United States Environmental Protection Agency

# *Setting the Stage for Leveraging Resources for Brownfields Revitalization*

# Preface

In 2015, the U.S. Environmental Protection Agency (EPA) marked the 20th anniversary of the Brownfields program and launched its ***Next Generation Brownfields*** initiatives to promote improved approaches for supporting American communities in their revitalization efforts. One initiative is to provide guidance and technical assistance to localities and brownfields practitioners on leveraging resources for brownfields revitalization. This guide explores how communities can prepare to successfully leverage funding and other resources for brownfields revitalization.

*Cover Photos: New market in Stamford, CT Harbor Point Development; Artist's rendering of green infrastructure technologies in Ranson/Charlestown, WV's Commerce Corridor redevelopment; and Mississippi Riverwalk and River's Edge Plaza in Dubuque, IA*

# Table of Contents


Preface ..... i

Introduction ..... iii

Brownfields and the Funding Challenge ..... 1

Step-by-Step Guide to Setting the Stage for Leveraging Brownfields Resources ..... 3

1. Organize a Project Team with Local Leadership from the Top, and Designate a Manager ..... 3
2. Articulate a Clear Community Vision and Identify Brownfields Revitalization Priorities ..... 4
3. Build and Maintain Local Stakeholder and Citizen Support ..... 5
4. Delineate Brownfield Project Components and Project Phases ..... 6
5. Create Estimates of Project Costs ..... 7
6. Identify the Best Funding Sources for Project Components and Phases ..... 7
7. Create a “Resource Roadmap” for Priority Projects ..... 9
8. Develop a Strategy for Matching-Share Contributions and Leveraging Local Funding Sources ..... 9
9. Assess the Feasibility of Debt Financing ..... 10
10. Create a Briefing Sheet for Each Priority Project ..... 11
11. Seek State Backing ..... 13
12. Collaborate with Federal Agency Officials ..... 13
13. Prepare for Grant Writing ..... 13
14. Celebrate Success ..... 14

Case Study Examples of Successful Leveraging ..... 15

North Port Revitalization in Dubuque, Iowa ..... 15

Harbor Point in Stamford, Connecticut ..... 19

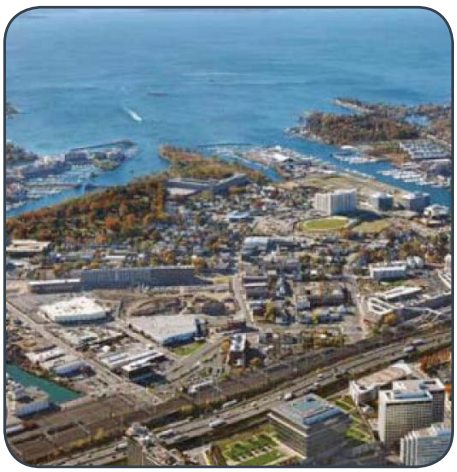
The Commerce Corridor in Ranson and Charles Town, West Virginia ..... 22

EPA Support for Local Brownfields Leveraging ..... 27

Appendix 1–Template/Sample Resource Roadmap ..... 28

Appendix 2–Sample Brownfields Project Briefing Sheet ..... 31

# Introduction



*Aerial view of Stamford, CT*

Brownfields, abandoned properties, and blight affect communities across America. Grants from the U.S. Environmental Protection Agency (EPA) provide essential funding to communities for brownfields assessment, cleanup, area-wide planning activities, and revolving loan funds. However, after using the funding available from EPA's Brownfields program, local communities often struggle to secure adequate resources to complete brownfields revitalization projects. Cleanup costs can be substantial, expensive infrastructure upgrades may be needed to support revitalization efforts, design and engineering costs can be daunting, and redevelopment costs may be prohibitive, especially in distressed or small communities with weak markets and at sites with limited reuse potential.

Many communities struggle to find and attract sufficient funding for brownfields redevelopment projects. It often is difficult for communities to identify how best to invest limited local resources. Sound initial investments of local funds in brownfields revitalization can attract the interest and support of outside investors and lead to additional funding. In addition, finding, understanding, and meeting the qualifications for federal, state, and philanthropic grant and loan programs can be confusing, time-consuming, and difficult. EPA developed this guide to assist communities in overcoming these challenges.

## What does "leveraging" mean?

Essentially, leveraging is the use of existing resources or funding to attract additional resources or funding. Wise use of existing investments may lead to other investments (funding or other types of resources) from other parties.

It is a good idea for communities to begin their brownfields redevelopment projects by establishing strong leadership, assembling a team of committed partners, engaging with the citizens, and carefully assessing how to make the best use of limited local dollars so that initial local investments will leverage additional funding. This guide will help you get started.

## How does leveraging work?

Initial investments, when made strategically, can result in attracting additional investments because they establish commitment to a project, instill confidence in the potential success of a project, and address the sustainability of the project. Initial local investments can include:

- using available local funds for planning, site assessments, or property purchases, and
- focusing personnel on identifying and securing sources of seed money for a project (e.g., government or foundation grants) and those that will leverage additional investment (i.e., community planning grants or brownfields assessment/cleanup grants).

*Examples of leveraged funding include:*

- When a local government uses its own local resources to purchase property and conduct an environmental assessment of the property, or when a local government obtains a brownfields assessment grant and uses those funds to assess the environmental conditions at the property, the community can use the results of that investment to attract private investment.

  - The initial investment in the property purchase or the environmental assessment demonstrates commitment on the part of the local government to the reuse or redevelopment of the property.
  - The same initial investment in the environmental assessment of a property provides information to potential investors or developers that can delineate the level of risk associated with further investments in the property or project.

- Many non-profit funders require that grant applicants demonstrate local commitment to a project by committing matching funds or in-kind resources, such as staff time and the use of locally-owned equipment.
- Private investors and developers often judge a project's potential for success by the degree of local investment or commitment to a project.
- Redevelopment projects established within local government master plans as priority projects may have a better chance of attracting private investment than projects merely listed in an RFP or real estate posting.
- Projects or properties where local governments invested in infrastructure improvement, transit upgrades, or beautification projects may have a greater advantage in attracting additional funding due to the demonstration of local commitment.
- Federal and state agencies may give preference to grant applicants who can demonstrate commitments of resources from other funding sources, particularly when the locality uses those resources in effective ways to make genuine progress toward meeting project goals.

*Examples of other types of resources that can be leveraged include:*

- Strong local leadership: Projects where local leadership shows a willingness to collaborate with other partners and investors demonstrate a potential for sustainability. Potential investors are attracted to projects where local leaders are committed to working with them over the long-term for the mutual benefit of all investors.
- Strong public participation and the ability to demonstrate community commitment to a project also can be leveraged to attract the collaboration and investment of private partners. Investors need a sense of commitment and a level of confidence that their investments will lead to success and an acceptable rate of return.
- Technical assistance and in-kind contributions from project partners demonstrate local commitment to the project, which often is essential when applying for state and federal grants and in attracting outside developers.

## Setting the Stage for Leveraging Resources for Brownfields Revitalization

This guide is intended to help local communities successfully leverage resources for brownfields and community revitalization. It focuses primarily on what communities can do *before they solicit funding* to organize themselves and make the preparations necessary for mounting a successful leveraging effort.

The following sections of this guide provide:

- **A background on brownfields** and the challenge of funding revitalization.
- **A step-by-step guide** to help localities organize efforts to pursue and secure funding from a variety of sources for brownfields and community revitalization.
- **Success-story case studies** showing how three communities (Dubuque, Iowa; Charles Town/Ranson, West Virginia; and Stamford, Connecticut) successfully leveraged numerous sources of funding for brownfields and community revitalization.
- **An overview of assistance available from U.S. EPA** for enhancing community capability to leverage available resources for brownfields projects.

# Brownfields and the Funding Challenge

Brownfields impact communities across America. It is estimated that there are more than 450,000 brownfields in the U.S. Brownfields and vacant properties can present risks to human health and the environment, contribute to blight, and hinder community revitalization. These sites can be as large as abandoned factories or whole areas of a community or as small as abandoned gas stations and dry cleaning establishments. Addressing brownfields can be particularly challenging in economically distressed communities or in areas where the real estate reuse market may be weak or stagnant.

*A brownfield is a 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.*

The cleanup and revitalization of brownfields can bring tremendous benefits to communities. Benefits may include increasing environmental protection and reducing health risks, increasing local tax bases, creating new businesses and jobs, reducing or eliminating blight, making use of existing infrastructure, and reducing the sprawl caused by the development of lands on the outskirts of the community.

EPA's Office of Brownfields and Land Revitalization (OBLR) provides grants and technical assistance resources to support brownfields assessment and cleanup activities in local communities. In addition to funding, available resources include information sharing on successful brownfield strategies and best practices, liability resolution tools, and access to technical assistance.

Since the Brownfields program was launched 20 years ago, EPA has provided nearly 3,300 grants to local governments and nonprofit organizations, leveraging $24.2 billion in cleanup and redevelopment funding from a variety of public and private sources, and leveraging about 1,700 jobs. These EPA brownfields resources include:

- **Brownfields Assessment Grants**—EPA provides grants of up to $200,000 to single localities or up to $600,000 for coalitions of communities, to support the investigation and assessment of brownfield properties and reuse planning at those sites. Applying for Brownfields Assessment grants often is the first step that a locality takes to launch a brownfields program.
- **Targeted Brownfields Assessment (TBA) Support**—TBA support generally is provided to communities that do not have an EPA assessment grant or do not have the capacity to manage a grant, but have a brownfield property where the assessment of the property could spur redevelopment. For TBAs, EPA does not provide funding directly to a community. Instead, EPA provides contractor resources to communities to assess and characterize brownfields on their behalf.
- **Brownfields Area-Wide Planning Grants**—EPA provides grants of up to $200,000 to local governments and nonprofits to support a community-driven planning process for a specific area with one large or several brownfield sites. Project areas typically include a neighborhood, downtown commercial district, community waterfront or old industrial corridor. These grants help communities create an area-wide plan and implementation strategies for cleaning up/reusing brownfields, upgrading infrastructure, creating new development opportunities, and leveraging resources for revitalization.
- **Brownfields Cleanup Grants**—EPA provides grants of up to $200,000 to local governments and nonprofits for cleanup of specific brownfield sites that are owned by the applicant.
- **Brownfields Revolving Loan Fund Grants**—EPA provides grants of up to $1,000,000 to state or local governments to capitalize a revolving loan fund, which can be used to provide subgrants to local government and nonprofit entities, and make loans to local, nonprofit or private-sector entities to support cleanup of brownfield sites.

- **Environmental Workforce Development and Job Training Grants**—EPA provides grants of up to $200,000 to local and nonprofit organizations to recruit, train, and place predominantly low-income and minority, unemployed or under-employed residents of communities affected by hazardous waste sites. Job training participants receive training in the skills needed to secure full-time, sustainable employment in the environmental field and in the assessment and cleanup of brownfields taking place in their communities.

EPA brownfields grants can catalyze significant brownfields activities at the local level, help a community build a brownfields program, and clean up and revitalize specific sites. Any community that seeks to address brownfields is encouraged to explore these EPA funding opportunities.

At the same time, EPA brownfields grants often do not provide sufficient funding to enable a community to address all of the challenges that must be tackled at brownfields properties. Brownfields redevelopment projects often involve several stages or phases, and each phase may require significant resources and effort. Further, many of the activities necessary for redevelopment of contaminated sites at various phases of the brownfields redevelopment process may not be eligible for funding with EPA brownfields grants, so other funding sources often must be tapped or leveraged to complete brownfields redevelopment projects.

Brownfields revitalization project costs can be daunting to many local communities. Identifying and leveraging resources to support necessary tasks at each phase of the redevelopment process is critically important to success. This is particularly true in small or economically distressed communities or in weak market areas that do not have vibrant commercial or economic reuse potential. These costs also can be challenging in situations where the brownfield reuse does not create direct economic returns or revenues, as is the case when a site is reused for greenspace or a public park facility.

The following sections of this guide are intended to help local communities develop more effective strategies for leveraging resources for brownfields and community revitalization endeavors.

*Yoga in Commons Park on former brownfield, Stamford, CT*

This section of the guide provides a series of steps that local communities can take to become more successful at leveraging resources for brownfields revitalization projects.

The importance of being strategic and purposeful when leveraging funding for brownfields and community revitalization efforts cannot be overstated. Communities cannot depend on "pennies from heaven" to fund revitalization projects. Nor can they wait until a grant solicitation is issued to devise a plan and then rush to submit an application to the funding agency within the usual 30 to 60-day application period. Well-crafted plans are key: The most successful communities tend to be thoughtful, purposeful, and strategic when identifying, pursuing, leveraging, and using resources for brownfields revitalization.

The steps outlined here are based on the experiences of many communities that developed and implemented successful strategies to leverage funding for brownfields revitalization.

**Key Steps in Successful Leveraging Strategies for Brownfields Projects**

1. Organize a Project Team with Local Leadership from the Top, and Designate a Manager.
2. Articulate a Clear Community Vision and Identify Brownfields Revitalization Priorities.
3. Build and Maintain Local Stakeholder and Citizen Support.
4. Delineate Brownfield Project Components and Project Phases.
5. Create Estimates of Project Costs.
6. Identify the Best Funding Sources for Project Components and Phases.
7. Create a "Resource Roadmap" for Priority Projects.
8. Develop a Strategy for Matching-Share Contributions and Leverage Local Funding Sources.
9. Assess the Feasibility of Debt Financing.
10. Create a Briefing Sheet for Each Priority Project.
11. Seek State Backing.
12. Collaborate with Federal Agency Officials.
13. Prepare for Grant Writing.
14. Celebrate Success.

## 1. Organize a Project Team with Local Leadership from the Top, and Designate a Manager

Brownfield success is about people. The most successful localities establish brownfields project teams, led by strong leaders from local government. Project teams should include prominent local leaders, brownfields "champions," and a cross-sector team representing key organizations and stakeholders (e.g., local chamber of commerce, local community development corporations, prominent business leaders, local civic organizations, philanthropy, and religious organizations). A task force or working group might include participants from within local government as well as other involved and interested stakeholders (for example, landowners, developers, or neighborhood representatives). The team also might include technical experts or consultants involved in the project. This project team can play many roles, including guiding the overall project, making key decisions, allocating resources and staff to the project, promoting inter-governmental and public-private collaboration, acting as liaison with the public and key stakeholders, and pursuing funding necessary to complete the revitalization project.

Local leadership is important. Addressing brownfields challenges and working towards community redevelopment requires leadership from top elected officials and an effective team of staff, stakeholders, and volunteers. Maintaining the commitment to a long-term project—even when local administrations change—is essential. The mayor, county executive, township supervisor, or other top elected official should be a visible and determined leader who facilitates community engagement by working in partnership with the council, business community, and local citizens.

It often is advantageous for the mayor or chief executive to dedicate a lead staff person or volunteer to focus the community's efforts on revitalization. A manager should be designated to: keep the project team cohesive, working well and on task; coordinate communications through various mechanisms (such as email distribution groups, web-sharing project sites); and schedule and coordinate meetings, track progress, and recommend next steps for the group. The team manager could be the locality's brownfields manager, the revitalization project manager, somebody designated by the group itself, or even a senior community leader.

It is essential to regularly brief local government leaders (e.g., the mayor, county executive, city manager, or other senior elected and appointed leadership) about planned and ongoing community revitalization projects. They should be ready to represent the project to external stakeholders, the public, and funding organizations. It also is a good idea to hold a briefing session and seek input from the municipal council, planning commission, or other officials whose support will be needed, particularly when it comes to planning and funding efforts. It is important to engage these officials early and often in the process, not just when it is time to seek funding for the redevelopment project. An essential key to community revitalization is the involvement of as many facets of the community as possible.

## 2. Articulate a Clear Community Vision and Identify Brownfields Revitalization Priorities

Planning for community revitalization requires leadership, patience, and determination. It also requires community engagement and involvement. Community revitalization is an incremental process that addresses a series of challenges along the way. Leadership must step up. A strong team must be formed. The community must be engaged. A vision must be established, and priorities must be set. Community members must understand how the cleanup and revitalization of brownfields can help fulfill their broader community goals. Success will come when the project team connects brownfields opportunities to revitalization priorities and a broader community vision. When communities "begin with the end in mind," they can generate momentum to overcome difficult brownfields challenges.

A community vision for any brownfields revitalization project offers the opportunity for residents to establish what they value about their community and what they want their community to look like in the future. The process of developing a vision helps community leaders and residents to take a realistic look at their community, establish an honest appraisal of community assets and needs, and set collaborative goals for the future. This information is critical for developing a strategy for change and revitalization. The process of developing a community vision is essential to establishing momentum, creating collaborative goals, and ensuring community-wide participation. The process starts with developing a clear community vision for revitalization developed with significant community and stakeholder engagement. The project team needs to answer:

- What do citizens want their community to look like in the future?
- What are the possibilities or opportunities for revitalization?
- What are the most important goals for revitalization (such as, increasing the supply of affordable housing, boosting tourism, revitalizing a waterfront, attracting more commercial development or advanced manufacturing businesses, or expanding greenspace)? Which revitalization goals are most important to the community?
- How can brownfields revitalization promote the overall community vision?

The project team must engage with residents and stakeholders, assess community needs, establish initial priorities, and develop a plan for continued public participation. Because the level (and cost) of brownfields cleanup often depends on the type of future use intended for a site, it is essential to establish a clear community vision for the future. Community leaders need to confirm reuse plans early so that a remedial plan can be developed with the end use in mind. Questions that may guide the team in establishing priorities for brownfields redevelopment include:

- Which neighborhood or areas in the community are most in need of revitalization?

- Where are prime real estate parcels located? Which properties or areas are the most promising for redevelopment? Are these properties currently hindered by potential contamination?
- Which properties have sufficient community, stakeholder, and political support for moving forward toward reuse and revitalization?
- Which properties have a reuse vision or concept that is viable and exciting and is consistent with the overall community vision?
- Which project, if accomplished, will produce the most benefits and have the greatest catalytic effects on community revitalization?

Successful brownfields revitalization is possible when communities see brownfields not as liabilities, but as opportunities for economic development, blight reduction, and community revitalization. Despite environmental contamination, many brownfields are located in prime locations that may be easily accessible via public transportation or served by existing infrastructure. A successful community vision and brownfields revitalization plan will identify the assets and opportunities presented by brownfields properties and build a redevelopment plan around them.

Most communities cannot tackle all of their brownfield sites at once or devote the resources necessary to redevelop every vacant, contaminated, or abandoned property simultaneously. It is unlikely that sufficient resources will be available. In addition, the capacity of the local team will be overwhelmed if priorities are not established and resources identified incrementally. Communities should focus efforts and resources on priority sites and connect these efforts to the overall community priorities that are most important to local citizens. Success builds upon itself when projects are approached incrementally and guided by clear, established priorities consistent with an overall community vision.

**Engaging community members in the process is most effective when a variety of outreach methods are used. Examples include:**

- Providing information through the traditional media, in newsletters and on websites.
- Using social media.
- Offering public information sessions.
- Involving community members and other stakeholders in planning charrettes and workshops.
- Promoting information-sharing with key organizations and stakeholder groups.

## 3. Build and Maintain Local Stakeholder and Citizen Support

Obtaining significant public support for brownfields revitalization projects is critical to leveraging success. Community leaders and the project team must effectively market brownfields redevelopment projects to citizens. This requires clearly communicating what the completed project will look like, the benefits that are likely to result, and how the project will help the community realize its overall vision for the area. The goal is to continually build public support for and commitment to a shared revitalization vision.

Early and frequent stakeholder involvement and citizen engagement in the brownfields revitalization process is critical. Projects with widespread and enthusiastic public support have a greater chance of success. Community engagement leads to community investment. Projects that are well planned and supported by a community tend to be more competitive when applying for funding opportunities.

It is important to think beyond traditional public hearings or forums where local officials announce what will happen and hear limited public comments. Using a variety of methods to engage community members usually is the most effective approach. This can include providing information through the traditional media,

on websites, or through public information sessions; using newsletters and social media; holding planning charrettes and workshops; and conducting to conduct outreach and promote information sharing.

One very effective method for engaging key stakeholders is to create an advisory board or an informal council that might include organizational and grassroots representatives, elected leadership from every level of government, and funders supportive of the project. A community can recruit a robust cross-section of stakeholders to participate in such an advisory board, keep them informed, and convene the body periodically to provide updates. An advisory board can be invaluable when funding officials visit the community, stakeholder support letters are needed for grant applications, and for demonstrating broad public support for projects in grant or loan funding applications.

### Phases of a Brownfields Redevelopment Project

Most brownfields redevelopment projects are completed in many phases, which may include:

- Community visioning and stakeholder engagement.
- Environmental site assessments and investigations.
- Site acquisition and assembling parcels or individual properties.
- Preliminary planning and engineering, final engineering, permitting, and construction documentation.
- Infrastructure deployment or upgrades.
- Demolition of obsolete buildings.
- Site clearance and preparation.
- Site cleanup and implementation of institutional controls.
- Vertical economic development of buildings and/or the development of park, recreational, and green spaces.
- Site and program operations, particularly for public facility or nonprofit projects.

Moreover, when brownfields are revitalized by the private sector, it is important for localities to engage with private landowners, developers, and potential users to ensure that cleanup and redevelopment are conducted in a fashion that supports the property's expected reuse, and in a way that can effectively leverage public and private resources. Actions by localities that reduce the risk and uncertainty from environmental contaminants, upgrade infrastructure to the site, improve the overall neighborhood context for the project, and reduce time delays for development will lead to more successful projects. Public-private collaboration also will lead to more successful leveraging and private-sector investment than brownfield projects that are left to fend for themselves without public-private partnership.

It also may be beneficial to coordinate with the congressional delegation and their staff in local district offices and in Washington, DC. Provide information to these officials and their staff early and throughout the revitalization process, share briefing sheets and updates with them, visit them in their offices, and invite them to tour the local project and meet with key stakeholders. Local officials can lead these interactions, which also should include the key members of the project team who are managing implementation of the project. The better informed federal representatives are, the better they can act as champions for local efforts.

## 4. Delineate Brownfield Project Components and Project Phases

Brownfield projects are not monolithic endeavors. A brownfield project usually includes several components, each with multiple stages or phases. A successful funding strategy starts with clearly delineating each project component and phase.

Components of a brownfields redevelopment effort might include demolition, site preparation, and projects related to economic development, housing, greenspace, waterfront restoration, stormwater management, trail restoration and development, community gardens, forestry, municipal and transportation facilities, and other project components not listed. Mixed-use development projects often combine many of these components.

Individual phases of a project (e.g., planning, property acquisition, site characterization and assessment, cleanup, construction, infrastructure improvements) should be identified at the beginning of the brownfields revitalization process. Funding needs and sources of available funding may be different for different phases of a project. When seeking project funding, it can be helpful to consider funding opportunities for individual project phases. For example, rather than trying to assemble funding for the entire project at once, it often makes sense to determine costs for next phases of each project and seek funding and support for that phase.

*A community will be able to chart a more effective course for public infrastructure improvements and brownfields redevelopment projects armed with a well-thought-out strategy and knowledge of the diverse set of financing tools that can be tapped for financing priority brownfield projects.*

## 5. Create Estimates of Project Costs

Once priority projects are identified and their key components and phases are delineated, it is useful to estimate project costs for each key project and its core components. With well-estimated project costs, a community can better identify the best potential funding sources, understand and estimate the levels of matching-share funds that will be needed, and tailor efforts to gain support for funding requests. Cost estimates can become more precise as the project moves forward from planning-level cost estimates toward final cost estimates. Some communities use their own staff while others hire professionals such as planners, engineers, or construction experts to develop accurate cost estimates. Funders such as a government agency or private foundation sometimes will finance the use of expert consultants as part of the planning process. However, sometimes it is necessary for a locality to make an investment for expert project cost estimating.

## 6. Identify the Best Funding Sources for Project Components and Phases

Once a community confirms its priority projects, delineates project components and phases, and develops solid cost estimates, it is ready to seek sources of funding for brownfields revitalization. Consider the following potential sources of funds or investment for brownfield projects:

- Site redevelopers or private sector investors.
- Banks and other traditional lenders.
- Regional agencies (such as metropolitan planning organizations, industrial development authorities, or economic development districts).
- Federal or state tax incentives.
- Community foundations and regional, corporate, and national philanthropies.
- State and federal funding agencies.
- Local funds and incentive tools (also see #8 below).

### Creating a *Federal Register* Subscription Feed

Follow these steps:

- Go to *https://www.federalregister.gov/articles/search#advanced*.
- Type the search term “notice of funding availability.”
- Hit the magnifying glass symbol on the search box.
- When the next web page appears, limit your search to “Past 90 Days” and “Notices.” (You can also limit your search to specific federal agencies.)
- Hit the “Subscribe” tab on the right.
- Choose the “Email” subscription option.
- Provide your email address.

Information about potential sources of funding for brownfields revitalization projects is available in a variety of sources. EPA’s *2015 Brownfields Federal Programs Guide* is a comprehensive resource with detailed information on more than 100 federal sources of funding and technical assistance for brownfields projects available from more than 20 federal agencies. This publication is a great

first stop when searching for federal brownfields resources. (See: *www.epa.gov/sites/production/files/2015-09/documents/brownfields-federal-programs-guide-2013.pdf*).

One way to keep informed about federal funding opportunities is to create customized subscription feeds from the *Federal Register*, which provides timely copies of nearly every federal funding solicitation issued. (See box). Another excellent way to stay abreast of federal-agency funding opportunities is to subscribe to the email listservs maintained by EPA and many other federal agencies, through which they often convey updates on sources of available funding.

The information available in individual states on resources for brownfields and community revitalization varies widely. Check the state government's website and also individual state agencies for program and funding information. It also may be possible to subscribe to state email listservs for information on funding, starting with the state's Brownfields program.

*One of the best sources of information about philanthropic funding opportunities is the Foundation Center (www.FoundationCenter.org) and its Foundation Directory Online. While use of this directory is fee-based, it is very comprehensive, and searches and inquiries can be customized to specific community goals and situations.*

Private, charitable, and corporate philanthropic foundations also can be sources of funding for local redevelopment projects. Many foundations are ramping up their giving towards "impact investing," which is an approach that seeks to create a positive economic return from contributions to the awardee, while also fostering positive social, environmental, or community improvements—the types of results often associated with brownfields revitalization. There are more than 85,000 philanthropic foundations in the U.S. However, there are only a few centralized clearinghouses or tracking systems for these funders. Given that foundations provide more than $50 billion annually in charitable giving, localities certainly should include philanthropies in their targeted efforts to secure resources for brownfields and community revitalization.

One approach for staying well informed about funding opportunities from any source is to contact the program and funding managers at each organization directly. Often, it is a good idea to call or meet with representatives from a foundation to introduce and discuss a community project. Most officials are eager to provide information about their programs and are interested in supporting solid local projects. It always is a good idea to read the organization's funding solicitations (or the past year's solicitation, if no current funding program is open) and other background information online before contacting a funding official. Prepare for each meeting by researching the organization's primary goals, funding objectives and past funding decisions. Also, be prepared to outline your community's project. Demonstrate knowledge of the foundation's programs and funding opportunities and demonstrate strong enthusiasm for your project.

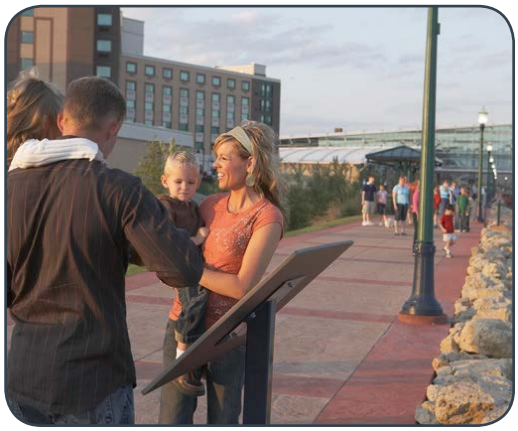
Identifying potential funding sources for brownfields and community revitalization is a significant task. Localities should consider assigning this task to the brownfields project team, project team leader, or to the locality's grants manager who can conduct necessary research and match available resources to specific brownfields priorities and needs. Keep in mind that each funding source includes different priorities and different restrictions regarding the use of funds. For example, EPA's Brownfields Cleanup Grants can be used only for cleanup activities at brownfields owned by the grant applicant. Such funding cannot be used for construction and redevelopment activities. It is essential that the project team segregate brownfields redevelopment efforts into distinct phases and identify funding opportunities for each phase. Limited local funding should be used as essential seed money or for complying with matching-share requirements for funds sought from outside sources. Costs should be tracked meticulously and documented for future reference.

Grants, loans, and other forms of direct funding from federal, state, or philanthropic sources are not the only sources of financing for brownfields projects. Tax credits and other tax-related incentives often are critical components of the financing strategy for brownfields projects. Use of tax-related incentives can spur public and private investment in a project by reducing the tax burden, and thus the overall cost of a project, for investors when they make certain types of investments. For this reason, it is important to identify and assess the feasibil-

ity of using available federal tax incentives and credits for various components of a brownfields revitalization project. Examples include New Markets Tax Credits, Low Income Housing Tax Credits, Historic Rehabilitation Tax Credits, and Energy Efficiency and Renewable Energy tax credits and incentives and the Brownfields Expensing Tax Incentive, when available. EPA's *2015 Brownfields Federal Programs Guide* discusses many of the tax-related provisions that often are factored into brownfields financing strategies. Many of these tax credits and incentives are available subject to authorization by Congress. Please consult EPA's Brownfields website (*www.epa.gov/brownfields*) for the latest information on rules or interpretation regarding their use. Additional tax-related incentives may be available at the state level. Localities also may create local tax-related incentives, which are discussed in sections 8 and 9.

## 7. Create a "Resource Roadmap" for Priority Projects

Creating a Resource Roadmap can be very useful for developing a strategy for leveraging funding for brownfields and community revitalization. A Resource Roadmap is a document, sometimes in matrix form, that identifies revitalization priorities, their key components and phases, and the estimated cost for each project component and phase (or at least the most important next phases). The Resource Roadmap can be a handy guide for project teams pursing grant and loan funding. It also can be a great information tool to provide to local leadership (such as a city council) and funding champions (such as state and local legislators). The Resource Roadmap can help map out potential sources of funding and how to meet matching-share requirements for individual funding sources, as discussed below. (A sample/template for a Resource Roadmap is provided in Appendix 1.)



*Family time along the Mississippi Riverwalk, part of the North Port revitalization in Dubuque, IA*

## 8. Develop a Strategy for Matching-Share Contributions and Leveraging Local Funding Sources

Confirming matching-share funds and leveraging local resources often are critical steps in securing external grants or investments. Most grants require recipients to provide a significant matching share, which demonstrates the community's commitment to the project and may instill the confidence of potential funders and investors in the feasibility of the project.

Beyond any required match, funding organizations also will want to see that the applicant community can leverage additional resources. Leveraging typically refers to additional contributions toward the project, but not necessarily direct financial matching. For example, if a private investor is willing to build a $10 million commercial center on a brownfield that needs an expensive cleanup, the value of the developer's capital project is considered leverage, even though it is not direct funding for the cleanup effort.

Identifying committed matching funds and available leverage often requires significant planning well in advance of the time that the actual funding application is prepared. This involves significant municipal financial planning and capital budgeting, and making requests to key funding stakeholders (such as municipal department heads, city council, and/or state officials) well before grant applications are due.

Early in the revitalization process, localities should create a matching/leveraging strategy for each project and associated funding request. (This information should be reflected in the Resource Roadmap described in Step 7 above.) It usually is necessary to identify potential sources of matching funds and to secure matching-share commitments from partners (including partners in various departments of the local government or from within the applicant's own organization). Pitches should be made to potential match contributors by highlighting the benefits and potential outcomes of the project. Securing these resources early helps build momentum and commitment for the project. It usually is fine for a contributor to agree to make its matching- share contribution

or leveraged resources contingent upon receipt of the grant or loan for which the applicant is applying. This information should be added to the Resource Roadmap as commitments are secured.

It also can be valuable to determine what non-financial or in-kind resources the applicant locality can contribute to a project. Some funding programs will accept in-kind contributions, such as the value of staff time or the labor of public work crews, as part or all of the required matching share for a grant. For in-kind contributions to meet matching-share requirements, an applicant determines the specific value of the in-kind contribution, documents how that value was derived, and obtains a letter of commitment from the contributor that conveys the value of the contribution. However, even when in-kind contributions can contribute to a funding match, funders often will also seek some level of "cash" match, which demonstrates that the applicant has "skin in the game." Also keep in mind that some funding sources may restrict the types of funding or in-kind contributions that can be used as matching funds (e.g., some federal grants prohibit the use of other federal resources as matching funds).

## 9. Assess the Feasibility of Debt Financing

Early in the process, a locality also should assess whether it has the capacity (and desire) to use debt or other financing strategies to cover major capital costs and to build upon the external grants or other resources that will be part of the overall funding package. For example, a major infrastructure upgrade at a brownfield site, such as the construction of a new complete-street roadway or a new building, could entail millions of dollars and is unlikely to be financed completely by federal, state, or philanthropic funding sources. The locality may need to consider using bonds, debt (e.g. bank loans, or other financing tools) to cover major capital costs. The locality has to understand its ability to service debt from future project revenues, prospective redeveloper payments, user fees, general municipal revenues, increased tax revenues associated with the revitalization, or other repayment streams.

A locality should consider the range of available debt financing tools by creating a pro-forma analysis of the potential costs of servicing debt or municipal financing tools and its ability to cover those costs. It is a good idea to consult early with counsel and experienced financial consultants. It also is a good idea to explore the potential for using government-backed or subsidized financing tools to lower capital costs, such as the U.S. Department of Housing and Urban Development's (HUD) Section 108 Guaranteed Loans, the Federal Home Loan Banks' Community Investment Program lending tools, the U.S. Department of Agriculture's (USDA) lending tools, EPA's Brownfields Revolving Loan Funds, or state government lending support programs.

Many communities use bonding or tax-abatement tools to for site clearance activities (including cleanup), infrastructure upgrades or other improvements to support brownfields revitalization, often in combination with grants or other resources leveraged into the project. Commonly used bonding tools include general obligation bonds, assessment districts that service the bond debt through assessments on the commercial development or housing that is built in the previously under-utilized area, tax abatement tools, or tax increment financing.

**General Obligation Bonds:** Virtually all communities can issue general obligation or "G.O." bonds for any proper public purpose that pertains to its local government and affairs. Economic development practitioners can make a strong case that a bond pool or bond proceeds to support brownfield cleanup and reuse projects will create jobs and enhance the local tax base, which are appropriate public purposes. Communities traditionally issue G.O. bonds for acquiring land, preparing sites, and making infrastructure improvements—key elements in a brownfield redevelopment strategy. Moreover, the community's ability to repay this bond debt is enhanced by the growth in property tax revenues as more brownfields are brought back to productive uses.

**Tax Increment Financing:** TIF traditionally is used for a variety of economic revitalization efforts, usually in economically distressed, abandoned, or under-utilized areas—which describes a typical brownfield. TIF is the most common form of local support for brownfield reuse, and a key part of any strategy to address financing gaps.

All but a few states have passed legislation enabling municipalities to use TIFs. The TIF process uses the anticipated growth in property taxes generated by a future development project to finance public sector investment. Some states also allow localities to use projected sales tax revenue growth in a project area as TIF. TIFs are built on the concept that new value will be created and that this future value can be used to support the

financing of the activities needed now (such as cleanup or infrastructure improvements) to create that new value. The key to TIF is the local commitment of incremental tax resources for the payment of redevelopment costs.

TIF is used for specific purposes of the redevelopment, such as acquiring and preparing the site, cleanup of contamination, upgrading utilities, streets, or parking facilities, and carrying out other necessary site preparation and improvements. This makes TIF an ideal tool for brownfield projects. In addition, TIF programs are easily used with other types of funding, such as grants or loans.

**Tax Abatements:** Tax abatements are reductions or forgiveness from tax liabilities. Usually, tax abatements involve either reduce rates for a specific period of time, typically five or ten years; or they freeze values at some point in time, usually at a pre-improvement stage. Tax abatements are commonly used to stimulate investments in building improvements or new construction in areas where property taxes or other conditions discourage private investment.

**Special Service Areas or Taxing Districts:** Localities can use taxing districts or "special service area" designations as a way to raise cash to finance extra services, improvements, or facilities that will benefit the targeted area. Current property owners in a special service area agree, or a redeveloper can commit future property owners or users, to accept and pay a special real estate levy or fee. These proceeds are used to pay for the defined services or activities. The jurisdiction uses this additional revenue to finance the improvements, either earmarking it directly for the area, or using it to issue bonds to fund the projects.

Many communities use this approach for main street or central business district improvement initiatives. Projects commonly include security, maintenance, storefront rehabilitation, and business attraction or retention efforts. Some communities use this tool to finance infrastructure upgrades in commercial districts or at industrial parks. Property owners in a defined brownfields area could use this approach to raise funds to cover cleanup costs at blighted sites, especially at small orphan sites that hinder the whole area.

## 10. Create a Briefing Sheet for Each Priority Project

Many communities have found it valuable to prepare a compelling briefing sheet that can be used to succinctly convey to the public, key stakeholders, and funders the scope, objectives, benefits, status, progress, supporters, funding secured, challenges, and outstanding needs of the overall brownfields redevelopment project or for each major component of a large project. For example, one briefing sheet could focus on transportation infrastructure elements of a project, while another might address parks and recreational plans for a brownfield area. Briefing sheets can be professionally designed if there is in-house design capacity or resources to spare, but even home-grown designs will be sufficient.

Tips from communities for creating an effective briefing sheet include:

- Keep it short: no more than two pages (one sheet, front and back).
- Liven up the sheet with graphics or pictures, such as "before" pictures, site groundbreaking photos, and the organization/sponsor logo. Remember the adage that "a picture is worth a thousand words" ... and maybe a million dollars. Consider creating an artist's rendering of the reuse vision for priority brownfield sites.
- Include specific funding requests or opportunities currently being sought.
- Include the lead point of contact for inquiries about the project.
- Continuously update the briefing sheet as goals are achieved, funding secured, new partnerships are formed, or as project objectives change.

Distribute and email these briefing sheets widely and often. The briefing sheets can help create a buzz about the project and build support for funding efforts. It is surprising how the briefing sheets can circulate and give a boost to a project. (See the Appendix 2 for an example of a project briefing sheet.)

## Leveraging Resources Beyond EPA Brownfields Grants

Success in leveraging resources for Brownfields revitalization is not limited to the very complex and large-scale revitalization projects undertaken by Dubuque, Iowa; Stamford, Connecticut; and Charles Town/Ranson, West Virginia, which are profiled in the case study examples in the next section of this guide. Here are a few examples of no-less-successful leveraging efforts undertaken by communities for smaller-scale projects:

The **Town of Coventry, Rhode Island** used EPA Brownfields state program funds, and Brownfields Assessment and Cleanup grants that were awarded to the Rhode Island Department of Environmental Management (RIDEM) to help assess and remediate a former unauthorized dump, the vacant Sandy Bottom property. The property was transformed into the Sandy Acres Recreational Area, which includes two acres of restored wetlands.

***Leveraging:*** Coventry leveraged funds from the U.S. Fish and Wildlife Service to support flood plain expansion and improve the environment in Coventry; RIDEM funds for wetland restoration and park construction; and remediation funds from the Town's sewer commission to install new sewer pumping station on property. The local public works and department of parks and recreation cleared trees and removed contaminated soils and solid waste from the property.

The **Earth Conservancy** used 12 EPA Brownfields Cleanup grants (totaling $2.4 million) to leverage the resources necessary to reclaim nearly 2,000 acres of former mine-scarred coal lands in Luzerne County, Pennsylvania. These lands are being reused in a variety of ways, including open space, recreational trails, the site of a community college dormitory, for roadways, and for residential, commercial and industrial development.

***Leveraging:*** The Earth Conservancy leveraged a range of resources including state funds from the Pennsylvania Department of Environmental Protection's Growing Greener Program and from the Pennsylvania Department of Community and Economic Development. The Earth Conservancy also leveraged resources from the U.S. Department of Interior's Office of Surface Mining Reclamation and Enforcement, and from local partnerships.

The **City of Fairborn, Ohio** used a Brownfields Cleanup grant to help remediate an old cement manufacturing plant and redevelop the property for use as the National Center for Medical Readiness at Calamityville, a realistic tactical training center for emergency disaster response medicine associated with Wright State University.

***Leveraging:*** The former site owner donated the property to the City of Fairborn, which leveraged additional resources from Wright State University and the Clean Ohio Fund.

The **Ironbound Community Corporation in Newark, New Jersey** used its Brownfields Area-Wide Planning grant to develop a community-supported reuse plan that transforms a former vacant lot in the East Ferry Street neighborhood into a community garden and open-air market.

***Leveraging:*** The Ironbound Community Corporation leveraged a range of resources for the project, including private funds to help with personnel costs at the site; a USDA Farmer's Market Promotion Program grant; HUD Community Development Block Grant funds (provided via the City of Newark); and an EPA Targeted Brownfields Site Assessment.

**The Northwest Regional Workforce Investment Board (WIB) Inc., in Waterbury, Connecticut** used EPA Environmental Workforce Development and Job Training grant funds to recruit, train, and place unemployed and underemployed Waterbury residents, including veterans and ex-offenders, in environmental jobs. Funds were used to train participants in several environmental skills areas.

***Leveraging:*** The Northwest Regional WIB leveraged many additional resources through local, state, and federal sources including the Northwest Construction Careers Initiative, the Connecticut Green Jobs Funnel Initiative, and the Workforce Investment Act.

## 11. Seek State Backing

Often, the best sources of funding and technical assistance resources are available through state agencies that support economic development, environmental, and infrastructure priorities. State funding is important for leveraging federal funding and can offer a critical source of funding to meet matching-share requirements. Many states provide targeted economic development assistance funds, brownfields financing assistance, tax incentives, infrastructure grants, subsidized loans, or other incentives to support brownfields and community revitalization.

Moreover, many federal funds are funneled through state agencies or require that localities partner or work with the state government to be eligible or competitive for funding. Regardless of whether a locality is seeking funding from state agencies, it usually is valuable to coordinate closely with state officials. Involving state elected officials in the revitalization process can be helpful in several ways. They can help connect localities with other communities across the state that are addressing similar situations. They also can become effective champions for local brownfields revitalization initiatives.

## 12. Collaborate with Federal Agency Officials

It is critical to engage early with relevant federal agency and program officials so that they are familiar with the community's brownfield project and its key components. Officials at EPA, the Department of Commerce, the Department of Transportation, HUD, the U.S. Army Corps of Engineers, the U.S. Department of Agriculture, and other agencies can support and help guide local projects.

Federal program managers routinely host webinars and workshops to explain their funding programs and how they can be used. These sessions can provide excellent opportunities to interact with funding officials on a community's specific projects. Also consider making regular visits to the regional offices of federal agencies and to their headquarters offices in Washington D.C. Keep in touch by phone and email and invite federal officials to your community for site and project tours. Communities should consider planning collaborative forums, workshops, or roundtable events that include federal officials and a variety of other stakeholders to build understanding and ongoing support for revitalization initiatives.

## 13. Prepare for Grant Writing

Prepare ahead of time to write effective applications for grants or other kinds of resources. Do not wait until the funding notice is issued or the application submission deadline is at hand. Most agencies with grant opportunities have information posted on their websites on previous funding opportunities or suggestions for getting started early. Communities can use this information to help identify the information they need to gather, which will help them get a jump start on preparing their applications. Well-prepared communities typically have the most competitive funding applications.

Strategies for preparing effectively for the grant-writing process include:

- Determine if your community or organization is eligible for the grant or funding resources.
- Determine whether the activities for which you are seeking funding are eligible under the funding opportunity. If not, move on and consider other grants and resources.
- Identify and refine your project. Make sure the project you plan to apply for is a good "fit" for the grant type and that your project is far enough along in the planning stage to discuss in a firm, concrete manner in the application.
- Determine the most appropriate organization to be the applicant for the grant or funding resource. Are they eligible? Do they have the necessary grant management experience, capabilities and capacity?

- Identify and confirm key partners, stakeholders and supporting organizations.
- Follow the application instructions. Provide requested information and address all criteria. Again, your project should be well-defined at this stage in your planning process so that you can provide specific information about the project, project goals, partners, support, costs, leverage funding, and community engagement or any other items requested in the funding solicitation. Remember, details matter! Be sure to provide detailed information about how your project relates to the criterion, make necessary linkages, and explain connections. Don't leave the reviewers guessing.
- Estimate project costs, solidify matching funds, and confirm leveraged dollar commitments.

*Progress on projects and success securing funding often lead to more success by signaling to the private sector and potential funders that the project warrants additional investment.*

*Public and philanthropic organizations like awarding grants to localities that leverage several different sources of funding together, and to localities that have used prior grants effectively.*

*That is why following a systematic, dedicated strategy to obtain resources, using steps such as the ones outlined in this guide, is a worthy investment of time and effort.*

*Remember:* Follow the instructions and answer every question thoroughly. This may seem obvious, but many applicants skip questions, omit required information, violate rules for the application, or fail to answer the questions that actually are asked. These problems can be avoided with careful preparation and by paying meticulous attention to instructions and evaluation criteria included in the solicitation.

It is always a good idea to prepare an outline based on the requirements in the Request for Proposal (RFP). This helps ensure that you do not forget to address an evaluation criterion, and that you include key information and address all other factors listed in the grant solicitation. Be sure to use suggested or required application formatting. Because some funding solicitations can be unclear, it is easy to miss important details that should be addressed in your application. Following an outline will help ensure that you don't leave out key information. Preparing an outline also allows you to allocate and devote space to address all evaluation criteria without exceeding page limitations. Be sure to ask questions if the solicitation is unclear.

If your application is unsuccessful, always request a debriefing from the funding agency to learn what the strengths and weaknesses were in your proposal. Use this feedback to improve subsequent applications.

## 14. Celebrate Success

It has been said that "nothing succeeds like success," and this certainly is true when it comes to obtaining funding. Success can come by accomplishing significant project milestones and by obtaining the next grant. Effective communities always are looking for opportunities to celebrate success, thank funding agencies and key supporters, hold groundbreaking celebrations and ribbon-cutting events, cultivate media coverage, send newsletters, and spread the word in other ways.

## NORTH PORT REVITALIZATION IN DUBUQUE, IOWA

***Reclaiming & Restoring the Mississippi Waterfront by Leveraging $400+ Million, Launched Through an EPA Brownfields Assessment Grant***

*Couple strolls along the new Mississippi Riverwalk, part of the North Port revitalization*

Located on the banks of the Mississippi River near the borders of Wisconsin and Illinois, Dubuque is Iowa's oldest city and home to a population of 58,436. Though Dubuque was originally established as a fur-trading post and lead mining community, it later flourished as a manufacturing and meatpacking hub—a major artery for the Midwest United States through its railroad and shipping connections for commercial and industrial use. Unfortunately, the 1980s brought significant challenges due to the collapse of the farm economy, resulting in high unemployment and a loss of more than 10 percent of Dubuque's population. The Dubuque Packing Company closed down and John Deere, the city's largest employer at the time, reduced its workforce by almost three-quarters. All told, Dubuque lost 10 percent of its population and had the highest unemployment (24%) in the nation.

In the 1990s, President Bill Clinton and the U.S. Department of Interior designated the Upper Mississippi River as an American Heritage River, which spurred Dubuque officials and residents to come together for a planning process to restore the city's connection with the Mississippi River. At that time, the 120-acre Port of Dubuque was plagued by environmental issues, undervalued property, a hodge-podge of heavy industrial uses, and many vacant brownfields. Residents and tourists alike were physically and psychologically disconnected from the river. In 2001, the City initiated a planning and design effort to craft a comprehensive, long-term vision for the Port. The City engaged local property owners, developers, and residents to gather input on the most appropriate plan and best strategies for advancing the area. Based upon feedback and collaboration across sectors, the Dubuque City Council adopted the *2002 Port of Dubuque Master Plan*.

Dubuque's "North Port" revitalization was launched with EPA Brownfields Assessment and Cleanup grants awarded to the city in 2002 and 2003. Bordering the Mississippi River, the area has been the home to shipbuilding and repair facilities, railroads, bulk petroleum and coal storage operations, food processing plants, farm machinery manufacturers, and lead mining activities since the early 1800s. These brownfield resources were key to unlocking the North Port's revitalization potential and instrumental to helping the city pivot from a declining former industrial town into a Midwest tourist destination. The 2002 Brownfields Assessment grant was used to conduct 12 Phase I and six Phase II environmental site assessments within the North Port. EPA Assessment funding also was used to develop cleanup plans, reuse plans, and leveraging strategies. The 2003 Brownfields Cleanup grant was used to clean up a petroleum plume within the Port of Dubuque that had contaminated soil and groundwater across several acres of prime riverfront property along the Mississippi River.

*Though only a small part of the broader investment, Brownfields funds were essential for enabling Dubuque to restart its economic-development engine.*

Dubuque has since leveraged the EPA Brownfields Assessment and Cleanup grants to secure public and private resources to further the community's goals. These grants were crucial in leveraging more than $800 million in public grants and private investment, including substantial federal and state funding:

- ***U.S. Department of Commerce:*** Dubuque prepared land and upgraded infrastructure using grant funding from the U.S. Department of Commerce, Economic Development Administration's (EDA) Public Works grant program. In 2013, Dubuque was awarded a $1.2 million EDA Disaster Relief Grant to daylight the Bee Branch Creek and prevent flooding in the neighborhood adjacent to the Port.
- ***U.S. Department of Transportation:*** Dubuque leveraged over $16 million in U.S. Department of Transportation funding including a TIGER grant, Transportation Enhancement grant and Transportation, Community, and System Preservation (TCSP) grant from DOT's Federal Highway Administration(FHWA), and the Federal Transit Administration's State of Good Repair grant for a complete street, pedestrian, and riverfront boardwalk network to support the mixed-use development of the North Port revitalization, historic train depot and freight house restoration projects, and the construction of a new intermodal facility that will serve the Port redevelopment.
- ***U.S. Department of Housing and Urban Development:*** Dubuque secured $800,000 in grant funding from the U.S. Department of Housing and Urban Development for the Riverfront Discovery Center at the North Port redevelopment.
- ***U.S. Department of Interior:*** Dubuque secured over $1 million from the National Fish and Wildlife Service and the National Park Service to support the Riverfront Development Center and other activities at the Port area.
- ***U.S. Department of Health and Human Services:*** Dubuque leveraged $3 million in grant funds from HHS for the development of exhibits at the River Discovery Center in the North Port revitalization area.
- ***National Endowment for the Humanities:*** Dubuque secured more than $1 million in grants for the Port Discovery Center and other cultural activities in the North Port area.
- ***Institute for Museum and Library Services:*** IMLA provided Dubuque more than $100,000 to support planning for this riverfront restoration.
- ***U.S. EPA:*** EPA selected Dubuque to receive Building Blocks technical assistance in 2013 to create plans and strategies for using green infrastructure to manage stormwater and protect the water quality of the Mississippi and its tributaries.
- ***State of Iowa:*** Dubuque worked closely with the State of Iowa, and leveraged an impressive $48 million in grants from community tourism, "Vision Iowa," and other state programs to support riverfront development, the Mississippi River Museum and Aquarium, and other key components of the North Port project.

To accomplish this leveraging for the Port revitalization, Dubuque organized and took several key steps to be effective:

- ***Project Team with Local Leadership:*** The City of Dubuque and Dubuque Area Chamber of Commerce partnered with the Dubuque County Historical Society, the local nonprofit organization, which led the nationally recognized $188 million America's River campaign. This team was closely supported by the Office of the Mayor, the Dubuque City Council, and "America's River Advisory Committee" composed of local, regional, and national river leaders, and a "4th Street Peninsula Working Group" formed for the project and including leaders from municipal departments and other stakeholders. Dubuque also designated a team to manage and coordinate this robust group of collaborators, including the assistant city manager, director of planning, city engineer, and others to assist in leading the effort.
- ***North Port Established as a Priority:*** Dubuque recognized that its overall strategy for resilience and revitalization depended upon reclaiming the historic asset that helped create the community, but had been disconnected from the people—the Mississippi River. Dubuque used its national designation as an "Ameri-

can Heritage River" pilot community as an organizing force to establish priorities and, through that effort, the community identified the Port area as the place with the best geography and reuse potential. This led Dubuque to confirm the revitalization of North Port as a top community priority for focus, staff time, and funding.

- ***Dubuque Engaged and Energized the Community:*** The North Port brownfields revitalization was the culmination of the "Port of Dubuque Master Plan" process. The Master Plan grew from a ten-month, place-based community planning and design effort—launched with the support of federal resources—to craft a comprehensive, long-term vision and redevelopment concept for the 4th Street Peninsula and the South Ice Harbor. A variety of stakeholder and public participation opportunities were employed in the planning process that included monthly stakeholder luncheons, design workshops, site tours, regular committee meetings, city council work sessions and a public open house. Through this effort, the business community, citizens, key stakeholders, and elected leaders became champions for this initiative.

- ***Tackling the Redevelopment Piece by Piece:*** Dubuque's municipal and port staff identified the key components that would be necessary to trigger private-sector reinvestment at this deteriorated riverfront area. These included cleanup of a petroleum plume, demolition of obsolete buildings and structures, preparation of the land for redevelopment, stormwater management to protect the Mississippi River, design and construction of new transportation and pedestrian/bike networks, creation of public spaces and public art, reclaiming of the riverfront for public boardwalks, planning and construction of major tourism attractions, and other public improvements. Dubuque identified and secured resources, including local funding and external grants, to finance each phase of the various component projects involved in the overall development. Over time, success built upon success, and the momentum of the redevelopment increased as the community and funders became more excited and certain about the prospects for redevelopment. This momentum culminated in major investments by the private sector, and the new North Port became a reality.

- ***Committing Local Funding:*** Dubuque enhanced its ability to leverage grants, private investment, and other external resources by committing its own local funding to the success of the project. Altogether, the City of Dubuque, the America's River campaign and private investors devoted more than $188 million to the project, including upfront investment in the visioning and planning of the Port Master Plan, funding for major infrastructure upgrades, and matches to state and federal grants. To date, nearly $800 million has been invested at the Port of Dubuque through the America's River campaign, private investment, and public infrastructure investment.

- ***Establishing Compelling Materials:*** Each year during the North Port revitalization and the seven-year America's River campaign, Dubuque created or updated its project materials for potential funders, elected representatives, and other targeted supporters. Project materials included briefing sheets, progress reports, and resource-roadmap matrices of grants that would be sought. These tools proved to be useful tools that allowed potential funders to understand Dubuque's short- and long-term funding strategies and helped them to respond to and support the initiative.

- ***Dubuque Cultivated Strong Relationships with State and Federal Agency Officials:*** Dubuque was committed to informing state and federal agency leadership and program managers about the needs, progress, and key next steps on the North Port revitalization. Local officials made repeated visits to the state capital, regional federal agency offices, and Washington, D.C. to brief officials on the North Port/America's River project, worked very closely with the Iowa congressional delegation, and invited state and federal agency and elected officials to Dubuque to tour the site and better understand key needs.

- ***Dubuque Celebrated Success!:*** Dubuque made sure that its state and federal supporters, as well as the local community, were able to celebrate progress on the North Port/America's River revitalization. For example, when the Obama Administration launched the national Partnership for Sustainable Communi-

*From left to right: The Grand River Conference and Education Center; Historic steamboat moored by the National Mississippi River Museum & Aquarium; and a pavilion along the Mississippi Riverwalk and River's Edge Plaza*

ties in Dubuque in 2009, they toured and were briefed on the Port revitalization activities, which helped Dubuque continue the resource -leveraging effort.

The initial EPA brownfields funding and the other resources that were leveraged from these early grants spurred additional public and private investment that made possible the development at North Port of the Grand River Conference and Education Center, River's Edge Plaza, Riverwalk, National Mississippi Museum and Aquarium, Alliant Amphitheater, Grand Harbor Resort and Waterpark, and Diamond Jo Casino.

Beyond the direct funding leveraged, these investments produced more than 700 jobs and created new recreational and entertainment attractions for community members and visitors, reinvigorating a depressed economy and community. Due to the innovative and exemplary use of its brownfields grants and resulting leverage and revitalization, the North Port project was awarded the Phoenix Award for EPA Region 7 in 2005.

Dubuque is poised to repeat the success at North Port by redeveloping the adjacent South Port. In 2013, Dubuque was awarded a $400,000 EPA Brownfields Assessment grant to conduct environmental investigations, assessments, and reuse planning at the 33-acre South Port area on the Mississippi River. Like North Port before its revitalization, South Port currently is an area of heavy industrial and port use that has experienced a steady decline over the past 40 years, leaving brownfields and vacant properties, some of which have been closed for decades. Dubuque's goal is to redevelop the South Port as a new downtown neighborhood where people can reconnect with the Mississippi River in a walkable, transit-oriented environment. The City also seeks to extend its Riverwalk from the North Port to the Mines of Spain Recreation Area.

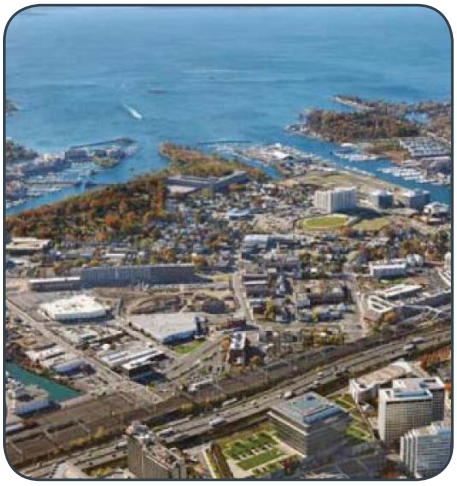
Recently, the City partnered with the University of Iowa's "Iowa Initiative for Sustainable Communities" to engage residents and begin to identify reuse options for the South Port. In 2013, *Reimagining the South Port of Dubuque* study was released. This study recommended a variety of entertainment, recreational, commercial, retail, and other mixed-use development. Like with North Port, Dubuque has established a Steering Committee and brownfield project teams and has already begun to engage the community. Dubuque was very pleased when, in 2015, the EPA awarded Dubuque a Brownfields Area-Wide Planning grant to support the revitalization of South Port and is certain that this Area-Wide support will enable Dubuque to leverage even more public support and private investment in the future.

EPA Brownfields grants were the keys to unlocking the revitalization potential of Dubuque's Port area and were catalysts for the larger effort to transform Dubuque from a declining former industrial town into a Midwest tourist destination. EPA funding not only helped support development of major conference and event centers, plazas, museums, resorts, and casinos, but also led to the creation of the local jobs that are integral to the construction, operation, and servicing of the redevelopment and the expansion of the local economy.

# Case Study Example of Successful Leveraging

## HARBOR POINT IN STAMFORD, CONNECTICUT

***EPA Brownfields Grants Help Leverage More Than $200 Million in Public Funding and $5 Billion in Private Investment for Transit-Oriented Development***



*View of Stamford, CT waterfront*

Located along the Long Island Sound, Stamford (population 128,278) is the third largest city in Connecticut. The South End waterfront was Stamford's industrial area since the 1600s. In the 20th century, Stamford became a thriving neighbor of New York City and today the city boasts one of the mightiest concentrations of corporations in the nation.

Nevertheless, Stamford struggles with blight, pockets of severe poverty, and many long-vacant brownfields. The city's key transportation assets--Interstate 95 and its location along Amtrak's busy Northeast Corridor linking Boston, New York, and Washington, DC—also have posed a long-time challenge for the South End, isolating about 350 acres in the South End from downtown and the rest of the city. The waterfront area had limited accessibility from the interstate and was marked with contaminated and vacant properties, compounding its economic distress.

Under the leadership of former Mayor Dannel Malloy, a team of public and private entities set their sights on revitalization of Stamford's South End. They focused on cleaning up clusters of brownfields to transform the waterfront into a vibrant and attractive residential, commercial, and mixed-use development. Another critical goal was to reconfigure the connection between Interstate 95 and the South End to make the area more accessible to commuters and residents, allowing travelers to better utilize the Stamford Intermodal Transportation Center, a hub for regional train, bus, and vehicle traffic.

The revitalization of the South End got underway in 1997, when Stamford was designated an EPA Brownfields Showcase Community. This enabled the city to leverage resources from the 20 federal agencies participating in the Showcase Community initiative. Stamford subsequently won two EPA Brownfields Assessment grants, a Brownfields Revolving Loan Fund (RLF) grant, a Brownfields Cleanup grant, and a Brownfields Job Training grant–all of which focused on the revitalization of the South End waterfront. In fact, Stamford was the first community in the nation to put a Brownfields Revolving Loan Fund into action, transforming a former waterfront fueling depot into a charming waterfront residential village.

Over the next several years, Stamford built upon the initial support from EPA's Brownfields program by leveraging more than $250 million in public funding for revitalization and infrastructure upgrades from the following sources:

- ***U.S. Department of Transportation:*** Stamford secured more than $215 million from federal and state transportation agencies to rebuild and improve the transportation network around its redeveloped brownfields neighborhoods. This includes $10.5 million from DOT in Transportation Investment Generating Economic Recovery (TIGER) grants and $19 million in Federal Transit Administration (FTA) Bus Livability Discretionary Grant funding to upgrade its Intermodal Transit Center.

  Revamping and modernizing outdated roadways and regional transit has been essential to revitalizing the South End. With additional federal and state support, the Connecticut Department of Transportation is working with Stamford to rebuild a constrained rail underpass that restricts downtown access to the South End's main corridor. Stamford also secured about $75 million through the FTA's New Starts and

*Retail furniture business and market in a mixed use development at Harbor Point development, and nearby Commons Park*

Bus and Bus Facilities grant programs, the Federal Highway Administration's (FHWA) Job Access and Reverse Commute and Intelligent Transportation Systems grant programs, and other funding sources for the Stamford Urban Transitway, a new complete-street corridor providing access to the brownfields area and the Intermodal Transportation Center. FHWA also provided $1.1 million to improve streetscapes in the Waterside neighborhood and reconstruct the West Main Street pedestrian bridge connecting distressed areas of the community to the Intermodal Transportation Center.

- ***U.S. Department of Housing and Urban Development:*** Stamford obtained $6.4 million from HUD's Block Grant Disaster Recovery program allocation to the State of Connecticut. This funding supported replacement of an elderly-housing property and was used to supplement an additional $8.1 million in public and private money for construction of a new elderly home and support services facility. Stamford also obtained $850,000 from HUD's Healthy Homes Program.
- ***U.S. Department of Commerce:*** In 2013, Stamford secured $800,000 from the Department of Commerce's Economic Development Administration (EDA) for reconstructing the Dyke Lane Pumping Station, which was damaged by flooding. EDA's disaster relief funding will improve flood control and help protect the South End from the impacts of extreme weather and natural disasters.

Stamford took the following key steps to increase its effectiveness leveraging funding for revitalization of the South End:

- ***Building a Project Team Through Local Leadership:*** At the outset of this project, Mayor Malloy convened a multi-agency task force and designated a point-person for brownfields revitalization, which helped make brownfields redevelopment a city priority. This level of commitment continued under Stamford's next mayor, as did the involvement of key community leaders.
- ***Establishing the South End as a Priority:*** As factories were closing in the South End, the city and private developers assessed opportunities along the waterfront. As a result, revitalization of the South End soon became a driving force and the city's top revitalization priority, a status that was maintained for two decades.
- ***Seeking External Support:*** Stamford realized that the city could not achieve the massive revitalization effort on its own. The city used its EPA Brownfields Showcase Community designation as an opening to approach other federal agencies that support revitalization and brownfields redevelopment. As a result, Stamford cultivated and has maintained strong relationships with state and federal agencies.
- ***Engaging the Community:*** Stamford identified additional community needs and engaged the community in waterfront revitalization plans through many community meetings. The city formed a "swat team" of business leaders, community groups, landowners, and other stakeholders to assess and promote redevelopment potential.

- ***Tackling the Redevelopment Piece By Piece:*** Over the course of two decades, Stamford built the transportation infrastructure necessary to open up brownfields areas and attract private investment to the South End. The city worked through projects one phase at a time, recognizing that it was impossible to acquire all of the necessary funding at one time. Instead, Stamford tackled parts of each project one by one and sought funding for the along the way for critical next steps in the overall transportation and infrastructure project. This approach enabled the city to make steady progress toward achieving its ambitious goals. The strategy also helped spark major private-sector investment in the area.
- ***Committing Local Matching-Share Funding:*** Stamford learned early that it was critical to have "skin in the game" and to offer local matching funds to successfully leverage additional funding for its revitalization effort. The city's annual capital budgets included money designated to serve as its local match for various state and federal grants. The city also established a TIF district that provided $186 million in investment for public infrastructure upgrades, which complemented the local, state, and federal funding already being acquired.
- ***Creating Briefing Sheets and Other Compelling Project Communication Materials:*** Throughout the South End revitalization process, Stamford created and updated communications materials that helped the city make its case to potential funders and private investors, and to build support among elected representatives and other stakeholders whose support was critical. In addition to briefing sheets, these materials included project progress reports, project maps, and PowerPoint presentations. These compelling communications materials helped potential funders and investors understand Stamford's short- and long-term goals and enabled the city to build support for specific funding requests and other related initiatives.
- ***Celebrating Success:*** Stamford's leaders made sure to celebrate progress at each step of the long revitalization process. The city celebrated both large and small accomplishments along the way with groundbreakings, ribbon-cuttings, site tours for state and federal officials, and community celebrations. They also paid attention to media outreach and sent thank you notes to funders and supporters along the way.

*Waterfront housing at the Harbor Point development*

The public funding that began with support from EPA's Brownfields program has leveraged $5 billion in private-sector investment. Investments include the Harbor Point and Metro Green projects, which are LEED gold-certified, mixed-use, transit-oriented development projects that incorporate luxury living space along with affordable and workforce housing, food and retail, nightlife, parks, schools, and waterfront activities.

Stamford's success is an example of how EPA Brownfields funding was critical to revitalization of a contaminated former industrial area into one of the most significant mixed-use developments in the nation.

## THE COMMERCE CORRIDOR IN RANSON AND CHARLES TOWN, WEST VIRGINIA

***Two Small Communities Join to Create High-Tech Hub on Blighted Brownfields Corridor***

Ranson and Charles Town (combined population, 10,000) are adjacent small cities in Jefferson County in the eastern panhandle of West Virginia, within a 90-minute drive of Washington, DC. The Ranson/Charles Town area traditionally was the industrial epicenter of Jefferson County. The decline of America's manufacturing industry hit the community particularly hard–leaving many residents without jobs, diminishing the local tax base, and leaving significant brownfields behind that slowed economic growth and decreased residential and commercial property values. At least 15 brownfields impact the heart of the urban area along the 1.5-mile border between the two cities and the Evitts Run Creek, which traverses the community. In 1999, Ranson/Charles Town launched an effort to turn this blighted and polluted corridor into a new "Commerce Corridor" with new downtown development and community park and recreation assets.

In 2001, EPA awarded the City of Ranson a Brownfields Assessment grant and kicked off the revitalization of the Commerce Corridor in a ceremony with EPA's Administrator. The cities obtained additional Brownfields Assessment grants in 2004 and 2006. These grants were used to conduct 20 environmental site assessments and to develop sophisticated brownfields reuse plans. In 2010, Ranson obtained an EPA Brownfields Area-Wide Planning grant that was used to engage key stakeholders in the process of creating a robust plan for revitalization, an infrastructure upgrade strategy, a highest-and-best-use analysis for key brownfield parcels, and a "Resource Roadmap" to identify sources of leveraged funding for the reuse and implementation of properties in the Commerce Corridor (See: *www.ransonrenewed.com*).

EPA awarded a Brownfields Cleanup grant to Ranson in 2011 to remediate a contaminated, closed brass foundry. Ranson and Charles Town also used a $900,000 EPA Brownfields Revolving Loan Fund (RLF) grant to address brownfields on Evitts Run Creek. RLF funding was used to clean up a particularly challenging manufactured gas facility that plagued the community for decades. RLF funds also were used to create the West Side Revitalization Master Plan that will guide the cleanup and reuse of blighted brownfields along the Evitts Run Creek. Reuse plans include creating a park, recreation areas, and an economic development zone in Charles Town's most distressed neighborhood. (See: *www.charlestownwv.us/index.asp?Type=B_BASIC&SEC={3CB2F7DC-ADE5-4A41-868D-39BFC5BBA55D}*).

Ranson and Charles Town launched the Commerce Corridor effort by forming a multi-stakeholder Commerce Corridor Council that includes public, private, non-profit, neighborhood, state, and federal stakeholders. The council guided and supported the initiative, including the funding and leverage efforts involved. Under this framework, Ranson and Charles Town developed a comprehensive brownfields inventory, prioritized sites for assessment, engaged the community and key stakeholders, and established a strong vision and area-wide plan for revitalization. The cities also leveraged public and private resources, upgraded infrastructure, and attracted private sector investment to the revitalization effort.

In 2006, Ranson and Charles Town joined with the Urban Land Institute in a comprehensive economic reuse planning project that convened top experts in real estate, finance, brownfields, and sustainability to identify

*Artist's rendering of a green corridor, funded by a TIGER grant from U.S. DOT*

strategies for brownfields reuse. The overall brownfield effort was fueled by a robust commitment from Ranson and Charles Town staff and the support of environmental, planning, and funding consultants retained with EPA grant support.

In the 15 years since receiving the first Brownfields Assessment grant in 2001, Ranson and Charles Town have seen tremendous progress and benefits to the community:

***Environmental Remediation:*** The cleanup of sites included the removal of numerous abandoned underground storage tanks, the remediation of contaminated soil, and the abatement of asbestos materials.

***Ranson Civic Center:*** In 2008, the City of Ranson used local funding to purchase a former Maytag spray-painting facility that had sat idle since 1989. The facility was cleaned up and repurposed in 2010. Today, this former brownfield is Ranson's Civic Center, a 40,000 square-foot facility with an adjacent, quarter-acre pocket park situated next to the Boys & Girls Club of Jefferson County and the Evitts Run Park system. The Civic Center is home to the Ranson Parks and Recreation Commission, which uses the facility for public athletic events, social functions, trade shows, job fairs, and youth and family activities.

The Civic Center, which can hold 1,500 people, has two full basketball courts, bleachers, and batting cages; an office area; full-service concession and eating areas; multi-purpose flex flooring; new lighting, sound systems and wireless Internet; and a stage for performances. Outside the Civic Center, a community group established the Ranson Community Garden, which employs homeless members of the community who cultivate crops that provide healthy foods to support the Jefferson County Homeless Coalition and other community needs.

***American Public University Headquarters and Campus:*** The American Public University System (APUS), one of the foremost online universities in the nation, made Ranson its headquarters and invested more than $100 million in the Commerce Corridor brownfield area. APUS continues to build a high-tech educational campus that already provides more than 650 jobs to local residents. The campus includes an academic center, finance center and solar array, and information technology center.

***APUS Academic Center:*** The Academic Center is a $12 million, 45,000 square-foot, four-story, LEED gold-certified building situated on another former brownfield. The Veiner Metal Salvage Yard operated for more than 100 years until it was closed in the 1960s. The property remained vacant until the Academic Center was built in 2010.

The Academic Center includes meeting and office space for more than 140 APUS faculty, academic staff and student advisors; and a library

*From left to right: Ranson Civic Center, rendering of green infrastructure stormwater management technologies, and American Public University Health Center, all in Ranson/Charlestown Commerce Corridor*

with one of the nation's major collections for research in military studies and military history. The building can house 330 employees and already produced 170 initial new high-skills jobs.

The architecture for the Academic Center and other APUS buildings preserves and complements the character and history of Charles Town and blends old and new design elements. Environmentally friendly materials and construction features were used to reduce greenhouse gas emissions and to contribute to a healthier work environment for employees and a cleaner environment for the community. Energy-efficient design features include advanced thermal insulation of windows and walls, variable lighting and cooling to manage energy use, and 99 roof solar panels that provide a portion of the center's energy requirements.

***APUS Finance Center and Solar Array:*** APUS expects to obtain LEED-gold certification for the 105,000 square foot, four-story Finance Center that straddles the Ranson and Charles Town border. The $18 million, privately financed center boasts the largest solar array in West Virginia; its 170-space parking lot has1,660 solar panels that generate enough electricity to supply 30 average-sized homes. The solar array/parking lot also has 14 electric car charging stations. The building's roof was designed to eliminate the heat island effect, and the building was constructed of materials derived from recycled content including structural steel, studs, drywall, hardware, and floorings. It is landscaped with native and adaptive plants. The facility currently houses 245 employees, and has the capacity for 450 staff.

*Dome being placed on top of the new APUS Information Technology Center*

***APUS Information Technology Center:*** APUS also will seek LEED certification for its Information Technology (IT) Center, which was completed in late 2015. The IT Center was built on the former Maytag appliance manufacturing facility in the Commerce Corridor. The large brick building includes a metal dome that houses a 240-pound, state-of-the-art telescope that will provide a new other-worldly view to the people of Ranson and Charles Town, and to APUS students across the globe who can remotely access the telescope. The IT Center also has an outdoor pavilion for musical and cultural events.

***New Jobs Development:*** On the Charles Town side of the border, there are new jobs on the redeveloped brownfields where a former lumber facility was located for decades. The site provides professional office space for a land use planning and engineering firm, and a high-performance automotive supply company.

Creation of the Charles Town/Ranson Commerce Corridor enabled the two communities to leverage more than $15 million in additional grants and other resources to move forward the revitalization of the downtown area. Funding was obtained from the following sources:

***U.S. Department of Transportation:*** Ranson and Charles Town secured two very competitive TIGER grants from the U.S. Department of Transportation. The first TIGER grant was used to plan the Green Corridor revitalization through the brownfield area, creating a complete street, and using green infrastructure elements to transform the central roadway. The second TIGER grant was used to construct the corridor with $10 million in federal, state, local and private-sector funding. TIGER funding also was used to plan and engineer a new transit center in downtown Charles Town, which provides regional bus and rail transit passengers with a hub for accessing public transit to the Washington, DC, metropolitan area.

***U.S. Department of Housing and Urban Development:*** HUD provided the City of Ranson with a range of resources for brownfields and community revitalization. HUD resources include a Sustainable Communities Challenge grant that enabled Ranson to hire top land use planners to create a new comprehensive land use plan and Ranson Smart Code to promote smart and sustainable development. Ranson also received a $1.5 million HUD Brownfields Economic Development Initiative grant and up to $3.5 million in HUD Section 108 Loan Guarantee funding to remove a dilapidated, vacant brass foundry; upgrade infrastructure; and prepare for development of a mixed-use downtown center.

***U.S. Department of Agriculture:*** Building upon the TIGER funding for design of a new downtown transit hub, the City of Charles Town used $3.8 million in USDA Community Facilities loan resources to fully restore the historic Charles Washington Hall as a community center, indoor farmers market, café, performing arts space, and regional transit.

***National Endowment for the Arts:*** Recognizing the community revitalization that began with Charles Town's EPA Brownfields grants, NEA awarded an "Our Town" grant to the city to establish the Washington Heritage Arts and Cultural District, an arts and cultural district in the area around the Commerce Corridor and Green Corridor. The NEA funding catalyzed diverse groups of arts, cultural, historic, civic, and private-sector leaders to promote vibrant activities in the downtown area for residents and tourists.

*Ribbon cutting for the American Public University's LEED Gold Academic Center*

***U.S. EPA:*** In addition to the Brownfields grants, the City of Ranson received technical assistance through EPA's Building Blocks for Sustainable Communities program to help the city identify strategies to spur growth in the urban core and thus, avoid sprawl. EPA also provided expert contractor technical assistance to Ranson to assist with development of a green infrastructure plan for handling stormwater runoff from brownfield redevelopment areas into the Chesapeake Bay watershed.

***National Fish and Wildlife Foundation:*** Charles Town secured a $100,000 Chesapeake Bay Stewardship Fund grant from the National Fish and Wildlife

Foundation to design a community recreational pond on the old Public Works site and the city dump, both within the core of the brownfields revitalization area. The pond also will serve as a major stormwater management facility to protect the Shenandoah and Potomac Rivers and the Chesapeake Bay. Charles Town also seeks to use its EPA Brownfields RLF funding as matching share for other funding used for the construction of this green facility.

The joint and collaborative efforts of the two small cities are transforming Ranson and Charles Town from a failed manufacturing area with stagnant downtowns, into a mecca for technology, education, arts, culture, tourism and sustainability. EPA Brownfields grants sparked this transformation in part because the cities worked together to leverage additional local, state, federal, philanthropic and private-sector funding.

As a result, these communities are recognized nationally as models for small-town sustainability. The Charles Town/Ranson Commerce Corridor initiative was a key feature on the White House's anniversary celebration for the HUD/DOT/EPA Partnership for Sustainable Communities (See: *www.whitehouse.gov/blog/2011/06/16/partnership-sustainable-communities-marks-two-trailblazing-years*) and EPA's three-year celebration of that Partnership. Ranson/Charles Town won the 2013 Phoenix Award for brownfields revitalization and the National People's Choice Award for the best brownfields project, and in 2014, the communities won the national Brownfields Renewal Award for outstanding economic development of brownfields.

# EPA Support for Local Brownfields Leveraging

EPA's Office of Brownfields and Land Revitalization will continue to help communities create effective strategies for leveraging resources for brownfields cleanup and revitalization projects. As part of EPA's ***Next Generation Brownfields*** initiative, OBLR plans to offer the following resources and assistance in 2016 and beyond:

- ***Brownfields Federal Programs Guide***–EPA issued the *2015 Brownfields Federal Programs Guide* in September 2015. The Brownfields Federal Programs Guide provides in-depth information on resources available from more than 20 federal agencies and offices and highlights federal tax incentives that can support brownfields revitalization. (See: *www.epa.gov/sites/production/files/2015-09/documents/brownfields-federal-programs-guide-2013.pdf*).
- ***Resource Roadmaps***–EPA will conduct a webinar focusing on how to create a resource roadmap as a useful tool to guide efforts for leveraging resources for brownfields and community revitalization. The interactive webinar will be recorded and made available to EPA Brownfields grantees and communities. EPA also plans to issue a memorandum to grantees and EPA regional offices clarifying that brownfields assessment grants and Area-wide Planning Grants may be used for reuse planning activities, including the creation of Resource Roadmaps for revitalization at eligible brownfield properties.
- ***Meet The Funders Webinars***–EPA will collaborate with other federal agencies, philanthropic foundations, and nonprofit organizations to conduct a series of in-depth webinars that engage funders and their staff to explore ways that they can leverage their programs for local brownfields revitalization efforts. This Meet the Funders series will educate funding organizations about the needs and challenges of local communities on brownfields revitalization issues and provide in-depth information and tips on how to leverage resources with their support. These webinars will be recorded and made widely available.
- ***Building the Federal Family of Brownfields Agencies***–EPA is dedicated to continuing its long collaborations with the federal family of agencies that provide funding, technical assistance, and other resources to support local brownfields and community revitalization. This will include efforts to promote intra-agency collaboration within other EPA program offices as well as inter-agency collaboration with other federal agencies and organizations. EPA will work on community and economic development issues with HUD, the Economic Development Administration, and the U.S. Department of Agriculture's Rural Development program. EPA will foster infrastructure investments for brownfields revitalization with the U.S. Department of Transportation, the U.S. Army Corps of Engineers, and other agencies. EPA supports the approach of giving funding preference and prioritization for additional federal funding to localities that have developed strong brownfields revitalization plans, solid public and stakeholder support, and proactive strategies for leveraging resources.
- ***Promoting Economic Development and Community Revitalization, Particularly in Communities with Weak Markets***–Distressed, small, disadvantaged communities often lack the capacity to catalyze economic development and revitalize brownfields. EPA will continue its commitment to supporting brown-fields revitalization in small, rural, underserved and struggling communities with brownfields grants, area-wide planning support, and robust technical assistance.
- ***Technical Assistance***–The EPA's Office of Brownfields and Land Revitalization will continue to work with its 10 regional offices, the Technical Assistance to Brownfields Communities (TAB) centers, and a variety of other nonprofit and educational partners to provide technical assistance to communities on brownfields, including on leveraging strategies. (See: *www.epa.gov/brownfields/brownfields-technical-assistance*).

***The U.S. Environmental Protection Agency wishes your community great success in leveraging funding to reach your brownfields and community revitalization goals!***

# CITY OF XYZVILLE

## *2016 AGENDA FOR SUSTAINABLE COMMUNITY REVITALIZATION*

The City of XYZVille, XY is a community of xy,xyz people that seeks to revitalize closed factories and blighted sections of downtown with new revitalization. XYZVille' s municipal development authority has acquired the vacant factory complex and its 27 acres on the riverfront on the south end of the central business district along Main Street, a site that has been vacant, polluted and blighted for more than 25 years. Using U.S. EPA Brownfields Assessment grant funding for reuse planning, the community has created a vision for a vibrant, mixed use riverfront development that includes a local healthy foods market, commercial offices to serve the growing downtown, mixed-income housing to replace the 99 affordable units at the severely deteriorated public housing complex, and small retail shops for citizens and tourists. XYZVille seeks to upgrade Main Street along the new development area into a complete street to improve walkability and connect the project to the central downtown, and to establish new riverfront public park, recreational, and trail facilities along this beautiful natural area. To put this vision into action, XYZVille seeks support and resources from local investors, state and federal agencies, philanthropic foundations, and the private sector, including the following:

| Project & Key Components | Estimated Costs | Funding & Support Needed | Match & Leveraging | Key Next Steps |
|---|---|---|---|---|
| **Demolition of obsolete factory buildings and structures** | $400,000 asbestos abatement<br>$200,000 cleanup of petroleum spill area<br>$600,000 buildings demolition<br>$6-8 million for restoration and reuse of historic brick mill building | ✓ $1 million EPA Brownfields Cleanup Revolving Loan Fund for asbestos and petroleum cleanup<br>✓ HUD CDBG and Section 108 Loans for site prep and demolition, and mill restoration<br>✓ Federal Home Loan Bank, Community Investment Program funding for mill restoration | ✓ XYZVille Tax Increment Finance proceeds<br>✓ State of XY Brownfields Cleanup Fund grants or loans<br>✓ Private developer contribution | ✓ Confirm available level of TIF proceeds<br>✓ Complete brownfields assessment and remedial planning using remaining EPA Assessment funding<br>✓ Meet with EPA Regional Brownfields Office to discuss RLF opportunities. Deadline for RLF application December 2016<br>✓ Meet with state HUD office to discuss Section 108 loan<br>✓ Find member bank in XYZVille willing to use FHLB Community Investment Program |

| Project & Key Components | Estimated Costs | Funding & Support Needed | Match & Leveraging | Key Next Steps |
|---|---|---|---|---|
| | | ✓ Historic Tax Restoration Credits (25% of restoration costs) | | ✓ Work with XY State Historic Preservation Office to establish plan to use historic tax credits on mill restoration |
| **Stormwater management with green infrastructure** | $2 million | ✓ Clean Water SRF Green Reserve loans, coupled with principle forgiveness<br>✓ HUD Section 108 proceeds<br>✓ Economic Development Administration, Public Works Grant | ✓ XYZVille Stormwater Fee proceeds | ✓ Work with State of XY State DEP Office of Water to enter stormwater project on State Clean Water Intended Use Plan<br>✓ Apply for summer 2016 Green Reserve grant |
| **Mixed-Use Development Center Construction** | $75-90 million | ✓ USDA Business & Industry Guaranteed Loan<br>✓ National Development Council public-private partnership bonding tool<br>✓ HUD Section 108 loan proceeds<br>✓ New Market Tax Credit | ✓ Private sector equity and debt investment<br>✓ State of XY economic development grant and loan program | ✓ Meet with USDA Rural Development office located in State XY<br>✓ Contact regional representative for National Development Council<br>✓ Contact community development entity with allocation of New Market Tax Credits, and explore potential NMTC expert to retain as counsel |
| **Complete Street Improvement on Main Street** | $850,000 for design, engineering, permitting and construction management<br>$7 million for construction | ✓ State XY & MPO for Transportation Alternatives Program grant for design and engineering<br>✓ CMAQ grant for design and engineering<br>✓ Rural TIGER grant for construction | ✓ State XY Surface Transportation Priority grant as match to TIGER for construction | ✓ Work with MPO to secure placement of Main Street project as priority in Transportation Improvement Plan<br>✓ Meet with State DOT district engineering office to build support<br>✓ Collaborate with state elected representatives and Office of the Governor to build support<br>✓ Invite XYZ's congressional delegation to site visit to review design plans |
| **Healthy Foods Market** | $550,000 for establishment of local food cooperative as anchor tenant of healthy foods market | ✓ EPA Local Foods, Local Places technical assistance award to support planning to tie foods market to broader community revitalization<br>✓ $200,000 USDA Community Foods grant | ✓ $75,000 Kresge Foundation Local Foods Grants<br>✓ $200,000 match from City of XYZ | ✓ Meet with USDA in state field office<br>✓ Invite Community Foundation, Funders Network, and Kresge supporters to be part of Local Foods, Local Places charrette |

| Project & Key Components | Estimated Costs | Funding & Support Needed | Match & Leveraging | Key Next Steps |
|---|---|---|---|---|
| | | ✓ $75,000 USDA Farmers Market Promotion Program grant<br>✓ $50,000 grant from XYZ Community Foundation, matched with $50,000 Partners for Places grant from The Funders Network for Smart Growth & Livable Communities, for creation of sustainability plan for market | | |
| **Affordable Housing Center** | $28 million for affordable housing component of overall $75 million project with mixed-income housing at mixed-use development | ✓ $2 million HUD Choice Neighborhoods Planning & Action Grant<br>✓ HUD Choice Neighborhoods $25 million implementation grant<br>✓ Low Income Housing Tax Credit allocation from State of XY housing agency | ✓ Private sector developer equity and debt | ✓ Build local coalition to pursue HUD Choice Neighborhood support<br>✓ Issue Request for Statements of Interest for private sector development partner |
| **Riverfront Park & Trail** | $2-3 million in river shoreline restoration<br>$6 million park and recreational upgrade<br>$1 million pedestrian/bike train | ✓ Corps of Engineers Section 22 Planning Assistance to States, and Section 206 Ecosystem Restoration grants for planning & construction of shoreline restoration and portions of recreational improvements<br>✓ Land and Water Conservation Fund grants, via State XY parks agency<br>✓ NPS, Outdoor Legacy Recreation Grant<br>✓ USDA Community Facilities grants and loans | ✓ Local TIF proceeds<br>✓ County parks impact fee proceeds | ✓ Convene with Corps District Office of Planning & Programs<br>✓ Work with congressional delegation to build Corps support at District and Division levels, and in Corps Work Plan & budgeting process<br>✓ Work with County to confirm level of available impact fee proceeds for grant matches |

Borough of CARLISLE

# THE CARLISLE CONNECTIVITY PROJECT

**Transportation Investment Generating Economic Recovery Request**

## Request

Carlisle seeks $12,000,000 in TIGER Construction Grant funding, with a 40% non-federal match of $8,000,000, plus major public and private leveraging, to transform a Distressed Brownfield Area into a Sustainable Jobs Center. Carlisle also seeks a $3,000,000 DCED Multimodal Transportation Fund grant for construction, right-of-way acquisition, environmental assessment, surveys, construction bid documentation, and other construction costs for this important project.

## Carlisle Borough

The historic Borough of Carlisle in central Pennsylvania (population 18,600) is striving to revitalize a key section of the community after devastating manufacturing job losses in a distressed neighborhood. Partnered with Cumberland County, North Middleton Township, the Commonwealth of Pennsylvania (PennDOT and PA's Department of Environmental Protection), U.S. EPA and other allies.

## Project

The Carlisle Connectivity project will re-engineer a network of critical State roads and community streets in an area that recently lost three large factories and hundreds of jobs, leaving vacant brownfields in the midst of a distressed neighborhood that lies between the historic downtown, the world-famous Carlisle Car Events Center, Dickinson College, the Army War College, assisted senior housing, and key transportation facilities. The Carlisle project will fix two dangerous and failing intersections, reconnect traditional grid streets as walkable complete corridors to new jobs and civic hubs, and deploy green infrastructure to manage stormwater in this Chesapeake Bay watershed. The result of this sustainable transportation investment will be a mix of up to 433,000 sq. ft. of new commercial development and 365,000 sq. ft. of new homes, producing 3,000+ permanent jobs, $125 million in private investment, and $49 million in tax increment over 20 years.

Building on the foundation of strong and inclusive community planning supported by an EPA Brownfields Area-Wide Grant plus resources from Pennsylvania, the local community and the private sector, TIGER6 Planning and PennDOT Multimodal funding can help take preliminary engineering designs to complete, shovel-ready plans on these key project components highlighted on the inside project map.

## Site Photos

**INTERNATIONAL AUTOMOTIVE COMPONENTS GROUP (IAC)**
Closed - 2008

**INTERNATIONAL AUTOMOTIVE COMPONENTS GROUP (IAC)**
Fire - 2012

**CARLISLE TIRE & WHEEL**
Closed - 2010

**TYCO ELECTRONICS**
Closed - 2009

## Project Team

**CARLISLE BOROUGH COUNCIL**

Perry Heath, President
Donald Grell, Vice President
Tim Scott, Mayor
Linda Cecconello
Dawn Flower
Robin Guido
Matthew Madden
Sean Shultz


Matt Candland, Borough Manager
Debra Figueroa, Assistant Borough Manager
Borough of Carlisle
53 West South Street
Carlisle, PA 17013
Phone: 717-240-6920
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Ben Laudermilch
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Cumberland County Housing
& Redevelopment Authority
114 North Hanover Street
Carlisle, PA 17013
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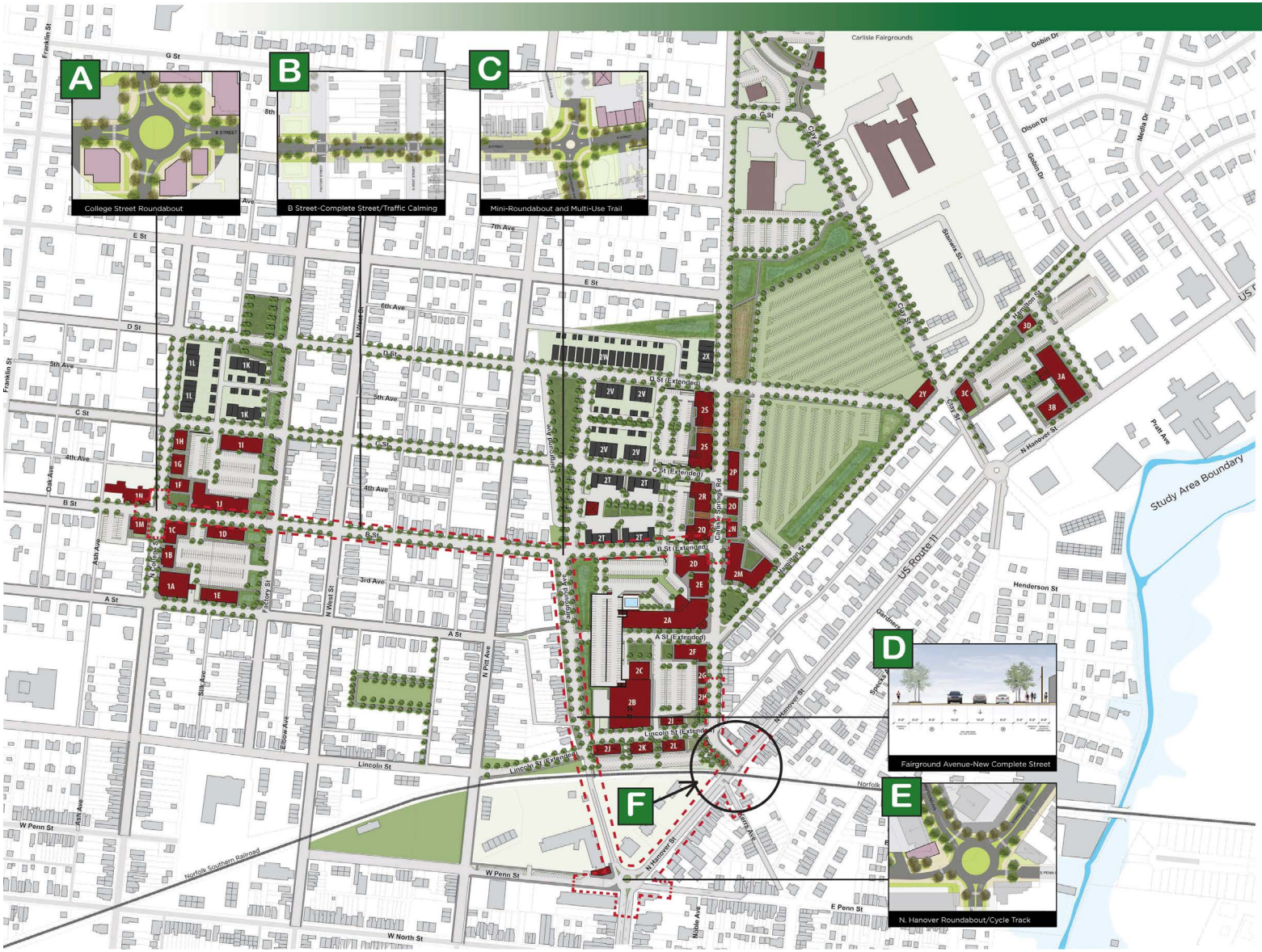
# Project Map




**A** The proposed roundabout at College and B Street as part of the B Street Extension to reconnect the new development into the existing neighborhood.

**B** B Street Extension and "complete street" improvements between the brownfield redevelopment sites to reconnect neighborhoods and new development. This extension will be between College Street and PA34/ Carlisle Springs Road.

**C** The proposed mini-roundabout and multi-use trail at B Street and Fairground Avenue.

**D** Improvement of Fairgrounds Avenue from Penn Street to B Street as a two-way "complete street."

**E** The proposed roundabout on North Hanover Street (PA 11) to realign the currently failing intersections at Fairground Avenue, Penn Street, and N. Hanover Street to ensure the main commercial corridor into the historic district functions with improved capacity and safety to handle the demand of existing and new redevelopment.

**F** Realignment of the intersection at N. Hanover Street (PA 11) and PA 34/Carlisle Springs Road to improve vehicle & pedestrian safety, and traffic flow.

## STORM WATER MANAGEMENT

Raingardens, bioswales, tree planting, public spaces & other green infrastructure will be integrated into these transportation facilities to manage stormwater.

United States
Environmental Protection
Agency

Office of Land and
Emergency Management
(5105T)

EPA 560-K-16-001
April 2016
www.epa.gov/brownfields/