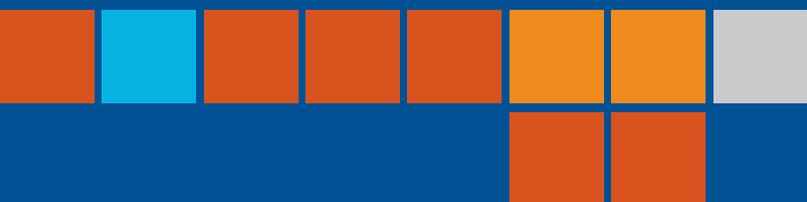


# Planning with an Eye Toward Implementation: What All Communities Can Learn from Using a Brownfields Area-Wide Planning Approach



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## EXECUTIVE SUMMARY

Since 2014, Groundwork USA practitioners have worked with U.S. Environmental Protection Agency (EPA) Brownfields Area-Wide Planning (BF AWP) grantees to help build capacity around core project themes, including sustaining community engagement and how to manage planning process with an eye toward implementation. The goal of this report is to provide communities considering or undertaking a BF AWP process with insights and best practices for successful planning for implementation of brownfield redevelopment or other projects, regardless of the source of funding.

The themes presented here were developed from discussions with representatives of EPA BF AWP grantee communities across the United States, EPA project officers and personnel, technical assistance providers, project documentation, and program training resources. With a number of communities into their implementation phases, others just wrapping their planning, and a 2017 cohort just starting out, the timing seemed right to dig into the experiences of these places. Here are the highlights of what we learned.

### Using an Adaptive Approach to Project Management

Experience and approach to project management by the BF AWP process leader is critical to how a project starts, gains momentum, and graduates to implementation. Our team noted that project managers share several traits that support successful outcomes. These are persistence in the face of obstacles; a balance of managing to the plan and adaptability; and continuous scanning for opportunities to achieve a “win” that could be celebrated by the community and create redevelopment momentum. Longevity of a project manager has its advantages,

and several with whom we spoke regretted missing the key milestones of their multi-year project that had been completed prior to their involvement. Continuity of a project can be maintained despite personnel changes with robust documentation and shared institutional knowledge, especially regarding the highly adaptive nature of this project management work.

### Maintaining Flexibility with Project Goals and Timeline

While the process to develop the area-wide plan generally runs around two years, the implementation phase can begin before the planning itself, and will continue on well after planning has concluded. Successful BF AWP communities appeared to manage their stakeholders’ expectations effectively by projecting longer-than-expected timeframes for completing brownfield redevelopment projects, for witnessing changes in market conditions, and for achieving aspirational community revitalization visions.

### Activating an Array of Project Partners & Stakeholders

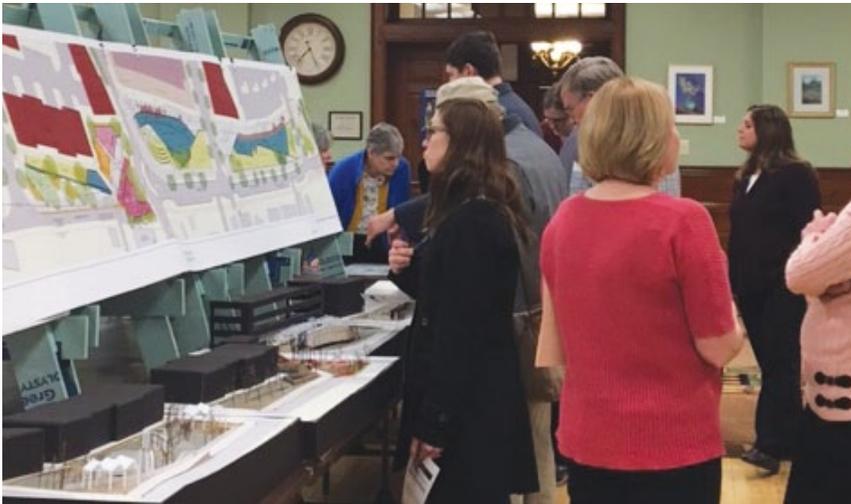
A variety of partners makes for a dynamic BF AWP project in which a multitude of stakeholders across a community become invested for the long haul. We learned there are important considerations that successful project managers factor into their decision-making about the type of consulting firm or nonprofit organization to retain or engage for various aspects of a BF AWP project. In short, rarely does one firm or organization do every kind of work that needs to happen over the course of a BF AWP project. It takes many “cooks in the kitchen” to create the momentum-building masterpiece every community wants their area-wide plan to become.

### Getting Creative with Community Engagement

We noted that BF AWP projects where community engagement was most successful and best sustained were places where the project team retained or tapped community based organizations whose constituencies of resident stakeholders were



*Community engagement events in the Borough of Carlisle, Pennsylvania included a weeklong series of workshops on transportation, area-wide storm water management strategy, public park/open space, and green building/technology. (Photo credit: Carlisle West Side Neighbors)*



Participants at a public house hosted by the Borough of Carlisle to review the stormwater infrastructure proposal of the city's brownfield area-wide plan. (Photo credit: Kate Molinaro, CCRA)

far-reaching, and where one-on-one relationships were deep, trusting and hard-earned. We also saw that BF AWP communities who fearlessly think “outside the box” in terms of how they defined “community engagement” seemed to enjoy robust turn-out at their project meetings and events.

### Pivoting around Catalyst Sites and Property Ownership

It turns out that identifying catalyst sites can be a fluid process, especially as conditions on the ground and in the local market change. Many BF AWP communities found that careful management of property owner relationships-- in other words, winning over hearts and minds with an ambitious implementation vision for the focus area-- is critical to sustained engagement and involvement of property owners and their brownfield sites.

### Managing to the Market

Managing to the market goes hand in hand with taking an adaptable BF AWP project management style discussed earlier. Project managers who characterized their work assignment as one requiring them to “manage to their community’s market” realities, rather than remaining fixed on a pre-determined vision based on long-standing community

expectations, were able to guide a more dynamic process. Those who accepted the marketplace reality, whether unpredictable, stagnant or somewhere in between, seemed better equipped to manage and to respond to the expectations of local stakeholders.

### Planning for Policy & Legislative Change

BF AWP is commonly thought of as a planning, engineering and design-oriented exercise that promotes place-based transformations of brownfield sites and other similarly constrained properties. However, a few grantee communities also focus on the regulatory structures for which policy changes or legislative fixes can directly impact public health outcomes and day to day quality of life in communities. For instance, zoning analysis and revisions are often necessary when the community seeks to promote brownfield reuse or incentivize adaptive or mixed land uses in former industrial areas.

### Planning with an Eye toward Implementation

Our team noted that an array of activities can be construed as “implementation”, and that robust BF AWP projects integrate a variety of activities into their BF AWP process-- and thereby a cross-section of local stake-

holders-- alongside more technical analyses and studies traditionally led by consultant teams. In embracing a more flexible approach to definition and timing of “implementation” activities, one that includes brownfield redevelopment projects alongside civic engagement, the arts, interpersonal interaction, and “pop up” site activation strategies, successful BF AWP communities were more likely to sustain stakeholder engagement well beyond a rote, finite planning process featuring periodic steering committee meetings and more traditional meeting formats.

### Leveraging and Layering Resources

One thing that became crystal-clear to our team following conversations with the BF AWP project managers we met was how much of a sustained and consistent effort is required to attract and create a continuing pipeline of funding for planning and implementation. AWP communities that seemed to do this best characterized their teams as putting multiple irons in the fire with great frequency. Those communities whose funding pipelines were most robust also seemed adept at utilizing one successful grant award after another to demonstrate the existence of capacity and momentum, thereby creating a scenario attractive to prospective funders and investors.

### Realizing Tangible Results Incrementally

Brownfield redevelopment in former manufacturing communities, especially those that have faced decades of market stagnation, foreclosure and land vacancy, often takes more time than local stakeholders hope it will. Much of community revitalization work revolves around persistent effort on the part of many stakeholders over a number of years or even decades. Because of this reality, it is critically important to build and sustain redevelopment momentum by achieving small, incremental, interrelated victories, and celebrating them broadly across a community.

BF AWP project teams making explicit links between the brownfield redevelopment goals and the tangible health and economic priorities asserted by community members (i.e., access to wealth building opportunities, leadership development and job readiness training via youth development programming, job training, job creation, improved health and wellness) appear to cultivate greater levels of buy-in and ongoing participation among local residents across the focus area. We hope you will take away inspiration and ideas from the experiences

shared in this report. Most notable are 1) the approaches that have instilled a lasting culture and expectation of multi-year, multi-stakeholder, community-wide project and program implementation, and 2) the multitude of creative and engaging site activation strategies involving residents and other local stakeholders, as bricks-and-mortar development projects are planned behind the scenes, and are realized over time.

The BF AWP program is truly unique in the way it encourages people and

institutions across a community to come together around the table to redefine a place and its vision for the future. The process and these partnerships transform spaces that currently draw value away from the community and reinvent them into beautiful green spaces, affordable homes, thriving businesses, civic centers, and more that add value for all. These ambitious projects have made lasting positive impacts in the grantee communities, and they have become incredibly effective forces for continuous improvement and change.

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## INTRODUCTION

Brownfields area-wide planning (BF AWP) is an approach to research and planning that enables a community to look broadly at an area containing a concentrated number of brownfield sites. Rather than a site-by-site approach, several brownfields are considered simultaneously in the context of shared infrastructure and synergistic uses to address current and anticipated drivers of success. The model integrates community engagement, partnerships, site prioritization, existing conditions, infrastructure analysis and market studies at once, and allows communities to make the important transition from recording their planned redevelopment strategies on paper to leading stakeholder-involved site activation activities alongside redevelopment projects.

Through a BF AWP process, communities create a well-informed plan with both near-term and longer-range goals and implementation strategies to clean up and to repurpose their brownfields for the benefit of the community, its residents, and its local and regional economy. Such strategies may include engaging local stakeholders in hands-on site activation and other civic pride-building activities, upgrading infrastructure, unlocking new development potential, and leveraging resources for revitalization.

The key ingredients of a BF AWP approach to community-driven brownfield redevelopment planning are that it:

- ▶ builds local capacity for engaging local stakeholders in cross-sector collaboration, thereby fostering development of and shared work toward a common, aspirational vision for the future,
- ▶ offers opportunities to practice shared leadership among municipalities and local nonprofits,
- ▶ fosters investment in and reliance on one-on-one relationships,

institutional and organizational partnerships, and a shared vision for the future, thereby promoting community-wide resilience,

- ▶ focuses on specific areas, such as a neighborhood, downtown district, local commercial corridor, or (one or more) city block(s), depending on the community and its scale,
- ▶ typically includes more than one “catalyst site”, successful redevelopment of which would likely spur a positive “domino effect”, or a virtuous cycle of momentum-building, on brownfield sites across the focus area and beyond.

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### WHAT IS A BROWNFIELD?

In January 2002, Congress amended federal environmental laws by defining, for the first time, a brownfield site as “... real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.” Under this broad definition, a “brownfield” can refer to large former industrial sites with serious chemical and hazardous substances in their land or groundwater, to the corner gas station with oil pollution, to vacant or derelict properties whose past uses are unknown or where contamination with chemicals or toxins is suspected.

A BF AWP approach for brown-fields sites was originally developed and field-tested in New York State through the Brownfields Opportunity Area (BOA) Program. Inspired in part by that program, EPA created a grant program for BF AWP and integrated it into the National Brownfields Program in 2010. Since its inception, the EPA Brownfields Program has provided grants to local governments and organizations to support community-driven brown-field planning, assessment, cleanups, financing and job training programs. The BF AWP program is part of progressive funding (Fig. 1) available from the federal government that helps uncover specific opportuni-

ties where communities can assess, cleanup and reuse high-priority, or catalyst, brownfield sites.

The perspectives shared in this report reflect the community organizations (including local governments and non-profits) that received a competitive grant from EPA to conduct area-wide planning activities around their catalyst, high priority brownfield sites. To date EPA has held four BF AWP grant competitions, awarding a total of \$15 million across 83 grant recipients. Most grant recipients received between \$175,000-\$200,000 to conduct BF AWP activities over a two-year period.

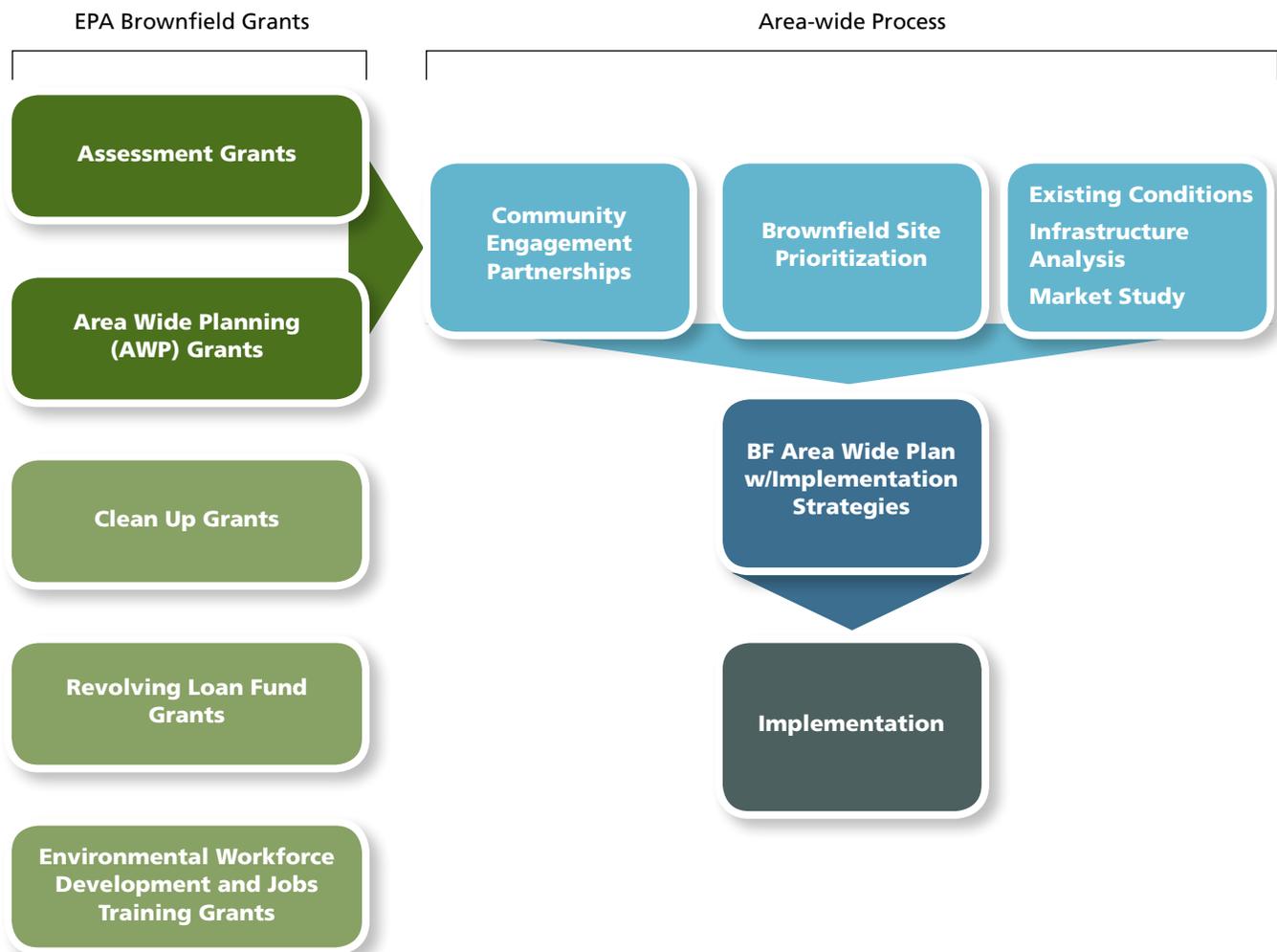
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Since its inception, the EPA Brownfields Program has provided grants to local governments and organizations to support community-driven brownfield planning, assessment, cleanups, financing and job training programs.

<https://www.epa.gov/brownfields>

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**Figure 1. EPA Brownfield Grants Overview**



## OVERVIEW OF COMMUNITIES FEATURED

More information about the EPA Brownfields Program and its grants, including guidelines, fact sheets, and success stories, can be found in Appendix I: BF AWP Resources for Communities and Project Teams.

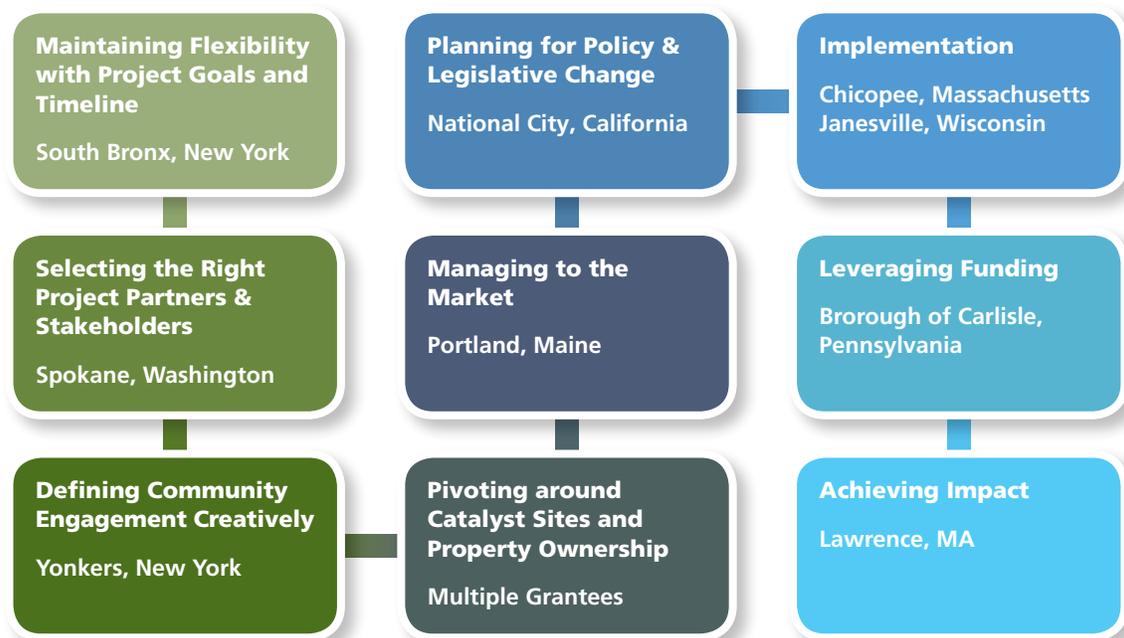
To prepare this report, we distilled the experiences of eleven BF AWP grantee communities (hereafter referred to as “BF AWP communities”) from the 2010, 2013, and 2015 BF AWP grantee cohorts. Some of

these communities have completed their plans and are well into the plan implementation phase, whereas others are just about to conclude the planning process.

Our team had the opportunity to engage with BF AWP community representatives via phone and in some cases, site visits that included a walk-thru of the BF AWP project area with partners and city officials. A well-timed EPA BF AWP All-Grantee Train-

ing for the 2015 and 2017 cohorts in June 2017 permitted even greater access to several of the communities profiled, and dozens more just starting their planning process. The questions and conversations shared as part of that two-day workshop reinforced insights we had already heard and contributed greatly to the content ultimately included in this report. We are grateful to all who generously shared their time and experiences in support of this publication.

Figure 2. Using an Adaptive Approach to Project Management



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## WHAT WE LEARNED

Area-wide planning is a collaborative approach to brownfield and community economic development that marries elements of: grassroots community organizing; urban planning; engineering and economic development analysis informed by expert consultants; and newer, more opportunistic approaches to place-based revitalization like citizen-driven tactical urbanism and temporary site activation techniques. This integrated approach fuses together

the old, the new, the linear and the dynamic.

Given these layers, our team wanted to take a closer look at how several BF AWP communities conducted their projects. Our goal was to extract and assert the facets that led to a strong process and set them up for implementation success. Each of the following sections characterizes the elements we learned are most pivotal to a BF AWP approach. How do

communities actually drive successful brownfield redevelopment projects, realize interrelated goals and outcomes along the way, and encourage revitalization across brownfield-affected areas in the broadest sense? In the following pages, you will read about a number of projects from the perspectives of project managers and partners with specific examples that emblemize these elements in greater detail.

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## ► USING AN ADAPTIVE APPROACH TO PROJECT MANAGEMENT

With every grant comes the responsibility of someone to manage the funding and to ensure outcomes of the process it services. It is impossible to listen to BF AWP project managers without being struck by their dedication and embrace of challenge. Many arrive to or inherit the BF AWP process with little or no specific experience. Some have years of experience already and still do not blink at the prospect of a multi-decade timeframe for realizing change. Regardless of their starting point, all of the project managers whose BF AWP projects are highlighted in this report have achieved great things with and for their BF AWP communities and partners.

One of the things this group of leaders has in common is a “stick with it” approach. They creatively use grants, and constantly seek other resources to get the information they need to make decisions and to move forward with a vision. They plan, but do not over plan; they remain flexible for what could happen, say, if a developer became interested in a catalyst site before the plan was finalized. They calibrate expectations within the community that the area will see revitalization with time. They have

mastered the balance between leading long-range planning and taking incremental steps that keep a community engaged and demonstrate to developers that a city or nonprofit is willing to be a partner in redevelopment efforts.

Project managers build on prior planning efforts and enlist a multi-sector steering committee (state representatives, city departments, elected officials, non-profits, residents). This helps the process in a variety of ways. It supports prior planning processes by showing steps in their advancement. It places the current BF AWP process in a context that stakeholders are likely already familiar with. And, in the eternal quest for project funding, it demonstrates interconnectivity, partnering, and how finite funds can be used to compound positive impact.

Kate Molinaro, Borough of Carlisle BF AWP project manager, shares this simple, yet insightful four-part approach for a successful community planning process.

1. Consider the entire neighborhood; it’s not only about the larger redevelopment sites.

2. Utilize an inclusive planning process to develop the plan.

3. Tap into the character defining elements that make the place unique and desirable.

4. Identify and define viable redevelopment, urban design and public space alternatives.

Grantees are guaranteed to have questions throughout the process and peer-to-peer exchange is one of the most valuable tools available. Project managers can learn from one another through trainings and direct mentoring. In EPA Region 9, seasoned grantees work with newer grantees to navigate issues they encounter in the same state. The region also maintains a Grantee Toolkit, which includes examples of requests for proposals (RFPs) and final reports. This information is housed on a SharePoint site for grantees to access and to reference. These best practices, if not already in place in other regions, could be introduced to lower the learning curve for new grantees, helping them make more efficient use of their project timelines.

## ► MAINTAINING FLEXIBILITY WITH PROJECT GOALS AND TIMELINE

“Success comes from planning and the brownfields area-wide planning grant assists communities to collectively gather input and assess and confirm the implementation steps needed for success. The planning turns a wish into community action.”

—Noemi Emeric-Ford, Project Officer, EPA Region 9

Setting a tight, actionable timeframe for a BF AWP process works better than trying to keep the community interested in a long, drawn out process. Astute project managers establish expectations early for themselves and for local stakeholders. One BF AWP project manager told the community on day one that the catalyst site would still look the same in three years. In the meantime, though, that city committed to keeping the site mowed and looking tidy, and that alone has made a difference. Keep-

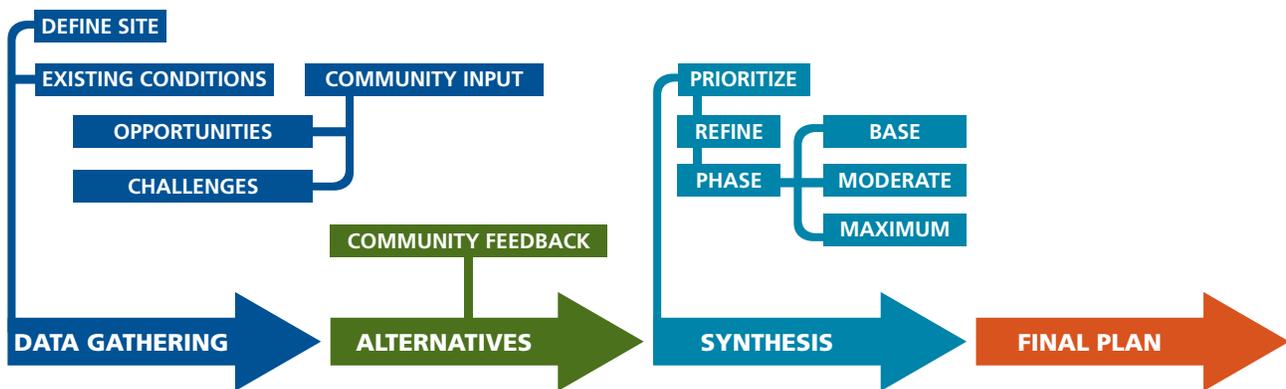
ing up with one small promise helps promote constituents’ trust in local government and the long-term plan, and encourages them to maintain patience with the process.

Changes in economic conditions, political leadership transitions, staff getting pulled away for other duties, concurrent planning initiatives, and other factors can all affect a project’s progress and success. Staff turnover at the local level is often cited as the cause of a project not meeting

the community’s intended goals and timeline. Sometimes promised leveraging falls through, partnerships diverge, or a misaligned industry comes in, all of which can create difficulties in the process and disrupt timelines. Fellow BF AWP Community, Ironbound Community Corporation (ICC), based in Newark, New Jersey, offers a very simple flow chart illustrating the BF AWP process that others may find useful to incorporate into their own Brownfields Area Wide Plan.

Figure 3. ICC Brownfield Area-Wide Planning Process

### Process Diagram



Source: ICC Brownfields Area-Wide Plan Final

## SOUTH BRONX OVERALL ECONOMIC DEVELOPMENT CORPORATION (SOBRO)

Michael McNamee, Land Use & Planning Associate, SoBro

**S**ometimes a few months delay, albeit unplanned, can prove beneficial. This has been the case for Michael McNamee, Land Use & Planning Associate for South Bronx Overall Economic Development Corporation. A recent graduate and planning department of one, Michael joined SoBro in the summer of 2017, where he inherited the BF AWP grant process from a predecessor. Plugging into the project so late was a challenge. He did not have the benefit of having participated in community engagement sessions and needed to take time to develop relationships with everyone from the EPA, to the city, to steering committee members, to a key youth ministry partner responsible for leading community outreach. What seemed like set-backs may have turned into a silver lining. During Michael's onboarding period, New York Governor, Andrew Cuomo, announced plans for a relocation of the Sheridan Expressway, a partially completed infrastructure project that South Bronx community advocacy groups have been lobbying be addressed for years. The proposed changes will certainly impact the eventual final area-wide plan, the delivery date of which has now extended to July 2018.

New and experienced BF AWP project managers can benefit from the experience of their peers and this extends to sharing key document templates. An example of SoBro's request for proposal (RFP) for its BF AWP study is available here: [Bronx River Sheridan Expressway Corridor EPA Brownfield Opportunity Area RFP-2016.pdf](#)

Usually by the time a community or organization is seeking funding or support for an BF AWP process, the community has specific expectations and goals in mind, perhaps the result of prior planning processes. In the

course of researching and testing the viability of next steps as part of creating the implementation plan, goals may be refined or change entirely, but expectations must still be met. Project partners and stake-

holder engagement are therefore critical allies throughout a process and beyond, helping to vision, to prioritize, and to refine the final product.

### ▶ ACTIVATING AN ARRAY OF PROJECT PARTNERS & STAKEHOLDERS

Every BF AWP project manager we talked with cited key partners who were critical to the success of their plan's process and implementation. In many cases, project teams used their grant money to enlist consultants with expertise in economic, market or build-out analysis; civil, structural and traffic engineering studies; planning and project management; urban design; youth development; stakeholder engagement; and specialty areas such as rail-to-trail conversion. Landscape

architects leading design charrettes, consultants speaking with residents, city officials familiar with zoning, and EPA regional project officers were among those mentioned. Three general profiles of good people to know also emerged from our discussions: These are:

- ▶ Someone who knows how things work (e.g. zoning, ordinances, permitting, contracts)
- ▶ Someone who knows what the community wants and needs (e.g. community champion)

- ▶ Someone who knows how to change what needs changing (e.g. When the answer to a question is "no", does it have to be "no"? Are the right people in the room yet, who can help to navigate issue areas and attain consensus?)

Stakeholder groups that frequently assist BF AWP project teams are listed in Figure 4.

**Figure 4. Frequent Brownfield Area-Wide Plan Stakeholder Groups**



**Local Community Leaders / Elected Officials / Government Offices**

- Mayor
- Councilors
- Planning & Economic Development
- Housing
- Police & Fire Department
- City Assessor
- County Assessor
- Procurement
- Workforce Development
- Community Resiliency Office
- Public Health Department
- Public Development Authorities
- Tourism Department
- Local Planning Commissions
- Parks and Recreation



**Businesses, Education Institutions & Nonprofits**

- Chamber of Commerce
- Local businesses
- Property owners
- School district
- Colleges and universities
- Healthcare facilities
- Cooperative extension schools
- Hardware & home improvement store
- Food & ag enterprises
- Youth development organizations



**Community Groups**

- Local land trusts
- Faith-based organizations
- Civic clubs
- Community development corporations
- Neighborhood groups
- Owner associations
- Residents



**Federal, State and County Agencies**

- US Environmental Protection Agency
- Department of Transportation
- County Health Department
- State Department of Community & Economic Development
- State Department of Environmental Protection
- Federal and state representatives



**Funders / Potential Funders / Financiers**

- Banks
- Community foundations / CDFIs
- Local philanthropic institutions



**Professional Services**

- Insurance Companies
- Architects
- Planners
- Surveyors
- Soil and Water Conservation
- Natural Resource Conservation



**Media**

- Local media outlets
- Television stations
- Radio stations
- Newspaper/news media

## THE YARD – SPOKANE, WASHINGTON

Teri Stripes, Assistant Planner, Economic Development, City of Spokane  
Melissa Owen, Planner, City of Spokane



**I**n Spokane, city planners enlisted a large team of partners - state agencies, academic institutions, municipal colleagues, and multiple consultants – to prepare its BF AWP project for implementation. Spokane is a city of just over 200,000 situated along a river by the same name, just south of U.S./Canadian border and west of the Rockies. The Hillyard Industrial Area (“The YARD”) was once home to a busy freight rail yard with manufacturing, maintenance, and repair facilities associated with steam engine use. When the rail industry began to change from steam- to diesel-powered locomotives in the 1940s and 1950s, production shifted to other locations and the rail yard began to decline. The rail yard closed in 1982, at which time the 100-acre complex was vacated, buildings demolished and the site left to deteriorate. Today, approximately 41% of land in The YARD is vacant and over 60% is considered underutilized. Spokane’s BF AWP process for The Yard grew out of prior planning processes and would eventually find its way into others. The targeted redevelopment area comprises approximately 500 acres of heavy and light industrial-zoned property, including the old rail yard, as well as several hundred acres of adjacent residential and commercial land, challenged with real and perceived legacy contamination issues. The City and residents knew that they wanted to retain and reinvigorate the industrial area, and that The YARD’s lack of existing infrastructure (e.g. paved roads, public stormwater system) would also mean planning for incorporation of those assets to suit future use.

City planners and project team member, Teri Stripes, was very intentional about retaining multiple consultant firms, six different ones working at once, so as to come at their project from a vibrant cross-section of perspectives. There have been at least four primary consultants over the course of the project. Sharing reports with everyone, holding regular check-in meetings, and receiving support from the EPA’s Technical Assistance to Brownfield Communities (TAB) providers, Center for Creative Land Recycling (CCLR), ICF Incorporated, LLC, and Van Meter Williams Pollack LLP, have enabled such creative orchestration and engagement of these diverse professionals. The BF AWP project work has required much more internal conversation than the Spokane team anticipated. The idea that “we’ll check in with this other city departments and partner agencies and just make sure they are okay with what is going on with our project”, turned out to take shape as one meeting after another, but all agree that the final product has benefited from greater cross-department and agency participation and this has been a welcome outcome of the process.

Other key project partners for Spokane are: WSDOT, which has awarded Eastern Washington University’s Urban and Regional Planning Program a grant to work with WSDOT and the City of Spokane to determine how to bring the freeway to the neighborhood responsibly; and state partners at the Department of Ecology, the lead agency working with BNSF and Marathon Oil to develop a clean-up action plan to remediate petroleum contamination at the “Black Tank Site” adjacent to The Yard and affecting the alignment of the North Spokane Corridor. As this redevelopment moves forward toward improving public health, and creating jobs and economic opportunities for community members, Melissa Owen, Planner at the City of Spokane, offers this advice to other BF AWP projects on the subject of partners:

“Think broadly about who might be involved and engage them as early as possible regarding information, data, research, etc., they have available to support your project. I wish we would have more fully engaged the City’s Integrated Capital Management Department in the initial scoping of the project for our BF AWP grant application and during the development of our RFP for consultant work—it’s possible that our funding could have been stretched even further and our impact may have been greater. Our stormwater solution required calculations related to storm events. We didn’t know that Integrated Capital had already completed much of this work within the YARD, so we ended up duplicating efforts unnecessarily.

—Melissa Owen, Planner, City of Spokane

## COMMUNITY INSIGHTS

**Yonkers, NY:** When Groundwork Hudson Valley (GWHV) issued its national request for proposals (RFP) for a BF AWP partner for its Yonkers, New York project, the firms that responded with proposals were not adept at facilitating community engagement; rather, they were versed in building beautiful trails. This clarified for GWHV’s project manager that their organization needed to leverage its program and organizational assets in order to play a stronger leading role as community engagement specialist.

**Toledo, OH:** From Marc Gerde-man, Brownfield Redevelopment Officer, “Initially we thought we would bring in a planner and be on our way, but consultants opened my eyes to stakeholder engagement and the complexity of the project. We brought in a planning firm that would look at things holistically – zoning changes, walkable pathways, and so on. Getting to know partners was more important than determining the number of catalyst sites, but was harder to capture. It was great to have the support of EPA team members and being introduced to others in the system.”

### **Borough of Carlisle, PA:**

Proving that multi-stakeholder engagement can work well, the public/private partnership across Carlisle’s three catalyst sites has been outstanding. From day one, the private landowners have been engaged in the planning and reuse processes. Continuous coordination with the public sector on design and engineering for planned transportation and stormwater infrastructure improvements ensures no duplication of effort and implementation of development that meets the spirit of the Borough’s BF AWP.

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## ▶ GETTING CREATIVE WITH COMMUNITY ENGAGEMENT

In brownfield-affected communities, low-income populations and people of color have historically borne a disproportionate burden of exposure to contamination and other harms to health, safety and well-being. In those same neighborhoods, historical patterns of government decision-making have produced outcomes that lack congruence with local stakeholder input regarding needs, opportunities and priorities, and perpetuate longstanding marginalization. Layer in repeated promises of political candidates on the campaign trail that are broken once in office, and it is no wonder that the first order of business for community development practitioners of any kind is to create ways to build trust.

The wider the variety of worldviews and lived experiences that inform a community visioning or planning process, the more likely it is that the built project or resulting plan will

address the needs and opportunities of even the most vulnerable or most marginalized person in the community. Meaningful community engagement can take shape in a variety of ways, and requires time and flexibility. Building trusting relationships with people—and finding a variety of ways to enable their connection to a project, a process, or a group of people—requires sustained effort.

BF AWP requires outreach to and engagement of a broad base of stakeholders across a focus area and even beyond. Outreach and engagement activities should not center only on visioning, planning or meeting attendance. Community engagement should be thought of as an opportunity to create a broad palette of invitations for people across a community to contribute their assets—be they time, energy, skills, relationships, networks, passions, financial resources, or other

—to helping create the community in which they wish to live, work, play and thrive.

Engaging a diverse group can be challenging. Not everyone will be interested in the minutia, or in the same kinds of subject matter or details. Some people will want to attend every City Council meeting and take copious notes. Others will leap at the chance to meet with a landscape architect to design a new community garden down the street from their home. Others still find comfort in stuffing envelopes for invitations to their neighborhood nonprofit's fundraising gala. Whatever the task, community stakeholders engage best when they can see a clear role for themselves in making a tangible difference in their community.

A related responsibility of community engagement is the responsible and ongoing management of stakeholder

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### MANAGING STAKEHOLDER EXPECTATIONS

A related responsibility of community engagement is the responsible and ongoing management of stakeholder expectations. In many brownfield-affected communities, new investment has not been happening over a period of decades, and in some cases, hope for a revitalized local economy among local stakeholders has all but disappeared. Dig into dialogue with local people on the ground in a BF AWP community and it won't take long to hear how impatient they are for change, how badly they want the robust downtown business district of decades gone by to return. In long-marginalized, brownfield-affected communities, a major obligation of the BF AWP process is conveying to local stakeholders that brownfield and community revitalization is a marathon, not a sprint. Quick, tangible wins, along with hands-on projects and events that demonstrate the possibility of even incremental progress, can help to avoid planning fatigue and to mitigate stakeholder disillusionment with the process.

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expectations. In many brownfield-affected communities, new investment has not been happening over a period of decades, and in some cases, hope for a revitalized local economy among local stakeholders has all but disappeared. Dig into dialogue with local people on the ground in a BF AWP community and it won't take long to hear how impatient they are for change, how badly they want the robust downtown business district of decades gone by to return. In long-marginalized, brownfield-affected communities, a major obligation of the BF AWP process is conveying to local stakeholders that brownfield

and community revitalization is a marathon, not a sprint. Quick, tangible wins, along with hands-on projects and events that demonstrate the possibility of even incremental progress, can help to avoid planning fatigue and to mitigate stakeholder disillusionment with the process.

Below is a list of crowd-sourced strategies used by BF AWP communities and their project partners to activate vacant brownfield sites and to maintain stakeholder engagement over the course of the project and beyond.

For more advice on community engagement, see the Groundwork USA companion tool *Tips for Engaging "Hard to Reach" Populations*

**Figure 5. Community Sponsored Engagement Strategies**

Send direct mail	Include residents on BF AWP steering committee and in crafting project partner request for proposals	Organize a fix-it fair
Flyer the neighborhood	Enlist EPA tools like TAB, mobile lab, TBA, and AIA resources to jumpstart process	Host a pop-up coffee shop/ micro-café
Post on social media	Go to the community rather than expecting them to come to the process (e.g. door knocking, kitchen table talks)	Enlist local talent for an art installation or craft fair
Use Photovoice	Provide basic maintenance at the catalyst site (e.g. mow the grass, pick up litter)	Chalk crosswalks and mark out paths
Conduct a windshield survey	Gather for a planting party	Have a ball together with a slab dance
Offer child care during community meetings	For limited access solutions: demonstrate a green roof at street level; fence a trail or make a plywood walkway through a site	Offer trainings and demonstrations like stormwater storage/ infiltration/rain gardens/green infrastructure
Connect BF AWP to other community plans	Set-up a temporary parklet	Sponsor a "Build a better block" competition
Incorporate health impact assessment	Co-locate a farmers market near a catalyst site	Go fly a kite with a kite festival
Use cameras for community to contribute input based on what they see around them	Illustrate green space with a pop-up garden	Organize a vacant lot cleanup
Use visual examples to assist stakeholder discussions	Use site(s) as a venue for a music concert or festival	Install alleyway gardening
Empower smaller community-driven projects	Provide food truck parking or food court	Invite friendly competition with lawn bowling and other games
Reach out to local schools to engage students and to enlist youth looking for volunteer hours	Throw a tiny house festival (everything is on wheels)	Reclaim wooden pallets for public seating (also known as "chair bombing")
Incorporate BF AWP planning into the agendas of other existing meetings		Try your own idea
Mix-and-mingle stakeholder groups (e.g. expose property owners to the community vision; expose community to property owners)		

## LOWERRE NEIGHBORHOOD AND PUTNAM RAIL TRAIL—YONKERS, NY

Curt Collier, National Youth Programs Director, Groundwork USA



**C**urt Collier, former Project Manager for Groundwork Hudson Valley's Putnam Rail Trail BF AWP project, can tell you stories about community engagement. He knows what it means to pound the pavement, to meet people where they are, to try several different types of engagement and site activation strategies simultaneously, and the challenge to secure capacity among steering committee members with many competing priorities.

The BF AWP process Curt led in Yonkers, New York started as planned, with the formation of a Steering Committee comprised of local nonprofit and institutional stakeholders from around the community, and the scheduling of field trips to see aspirational projects like the Highline in New York City. But, from there, project plans and reality diverged. Steering Committee members' attention was being pulled in a variety of directions by competing priorities, and understandably, representatives from the smaller nonprofits in particular lacked time and capacity to contribute significantly to the process. Curt found that most of the members on the Steering Committee had never worked in close collaboration with one another on such a large project and delivering on even relatively small stakeholder assignments was difficult. He and the Steering Committee encountered challenges with engaging community members and assuring participation at their public events.

For the first community outreach session, Curt and his team circulated flyers, but no one turned out to the meeting. In advance of a breakfast catering to local business owners in the BF AWP focus area, Groundwork Hudson Valley sent multilingual youth out to spread the word. Unfortunately, the business owners seemed distrustful of the young people, even when they wore brightly colored vests to identify the youth as partners to City employees. Meeting turnout among community members was still low. One of the things the project identified as lacking in the neighborhood was community space for gatherings, performances and trainings, which meant there wasn't a well-defined place for hosting meetings. So Curt started knocking on doors and slowly made his way into people's homes and hearts, one by one. He recalls that he and his team also spent a fair amount of time meeting people, where they are—standing at bus stops, and handing out flyers on the streets, trying to engage with residents any way possible. Curt walked the entire circuit of businesses in the BF AWP focus area almost a dozen times, and only near the end of the project did he finally come into contact with the owners.

Curt's willingness to experiment, and his team's sheer persistence, paid off, and they experienced a number of breakthrough moments. One came around the form of a pop-up park. Assisted by PlaceMatters, a planning firm based in Denver, Colorado, Groundwork Hudson Valley decided to try a show-and-tell strategy. One major street in the BF AWP focus area was shut down; future bus lines were taped out on the streetscape; a temporary stage where outdoor events might happen was constructed; mobile garden planters were placed strategically; seating, food trucks, and even a playground appeared. Together, these site activation strategies stirred up the desired effect, and over 2,000 people came out just to see what was happening. While temporary, the pop-up strategy provided a tangible opportunity for local people to experience in real time just how the focus area could eventually be permanently transformed. Surveying the people on-site during the pop-up event proved surprisingly valuable, too, in identifying new stakeholders, meeting politicians running for office, and learning who the gatekeepers were for holding meetings in apartment buildings.

### COMMUNITY INSIGHTS

**Portland, ME:** The East Bayside Advisory Committee hosted several events in conjunction with their quarterly meetings over the course of their BF AWP project. Committee members sponsored a breakfast, a luncheon, and a happy hour at a local brewery. Caroline Paras explains, "We realized that the East Bayside Neighborhood [the BF AWP focus area] had changed so much already that many business owners did not know one another." The BF AWP project presented an opportunity for local business stakeholders to introduce themselves to one another, and thereby a broader professional network, and allowed the project team to glean attendees' perspective on development opportunities in the focus area to inform the BF AWP at the same time.

**Spokane, WA:** Teri Stripes and Melissa Own used a similar strategy to Portland's in Spokane. They hosted a lunchtime discussion limited to local business CEOs, and found it enabled local business stakeholders to speak more frankly, which benefitted their BF AWP process.

**Newark, NJ:** Ironbound Community Corporation used social media platforms to increase the number of communication channels and augment traditional newspapers, door-to-door outreach and community organizing and live meetings. However, knowing how to best utilize each can be a challenge. As Drew Curtis observed about Newark, "We found social media to be more valuable at pushing information out than soliciting feedback. Flyers (in English, Spanish and Portuguese) and word of mouth worked best in our community to bring everyday people into the BF AWP conversation."



Another breakthrough moment came with the City when it was realized how unique this rail trail was, given it passes directly through the backyards of so many residents in the downtown area. The City came to see that the rail trail didn't have to be just another linear park to pass through, but could become a connector and a destination; it could be another banner project for the local government in the same way that the recent downtown daylighting of the Saw Mill River had become several years earlier.

With continued funding, diverse partnerships, and community connected, the project is advancing, one-tenth of a rail trail mile at a time.

**Borough of Carlisle, PA:** The Borough uses press releases, public notifications via the city's website, and post updates in the community newsletter to keep folks informed. Developers and private landowners continue to come to public meetings to give updates. There is also a following of community champions that scan upcoming agendas to help spread the word and to encourage turnout.

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## ► PIVOTING AROUND CATALYST SITES AND PROPERTY OWNERSHIP

BF AWP projects revolve around one or more brownfield catalyst sites, which translates to one or more brownfield property owners. Regardless of whether the owner is an individual, a corporation, the municipality or other entity, the property owner may range on the collaborative spectrum from absent or passive to challenging or progressive.

Several communities we spoke to had at one time or currently were debating the potential benefits and drawbacks of owning catalyst sites that are part their BF AWP plan. This contemplation stems from the lack of control felt when property owners are hard to track down or not available due to distance (e.g. the property owner is based in a location far from the BF AWP focus area). Project teams encounter property owners, who fear what a brownfield assessment will uncover in terms of liability and their reluctance to allow access to the site slows or stops one part of the plan. Project teams weigh the importance of the site to the overall project with the costs and responsibilities of owning the site, if that is even an option.

In Spokane, Washington, Teri Stripes explains, "We started with two

primary catalyst sites, but grew to incorporating five. The City is now at the stage of wanting to acquire ownership of key sites, because two major owners have walked away in the wake of liability for the toxic cleanup. For another site, the community is keen to explore a non-profit ownership model for a multi-use renter/builder-type space."

For the more reluctant property owners, BF AWP project managers have used their state environmental partners to help explain the value of assessment. Marc Gerdeman in Toledo held a conference call with one owner and an Ohio EPA contact to explain the expense associated with brownfield assessment, and the opportunity to have that assessment work done for free using Ohio EPA TBA (Targeted Brownfield Assessment) Funds. Similarly, other communities have used the drivers of regulation or market forces to say to property owners, "Don't you want to be ready when the market takes off?"

And sometimes, despite the best efforts of project managers, properties slip through the process. In Toledo, the city asked the county to ban a side lot transfer, but the ban never was submitted. Another parcel of forfeited

### COMMUNITY INSIGHTS

**Newark, NJ:** Within the Ironbound Community Corporation (ICC) BF AWP project, there is a mix of state, city, and private owner stakeholders. At one brownfield site, the State owns the land and leases it to the City, who in turn sub-leases to the tenant, ICC. Though that situation has proven more complicated than originally anticipated, ICC and the City are working through the details, incrementally, together.

**Lawrence, MA:** The City intends to acquire one of the catalyst sites due to the significance of its positioning within the BF AWP focus area. The City has determined that their ability to control the land and its future use as a gateway to the revitalized rail corridor is worth the cost associated with its acquisition.

**Janesville, WI:** During the process, key redevelopment properties came up for sale and under different circumstances, the City might have done more to purchase them rather than dealing with private owners now. However, funding mechanisms were limited and the City had to prioritize investments.

land went directly to Sheriff sale and now an auto shop occupies the space. These are just two examples of undoubtedly many among BF AWP communities.

Wherever a property owner sits on the engagement spectrum, there is

almost always a way to work with or without them, for the sake of advancing the area-wide planning process. The general advice from project managers is to engage property owners early and often. Be persistent. Help them to understand their responsibilities, and the business case for being

a partner in the planning process. If a private property owner is not interested in the process, de-prioritize that site and refocus on other partners who can help establish important early victories and momentum.

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## ► MANAGING TO THE MARKET

“Sometimes the market moves faster than the AWP process.”

—Anonymous sentiment written on a Post-it note on a flipchart titled “Challenges and Lessons Learned” from the EPA BF AWP Training in Philadelphia (July 2017)

Market analysis of local economic conditions is a key component of a BF AWP approach. As communities come to discover, sometimes the local real estate market moves faster than the planning process, and sometimes it seems the market will never take

off despite careful analysis, predictive indicators, and intentional economic development planning. Ironically, the time between despair that weak market conditions will never improve, and criticism that gentrification has already set in, can be very short. For

one BF AWP community, Portland, Maine, the project team had to change direction from its planned land use analysis and jump to policy changes to help control the type of development rapidly unfolding early in their process.

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The general advice from project managers is to engage property owners early and often. Be persistent. Help them to understand their responsibilities, and the business case for being a partner in the planning process. If a private property owner is not interested in the process, de-prioritize that site and refocus on other partners who can help establish important early victories and momentum.

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*EPA Brownfields Area-Wide Planning Grantee Training: More than 60 participants representing 17 of the 19 FY17 BF AWP grantees came together in Philadelphia, PA June 6 & 7, 2017 for peer exchange and orientation to area-wide planning technical assistance resources. (Photo credit: Holly Fowler, Northbound Ventures)*

## EAST BAYSIDE, PORTLAND, MAINE

Caroline Paras, Economic and Community Planner, Greater Portland Council of Governments

Jeff Levine, Planning & Urban Development Director, City of Portland

**T**he area of Portland, Maine known as East Bayside has literally risen from the ashes. Occupying the northern peninsula of the city, this is where coal ash from the Great Fire of 1866 was deposited as indiscriminate fill. A transportation artery (Interstate 295) has supported the commerce located there, but simultaneously cuts this section of the city in half and separates it from its more scenic side, the Back Cove waterfront. This 130-acre focus area has seen rapid demographic and marketplace shifts in a short few years. Long home to light industry and a lower-income residential neighborhood populated by white working-class families, East Bayside in the past decade has seen an influx of new immigrants and refugees from across Africa and the Middle East. At the same time, as mostly white artists and food entrepreneurs began moving in and reclaiming unutilized light industrial spaces, the area has become a food and craft beverage destination. As a result of the food sector's rapid growth, the Greater Portland region received one of twelve U.S. Department of Commerce designations in 2016 as an *Investing in Manufacturing Communities Partnership – Food Cluster* region.

In August 2015, the EPA awarded a grant to the Greater Portland Council of Governments to work in partnership with the City of Portland on developing a Brownfields Area-Wide Plan for the East Bayside neighborhood. Early in the BF AWP process, when members of the project Advisory Committee took a bus tour of almost 20 brownfield sites in the area, they were amazed to discover that almost every one visited had a development offer on it. Facing developers knocking on property owners' door with checkbook in hand, the project team's strategy and focus immediately shifted from facilitating a community planning process to creating ways to influence future brownfield land use. The focus of the project turned to outreach efforts – one focused on the traditionally hard-to-reach population in public housing, and another organized by the local neighborhood association. It also moved into direct land use analysis of key parcels, including testing and alternative use scenario modeling.

Half of the area's current residents live in subsidized housing, but rising property prices and unprecedented development pressure has threatened to raise the roof on the neighborhood's affordability factor. Traditional single-story houses are quickly being bought up and replaced with higher-density multi-unit buildings. East Bayside has seen \$20 million in private sector investment to date, but residents are concerned that this new development is replacing rather than integrating into the socioeconomically and racially diverse fabric of the neighborhood, and that long-marginalized people will be priced out. A series of focus groups with business owners echoed a similar refrain: 'We don't know our neighbors anymore, and we're worried about being displaced as prices and speculation continue to rise'.

The project team faces two key challenges in the context of a rapidly shifting market: 1) how to engage community members reluctant to participate for fear of how the information will be used; and 2) how to proceed knowing that succumbing to redevelopment will mean losing the characteristics that have made East Bayside popular in the first place. Some of the strategies the project team has employed to build trust and foster resident engagement have been bringing in the EPA's mobile soil-testing lab to help residents test backyard property soils before gardening, and supporting a design competition with the University of Southern Maine around climate change mitigation. There is more work to do though, especially in creating strategies for gathering input from public housing residents, so community engagement events will continue. For now, the team's approach is to remain flexible and move fast, because the market is on fire.

## COMMUNITY INSIGHTS

**Spokane, WA:** A big surprise for the project team was that property vacancy within the BF AWP project area dropped precipitously due to marijuana laws changing. Many properties in the area are currently listed for prices well over fair market value, perhaps in anticipation of the growing intoxicant crop industry. Regulated at the state level, there is only a local land use recommendation in place in Spokane (e.g. growing operations cannot be located next to schools or parks). There have been complaints about air quality already, and concerns of other businesses and community members have been conveyed. This is a new market dynamic that Spokane and other communities will need to learn to navigate—and to learn from each other—quickly.

**Lawrence, MA:** The BF AWP of Lawrence extends over 14 acres and lacks a clear commercial center due to the myriad of small, non-conforming lots comprising the project. The path toward economic revitalization has been a sequence of incremental gains over almost two decades to spur the market (e.g. increasing affordable housing, providing drug use treatment programs, improving lighting, opening sight lines, providing police surveillance, conducting clean ups). As a result, blight elimination is finally turning the tide on public perceptions of safety and attractiveness for investment that is needed to realize the community's vision. Park by park, property by property, neighborhood by neighborhood, the city and its partners are coaxing the market along with the ambition of bringing the 20K people that have historically driven by Lawrence every day, into the city itself to work, live, and play.



*In East Bayside, Portland, Maine, coffee shops, trendy beverage companies and urban farm are attracting more and more people to the neighborhood, historically an industrial hub and landing place with affordable housing for newly arrived immigrants. Market pressure is extreme and property prices have been rising rapidly over the past several years. (Photo credit: Holly Fowler Northbound Ventures)*

## ► PLANNING FOR POLICY & LEGISLATIVE CHANGE

Important outcomes for a community pursuing brownfield area-wide planning and redevelopment are not restricted to a restored building, new ball field, or retail cluster. Improved air quality, safe drinking water, and affordable housing—and the pursuit of land use policy and decision-making to assure they are realized—are equally feasible to pursue with an area-wide planning process.

While the visual and aesthetic impacts of brownfield redevelopment are appealing, the human health impacts can be lifesaving. Brown-

fields are frequently found in places where land use and code enforcement have been relaxed or nonexistent. Indiscriminate zoning that juxtaposes heavy industrial land uses with key public resources (e.g. libraries, schools, playgrounds, community centers) or residential neighborhoods can compound the issue. When industries pollute a site and then leave, the contamination often stays within the community. Property owners may meet minimum legal requirements by capping a site, so it can be used for parking, but of course this limits a site's capacity for other, more

meaningful uses and leaves the community with few options.

Changing local industrial policies and legislation can help mitigate future issues. A win-win approach that has proved beneficial for some communities is industry clusters, where smaller businesses benefit from networking, servicing one another, and concentration, which is appealing to customers. Another approach is using infrastructure policy to protect water supplies and habitats. Still other policies are more punitive, like fines for polluting.

## ENVIRONMENTAL HEALTH COALITION (EHC), NATIONAL CITY, CALIFORNIA

Carolina Martinez, Associate

Director for Policy, Environmental Health Coalition



**F**or environmental justice communities like National City, California, the health consequences of current state and local environmental policy are real. According to the San Diego County Department of Environmental Health, National City is currently home to 32 million pounds of hazardous substances and 870,000 cubic feet of toxic or hazardous gases. National City asthma hospitalization rates in 2010 for children ages 0-17 were 122/100,000 compared to a countywide rate of 87<sup>1</sup>. These poor health rates disproportionately impact people of color and low-income populations in National City.<sup>2</sup>

The Environmental Health Coalition (EHC) was selected as a BF AWP grant recipient in 2013 given its overarching goal of transforming a focus area containing a high concentration of brownfield sites into a state-of-the-art green industrial park for National City. Established in 1980, non-profit EHC has become a leader in the environmental justice movement and a resource for community-based organizations working in the fields of environmental health and justice, social justice, human rights and environmental sustainability.

The vision for a green industrial park in National City was originally developed in 2005 as the result of a community assessment. The Westside Specific Plan would undo the incompatible development patterns of past decades, which placed a large number of auto industry services amidst residential neighborhoods. The aim is to relocate the many small, family-owned auto body and auto painting shops currently operating in the Westside section of National City to a repurposed brownfield site. At the same time, relocating businesses would also be trained and required to comply with guidelines pertaining to responsible use, management and disposal of pollutants. In 2008, a feasibility study had suggested that the brownfield redevelopment and reuse would cover the cost of site cleanup, but further analysis and the national economic recession had brought that assertion into question by 2011. The dialogue for this vision was revived by the 2013 BF AWP grant and has continued into 2017.

The full project is very difficult from a financial perspective; the cost of brownfield cleanup to realize the green industrial park alone is \$3 million. Affordable housing and brownfield-to-park projects in the focus area are helping to show meaningful progress though, and to keep the concept alive among organized residents in the community. When the first round of Cap and Trade Funding (GHG Reduction Fund) was released in 2015, the city received \$9 million to cover the gap in cost of development for 201 affordable housing units in the BF AWP focus area, now in their second phase of construction. A new park within the focus area should be completed by November 2018. As the new community plan does not allow for heavy industrial use, property owners must identify new uses that do fit with the community's plan as businesses leasing land are phased out. Phase-out timing is determined by an amortization of different metrics, and two businesses have been phased out already with five more scheduled in coming years.

<sup>1</sup>Environmental Health Coalition. Where We Work-Local-National City. Accessed August 24, 2017. <http://www.environmentalhealth.org/index.php/en/where-we-work/local/national-city>.

<sup>2</sup>Office of Environmental Health Hazard Assessment. Map of CalEnviroScreen 3.0 Results. Accessed September 3, 2017. <https://oehha.ca.gov/calenviroscreen/maps-data>

“The most valuable thing that came out of the study is a concept that can be used to pitch to legislators and demand that dirty industries do better.”

—Carolina Martinez,  
Associate Director for Policy,  
Environmental Health Coalition

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## ► PLANNING WITH AN EYE TOWARD IMPLEMENTATION

“Lead with public infrastructure. Starting implementation with a visible project builds interest and trust and attracts investors. I had doubts in the beginning about how the community would respond to this project, but the entire combination of things has excitement building. Cranes and big machines do a lot to capture people’s attention.”

—Duane Cherek, Manager of Planning Services, City of Janesville, Wisconsin

Under optimal conditions, as the BF AWP process advances, it is intertwined with plan implementation activities. In other words, planning meetings are happening with a steering committee periodically alongside some kind of technical analysis; at the same time, local stakeholders are participating in site activation activities like pop-up mural installations, vacant lot cleanups, volunteer walking audits of streets in the focus area, and so on. A few of the BF AWP communities we studied have achieved this “planning alongside implementation” balance,

starting with Lawrence, Massachusetts, where the project team cast a wide net in terms of what they considered “implementation”. While the city retained various firms to conduct economic market analysis, its BF AWP project team also co-promoted long-existing annual community engagement events like the Spicket River Cleanup and the waterfront SALSA Festival, both of which took place within or adjacent to the BF AWP focus area. Although the city’s partner Groundwork Lawrence led the charge in coordinating these fun, hands-on events, by

taking them under the wing of the BF AWP project, the project team leveraged the presence of already mobilized stakeholders, and thereby gained access to an audience for “light touch” visioning and dialogue about the Lawrence Manchester Rail Corridor (LMRC) project.

The following are three additional implementation strategy stories from BF AWP communities Chicopee, Massachusetts, Newark, New Jersey, and Janesville, Wisconsin.

### CHICOPEE WEST END, CHICOPEE, MASSACHUSETTS

Lee Pouliot, Director of Planning Department, City of Chicopee, Massachusetts

**F**ive years after completion of its BF AWP process, implementation of planned projects and activities is well underway in Chicopee, Massachusetts, and will be ongoing for a number of years. Lee Pouliot, Director of the City of Chicopee’s Planning Department, steers the implementation phase, guidance for which comes from the strong implementation plan developed in partnership the Pioneer Valley Planning Commission.

Chicopee’s plan clearly lays out a number of priority actions, either short-term (3 months to 2 years), medium-term (2 to 5 years), or long-term (5 to 10 years), in the order the city was meant to tackle them. While it might look rigid to some, Lee explains that it flexes. “We’ve accepted some skipping around to take advantage of opportunities,” he explains. “Sometimes implementation starts to happen even before the final plan is done, and some opportunities present themselves that are too important for a project team to ignore.”

Lee is referring to an early implementation win, when a developer expressed interest in one of the priority catalyst sites. Much of Chicopee’s built environment is legacy textile mills and metal foundries. The developer purchased the catalyst site, a former mill, for redevelopment as artist studios and market-rate housing. Chicopee used a 2012 EPA Assessment grant to do Phase I and II brownfields site assessments and found no issues. The \$150K purchase was made with the intent to transform the site into 110 units of market-rate housing with an estimated combined value of \$9 million dollars, an impressive return on investment. The developer is moving through the approvals process now with the intention to be leasing by the end of 2018. Meanwhile, though, another private developer interested in a priority site (a \$55 million opportunity to build 660 housing units) could not make a deal happen.

Collaboration and grant leveraging keeps Chicopee’s implementation plan moving forward despite these kinds of challenges. Working with the City’s Chamber of Commerce, Massachusetts Department of Environmental Protection, MassDevelopment, and numerous other partners, environmental assessment has been completed at nine sites (six within the focus area), and studies done on other properties purchased by the city.

## IRONBOUND COMMUNITY CORPORATION (ICC), EAST NEWARK, NEW JERSEY

Drew Curtis, Community Development and Environmental Justice Director, ICC

**S**imilarly, the BF AWP process for ICC in Newark, New Jersey was a natural, organic evolution of existing neighborhood planning efforts. The BF AWP project helped to advance a long and rich history of community based planning and revitalization work in the East Ironbound neighborhood of Newark. Contextually, the neighborhood is home to the Passaic River, the longest Superfund site in the United States. There are over 100 brown-fields in the focus area, where one in four children has asthma. The BF AWP focus area comprises 25 to 30 acres, a “super block” in the middle of a residential area, half of which is a former brewery. Ironbound’s implementation plan revolves around three goals of the BF AWP project: recreational space (e.g. stadium), greening to mitigate air pollution, and agricultural production with the desired outcome of creating an equal balance of green jobs and green space.

ICC conducted a market and feasibility study for its catalyst site, the former brewery facility, and what emerged was a food business concept that offered relatively low environmental impact for high economic impact. Leveraging US Department of Agriculture funding and taking advantage of where there was already momentum in the market, ICC was able to attract Down Bottoms Farm (now open) as its first implementation step. Building on that success, the area has now attracted Aerofarms for vertical food production as well.

Whether implementation starts with apartments, a farm, or a tear-down, the key is in the planning. Drew Curtis, ICC’s Community Development and Environmental Justice Director, advises: “The approach to planning needs to be realistic; always be thinking about implementation. Always be asking ‘Will we be able to implement this? How will we implement this?’”



*A sign marks the spot and says “Welcome” to all who visit the Ironbound in Newark, NJ. (Photo credit: NJ – Newark – Ironbound District” by Wally Gobetz, <https://www.flickr.com/photos/wallyg/1752314329/>. License at <https://creativecommons.org/licenses/by-nc-nd/2.0/>)*

## ROCK RENAISSANCE AREA REDEVELOPMENT & IMPLEMENTATION STRATEGY (ARISE) | CITY OF JANESVILLE, WISCONSIN

Duane Cherek, Manager of Planning Services, City of Janesville

Terry Nolan, Coordinator, Janesville Area Metropolitan Planning Organization

**F**or 50 years, an 80,000 square foot parking lot stood over the Rock River in the core of Janesville city center. The parking structure bisected downtown and offered little in the way of aesthetic charm. Approaching the end of the facility's useful life, the time came to decide what to do with it. Municipal leaders wondered: should it stay or should it go? What potential would this parking garage site hold—if it were dealt with—for other brownfield sites' redevelopment in the focus area? Unlike many brownfield sites, which are effectively idle and unproductive, here were 280-300 parking stalls that were heavily used by nearby businesses. Business owners in particular were concerned that removing this amenity would stem downtown traffic and hurt local commerce.

Building on a successful comprehensive brownfield program that began with a 2011 Area-Wide Brownfields Assessment Grant, the City of Janesville was awarded a 2013 Brownfields Area-Wide Planning Grant.

Community engagement required educational sessions to demonstrate that there was ample parking elsewhere in the downtown area, and how removal of the parking structure over the river would actually enhance the future of downtown commerce. The Town Square vision emerged through the planning process: reestablish access to the river, extend the Wisconsin Ice Age Trail historic hiking path, reconstruct a 1913 arch bridge, and reconfigure adjacent streets for improved traffic flow and to include a "festival street". A downtown tax increment finance district, encompassing the central business district and a large area surrounding it, was approved in 2016 to help fund public improvements and incentivize private investment. Fourteen million dollars in public funds would support the ambitious Town Square project.

The BF AWP process resulted in two key recommendations, one near-term, development of the Town Square, and one longer-term (20 to 40 years) involving the incorporation of five other catalytic brownfield sites into the downtown redevelopment plan. The Town Square is part of a larger city revitalization plan known as The Rock Renaissance Area Redevelopment & Implementation Strategy or ARISE, which targets the Rock River corridor that flows through the heart of the community.

By March 2017, two years after the final area-wide plan was adopted, the parking deck was demolished. The city's goal is to have the Town Square project finished by 2020. Key community partners like Forward Janesville (local chamber of commerce) and Downtown Janesville, Inc. will help bring the new Town Square to life with special events, farmers markets, and other programming. Says Duane Cherek, Manager of Planning Services for the City, "We know that the ARISE Plan is admittedly ambitious, but it's our benchmark for moving forward. This puts us in a very good position to transform downtown, and it's exciting. We are changing the traditional trip to downtown."

**Jon Grosshans, AICP, LEED-AP, US EPA Region 5**

The Brownfield Area Wide Plan program allows communities to develop their own action strategy for brownfield redevelopment. Near term outcomes identified by the community are connected to follow up actions and funding by local organizations along with support from City, State, and Federal government.

At initial kick off meeting, a downtown development committee member demanded to know how this planning process would be different than past plans for the community. Janesville had previously developed long term visions with similar committees, but they ultimately did not deliver results. Other committee members agreed and wanted to know how this plan could focus on implementation NOW. Based on the local committee's desire for action, it was clear that the BF AWP program's emphasis on near term actions was a good match. The City of Janesville staff did an excellent job of focusing on implementation throughout the planning process and subsequent adoption.

Transitioning from planning to action can be difficult for many communities. Towards the end of the grant period, the BF AWP process includes a workshop with potential State and Federal funders to discuss how specific actions might be funded through various grant programs. At this workshop, the City presents its brownfield redevelopment projects while the funder representatives in turn explain how their programs might support these activities in the future. While there is no single source of funds that can pay for everything, the City learned how it might apply for multiple grants that could each pay for parts of projects.

The City of Janesville has been successful in lining up millions of grant dollars to support work on brownfields along the Rock River waterfront. Transformation of the waterfront is already visible and the City is on track to significantly revitalize downtown by 2020.

## ► LEVERAGING AND LAYERING RESOURCES

While every redevelopment project requires resources, communities are often challenged by the need to secure sufficient funding to support planning goals in advance of redevelopment. The EPA's Office of Brownfields and Land Revitalization has offered a valuable guide, *Setting the Stage for Leveraging in Communities*, for brownfield-affected communities learning how to sequence funding streams and to attract more investment (See Appendix I).

Using a BF AWP approach can help a community be strategic when seeking funding and financing. Aligning all of a community's resources and assets, whether financial, in-kind, human, institutional, civic, or physical—allows it to engage stakeholders across a variety of sectors, thereby reaping the benefits of collaborative investments for area-wide revitalization. Not only does leveraging and layering help a community identify which funding opportunities to pursue and in what sequence, it also enables the community to articulate next steps and to demonstrate funding gaps alongside project successes. This is particularly useful for showing how small successes add up to a winning strategy for potential investors.



*A portion of the Lawrence Merrimack Rail Corridor in Lawrence, Massachusetts that will be redeveloped as part of that community's area-wide plan. (Photo credit: Holly Fowler, Northbound Ventures)*

## COMMUNITY INSIGHTS

**Toledo, OH:** The City of Toledo has also been very successful at leveraging a steady stream of funding, attracting \$17 million since receiving its original brownfield assessment grant in 2010. In 2015, Toledo received a \$500K green infrastructure grant. In 2016, the EPA selected the city for a brownfield revolving loan fund (RLF) grant for a total of \$820,000. The RLF enables the city to provide loans and sub-grants to support cleanup activities at a minimum of four sites contaminated with hazardous substances and petroleum. The grant can also be used for marketing the availability of funds and community involvement activities. Non-EPA grants awarded to Toledo include a \$50,000.00 US Forest Service Great Lakes Restoration Initiative Grant for tree planting and a \$25,000.00 Funder's Network for Smart Growth and Livable Communities, Partner's for Places Grant. With partnership from the Toledo Community Foundation, the City used the latter for a resident-led demonstration project in the BF AWP neighborhood that will mobilize citizens across the county to take actions that promote sustainability within their own neighborhoods.

**Newark, NJ:** The Ironbound Community Corporation (ICC) secured a \$200,000 grant from the New York Giants and Greater Newark LISC (Local Initiative Support Corporation) for a turf field as part of its stadium renovation catalyst site. The organization also worked to get the area designated to receive community development block grant (CDBG) money from the US Department of Housing and Urban Development and to acquire a tax credit package as part of the project's financing. Funding from the US Department of Agriculture was critical to an early implementation victory with landing an urban farm tenant. As planning veteran Drew Curtis puts it, "Between limited capacity and lots of competition, it's a constant hustle to attract funding."

**Lawrence, MA:** The City of Lawrence's BF AWP 2015 grant was awarded following nearly fifteen years of partnership-driven work to reclaim vacant and contaminated properties across the City's North Common neighborhood and along the now complete Spicket River Greenway. Earlier efforts were fueled by millions in EPA Brownfield Assessment and Cleanup grants, a variety of State grants, and philanthropic funds in the form of a foundation grant, donor-advised funds, and in-kind contributions, including everything from donated trash bags and gloves for volunteers to donated pizza and childcare services offered at neighborhood planning meetings. Lawrence's experience demonstrates the funding flywheel spins with any size resource when leveraged well and maximized.

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## ► REALIZING TANGIBLE RESULTS INCREMENTALLY

Area-wide planning progress indicators are useful for attracting funding and maintaining the enthusiasm of stakeholders. In addition to numbers of acres remediated, new businesses opened, housing units constructed, jobs created and money received, AWP project teams are keen to measure the economic, environmental, and social impacts of their planned

work. For instance, in Newark, NJ, ICC measures success by tracking number of projects completed, amount of money invested, and prevailing attitudes via a neighborhood satisfaction survey. Every five years, the team goes to every other house or building in the neighborhood with a questionnaire to understand the real impacts of targeted changes

on local households, individuals and families. The results of 2008 and 2012 surveys are available and 2016 is currently being analyzed. Lawrence, Massachusetts is another place where outcomes emerging from area-wide planning are anticipated to substantially impact lives.

### THE BOROUGH OF CARLISLE – CUMBERLAND COUNTY, PENNSYLVANIA

Kate Molinaro, Community Development Director, Cumberland County Redevelopment Authority (CCRA)

**C**arlisle is a borough and the county seat of Cumberland County, Pennsylvania. In 2013, the Cumberland County Redevelopment Authority (CCRA) was selected as a BF AWP grant recipient, precipitated by the recent closure of several long-time industrial employers in the urbanized areas of Carlisle Borough and North Middleton Township.

The focus area of CCRA's area-wide plan features three catalyst sites—former industrial automotive and electronic industry—that span across 64 acres of privately owned land. Except where this concentration of industrial sites is located, Carlisle is built on a traditional street grid model, and the focus area is surrounded by residential. The neighborhood floods every time it rains, so infrastructure improvements to enhance stormwater management and traffic flow are also important parts of the overall plan. As a result of CCRA's and their partners work throughout their BF AWP, Carlisle Borough received a \$5 million Transportation Investment Generating Economic Recovery (TIGER) grant in 2016 to help them advance the brownfields revitalization efforts laid out in their plan.

According to Kate Molinaro, Community Development Director for the CCRA, "The team has been all hands on deck, going after every grant opportunity. As a result, funding for implementation has been steady and the AWP has absolutely helped to garner other grants, including those from the state."

This is important, because as the community moves from planning to implementation, things continue to change. One private owner has put smaller parcels out to sale; the market didn't bear out a planned grocery; the transportation plan has changed; and there has been staff turnover at CCRA and at the Borough. On the flip side, a private company purchased one of the catalyst sites and came to the Borough asking how they could help in implementing the overall plan. These new stakeholders want to be as involved as possible. An important frame of mind for BF AWP communities is this: two steps forward and one step back is still making progress in the right direction.

**Patricia Corbett,**  
Project Officer,  
EPA Region 3

By focusing on public input and implementation of the Area-Wide Plan the Borough of Carlisle was able to win support for the vision for redevelopment of their brownfields. Half of EPA Region 3's BF AWP grantees have been awarded Brownfields Assessment grants to move their area-wide plan forward. These grantees have also been extremely successful in leveraging the \$200,000 BF AWP grant into millions of dollars to further implement their plan's goals. With the environmental risks defined redevelopers are now interested in purchasing these brownfields properties which gets the properties back on the tax rolls and spurs other nearby development.

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An important frame of mind for AWP communities is this: two steps forward and one step back is still making progress in the right direction.

## LAWRENCE MANCHESTER RAILROAD CORRIDOR (LMRC) – LAWRENCE, MASSACHUSETTS

Abel Vargas, Director of Business & Economic Development, City of Lawrence, Massachusetts

Heather McMann, Executive Director, Groundwork Lawrence

Brad Buschur, Project Director, Groundwork Lawrence

**L**awrence is one of the poorest cities in Massachusetts and home to the largest Latino population in New England. In 2015, the City of Lawrence received a BF AWP grant to identify strategies for revitalizing the Lawrence Manchester Railroad Corridor (LMRC), over 14 acres of former rail yards and industrial sites along a 1.5-mile-long abandoned railroad bed. Adjacent to a commercial corridor and connected to the recently developed Spicket River Greenway, the LMRC is positioned well for sweeping new investment. Building on its 15 years of collaboration with Groundwork Lawrence on developing the greenway and several brownfield-to-park projects along it, the City opted to partner with nonprofit Groundwork Lawrence in leading the AWP steering committee and serving as the LMRC project manager.

The LMRC represents a significant opportunity to create a linear park and multi-use path that will serve as the southern anchor of a 30 mile-long converted rail trail stretching from Lawrence to Manchester, New Hampshire. Within Lawrence, the LMRC will serve as a major bike and pedestrian corridor for both leisure and commuter uses while enhancing more riverfront open space. Redevelopment of the LMRC will populate this now concealed and neglected area, thereby curbing illegal dumping and crime. It will also reduce the community's exposure to suspected environmental contaminants; provide safer connectivity for residents to schools, businesses, restaurants, health clinics, and grocery stores; reclaim underutilized green space; and create new recreational opportunities in an underserved area.

Beyond its potential to create healthier neighborhoods for Lawrence residents, the project aligns with the City's broader economic development and job creation goals. These are linked to the local Merrimack Valley Workforce Investment Board's EPA Environmental Workforce Development and Job Training grant-funded program, which has invested in job training and skills building for Lawrence residents over the past several years. By reclaiming the corridor with active uses and encouraging local and regional connectivity alongside workforce development and job training investments, the LMRC project can unlock the economic value of underutilized commercial parcels along the way. The goal is to create a local and regional destination that will appeal to visitors and commuters from both local neighborhoods and nearby communities, thereby fostering commercial activity, attracting new business investments, and enabling existing businesses to better represent themselves to their customers.

“The genius of Lawrence’s AWP project is the fact that it is an economic development opportunity just hidden from view. As we address blight in residential areas and deal with small annoyances like overgrown lots, stakeholders are thrilled that things they have been looking at for a long time are finally changing. Removing rail ties and reactivating the rail corridor makes people see their back yard and future differently. Even former property owners that didn’t pay their taxes are now on board and excited about the project. But we are making Lawrence better in even more important ways. A new bridge over the river falls is a nice to have, but not as impactful as changing the flow between where kids live and how they get to school.”

—Mayor Daniel Rivera,  
City of Lawrence, Massachusetts



*Community members, design team, and city officials tour the Lawrence Manchester Railroad Corridor site, May 25, 2016. Photo: Groundwork Lawrence*



*Pop-up carnival at Groundwork Hudson Valley's Friday Farmers Market in downtown Yonkers, NY. Photo: Groundwork Hudson Valley*

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## CONCLUSION

“Area-wide planning is totally transferable to other sites; just change the target area and start.”

—Marc Gerdeman, Brownfield Redevelopment Officer, City of Toledo

This report cannot do justice in so many pages to the time dedicated, energy spent, creativity captured, miles walked, and relationships earned in service to the BF AWP projects highlighted. Project managers are the heart of leadership for every BF AWP processes and with a host of key partners, hold the keys to unlocking critical community engagement. For every insight they have shared herein, there are many more equally complex, community success stories ripe with best practices and lessons hard-learned across the nation. See Appendix II for a complete list of BF AWP communities that are being transformed in profound and positive ways.

As long as underutilized or unproductive assets are reactivated, neighborhoods are experiencing renewal, that is exciting, but not always in the exact direction or at the pace anticipated. Implementation plans need to be well-defined and designed to flex, conforming to meet dynamic market conditions and property turnover. Returning contaminated spaces to productive use after years of inattention and environmental neglect is expensive, but as illustrated, there are numerous private and public funding sources to support implementation plans and a return on investment is possible as regrowth unlocks economic development and employment opportunities for the future.

A BF AWP approach enables the development of community-wide improvement plans and infrastructure investments that can catalyze equitable development opportunities. A strong process and plan can shift longstanding mental and physical boundaries and close gaps that have long separated people and places from supporting one another. Brownfield recovery and area-wide implementation plans are ultimately about building strong and healthy cities and towns, accessible to all, where people feel safe to walk, work, shop, learn, live, play, and grow together. That is the plan. That is community.



*A dozen grantees from earlier grant cycles were on hand at the EPA Brownfields Area-Wide Planning Grantee Training to share progress updates and strategic insights from their experiences. The event was hosted by EPA Region III and facilitated by Groundwork USA. (Photo credit: Holly Fowler, Northbound Ventures)*

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## ACKNOWLEDGEMENTS

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*Special thanks to all participants who attended the 2017 EPA BF AWP All-Grantee Training in Philadelphia, PA in June 2017*

## COMMUNITY BF AWP WEB RESOURCES

**Green Industrial Auto Park – Environmental Health Coalition – National City, CA**  
<http://www.environmentalhealth.org/index.php/en/where-we-work/local/national-city>

**Jacobs Center for Neighborhood Innovation – San Diego, CA**  
[http://www.jacobscenter.org/\\_pdf/BF\\_AWP.pdf](http://www.jacobscenter.org/_pdf/BF_AWP.pdf)

**East Bayside Brownfields Area-Wide Plan – Portland, ME**  
<http://www.gpcog.org/economic-comm-development/brownfields/east-bayside-brownfields-area-wide-plan/>

**Lawrence Manchester Rail Corridor EPA Brownfield Area-Wide Plan – Lawrence, MA**  
<http://www.cssboston.com/portfolio/lawrence-manchester-rail-corridor-epa-brownfield-area-wide-plan/>

**West End Area-Wide Plan – Chicopee, MA**  
<http://www.chicopeema.gov/191/West-End-Area-Wide-Plan>

**Lowerre Neighborhood / Putnam Rail Trail – Yonkers, NY**  
<http://lawrenceareaplan.weebly.com/project-summary.html>

**South Bronx Overall Economic Development Corp – Bronx, NY**  
<https://sobro.org/thrive/urban-planning/>

**Ironbound Community Corporation – Newark NJ**  
[http://ironboundcc.org/wp-content/uploads/2014/12/ICC-Brownfields-Area-Wide-Plan\\_-\\_Final.pdf](http://ironboundcc.org/wp-content/uploads/2014/12/ICC-Brownfields-Area-Wide-Plan_-_Final.pdf)

**Overland Industrial Park – Toledo, OH**  
<http://toledoawp.com>

**Cumberland County Redevelopment Authority – Carlisle, PA**  
[http://www.carlislepa.org/wp-content/uploads/2015/04/CARL\\_AWP-Final-Report\\_00\\_Cover\\_TOC\\_Ack\\_ES.pdf](http://www.carlislepa.org/wp-content/uploads/2015/04/CARL_AWP-Final-Report_00_Cover_TOC_Ack_ES.pdf)

**The Yard – City of Spokane, WA**  
<https://my.spokanecity.org/projects/the-yard/>

**Grow Janesville – Janesville, WI**  
<http://www.growjanesville.com/home/showdocument?id=3418>

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## APPENDIX I: FUNDING AND TECHNICAL ASSISTANCE RESOURCES FOR AWP COMMUNITIES

Technical assistance and training resources for brownfield-affected communities are plentiful. In addition to dedicated regional personnel, the EPA provides free technical assistance to local governments and nonprofits seeking support for brownfield redevelopment work through its Technical Assistance to Brownfields (TAB) program. EPA Brownfield grantees can access online educational webinars, download resources like the Brownfield Inventory Tool (BIT), and participate in local and regional workshops. The following resources do not represent an exhaustive list of what is available, but will help communities throughout planning phases and into implementation.

### EPA BROWNFIELDS PROGRAMS

- ▶ **Area-wide Planning Program: Brownfields Area-Wide Planning** is an EPA program which provides funding to recipients to conduct research, technical assistance and training that will result in an area-wide plan and implementation strategy for key brownfield sites, which will help inform the assessment, cleanup and reuse of brownfields properties and promote area-wide revitalization. Funding is directed to specific areas, such as a neighborhood, downtown district, local commercial corridor, or city block, affected by a single large or multiple brownfield sites.
- ▶ **Assessment Grants:** Assessment grants provide funding for a grant recipient to inventory, characterize, assess, and conduct planning and community involvement related to brownfields sites. Eligible entities may apply for \$200,000 and up to \$350,000 with a waiver.
- ▶ **Revolving Loan Fund Grants:** Revolving Loan Fund (RLF) grants provide funding for a grant recipient to capitalize a revolving loan fund and to provide subgrants to carry out cleanup activities at brownfield sites.
- ▶ **Cleanup Grants:** Cleanup grants provide funding for a grant recipient to carry out cleanup activities at brownfield sites. An eligible entity may apply for up to \$200,000 per site.
- ▶ **Brownfields Environmental Workforce Development and Job Training (EWDJT) Grants:** Provide environmental training for residents of Brownfields communities.

More information: <https://www.epa.gov/brownfields/types-brownfields-grant-funding>.

### EPA TECHNICAL ASSISTANCE PROGRAMS

The Technical Assistance to Brownfield Communities (TAB) program provides technical assistance to communities to increase their understanding and involvement in brownfields cleanup, revitalization and reuse. TAB

grantees serve as an independent resource to help communities, among other things, understand: the health impacts of brownfields sites; how science and technology are used for site assessment, remediation, redevelopment and reuse; and how to comply with voluntary cleanup requirements. TAB grantees provide technical support to brownfields sites in multiple EPA regions as shown below:

- ▶ **New Jersey Institute of Technology (NJIT):** EPA Regions 1, 3 and 4
- ▶ **Kansas State University (KSU):** EPA Regions 5, 6, 7, 8 and Nationwide
- ▶ **Center for Creative Land Recycling (CCLR):** EPA Regions 2, 4, 9 and 10

### COUNCIL OF DEVELOPMENT FINANCE AGENCIES (CDFA)

The Council of Development Finance Agencies (CDFA) is a national association dedicated to the advancement of development finance concerns and interests. CDFA members include state, county, and municipal agencies that provide or otherwise support economic development financing programs, as well as a variety of non-governmental and private organizations ranging from regional and large investment banks to commercial finance companies to bond counsel, bond insurers, trustees, venture capital companies, rating agencies, and other organizations interested in development finance.

### GROUNDWORK USA

Groundwork USA is a national organization with local roots, engaging local businesses, residents and government officials to revitalize neighborhoods and transform community liabilities into community assets. They have a network of 20 local Trusts based in small “legacy” cities, in underserved neighborhoods within larger cities, and in rural communities—all frequently overlooked by funders and policymakers.

### HAZARDOUS MATERIALS TRAINING AND RESEARCH INSTITUTE AT EASTERN IOWA COMMUNITY COLLEGE (HMTRI)

The Hazardous Materials Training and Research Institute (HMTRI) at Eastern Iowa Community College is an environmental health and safety education and training organization established in 1987. HMTRI promotes environmental worker health and safety and the maintenance of a clean and safe environment through education and training. HMTRI offers and promotes educational opportunities, partnerships, and training programs related to Brownfields cleanup and redevelopment. <https://www.epa.gov/brownfields/brownfields-technical-assistance-and-research#TAB>

### **EPA'S TARGETED BROWNFIELDS ASSESSMENT (TBA) PROGRAM**

The TBA Program helps states, tribes, and municipalities minimize the uncertainties of contamination often associated with Brownfields. This program supplements other efforts under the Brownfields program to promote the cleanup and redevelopment of brownfields. TBAs are conducted by an EPA contractor on behalf of an eligible entity. Services include site assessments, cleanup options and cost estimates, and community outreach. Services are for an average of \$100,000. The sites for this program are selected locally, once a year. <https://www.epa.gov/brownfields/targeted-brownfields-assessments-tba>

### **SETTING THE STAGE FOR LEVERAGING RESOURCES FOR BROWNFIELDS REVITALIZATION**

This white paper captures EPA's experience with the leveraging opportunities identified by BF AWP grantees. This guide was developed to assist communities in overcoming the challenges of making sound investment decisions to attract additional resources for community revitalization. <https://www.epa.gov/brownfields/setting-stage-leveraging-resources-brownfields-revitalization>

### **NATIONAL ENDOWMENT FOR THE ARTS OUR TOWN GRANTS**

The National Endowment for the Arts' Our Town grant program is the agency's primary creative placemaking grants program. Projects may include arts engagement, cultural planning, and design activities. The grants range from \$25,000 to \$200,000. Our Town invests in creative and innovative projects in which communities, together with their arts and design organizations and artists, seek to:

- ▶ Improve their quality of life;
- ▶ Encourage greater creative activity;
- ▶ Foster stronger community identity and a sense of place; and
- ▶ Revitalize economic development.

<http://arts.gov/grants/apply-grant/grants-organizations>

### **TRANSPORTATION ALTERNATIVES PROGRAM (TAP)**

The Federal Highway Administration's TAP provides funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program projects; safe routes to school projects; and projects for planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways. In rural areas, these funds are typically allocated by state departments of transportation. <http://www.fhwa.dot.gov/map21/guidance/guidetap.cfm>.

For more information on Safe Routes to School projects and programs (which are eligible for funding under TAP), visit: [http://www.fhwa.dot.gov/environment/safe\\_routes\\_to\\_school/](http://www.fhwa.dot.gov/environment/safe_routes_to_school/).

Depending on the specific intended uses of catalyst site within a community's area-wide plan, grants from other federal partners may be available to support public and/or private initiatives. The U.S. Department of Agriculture (USDA) offers extensive funding to food related projects and Housing and Urban Development (HUD) supports affordable housing development. Look at these and others for additional assistance to bring an area-wide plan to implementation.

## APPENDIX II: BF AWP COMMUNITIES BY REGION AND BY GRANT YEAR

EPA REGION	BF AWP GRANT RECIPIENT	FY10	FY13	FY15	FY17
1	City of Sanford, ME	X			
	Pioneer Valley Planning Commission, MA (for Chicopee, MA)	X			
	City of Lowell, MA	X			
	Town of Lee, MA		X		
	City of Burlington, VT		X		
	City of New Bedford, MA			X	
	City of Lawrence, MA			X	
	Greater Portland Council of Governments, ME			X	
	Eastern Maine Development Corporation, ME				X
	City of Providence, RI				X
2	Ironbound Community Corporation, Newark NJ	X			
	City of Ogdensburg, NY	X			
	Desarrollo Integral del Sur, Inc (DISUR), Puerto Rico	X			
	Groundwork Hudson Valley, Yonkers, NY		X		
	City of Camden Redevelopment Agency			X	
	South Bronx Overall Economic Development Corp			X	
	City of Rochester			X	
	Isles, Inc, NJ				X
3	City of Ranson, WV	X			
	City of Roanoke, VA	X			
	Borough of Monaca, PA	X			
	Philadelphia City Planning Commission, PA		X		
	Cumberland County Redevelopment Authority, Carlisle, PA		X		
	City of Huntington, WV			X	
	Temple University, PA			X	
	City of Wilmington, DE				X
	City of Norfolk, VA				X
	Redevelopment Authority of the City of Harrisburg, PA				X

**APPENDIX II: BF AWP COMMUNITIES BY REGION AND BY GRANT YEAR (CONTINUED)**

EPA REGION	BF AWP GRANT RECIPIENT	FY10	FY13	FY15	FY17
4	City of Atlanta, GA	X			
	City of New Bern, NC	X			
	Central Florida Regional Planning Council		X		
	The Enterprise Center, Chattanooga, TN		X		
	Louisville/Jefferson County Metro Government, KY		X		
	City of Hickory, NC			X	
	University of South Florida, FL				X
	Berkeley-Charleston-Dorchester Council of Governments, SC				X
	City of Middlesborough, KY				X
5	City of Goshen, IN	X			
	City of Cleveland, OH	X			
	City of Freeport, IL		X		
	North Branch Works (formerly LEED Council), Chicago, IL		X		
	City of Indianapolis, IN		X		
	City of Toledo, OH		X		
	City of Green Bay, WI		X		
	City of Wausau, WI		X		
	City of Janesville, WI		X		
	City of Duluth, MN			X	
	City of St Paul, MN			X	
	City of Racine, WI			X	
	Redevelopment Authority of the City of Milwaukee, WI			X	
	Near East Area Renewal, IN				X
	Wayne County Brownfield Redevelopment Authority, MI				X
Lorain County, OH				X	
6	City of Tulsa, OK	X			
	City of Shreveport, LA		X		
	City of Whitewright, TX			X	
	Port of New Orleans, LA				X

**APPENDIX II: BF AWP COMMUNITIES BY REGION AND BY GRANT YEAR (CONTINUED)**

EPA REGION	BF AWP GRANT RECIPIENT	FY10	FY13	FY15	FY17
7	City of Kansas City, MO	X			
	City of Council Bluffs, IA		X		
	City of Dubuque, IA			X	
	City of Pittsburg, KS			X	
	Resource Conservation & Development for Northeast Iowa, Inc., IA				X
	City of Burlington, IA				X
8	City of Kalispell, MT	X			
	City of Aurora, CO	X			
	City and County of Denver, CO	X			
	City of Minot, ND		X		
	City of Cheyenne, WY			X	
	City of Glenwood Springs, CO				X
	City of Orem, UT				X
9	City of Phoenix, AZ	X			
	San Francisco Parks Alliance, CA	X			
	Communities for a Better Environment, Huntington Park, CA	X			
	Jacobs Center for Neighborhood Innovation, San Diego, CA	X			
	Environmental Health Coalition, National City, CA		X		
	City of Fresno, CA			X	
	The Trust for Public Land, CA				X
10	Confederated Tribes of the Colville Reservation, WA	X			
	City of Vancouver, WA		X		
	City of Spokane, WA			X	
	City of St Helens, OR			X	
	City of Grants Pass, OR				X

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