrial projects only) generate new or additional demand for energy?  Yes  No

If Yes:

*i.* Estimate annual electricity demand during operation of the proposed action: \_\_\_\_\_

*ii.* Anticipated sources/suppliers of electricity for the project (e.g., on-site combustion, on-site renewable, via grid/local utility, or other): \_\_\_\_\_

*iii.* Will the proposed action require a new, or an upgrade, to an existing substation?  Yes  No

---

l. Hours of operation. Answer all items which apply.

<p><i>i.</i> During Construction:</p> <ul style="list-style-type: none"> <li>• Monday - Friday: _____</li> <li>• Saturday: _____</li> <li>• Sunday: _____</li> <li>• Holidays: _____</li> </ul>	<p><i>ii.</i> During Operations:</p> <ul style="list-style-type: none"> <li>• Monday - Friday: _____</li> <li>• Saturday: _____</li> <li>• Sunday: _____</li> <li>• Holidays: _____</li> </ul>
---	--

m. Will the proposed action produce noise that will exceed existing ambient noise levels during construction, operation, or both?  Yes  No  
 If yes:  
 i. Provide details including sources, time of day and duration:  
 \_\_\_\_\_  
 \_\_\_\_\_

ii. Will the proposed action remove existing natural barriers that could act as a noise barrier or screen?  Yes  No  
 Describe: \_\_\_\_\_  
 \_\_\_\_\_

---

n. Will the proposed action have outdoor lighting?  Yes  No  
 If yes:  
 i. Describe source(s), location(s), height of fixture(s), direction/aim, and proximity to nearest occupied structures:  
 \_\_\_\_\_  
 \_\_\_\_\_

ii. Will proposed action remove existing natural barriers that could act as a light barrier or screen?  Yes  No  
 Describe: \_\_\_\_\_  
 \_\_\_\_\_

---

o. Does the proposed action have the potential to produce odors for more than one hour per day?  Yes  No  
 If Yes, describe possible sources, potential frequency and duration of odor emissions, and proximity to nearest occupied structures: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

---

p. Will the proposed action include any bulk storage of petroleum (combined capacity of over 1,100 gallons) or chemical products 185 gallons in above ground storage or any amount in underground storage?  Yes  No  
 If Yes:  
 i. Product(s) to be stored \_\_\_\_\_  
 ii. Volume(s) \_\_\_\_\_ per unit time \_\_\_\_\_ (e.g., month, year)  
 iii. Generally, describe the proposed storage facilities: \_\_\_\_\_  
 \_\_\_\_\_

---

q. Will the proposed action (commercial, industrial and recreational projects only) use pesticides (i.e., herbicides, insecticides) during construction or operation?  Yes  No  
 If Yes:  
 i. Describe proposed treatment(s):  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

ii. Will the proposed action use Integrated Pest Management Practices?  Yes  No

---

r. Will the proposed action (commercial or industrial projects only) involve or require the management or disposal of solid waste (excluding hazardous materials)?  Yes  No  
 If Yes:  
 i. Describe any solid waste(s) to be generated during construction or operation of the facility:  
 • Construction: \_\_\_\_\_ tons per \_\_\_\_\_ (unit of time)  
 • Operation : \_\_\_\_\_ tons per \_\_\_\_\_ (unit of time)  
 ii. Describe any proposals for on-site minimization, recycling or reuse of materials to avoid disposal as solid waste:  
 • Construction: \_\_\_\_\_  
 \_\_\_\_\_  
 • Operation: \_\_\_\_\_  
 \_\_\_\_\_  
 iii. Proposed disposal methods/facilities for solid waste generated on-site:  
 • Construction: \_\_\_\_\_  
 \_\_\_\_\_  
 • Operation: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

s. Does the proposed action include construction or modification of a solid waste management facility?  Yes  No  
 If Yes:  
 i. Type of management or handling of waste proposed for the site (e.g., recycling or transfer station, composting, landfill, or other disposal activities): \_\_\_\_\_  
 ii. Anticipated rate of disposal/processing:  
 • \_\_\_\_\_ Tons/month, if transfer or other non-combustion/thermal treatment, or  
 • \_\_\_\_\_ Tons/hour, if combustion or thermal treatment  
 iii. If landfill, anticipated site life: \_\_\_\_\_ years

t. Will the proposed action at the site involve the commercial generation, treatment, storage, or disposal of hazardous waste?  Yes  No  
 If Yes:  
 i. Name(s) of all hazardous wastes or constituents to be generated, handled or managed at facility: \_\_\_\_\_  
 \_\_\_\_\_  
 ii. Generally describe processes or activities involving hazardous wastes or constituents: \_\_\_\_\_  
 \_\_\_\_\_  
 iii. Specify amount to be handled or generated \_\_\_\_\_ tons/month  
 iv. Describe any proposals for on-site minimization, recycling or reuse of hazardous constituents: \_\_\_\_\_  
 \_\_\_\_\_  
 v. Will any hazardous wastes be disposed at an existing offsite hazardous waste facility?  Yes  No  
 If Yes: provide name and location of facility: \_\_\_\_\_  
 \_\_\_\_\_  
 If No: describe proposed management of any hazardous wastes which will not be sent to a hazardous waste facility:  
 \_\_\_\_\_  
 \_\_\_\_\_

**E. Site and Setting of Proposed Action**

**E.1. Land uses on and surrounding the project site**

a. Existing land uses.  
 i. Check all uses that occur on, adjoining and near the project site.  
 Urban  Industrial  Commercial  Residential (suburban)  Rural (non-farm)  
 Forest  Agriculture  Aquatic  Other (specify): \_\_\_\_\_  
 ii. If mix of uses, generally describe:  
 \_\_\_\_\_  
 \_\_\_\_\_

b. Land uses and covertypes on the project site.

Land use or Covertypes	Current Acreage	Acreage After Project Completion	Change (Acres +/-)
• Roads, buildings, and other paved or impervious surfaces			
• Forested			
• Meadows, grasslands or brushlands (non-agricultural, including abandoned agricultural)			
• Agricultural (includes active orchards, field, greenhouse etc.)			
• Surface water features (lakes, ponds, streams, rivers, etc.)			
• Wetlands (freshwater or tidal)			
• Non-vegetated (bare rock, earth or fill)			
• Other Describe: _____ _____			

c. Is the project site presently used by members of the community for public recreation?  Yes  No  
i. If Yes: explain: \_\_\_\_\_

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d. Are there any facilities serving children, the elderly, people with disabilities (e.g., schools, hospitals, licensed day care centers, or group homes) within 1500 feet of the project site?  Yes  No  
If Yes,  
i. Identify Facilities:  
\_\_\_\_\_

---

e. Does the project site contain an existing dam?  Yes  No  
If Yes:  
i. Dimensions of the dam and impoundment:  

- Dam height: \_\_\_\_\_ feet
- Dam length: \_\_\_\_\_ feet
- Surface area: \_\_\_\_\_ acres
- Volume impounded: \_\_\_\_\_ gallons OR acre-feet

ii. Dam's existing hazard classification: \_\_\_\_\_  
iii. Provide date and summarize results of last inspection:  
\_\_\_\_\_

---

f. Has the project site ever been used as a municipal, commercial or industrial solid waste management facility, or does the project site adjoin property which is now, or was at one time, used as a solid waste management facility?  Yes  No  
If Yes:  
i. Has the facility been formally closed?  Yes  No  

- If yes, cite sources/documentation: \_\_\_\_\_

ii. Describe the location of the project site relative to the boundaries of the solid waste management facility:  
\_\_\_\_\_

---

g. Have hazardous wastes been generated, treated and/or disposed of at the site, or does the project site adjoin property which is now or was at one time used to commercially treat, store and/or dispose of hazardous waste?  Yes  No  
If Yes:  
i. Describe waste(s) handled and waste management activities, including approximate time when activities occurred:  
\_\_\_\_\_

---

h. Potential contamination history. Has there been a reported spill at the proposed project site, or have any remedial actions been conducted at or adjacent to the proposed site?  Yes  No  
If Yes:  
i. Is any portion of the site listed on the NYSDEC Spills Incidents database or Environmental Site Remediation database? Check all that apply:  Yes  No  
 Yes – Spills Incidents database      Provide DEC ID number(s): \_\_\_\_\_  
 Yes – Environmental Site Remediation database      Provide DEC ID number(s): \_\_\_\_\_  
 Neither database  
ii. If site has been subject of RCRA corrective activities, describe control measures: \_\_\_\_\_  
\_\_\_\_\_

---

iii. Is the project within 2000 feet of any site in the NYSDEC Environmental Site Remediation database?  Yes  No  
If yes, provide DEC ID number(s): \_\_\_\_\_  
iv. If yes to (i), (ii) or (iii) above, describe current status of site(s):  
\_\_\_\_\_

v. Is the project site subject to an institutional control limiting property uses?  Yes  No

- If yes, DEC site ID number: \_\_\_\_\_
- Describe the type of institutional control (e.g., deed restriction or easement): \_\_\_\_\_
- Describe any use limitations: \_\_\_\_\_
- Describe any engineering controls: \_\_\_\_\_
- Will the project affect the institutional or engineering controls in place?  Yes  No
- Explain: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

**E.2. Natural Resources On or Near Project Site**

a. What is the average depth to bedrock on the project site? \_\_\_\_\_ feet

b. Are there bedrock outcroppings on the project site?  Yes  No  
 If Yes, what proportion of the site is comprised of bedrock outcroppings? \_\_\_\_\_%

c. Predominant soil type(s) present on project site: \_\_\_\_\_ %  
 \_\_\_\_\_ %  
 \_\_\_\_\_ %

d. What is the average depth to the water table on the project site? Average: \_\_\_\_\_ feet

e. Drainage status of project site soils:  Well Drained: \_\_\_\_\_ % of site  
 Moderately Well Drained: \_\_\_\_\_ % of site  
 Poorly Drained \_\_\_\_\_ % of site

f. Approximate proportion of proposed action site with slopes:  0-10%: \_\_\_\_\_ % of site  
 10-15%: \_\_\_\_\_ % of site  
 15% or greater: \_\_\_\_\_ % of site

g. Are there any unique geologic features on the project site?  Yes  No  
 If Yes, describe: \_\_\_\_\_  
 \_\_\_\_\_

h. Surface water features.

i. Does any portion of the project site contain wetlands or other waterbodies (including streams, rivers, ponds or lakes)?  Yes  No

ii. Do any wetlands or other waterbodies adjoin the project site?  Yes  No

If Yes to either *i* or *ii*, continue. If No, skip to E.2.i.

iii. Are any of the wetlands or waterbodies within or adjoining the project site regulated by any federal, state or local agency?  Yes  No

iv. For each identified regulated wetland and waterbody on the project site, provide the following information:

- Streams: Name \_\_\_\_\_ Classification \_\_\_\_\_
- Lakes or Ponds: Name \_\_\_\_\_ Classification \_\_\_\_\_
- Wetlands: Name \_\_\_\_\_ Approximate Size \_\_\_\_\_
- Wetland No. (if regulated by DEC) \_\_\_\_\_

v. Are any of the above water bodies listed in the most recent compilation of NYS water quality-impaired waterbodies?  Yes  No  
 If yes, name of impaired water body/bodies and basis for listing as impaired: \_\_\_\_\_  
 \_\_\_\_\_

i. Is the project site in a designated Floodway?  Yes  No

j. Is the project site in the 100-year Floodplain?  Yes  No

k. Is the project site in the 500-year Floodplain?  Yes  No

l. Is the project site located over, or immediately adjoining, a primary, principal or sole source aquifer?  Yes  No  
 If Yes:  
 i. Name of aquifer: \_\_\_\_\_

m. Identify the predominant wildlife species that occupy or use the project site: _____ _____ _____	
n. Does the project site contain a designated significant natural community? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span> If Yes: <i>i.</i> Describe the habitat/community (composition, function, and basis for designation): _____ _____ <i>ii.</i> Source(s) of description or evaluation: _____ <i>iii.</i> Extent of community/habitat: <ul style="list-style-type: none"> <li>• Currently: _____ acres</li> <li>• Following completion of project as proposed: _____ acres</li> <li>• Gain or loss (indicate + or -): _____ acres</li> </ul>	
o. Does project site contain any species of plant or animal that is listed by the federal government or NYS as endangered or threatened, or does it contain any areas identified as habitat for an endangered or threatened species? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span> If Yes: <i>i.</i> Species and listing (endangered or threatened): _____ _____ _____	
p. Does the project site contain any species of plant or animal that is listed by NYS as rare, or as a species of special concern? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span> If Yes: <i>i.</i> Species and listing: _____ _____	
q. Is the project site or adjoining area currently used for hunting, trapping, fishing or shell fishing? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span> If yes, give a brief description of how the proposed action may affect that use: _____ _____	
<b>E.3. Designated Public Resources On or Near Project Site</b>	
a. Is the project site, or any portion of it, located in a designated agricultural district certified pursuant to Agriculture and Markets Law, Article 25-AA, Section 303 and 304? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span> If Yes, provide county plus district name/number: _____	
b. Are agricultural lands consisting of highly productive soils present? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span> <i>i.</i> If Yes: acreage(s) on project site? _____ <i>ii.</i> Source(s) of soil rating(s): _____	
c. Does the project site contain all or part of, or is it substantially contiguous to, a registered National Natural Landmark? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span> If Yes: <i>i.</i> Nature of the natural landmark: <input type="checkbox"/> Biological Community <input type="checkbox"/> Geological Feature <i>ii.</i> Provide brief description of landmark, including values behind designation and approximate size/extent: _____ _____ _____	
d. Is the project site located in or does it adjoin a state listed Critical Environmental Area? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span> If Yes: <i>i.</i> CEA name: _____ <i>ii.</i> Basis for designation: _____ <i>iii.</i> Designating agency and date: _____	



<p>e. Does the project site contain, or is it substantially contiguous to, a building, archaeological site, or district which is listed on the National or State Register of Historic Places, or that has been determined by the Commissioner of the NYS Office of Parks, Recreation and Historic Preservation to be eligible for listing on the State Register of Historic Places? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span></p> <p>If Yes:</p> <p style="margin-left: 20px;">i. Nature of historic/archaeological resource: <input type="checkbox"/> Archaeological Site      <input type="checkbox"/> Historic Building or District</p> <p style="margin-left: 20px;">ii. Name: _____</p> <p style="margin-left: 20px;">iii. Brief description of attributes on which listing is based: _____</p>
<p>f. Is the project site, or any portion of it, located in or adjacent to an area designated as sensitive for archaeological sites on the NY State Historic Preservation Office (SHPO) archaeological site inventory? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span></p>
<p>g. Have additional archaeological or historic site(s) or resources been identified on the project site? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span></p> <p>If Yes:</p> <p style="margin-left: 20px;">i. Describe possible resource(s): _____</p> <p style="margin-left: 20px;">ii. Basis for identification: _____</p>
<p>h. Is the project site within five miles of any officially designated and publicly accessible federal, state, or local scenic or aesthetic resource? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span></p> <p>If Yes:</p> <p style="margin-left: 20px;">i. Identify resource: _____</p> <p style="margin-left: 20px;">ii. Nature of, or basis for, designation (e.g., established highway overlook, state or local park, state historic trail or scenic byway, etc.): _____</p> <p style="margin-left: 20px;">iii. Distance between project and resource: _____ miles.</p>
<p>i. Is the project site located within a designated river corridor under the Wild, Scenic and Recreational Rivers Program 6 NYCRR 666? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span></p> <p>If Yes:</p> <p style="margin-left: 20px;">i. Identify the name of the river and its designation: _____</p> <p style="margin-left: 20px;">ii. Is the activity consistent with development restrictions contained in 6NYCRR Part 666? <span style="float: right;"><input type="checkbox"/> Yes <input type="checkbox"/> No</span></p>

**F. Additional Information**

Attach any additional information which may be needed to clarify your project.

If you have identified any adverse impacts which could be associated with your proposal, please describe those impacts plus any measures which you propose to avoid or minimize them.

**G. Verification**

I certify that the information provided is true to the best of my knowledge.

Applicant/Sponsor Name \_\_\_\_\_ Date \_\_\_\_\_

Signature \_\_\_\_\_ Title \_\_\_\_\_



**Disclaimer:** The EAF Mapper is a screening tool intended to assist project sponsors and reviewing agencies in preparing an environmental assessment form (EAF). Not all questions asked in the EAF are answered by the EAF Mapper. Additional information on any EAF question can be obtained by consulting the EAF Workbooks. Although the EAF Mapper provides the most up-to-date digital data available to DEC, you may also need to contact local or other data sources in order to obtain data not provided by the Mapper. Digital data is not a substitute for agency determinations.



B.i.i [Coastal or Waterfront Area]	No
B.i.ii [Local Waterfront Revitalization Area]	No
C.2.b. [Special Planning District]	Yes - Digital mapping data are not available for all Special Planning Districts. Refer to EAF Workbook.
C.2.b. [Special Planning District - Name]	Remediation Sites:V00584, Remediation Sites:E645047, Remediation Sites:E645044
E.1.h [DEC Spills or Remediation Site - Potential Contamination History]	Yes - Digital mapping data for Spills Incidents are not available for this location. Refer to EAF Workbook.
E.1.h.i [DEC Spills or Remediation Site - Listed]	Yes
E.1.h.i [DEC Spills or Remediation Site - Environmental Site Remediation Database]	Yes
E.1.h.i [DEC Spills or Remediation Site - DEC ID Number]	V00584, E645047, E645044
E.1.h.iii [Within 2,000' of DEC Remediation Site]	Yes
E.1.h.iii [Within 2,000' of DEC Remediation Site - DEC ID]	V00584, E645047, E645044
E.2.g [Unique Geologic Features]	No
E.2.h.i [Surface Water Features]	Yes
E.2.h.ii [Surface Water Features]	Yes
E.2.h.iii [Surface Water Features]	Yes - Digital mapping information on local and federal wetlands and waterbodies is known to be incomplete. Refer to EAF Workbook.
E.2.h.iv [Surface Water Features - Stream Name]	910-946, 910-945
E.2.h.iv [Surface Water Features - Stream Classification]	A, B

E.2.h.iv [Surface Water Features - Wetlands Name]	Federal Waters
E.2.h.v [Impaired Water Bodies]	No
E.2.i. [Floodway]	Digital mapping data are not available or are incomplete. Refer to EAF Workbook.
E.2.j. [100 Year Floodplain]	Digital mapping data are not available or are incomplete. Refer to EAF Workbook.
E.2.k. [500 Year Floodplain]	Digital mapping data are not available or are incomplete. Refer to EAF Workbook.
E.2.l. [Aquifers]	No
E.2.n. [Natural Communities]	No
E.2.o. [Endangered or Threatened Species]	Yes
E.2.o. [Endangered or Threatened Species - Name]	Blanding's Turtle
E.2.p. [Rare Plants or Animals]	No
E.3.a. [Agricultural District]	No
E.3.c. [National Natural Landmark]	No
E.3.d [Critical Environmental Area]	No
E.3.e. [National or State Register of Historic Places or State Eligible Sites]	Yes - Digital mapping data for archaeological site boundaries are not available. Refer to EAF Workbook.
E.3.e.ii [National or State Register of Historic Places or State Eligible Sites - Name]	St. Lawrence University-Old Campus Historic District, Village Park Historic District, US Post Office--Canton, Village Park Historic District (Boundary Increase I)
E.3.f. [Archeological Sites]	Yes
E.3.i. [Designated River Corridor]	No

**Full Environmental Assessment Form**  
**Part 2 - Identification of Potential Project Impacts**

Project :

Date :

**Part 2 is to be completed by the lead agency.** Part 2 is designed to help the lead agency inventory all potential resources that could be affected by a proposed project or action. We recognize that the lead agency’s reviewer(s) will not necessarily be environmental professionals. So, the questions are designed to walk a reviewer through the assessment process by providing a series of questions that can be answered using the information found in Part 1. To further assist the lead agency in completing Part 2, the form identifies the most relevant questions in Part 1 that will provide the information needed to answer the Part 2 question. When Part 2 is completed, the lead agency will have identified the relevant environmental areas that may be impacted by the proposed activity.

If the lead agency is a state agency **and** the action is in any Coastal Area, complete the Coastal Assessment Form before proceeding with this assessment.

**Tips for completing Part 2:**

- Review all of the information provided in Part 1.
- Review any application, maps, supporting materials and the Full EAF Workbook.
- Answer each of the 18 questions in Part 2.
- If you answer “**Yes**” to a numbered question, please complete all the questions that follow in that section.
- If you answer “**No**” to a numbered question, move on to the next numbered question.
- Check appropriate column to indicate the anticipated size of the impact.
- Proposed projects that would exceed a numeric threshold contained in a question should result in the reviewing agency checking the box “Moderate to large impact may occur.”
- The reviewer is not expected to be an expert in environmental analysis.
- If you are not sure or undecided about the size of an impact, it may help to review the sub-questions for the general question and consult the workbook.
- When answering a question consider all components of the proposed activity, that is, the “whole action”.
- Consider the possibility for long-term and cumulative impacts as well as direct impacts.
- Answer the question in a reasonable manner considering the scale and context of the project.

<b>1. Impact on Land</b>			
Proposed action may involve construction on, or physical alteration of, the land surface of the proposed site. (See Part 1. D.1)		<input type="checkbox"/> NO	<input type="checkbox"/> YES
<i>If “Yes”, answer questions a - j. If “No”, move on to Section 2.</i>			
	Relevant Part I Question(s)	No, or small impact may occur	Moderate to large impact may occur
a. The proposed action may involve construction on land where depth to water table is less than 3 feet.	E2d	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action may involve construction on slopes of 15% or greater.	E2f	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action may involve construction on land where bedrock is exposed, or generally within 5 feet of existing ground surface.	E2a	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action may involve the excavation and removal of more than 1,000 tons of natural material.	D2a	<input type="checkbox"/>	<input type="checkbox"/>
e. The proposed action may involve construction that continues for more than one year or in multiple phases.	D1e	<input type="checkbox"/>	<input type="checkbox"/>
f. The proposed action may result in increased erosion, whether from physical disturbance or vegetation removal (including from treatment by herbicides).	D2e, D2q	<input type="checkbox"/>	<input type="checkbox"/>
g. The proposed action is, or may be, located within a Coastal Erosion hazard area.	B1i	<input type="checkbox"/>	<input type="checkbox"/>
h. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>

<b>2. Impact on Geological Features</b> The proposed action may result in the modification or destruction of, or inhibit access to, any unique or unusual land forms on the site (e.g., cliffs, dunes, minerals, fossils, caves). (See Part 1. E.2.g) <span style="float: right;"><input type="checkbox"/> NO <input type="checkbox"/> YES</span> <i>If "Yes", answer questions a - c. If "No", move on to Section 3.</i>			
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>
a. Identify the specific land form(s) attached: _____ _____	E2g	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action may affect or is adjacent to a geological feature listed as a registered National Natural Landmark. Specific feature: _____	E3c	<input type="checkbox"/>	<input type="checkbox"/>
c. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>

<b>3. Impacts on Surface Water</b> The proposed action may affect one or more wetlands or other surface water bodies (e.g., streams, rivers, ponds or lakes). (See Part 1. D.2, E.2.h) <span style="float: right;"><input type="checkbox"/> NO <input type="checkbox"/> YES</span> <i>If "Yes", answer questions a - l. If "No", move on to Section 4.</i>			
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>
a. The proposed action may create a new water body.	D2b, D1h	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action may result in an increase or decrease of over 10% or more than a 10 acre increase or decrease in the surface area of any body of water.	D2b	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action may involve dredging more than 100 cubic yards of material from a wetland or water body.	D2a	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action may involve construction within or adjoining a freshwater or tidal wetland, or in the bed or banks of any other water body.	E2h	<input type="checkbox"/>	<input type="checkbox"/>
e. The proposed action may create turbidity in a waterbody, either from upland erosion, runoff or by disturbing bottom sediments.	D2a, D2h	<input type="checkbox"/>	<input type="checkbox"/>
f. The proposed action may include construction of one or more intake(s) for withdrawal of water from surface water.	D2c	<input type="checkbox"/>	<input type="checkbox"/>
g. The proposed action may include construction of one or more outfall(s) for discharge of wastewater to surface water(s).	D2d	<input type="checkbox"/>	<input type="checkbox"/>
h. The proposed action may cause soil erosion, or otherwise create a source of stormwater discharge that may lead to siltation or other degradation of receiving water bodies.	D2e	<input type="checkbox"/>	<input type="checkbox"/>
i. The proposed action may affect the water quality of any water bodies within or downstream of the site of the proposed action.	E2h	<input type="checkbox"/>	<input type="checkbox"/>
j. The proposed action may involve the application of pesticides or herbicides in or around any water body.	D2q, E2h	<input type="checkbox"/>	<input type="checkbox"/>
k. The proposed action may require the construction of new, or expansion of existing, wastewater treatment facilities.	D1a, D2d	<input type="checkbox"/>	<input type="checkbox"/>

I. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>
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<b>4. Impact on groundwater</b> The proposed action may result in new or additional use of ground water, or may have the potential to introduce contaminants to ground water or an aquifer. <span style="float: right;"><input type="checkbox"/> NO <input type="checkbox"/> YES</span> (See Part 1. D.2.a, D.2.c, D.2.d, D.2.p, D.2.q, D.2.t) <i>If “Yes”, answer questions a - h. If “No”, move on to Section 5.</i>			
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>
a. The proposed action may require new water supply wells, or create additional demand on supplies from existing water supply wells.	D2c	<input type="checkbox"/>	<input type="checkbox"/>
b. Water supply demand from the proposed action may exceed safe and sustainable withdrawal capacity rate of the local supply or aquifer. Cite Source: _____	D2c	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action may allow or result in residential uses in areas without water and sewer services.	D1a, D2c	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action may include or require wastewater discharged to groundwater.	D2d, E2l	<input type="checkbox"/>	<input type="checkbox"/>
e. The proposed action may result in the construction of water supply wells in locations where groundwater is, or is suspected to be, contaminated.	D2c, E1f, E1g, E1h	<input type="checkbox"/>	<input type="checkbox"/>
f. The proposed action may require the bulk storage of petroleum or chemical products over ground water or an aquifer.	D2p, E2l	<input type="checkbox"/>	<input type="checkbox"/>
g. The proposed action may involve the commercial application of pesticides within 100 feet of potable drinking water or irrigation sources.	E2h, D2q, E2l, D2c	<input type="checkbox"/>	<input type="checkbox"/>
h. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>

<b>5. Impact on Flooding</b> The proposed action may result in development on lands subject to flooding. <span style="float: right;"><input type="checkbox"/> NO <input type="checkbox"/> YES</span> (See Part 1. E.2) <i>If “Yes”, answer questions a - g. If “No”, move on to Section 6.</i>			
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>
a. The proposed action may result in development in a designated floodway.	E2i	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action may result in development within a 100 year floodplain.	E2j	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action may result in development within a 500 year floodplain.	E2k	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action may result in, or require, modification of existing drainage patterns.	D2b, D2e	<input type="checkbox"/>	<input type="checkbox"/>
e. The proposed action may change flood water flows that contribute to flooding.	D2b, E2i, E2j, E2k	<input type="checkbox"/>	<input type="checkbox"/>
f. If there is a dam located on the site of the proposed action, is the dam in need of repair, or upgrade?	E1e	<input type="checkbox"/>	<input type="checkbox"/>

g. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>
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<b>6. Impacts on Air</b>			
The proposed action may include a state regulated air emission source. (See Part 1. D.2.f., D.2.h, D.2.g) <i>If "Yes", answer questions a - f. If "No", move on to Section 7.</i>		<input type="checkbox"/> NO	<input type="checkbox"/> YES
	Relevant Part I Question(s)	No, or small impact may occur	Moderate to large impact may occur
a. If the proposed action requires federal or state air emission permits, the action may also emit one or more greenhouse gases at or above the following levels: i. More than 1000 tons/year of carbon dioxide (CO <sub>2</sub> ) ii. More than 3.5 tons/year of nitrous oxide (N <sub>2</sub> O) iii. More than 1000 tons/year of carbon equivalent of perfluorocarbons (PFCs) iv. More than .045 tons/year of sulfur hexafluoride (SF <sub>6</sub> ) v. More than 1000 tons/year of carbon dioxide equivalent of hydrochloroflourocarbons (HFCs) emissions vi. 43 tons/year or more of methane	D2g D2g D2g D2g D2g D2h	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
b. The proposed action may generate 10 tons/year or more of any one designated hazardous air pollutant, or 25 tons/year or more of any combination of such hazardous air pollutants.	D2g	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action may require a state air registration, or may produce an emissions rate of total contaminants that may exceed 5 lbs. per hour, or may include a heat source capable of producing more than 10 million BTU's per hour.	D2f, D2g	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action may reach 50% of any of the thresholds in "a" through "c", above.	D2g	<input type="checkbox"/>	<input type="checkbox"/>
e. The proposed action may result in the combustion or thermal treatment of more than 1 ton of refuse per hour.	D2s	<input type="checkbox"/>	<input type="checkbox"/>
f. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>

<b>7. Impact on Plants and Animals</b>			
The proposed action may result in a loss of flora or fauna. (See Part 1. E.2. m.-q.) <i>If "Yes", answer questions a - j. If "No", move on to Section 8.</i>		<input type="checkbox"/> NO	<input type="checkbox"/> YES
	Relevant Part I Question(s)	No, or small impact may occur	Moderate to large impact may occur
a. The proposed action may cause reduction in population or loss of individuals of any threatened or endangered species, as listed by New York State or the Federal government, that use the site, or are found on, over, or near the site.	E2o	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action may result in a reduction or degradation of any habitat used by any rare, threatened or endangered species, as listed by New York State or the federal government.	E2o	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action may cause reduction in population, or loss of individuals, of any species of special concern or conservation need, as listed by New York State or the Federal government, that use the site, or are found on, over, or near the site.	E2p	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action may result in a reduction or degradation of any habitat used by any species of special concern and conservation need, as listed by New York State or the Federal government.	E2p	<input type="checkbox"/>	<input type="checkbox"/>

e. The proposed action may diminish the capacity of a registered National Natural Landmark to support the biological community it was established to protect.	E3c	<input type="checkbox"/>	<input type="checkbox"/>
f. The proposed action may result in the removal of, or ground disturbance in, any portion of a designated significant natural community. Source: _____	E2n	<input type="checkbox"/>	<input type="checkbox"/>
g. The proposed action may substantially interfere with nesting/breeding, foraging, or over-wintering habitat for the predominant species that occupy or use the project site.	E2m	<input type="checkbox"/>	<input type="checkbox"/>
h. The proposed action requires the conversion of more than 10 acres of forest, grassland or any other regionally or locally important habitat. Habitat type & information source: _____	E1b	<input type="checkbox"/>	<input type="checkbox"/>
i. Proposed action (commercial, industrial or recreational projects, only) involves use of herbicides or pesticides.	D2q	<input type="checkbox"/>	<input type="checkbox"/>
j. Other impacts: _____		<input type="checkbox"/>	<input type="checkbox"/>

<b>8. Impact on Agricultural Resources</b>			
The proposed action may impact agricultural resources. (See Part 1. E.3.a. and b.)		<input type="checkbox"/> NO	<input type="checkbox"/> YES
<i>If "Yes", answer questions a - h. If "No", move on to Section 9.</i>			
	Relevant Part I Question(s)	No, or small impact may occur	Moderate to large impact may occur
a. The proposed action may impact soil classified within soil group 1 through 4 of the NYS Land Classification System.	E2c, E3b	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action may sever, cross or otherwise limit access to agricultural land (includes cropland, hayfields, pasture, vineyard, orchard, etc).	E1a, E1b	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action may result in the excavation or compaction of the soil profile of active agricultural land.	E3b	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action may irreversibly convert agricultural land to non-agricultural uses, either more than 2.5 acres if located in an Agricultural District, or more than 10 acres if not within an Agricultural District.	E1b, E3a	<input type="checkbox"/>	<input type="checkbox"/>
e. The proposed action may disrupt or prevent installation of an agricultural land management system.	E1 a, E1b	<input type="checkbox"/>	<input type="checkbox"/>
f. The proposed action may result, directly or indirectly, in increased development potential or pressure on farmland.	C2c, C3, D2c, D2d	<input type="checkbox"/>	<input type="checkbox"/>
g. The proposed project is not consistent with the adopted municipal Farmland Protection Plan.	C2c	<input type="checkbox"/>	<input type="checkbox"/>
h. Other impacts: _____		<input type="checkbox"/>	<input type="checkbox"/>



<b>9. Impact on Aesthetic Resources</b> The land use of the proposed action are obviously different from, or are in sharp contrast to, current land use patterns between the proposed project and a scenic or aesthetic resource. (Part 1. E.1.a, E.1.b, E.3.h.) <i>If "Yes", answer questions a - g. If "No", go to Section 10.</i>				<input type="checkbox"/> NO	<input type="checkbox"/> YES
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>		
a. Proposed action may be visible from any officially designated federal, state, or local scenic or aesthetic resource.	E3h	<input type="checkbox"/>	<input type="checkbox"/>		
b. The proposed action may result in the obstruction, elimination or significant screening of one or more officially designated scenic views.	E3h, C2b	<input type="checkbox"/>	<input type="checkbox"/>		
c. The proposed action may be visible from publicly accessible vantage points: i. Seasonally (e.g., screened by summer foliage, but visible during other seasons) ii. Year round	E3h	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>		
d. The situation or activity in which viewers are engaged while viewing the proposed action is: i. Routine travel by residents, including travel to and from work ii. Recreational or tourism based activities	E3h E2q, E1c	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>		
e. The proposed action may cause a diminishment of the public enjoyment and appreciation of the designated aesthetic resource.	E3h	<input type="checkbox"/>	<input type="checkbox"/>		
f. There are similar projects visible within the following distance of the proposed project: 0-1/2 mile 1/2 -3 mile 3-5 mile 5+ mile	D1a, E1a, D1f, D1g	<input type="checkbox"/>	<input type="checkbox"/>		
g. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>		

<b>10. Impact on Historic and Archeological Resources</b> The proposed action may occur in or adjacent to a historic or archaeological resource. (Part 1. E.3.e, f. and g.) <i>If "Yes", answer questions a - e. If "No", go to Section 11.</i>				<input type="checkbox"/> NO	<input type="checkbox"/> YES
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>		
a. The proposed action may occur wholly or partially within, or substantially contiguous to, any buildings, archaeological site or district which is listed on the National or State Register of Historical Places, or that has been determined by the Commissioner of the NYS Office of Parks, Recreation and Historic Preservation to be eligible for listing on the State Register of Historic Places.	E3e	<input type="checkbox"/>	<input type="checkbox"/>		
b. The proposed action may occur wholly or partially within, or substantially contiguous to, an area designated as sensitive for archaeological sites on the NY State Historic Preservation Office (SHPO) archaeological site inventory.	E3f	<input type="checkbox"/>	<input type="checkbox"/>		
c. The proposed action may occur wholly or partially within, or substantially contiguous to, an archaeological site not included on the NY SHPO inventory. Source: _____	E3g	<input type="checkbox"/>	<input type="checkbox"/>		

d. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>
e. If any of the above (a-d) are answered “Moderate to large impact may occur”, continue with the following questions to help support conclusions in Part 3:			
i. The proposed action may result in the destruction or alteration of all or part of the site or property.	E3e, E3g, E3f	<input type="checkbox"/>	<input type="checkbox"/>
ii. The proposed action may result in the alteration of the property’s setting or integrity.	E3e, E3f, E3g, E1a, E1b	<input type="checkbox"/>	<input type="checkbox"/>
iii. The proposed action may result in the introduction of visual elements which are out of character with the site or property, or may alter its setting.	E3e, E3f, E3g, E3h, C2, C3	<input type="checkbox"/>	<input type="checkbox"/>

<b>11. Impact on Open Space and Recreation</b>			
The proposed action may result in a loss of recreational opportunities or a reduction of an open space resource as designated in any adopted municipal open space plan. (See Part 1. C.2.c, E.1.c., E.2.q.) <i>If “Yes”, answer questions a - e. If “No”, go to Section 12.</i>		<input type="checkbox"/> NO	<input type="checkbox"/> YES
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>
a. The proposed action may result in an impairment of natural functions, or “ecosystem services”, provided by an undeveloped area, including but not limited to stormwater storage, nutrient cycling, wildlife habitat.	D2e, E1b E2h, E2m, E2o, E2n, E2p	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action may result in the loss of a current or future recreational resource.	C2a, E1c, C2c, E2q	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action may eliminate open space or recreational resource in an area with few such resources.	C2a, C2c E1c, E2q	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action may result in loss of an area now used informally by the community as an open space resource.	C2c, E1c	<input type="checkbox"/>	<input type="checkbox"/>
e. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>

<b>12. Impact on Critical Environmental Areas</b>			
The proposed action may be located within or adjacent to a critical environmental area (CEA). (See Part 1. E.3.d) <i>If “Yes”, answer questions a - c. If “No”, go to Section 13.</i>		<input type="checkbox"/> NO	<input type="checkbox"/> YES
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>
a. The proposed action may result in a reduction in the quantity of the resource or characteristic which was the basis for designation of the CEA.	E3d	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action may result in a reduction in the quality of the resource or characteristic which was the basis for designation of the CEA.	E3d	<input type="checkbox"/>	<input type="checkbox"/>
c. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>

<b>13. Impact on Transportation</b> The proposed action may result in a change to existing transportation systems. <input type="checkbox"/> NO <input type="checkbox"/> YES (See Part 1. D.2.j) <i>If "Yes", answer questions a - f. If "No", go to Section 14.</i>			
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>
a. Projected traffic increase may exceed capacity of existing road network.	D2j	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action may result in the construction of paved parking area for 500 or more vehicles.	D2j	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action will degrade existing transit access.	D2j	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action will degrade existing pedestrian or bicycle accommodations.	D2j	<input type="checkbox"/>	<input type="checkbox"/>
e. The proposed action may alter the present pattern of movement of people or goods.	D2j	<input type="checkbox"/>	<input type="checkbox"/>
f. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>

<b>14. Impact on Energy</b> The proposed action may cause an increase in the use of any form of energy. <input type="checkbox"/> NO <input type="checkbox"/> YES (See Part 1. D.2.k) <i>If "Yes", answer questions a - e. If "No", go to Section 15.</i>			
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>
a. The proposed action will require a new, or an upgrade to an existing, substation.	D2k	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action will require the creation or extension of an energy transmission or supply system to serve more than 50 single or two-family residences or to serve a commercial or industrial use.	D1f, D1q, D2k	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action may utilize more than 2,500 MWhrs per year of electricity.	D2k	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action may involve heating and/or cooling of more than 100,000 square feet of building area when completed.	D1g	<input type="checkbox"/>	<input type="checkbox"/>
e. Other Impacts: _____ _____			

<b>15. Impact on Noise, Odor, and Light</b> The proposed action may result in an increase in noise, odors, or outdoor lighting. <input type="checkbox"/> NO <input type="checkbox"/> YES (See Part 1. D.2.m., n., and o.) <i>If "Yes", answer questions a - f. If "No", go to Section 16.</i>			
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>
a. The proposed action may produce sound above noise levels established by local regulation.	D2m	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action may result in blasting within 1,500 feet of any residence, hospital, school, licensed day care center, or nursing home.	D2m, E1d	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action may result in routine odors for more than one hour per day.	D2o	<input type="checkbox"/>	<input type="checkbox"/>

d. The proposed action may result in light shining onto adjoining properties.	D2n	<input type="checkbox"/>	<input type="checkbox"/>
e. The proposed action may result in lighting creating sky-glow brighter than existing area conditions.	D2n, E1a	<input type="checkbox"/>	<input type="checkbox"/>
f. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>

### 16. Impact on Human Health

The proposed action may have an impact on human health from exposure to new or existing sources of contaminants. (See Part 1.D.2.q., E.1. d. f. g. and h.)  
*If "Yes", answer questions a - m. If "No", go to Section 17.*

NO

YES

	Relevant Part I Question(s)	No, or small impact may occur	Moderate to large impact may occur
a. The proposed action is located within 1500 feet of a school, hospital, licensed day care center, group home, nursing home or retirement community.	E1d	<input type="checkbox"/>	<input type="checkbox"/>
b. The site of the proposed action is currently undergoing remediation.	E1g, E1h	<input type="checkbox"/>	<input type="checkbox"/>
c. There is a completed emergency spill remediation, or a completed environmental site remediation on, or adjacent to, the site of the proposed action.	E1g, E1h	<input type="checkbox"/>	<input type="checkbox"/>
d. The site of the action is subject to an institutional control limiting the use of the property (e.g., easement or deed restriction).	E1g, E1h	<input type="checkbox"/>	<input type="checkbox"/>
e. The proposed action may affect institutional control measures that were put in place to ensure that the site remains protective of the environment and human health.	E1g, E1h	<input type="checkbox"/>	<input type="checkbox"/>
f. The proposed action has adequate control measures in place to ensure that future generation, treatment and/or disposal of hazardous wastes will be protective of the environment and human health.	D2t	<input type="checkbox"/>	<input type="checkbox"/>
g. The proposed action involves construction or modification of a solid waste management facility.	D2q, E1f	<input type="checkbox"/>	<input type="checkbox"/>
h. The proposed action may result in the unearthing of solid or hazardous waste.	D2q, E1f	<input type="checkbox"/>	<input type="checkbox"/>
i. The proposed action may result in an increase in the rate of disposal, or processing, of solid waste.	D2r, D2s	<input type="checkbox"/>	<input type="checkbox"/>
j. The proposed action may result in excavation or other disturbance within 2000 feet of a site used for the disposal of solid or hazardous waste.	E1f, E1g E1h	<input type="checkbox"/>	<input type="checkbox"/>
k. The proposed action may result in the migration of explosive gases from a landfill site to adjacent off site structures.	E1f, E1g	<input type="checkbox"/>	<input type="checkbox"/>
l. The proposed action may result in the release of contaminated leachate from the project site.	D2s, E1f, D2r	<input type="checkbox"/>	<input type="checkbox"/>
m. Other impacts: _____ _____			

<b>17. Consistency with Community Plans</b>			
The proposed action is not consistent with adopted land use plans. (See Part 1. C.1, C.2. and C.3.) <i>If “Yes”, answer questions a - h. If “No”, go to Section 18.</i>		<input type="checkbox"/> NO	<input type="checkbox"/> YES
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>
a. The proposed action’s land use components may be different from, or in sharp contrast to, current surrounding land use pattern(s).	C2, C3, D1a E1a, E1b	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action will cause the permanent population of the city, town or village in which the project is located to grow by more than 5%.	C2	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action is inconsistent with local land use plans or zoning regulations.	C2, C2, C3	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action is inconsistent with any County plans, or other regional land use plans.	C2, C2	<input type="checkbox"/>	<input type="checkbox"/>
e. The proposed action may cause a change in the density of development that is not supported by existing infrastructure or is distant from existing infrastructure.	C3, D1c, D1d, D1f, D1d, E1b	<input type="checkbox"/>	<input type="checkbox"/>
f. The proposed action is located in an area characterized by low density development that will require new or expanded public infrastructure.	C4, D2c, D2d D2j	<input type="checkbox"/>	<input type="checkbox"/>
g. The proposed action may induce secondary development impacts (e.g., residential or commercial development not included in the proposed action)	C2a	<input type="checkbox"/>	<input type="checkbox"/>
h. Other: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>

<b>18. Consistency with Community Character</b>			
The proposed project is inconsistent with the existing community character. (See Part 1. C.2, C.3, D.2, E.3) <i>If “Yes”, answer questions a - g. If “No”, proceed to Part 3.</i>		<input type="checkbox"/> NO	<input type="checkbox"/> YES
	<b>Relevant Part I Question(s)</b>	<b>No, or small impact may occur</b>	<b>Moderate to large impact may occur</b>
a. The proposed action may replace or eliminate existing facilities, structures, or areas of historic importance to the community.	E3e, E3f, E3g	<input type="checkbox"/>	<input type="checkbox"/>
b. The proposed action may create a demand for additional community services (e.g. schools, police and fire)	C4	<input type="checkbox"/>	<input type="checkbox"/>
c. The proposed action may displace affordable or low-income housing in an area where there is a shortage of such housing.	C2, C3, D1f D1g, E1a	<input type="checkbox"/>	<input type="checkbox"/>
d. The proposed action may interfere with the use or enjoyment of officially recognized or designated public resources.	C2, E3	<input type="checkbox"/>	<input type="checkbox"/>
e. The proposed action is inconsistent with the predominant architectural scale and character.	C2, C3	<input type="checkbox"/>	<input type="checkbox"/>
f. Proposed action is inconsistent with the character of the existing natural landscape.	C2, C3 E1a, E1b E2g, E2h	<input type="checkbox"/>	<input type="checkbox"/>
g. Other impacts: _____ _____		<input type="checkbox"/>	<input type="checkbox"/>

**Full Environmental Assessment Form**  
**Part 3 - Evaluation of the Magnitude and Importance of Project Impacts**  
**and**  
**Determination of Significance**

Part 3 provides the reasons in support of the determination of significance. The lead agency must complete Part 3 for every question in Part 2 where the impact has been identified as potentially moderate to large or where there is a need to explain why a particular element of the proposed action will not, or may, result in a significant adverse environmental impact.

Based on the analysis in Part 3, the lead agency must decide whether to require an environmental impact statement to further assess the proposed action or whether available information is sufficient for the lead agency to conclude that the proposed action will not have a significant adverse environmental impact. By completing the certification on the next page, the lead agency can complete its determination of significance.

**Reasons Supporting This Determination:**

To complete this section:

- Identify the impact based on the Part 2 responses and describe its magnitude. Magnitude considers factors such as severity, size or extent of an impact.
- Assess the importance of the impact. Importance relates to the geographic scope, duration, probability of the impact occurring, number of people affected by the impact and any additional environmental consequences if the impact were to occur.
- The assessment should take into consideration any design element or project changes.
- Repeat this process for each Part 2 question where the impact has been identified as potentially moderate to large or where there is a need to explain why a particular element of the proposed action will not, or may, result in a significant adverse environmental impact.
- Provide the reason(s) why the impact may, or will not, result in a significant adverse environmental impact
- For Conditional Negative Declarations identify the specific condition(s) imposed that will modify the proposed action so that no significant adverse environmental impacts will result.
- Attach additional sheets, as needed.

1.e. Impact on Land

- Many of the projects are suggested on possibly contaminated properties, this would likely extend the projects duration past one year or into multiple phases due to cleanup and remediation of the site. Therefore a moderate impact may occur.

13. e. Impact on Transportation

- The plan has a variety of suggested transportation improvements and projects. Due to this, the present pattern of movement of people will be altered. It is expected that the pattern will be altered to benefit the community and will not have a negative impact on existing transportation infrastructure / traffic.

**Determination of Significance -Type 1 and Unlisted Actions**

SEQR Status:                      Type 1                       unlisted

Identify portions of EAF completed for this Project:      Part 1                      Part 2                      Part 3

Upon review of the information recorded on this EAF, as noted, plus this additional support information

and considering both the magnitude and importance of each identified potential impact, it is the conclusion of the \_\_\_\_\_ as lead agency that:

A. This project will result in no significant adverse impacts on the environment, and, therefore, an environmental impact statement need not be prepared. Accordingly, this negative declaration is issued.

B. Although this project could have a significant adverse impact on the environment, that impact will be avoided or substantially mitigated because of the following conditions which will be required by the lead agency:

There will, therefore, be no significant adverse impacts from the project as conditioned, and, therefore, this conditioned negative declaration is issued. A conditioned negative declaration may be used only for UNLISTED actions (see 6 NYCRR 617.7(d)).

C. This Project may result in one or more significant adverse impacts on the environment, and an environmental impact statement must be prepared to further assess the impact(s) and possible mitigation and to explore alternatives to avoid or reduce those impacts. Accordingly, this positive declaration is issued.

Name of Action: Canton Step 2 Brownfield Opportunity Area

Name of Lead Agency: Village of canton

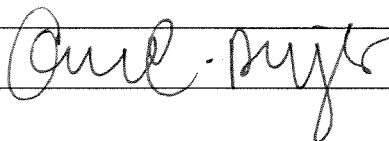
Name of Responsible Officer in Lead Agency: Leigh Rodriguez

Title of Responsible Officer: Director of Economic Development

Signature of Responsible Officer in Lead Agency:

Date:

Signature of Preparer (if different from Responsible Officer)



Date: 9/30/2021

**For Further Information:**

Contact Person: Emma Phillips

Address: 141 Elm Street, Suite 100, Buffalo NY

Telephone Number:

E-mail: ephillips@cscos.com

**For Type 1 Actions and Conditioned Negative Declarations, a copy of this Notice is sent to:**

Chief Executive Officer of the political subdivision in which the action will be principally located (e.g., Town / City / Village of)

Other involved agencies (if any)

Applicant (if any)

Environmental Notice Bulletin: <http://www.dec.ny.gov/enb/enb.html>