

Partners in Progress



Partnerships form the cornerstone of every successful effort to address the opportunities and challenges presented by contaminated lands. The brownfields movement has demonstrated two fundamental partnership principles:

- Brownfields projects are multi-disciplinary in nature—they address environmental, economic, and other social challenges—taking a team of public, nonprofit, and private interests to tackle them.
- There is no end to the creative partnerships that can assemble and flourish to transform a brownfield from blight to benefit. The traditional partnership between environmental cleanup and economic development organizations is being fortified by an ever increasing circle of stakeholders, including nonprofit organizations and innovative private sector ventures.

Coordinated efforts on several levels are necessary for the success of brownfields reuse projects. Property owners, developers, local government, and state and federal agencies each bring something unique to the table, and contribute to ensuring that a reuse project is adequately funded, protective of human health and the environment, and serves the community in which it is located.

As the brownfields movement grows, this circle of partners will continue to expand. EPA continues to support traditional partnerships by providing funding and technical assistance to state and tribal voluntary cleanup programs and local brownfields projects. EPA also encourages and nurtures emerging partnerships by extending support to non-traditional brownfields grant recipients such as nonprofit organizations, and by fostering interagency projects with other federal agencies such as sector-based initiatives on portfields and mine-scarred lands.



“Rarely have I seen a group of residents so dedicated to making their dream come true. Their commitment has set a good example for the community to follow.”

Mayor Albert Vera
Culver City, CA

Referring to achievements of
a nonprofit citizen's group

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Left Photo: Habitat for Humanity
Women Build Project
Denver, CO

Partners in Progress

Wisconsin's Leading Edge

The Wisconsin Department of Natural Resources has partnered with the state departments of Commerce and Administration and Wisconsin's nine Regional Planning Commissions to create the Wisconsin Brownfields Coalition. Through its collaborative efforts, Wisconsin has received one of the largest Section 128(a) federal brownfields grants in the nation to initiate its Remediation and Redevelopment (RR) Program's "Ready for Reuse" initiative. This initiative has established a revolving loan fund to provide sub-grants and low- or no-interest loans for environmental cleanup to local governments. The RR Program is a comprehensive, streamlined program that consolidates many state and federal programs into a single program (e.g., hazardous waste cleanup, underground storage tank investigation and cleanup, spill response, state-funded cleanups, and brownfields) and oversees the investigation, cleanup, and redevelopment of contaminated properties.

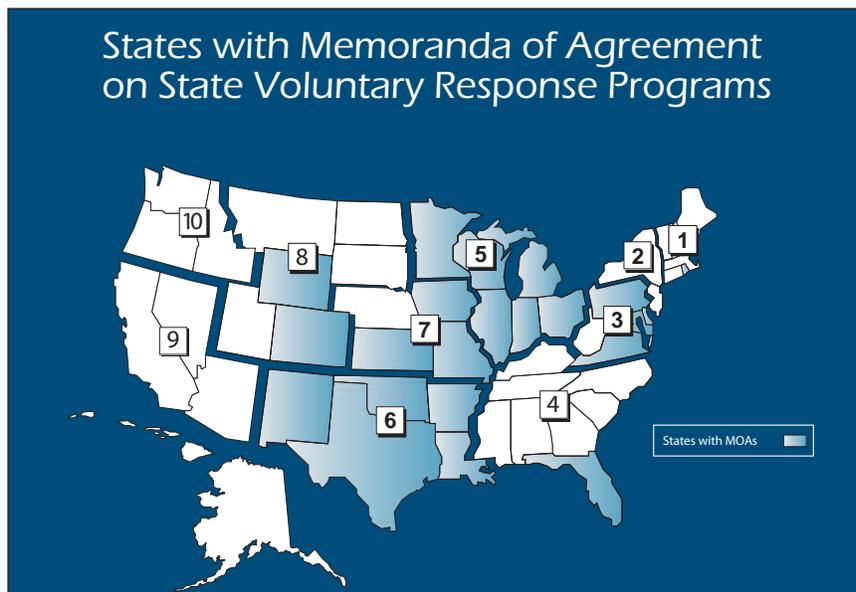
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State and Tribal Partnerships

State and tribal voluntary response programs (VRPs) are at the forefront of brownfields cleanup and redevelopment—these programs ensure that human health and the environment are protected as brownfields are assessed, cleaned up, and reused. The importance of the state and tribal roles in restoring brownfields was recognized and enhanced by the passage of the Brownfields Law in January 2002. The law authorizes up to \$50 million each year to enable EPA to assist states and tribes in developing environmental response programs or enhancing existing ones. In addition, EPA has Voluntary Response Program Memoranda of Agreement (MOAs) in place with more than 20 states, clearly defining the responsibilities shared between the state VRPs and EPA in restoring brownfields. The additional funding provided through the Brownfields Law offers even greater opportunities to cultivate these partnerships between EPA, states, and tribes. This funding has been distributed to all 50 states, the District of Columbia, more than 40 tribal organizations, and a number of U.S. territories.

Through passage of the law, the use of MOAs, and implementation of other initiatives, the partnership among EPA, states, and tribes has evolved and been clarified. With EPA serving as a key funding source, technical partner, and federal safety net, states and tribes continue to facilitate cleanup of contaminated properties and encourage economic growth.

Several states have enacted or expanded their laws in other ways to address brownfields. For example, New York created a "Brownfields Opportunity Areas" program and authorized \$135 million for property assessment and cleanup, and South Dakota passed legislation that created a brownfields revolving loan fund and directed state staff to assist rural communities in their searches for brownfields project funding.



Innovative Local Partnerships

Each community dealing with brownfields acts as a partnership incubator—providing fertile ground for the ever-expanding partnership circle. Partnerships with non-government organizations, such as the YMCA, the Trust for Public Land, Northern Ohio Fire Chiefs, and other private interests (e.g., banks and insurance companies) have provided innumerable benefits to individual brownfield projects, including financial assistance and the completion of assessments, cleanups, and redevelopment activities.



Middlesex Community College
Middlesex, CT



Nonprofits Benefit from Cleanup Grants

The western states of Region 9 comprise coastal areas, deserts, and mountains, as well as large cities, urban sprawl, and rural towns. Even with its young industrial legacy, the Region still faces barriers to cleanup and redevelopment. In Region 9, increasing numbers of nonprofit organizations are using Brownfields Cleanup grant funding to return blighted and underutilized properties to beneficial reuse.



Region 9 nonprofits are making innovative inroads into the cleanup and redevelopment of brownfields. They bring a unique approach to projects through a shared vision for revitalizing the land and community. Nonprofits show an ability to coordinate resources and convene stakeholders to effectively address cleanup. While they often need time to understand the environmental aspects of cleanup and redevelopment, their experience with assembling groups and their manner of approaching problems—with more of the whole picture in mind—assists with their brownfields projects. Additionally, many are skilled at finding and leveraging resources.

In Oakland, California, the local agency the Oakland Housing Authority—working in concert with the nonprofit East Bay Asian Local Development Corporation (EBALDC), the California Department of Toxic Substances Control, and a private developer—received three \$200,000 Brownfields Cleanup grants in 2004. EBALDC played a significant role in getting cleanup funds from EPA and HUD, and has been instrumental in convening stakeholders. The project involves the redevelopment of the Coliseum Gardens HOPE VI revitalization project, a 19-acre master planned community in Central East Oakland, and will provide housing and open space for the community.

Web site: www.epa.gov/region9



Historic Landmark Preserved for Reuse

The Johnstown Redevelopment Authority in Johnstown, Pennsylvania was awarded three Brownfields Cleanup grants in 2004 to address three properties. One of these properties was a former engine house used in a steel manufacturing operation. The 20,000-square-foot building is a designated National Historic Landmark, and is situated on a half-acre lot. The lot was improved with leveraged state funds for infrastructure support, and after removing debris and waste and replacing a contaminated concrete floor, the existing building was preserved and renovated for reuse. Today the building is used for light industrial purposes by a company employing ten people.

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Tsongas Arena
Lowell, MA

The emerging role of these non-governmental partners was recognized in the passage of the Brownfields Law, which made certain nonprofit organizations eligible for EPA Cleanup grants. To date, there are 57 nonprofit organizations that are recipients of Cleanup grants. The Lula Washington Contemporary Dance Foundation was among the first nonprofits to receive EPA Brownfields Cleanup funds. The dance foundation is using the EPA funds to excavate contaminated soil and remove fluid-filled drums, as well as a storage tank, at a former automotive repair center in South Central Los Angeles. Once cleanup is complete, which is anticipated in fall 2006, the site will be converted to house after-school and weekend programs for at-risk youth to deter them from gangs, drugs, and violence.

Partnerships are essential to the success of all types of brownfields efforts. They support the traditional assessment, cleanup, and redevelopment of brownfields across the country. They also play a key role in efforts such as EPA's Brownfields Job Training grants, which help to ensure that a trained workforce is available to assess and clean up the country's contaminated lands. In this regard, partnerships have helped create innovative approaches to utilize volunteers as teachers and to leverage additional training for participants, such as life skills training. For example, Brownfields Job Training grantee Middlesex Community College in Connecticut formed partnerships that were key to the success of its program. Local social services agencies helped with recruitment activities, while the state Department of Labor assisted through an agreement that allowed students to continue to receive state financial assistance while attending classes. In addition, a local men's shelter offered residence to students participating in the program. These partnerships proved invaluable as the majority of participants in the program were in difficult financial situations.

Federal Partnerships

For more than a decade, various federal agencies have supported the brownfields cleanup and reuse efforts being undertaken by states, tribes, local governments, and the private sector. Within the first few years of the Brownfields Initiative, a Brownfields National Partnership was assembled to ensure that those looking to transform brownfields were backed not just by EPA, but by more than 25 federal agencies

and other organizations. This alliance launched a “Partnership Action Agenda” that committed these agencies to providing financial and technical assistance. Since then, the federal partners’ roles have continued to evolve. Many of the agencies clarified that brownfields redevelopment is within their mission and, in many instances, eligible for funding or technical assistance. Partnerships continue to strengthen through major support from the Economic Development Administration (EDA), which has provided approximately \$250 million for over



Omaha Dock and Salvage Property
Omaha, NE



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Coordinating Inter-Agency Support

To locally implement the National Brownfields Partnership, Region 2 established an Inter-Agency Work Group. The work group supports community development initiatives, facilitates brownfields redevelopment, and comprises federal and state agencies whose support has been instrumental to the work group’s effectiveness.



Captains Cove
Glen Cove, NY

The work group developed a Brownfields Resource Directory, and provided assistance to more than 65 communities in New York, New Jersey, and Puerto Rico. The Directory contains information about relevant federal and state programs. Additionally, the work group holds meetings to help communities match resources to redevelopment plans, leverage private investment, and achieve brownfields revitalization goals. The meetings provide a forum for communities to present their

visions, projects, resource needs, and challenges directly to federal and state agencies. The meetings also provide a first-hand opportunity for the agencies to learn about local issues.

The Inter-Agency Work Group is a valuable tool for communities in Region 2 that have received technical assistance, funding, and other benefits. It helped Hudson County, New Jersey access resources such as: area-wide planning support from EDA; site investigation and economic development from state agencies; and technical assistance from USACE for ecosystem restoration studies of the Hudson and Passaic Rivers. The group helped Hudson County towns access resources for senior housing, commercial development, and infrastructure. In New York, the work group provided support for Yonkers’ and Glen Cove’s waterfront revitalization projects, both of which have marked significant progress. Glen Cove completed the Mill Pond wetlands restoration and has built an esplanade and a new ferry terminal.

Web site: www.epa.gov/region2



Portfields Partners in Bellingham, Washington

Like many Northwestern ports, the Port of Bellingham is witnessing an industrial decline and must address the environmental consequences of historic operations. Through EPA's Portfields Initiative, the Port of Bellingham expanded on existing planning efforts to address significant mercury and heavy metals contamination throughout the port area, and to revitalize idle and abandoned waterfront properties.

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In January 2005, the Port assumed ownership of a former Georgia-Pacific pulp and paper mill in exchange for the Port taking responsibility for cleanup on the property. This acquisition provides the community with the opportunity to shape the future of the waterfront, which will ultimately be a mixed-use development, including parks, multifamily housing, office space, commercial establishments, and new salmon habitat. Attraction of new businesses to the area is expected to offset the loss of jobs that resulted from the closure of the Georgia-Pacific mill. Throughout the planning efforts, the Port is involving many local citizens, a local Indian tribe, the City of Bellingham, and the Washington Department of Ecology to ensure that a cooperative vision is developed for the waterfront.

250 brownfields projects in the past five years; the U.S. Department of Housing and Urban Development (HUD), which has provided more than \$100 million in grants and loans for brownfields redevelopment; and the National Oceanic and Atmospheric Administration (NOAA).

Communities have reaped the benefits of these federal partnerships, including many EPA Brownfields grant recipients. In Lowell, Massachusetts, \$200,000 in EPA Brownfields Assessment funds helped map out areas of contamination on three former textile mills and an ash dumping ground, but it was more than \$10 million from HUD and other federal agencies that helped the city transform the properties and revitalize the area. After Omaha, Nebraska received EPA Brownfields funding to assess abandoned industrial properties along the Missouri River, the U.S. Army Corps of Engineers (USACE) provided additional funds for more detailed environmental investigations, while a federal transportation bill authorized \$4.8 million to develop riverfront trails as part of the project.

Sector-Based Initiatives

EPA's Brownfields Program includes several "sector-based initiatives," that focus on understanding and meeting the challenges faced by specific types of properties. These initiatives rely on federal interagency partnerships with states and local communities for their success.

Portfields is a federal interagency partnership addressing brownfields in port communities, with an emphasis on the environmentally and economically sound revitalization of port facilities. Portfields is led by NOAA and EPA, with support from USACE and other federal agencies. The Portfields partnership includes three pilots: Bellingham, Washington; New Bedford, Massachusetts; and Tampa, Florida. The goals of the Portfields partnership are to: 1) expedite the redevelopment of port communities in a manner that enhances port infrastructure, protects human health, and protects and restores critical habitat; 2) focus and leverage the combined resources of federal, state, local, and private partners to support redevelopment and revitalization efforts; and 3) actively transfer best practices and lessons learned to other port communities.

The Mine-Scarred Lands (MSL) Initiative is a collaboration of six federal agencies to support the cleanup and revitalization of areas where the extraction, beneficiation, or processing of ores and minerals (including coal) resulted in the creation of brownfields. The MSL Initiative works with local stakeholders on six projects across the country. Some of the challenges the projects face include: combining cleanup funding with redevelopment funding; finding sustainable reuse options for properties with limited infrastructure; encouraging private

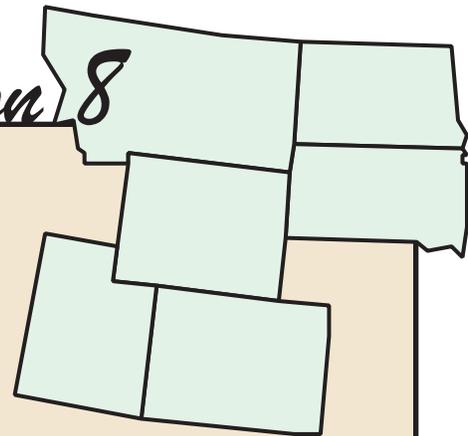


Kellys Creek
Kanawha County, WV



Bullfrog Mine
Beatty, NV

Region 8



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Reusing Mine-Scarred Lands

Region 8 has brownfields situated in a mix of rural, tribal, and urban settings. The Region's industrial history, which includes ranching, farming, and mining, has left a legacy of environmental, social, and economic challenges that it faces today. Reclaiming mine-scarred lands (MSLs) throughout the area is a priority for the Region.

Working with stakeholders, Region 8's Brownfields Program and the Federal Mine-Scarred Lands Initiative are addressing MSLs through a collaborative approach.



Pennsylvania Mine
Summit County, CO

MSLs represent barriers associated with environmental, geographic, economic, and regulatory issues. For many Region 8 communities formerly supported by the mining industry, transitioning from a mining-based economic and social base into one that will be sustainable throughout the 21st century is challenging. One significant challenge is effectively dealing with the remnants of that mining history. However, the rewards of such a transformation, including healthier watersheds, decreased threats to human health and the environment, and increased opportunities for conservation, redevelopment and recreation, far outweigh the associated costs.

After the Summit County, Colorado Assessment Pilot was able to assess over 100 properties within the Peru Creek Study Area, EPA selected the county for a Cleanup grant in 2004. The grant targets the abandoned Shoe Basin Mine in the Peru Creek Basin. Revitalization of the Shoe Basin Mine will improve the natural ecosystem, preserve scenic open space, and enhance recreational opportunities in the area. Abandoned and contaminated MSLs are dispersed across the entire Region, with Colorado, Utah, and Wyoming having the most properties participating in EPA's Program. Additionally, there are mining sites in South Dakota, North Dakota, and Montana.

Web site: www.epa.gov/region8

Brownfields Technical Resources

The following organizations partner with EPA in providing solutions and troubleshooting technical issues for brownfields projects.

Brownfields Technology Support Center (BTSC)

The BTSC is a cooperative effort to provide technical support to federal, state, local, and tribal officials on matters related to the use of technology for site investigations and cleanups. Partners in the BTSC include the EPA Office of Superfund Remediation and Technology Innovation, USACE, and Argonne National Laboratory. The BTSC also works closely with EPA's Brownfields Program to identify cleanup support needed by Program participants; however, the BTSC support is not limited to the cities and organizations participating in EPA's Brownfields Program.

Interstate Technology Regulatory Council (ITRC)

ITRC is a state-led coalition that strives to achieve regulatory acceptance of environmental technologies and consists of 43 states, the District of Columbia, federal partners, and other stakeholders. ITRC guides technology developers in the collection of performance data to satisfy the requirements of multiple states and helps regulators build their knowledge base and raise their confidence about new environmental technologies. ITRC receives financial support from U.S. Department of Energy, U.S. Departments of Defense, and EPA.

land owners to work in partnership with local communities to address long-term stewardship needs; remediating sites to levels that address both human health concerns and economic development needs; and addressing complex environmental liability issues. At early stages, community representatives and federal agencies established an effective dialogue to determine how federal partners could best assist communities. The projects have seen success in assessing and transferring properties, building partnerships, and developing strategic plans. Lessons learned through this initiative will be used to build models of cleanup and reuse for mining communities across the country.

The Railfields Initiative was launched in August 2004 with a stakeholder meeting convened by EPA for rail industry, community, and federal government stakeholders. The initiative created a guide for communities struggling to identify alternatives for revitalizing former rail properties. The guide will highlight lessons learned from successful railfields projects and provide a directory of rail company contacts for communities to use in trying to address these properties.

Outreach Efforts

EPA continues to promote partnerships and encourage communication among brownfields stakeholders through the National Brownfields Conference, EPA Regional activities, and grassroots outreach. The purpose of the National Brownfields Conference, sponsored by EPA since 1996, is to provide a forum for stakeholders at all levels to network and hold dialogues on brownfields cleanup and redevelopment. Through more than 100 open educational sessions on a myriad of brownfields cleanup and redevelopment topics, mobile workshops that showcase brownfields redevelopment successes, and an exhibit hall that fosters communication among stakeholders, the National Brownfields Conference provides learning and networking opportunities that cannot be rivaled. Interest in the conference continues to increase year after year; there were 1,000 attendees the inaugural year and approximately 4,700 attendees at the St. Louis conference in 2004. In 2005, EPA convened its tenth National Brownfields Conference in Denver, Colorado.

The ten EPA Regions conduct a variety of outreach activities for their stakeholders. In order to promote the Program to potential Brownfields grant applicants, the Regions have developed workshops and training sessions that detail the grant process and create a broader and more informed applicant pool. Regions also conduct workshops for new and existing grantees to specifically assist grantees in starting up and operating their grants successfully. Regions conduct one-on-one meetings with new grantees or pair them with established grantees for mentoring. In addition to the general workshops, EPA Regions conduct top-



Brownfield Initiative for Local Development Graduating Class
Lewiston, ME



Region 6

Outreach Through Partnerships

Region 6 is an ecologically, demographically, and economically diverse expanse. The Region's brownfields represent cleanup and redevelopment challenges such as portfields, oil fields, abandoned industrial properties, and contaminated border properties. To face these challenges, Region 6 is developing partnerships with local, state, tribal, federal, and international entities to revitalize communities and achieve sustainable redevelopment.

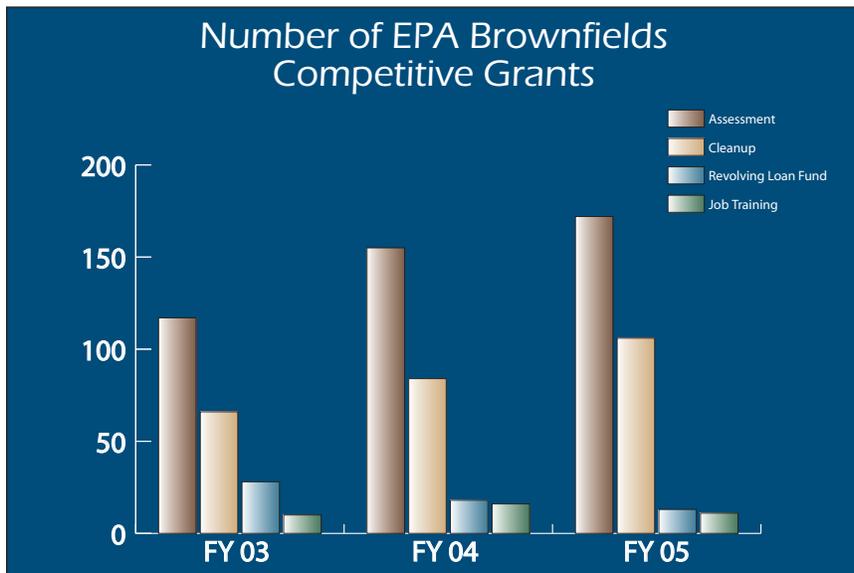


Tribal Hospital Complex
Absentee Shawnee Tribe Reservation, OK

Currently, Region 6 is strengthening its partnerships with tribal communities, having established brownfields tribal response programs for two tribal governments in Oklahoma. These programs involve the development of an inventory of brownfields properties on tribal lands and the creation and dissemination of information and outreach to tribes on EPA's Brownfields Program, enforcement issues, public participation, and cleanup approval and response actions.

The Region partnered with stakeholders to host information exchange forums and workshops to collaborate and coordinate on efforts relating to community revitalization and sustainable redevelopment. Region 6 hosts the Annual Partners Forum, which is designed to build relationships and partnering among EPA, state, local, and tribal governments. To address cross-border issues, the University of Texas-Pan American partnered with Region 6 and local, state, federal, and Mexican government representatives to host the "Brownfields Development along the Border" workshop, bringing together stakeholders to promote brownfields awareness and collaboration on border issues and encourage cross-border communication exchange.

Web site: www.epa.gov/region6



ic-specific trainings and workshops to provide in-depth information in areas such as real estate transactions, environmental insurance, and sustainability. EPA Regions translate many of these activities into communication products that are distributed at conferences and workshops and posted on regional Web sites to inform communities about initiatives, grants, and other brownfields-related activities.

States also hold workshops to familiarize local brownfields project participants with fundamental concepts, such as funding sources, cleanup technologies, liability issues, and redevelopment options, to enable those spearheading these projects to be proactive and effective in their cleanup and redevelopment efforts. As many towns around the country approach brownfields from an economic and community revitalization perspective, these workshops are critical to introducing people to the environmental issues associated with brownfields and helping demystify the brownfields assessment and cleanup process. A workshop held in Nebraska in May 2005 involved a weekly series to introduce small towns to issues and processes of brownfields redevelopment. Most of these towns had fewer than 5,000 inhabitants and were interested in reviving faltering communities sidestepped by new highways. Interest by communities is booming, as evidenced by a Lake of the Ozarks, Missouri workshop on waste management that experienced a dramatic attendance increase for the year that brownfields was added as a topic.



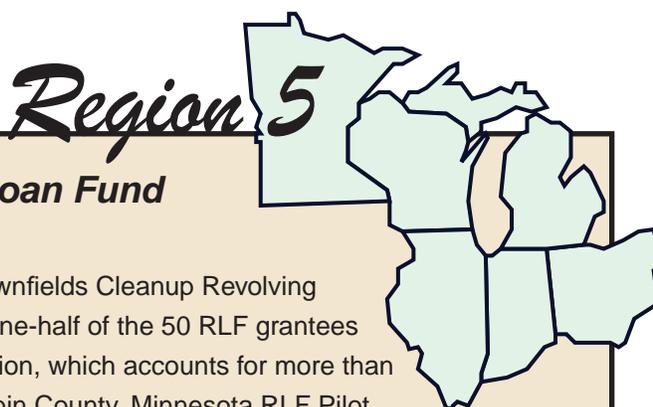
Westside Business Park
Kansas City, MO

Across the spectrum of brownfields projects, partnerships and collaboration are invaluable. EPA relies on local organizations to implement and successfully manage its Brownfields grants. In turn, these local organizations often rely on EPA and other federal agencies for additional funding and expert guidance. Brownfields grantees frequently attempt

to garner interest from the private sector in turning unappealing properties into valuable commodities, and the network continues to grow. It is safe to say that brownfields restoration on a national scale would not be possible without cooperation among multiple participants from federal, local, state, and tribal entities, and the public and private sectors; these stakeholders play unique roles in an inter-dependent network dedicated to bringing brownfields to their full potential.



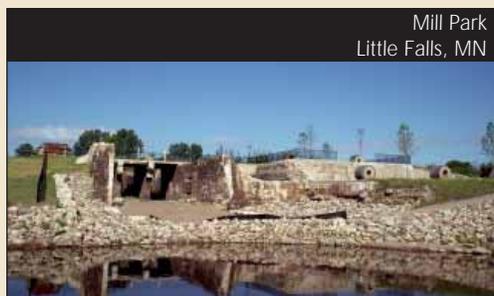
Montana Tech of the University of Montana
Hardin, MT



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Ensuring a Successful Revolving Loan Fund Program

Region 5 has had long-standing success with its Brownfields Cleanup Revolving Loan Fund (RLF) program pilots and grants. Nearly one-half of the 50 RLF grantees in Region 5 have made loans totalling nearly \$15 million, which accounts for more than 50% of all RLF monies loaned nationally. The Hennepin County, Minnesota RLF Pilot alone has loaned more than \$1.7 million over the course of three years for local redevelopment efforts.



The success of Region 5's RLF program is largely due to the establishment of solid, trusting relationships between the fund recipient and state environmental agencies. Laying the groundwork for an entity's first loan requires substantial regional involvement and knowledge of legal and environmental requirements. Awarding a loan involves risk and helping to provide a comfortable environment is key to a successful transaction.

Region 5 has seen several RLF successes, including one in Little Falls, Minnesota where the former Hennepin Paper Mill located along the Mississippi River was transformed into an historic, natural park. With the help of a \$200,000 RLF loan, the once contaminated property has been redeveloped into an area that includes an outdoor environmental education facility, an amphitheater, and a winter ice rink. Construction of a fishing pier, skate-park, kiosks, and a memorial is ongoing. During the redevelopment planning stages, the property's historical significance was considered and is celebrated in its design; portions of the paper mill structures and equipment were salvaged and are part of the memorial.

Web site: www.epa.gov/region5