

# 1. PROJECT AREAS DESCRIPTION AND PLANS FOR REIVITLIZATION

## 1a. TARGET AREA AND BROWNFIELDS

i. Background and Description of Target Area: The City of Peabody, Massachusetts is located in Essex County, in a region known as the North Shore, approximately 18 miles north of Boston. Given its strategic location next to several major highways and abundant waterways, Peabody was historically a major manufacturing and employment center of the North Shore during the industrial era. *The North River Corridor, the Target Area for this grant application, consists of an approximate 2-block concentrated area that runs from Wallis to Howley Street and is centered around the channelized waterway known as the North River that runs through the heart of downtown Peabody.* The North River Corridor had been an industrial center since the days of the whaling industry, and Peabody was known as the “**Leather Capital of the World**” since the birth of the Industrial Revolution. In the early 1900’s, when the leather tanning industry peaked, the corridor was a bustling center of leather processing with over 8,600 workers at 126 active tanneries along the banks of the North River. These businesses declined over the 2<sup>nd</sup> half of the Century and by the 1980’s, most of the tanneries had locked their doors. The once thriving industrial activity within the Corridor is long gone and the Target Area is struggling from the effects associated with numerous abandoned and underutilized brownfields, including former tanneries, chemical manufactures, barrel reclamation facilities and other manufacturing complexes. These businesses have left a wide array of known or suspected contamination.

The Target Corridor is an area of urban and environmental blight resulting in little to no redevelopment, decreased property values, health and safety issues, diminished local business investment and exposing the vulnerable populations that live, play, and/or work in the area, to these contaminants. Former tannery sites are often contaminated with volatile organic compounds (VOCs), heavy metals (chromium, lead, arsenic) and oil. Known contaminated sites in the area are also impacted with historic fill associated with polycyclic aromatic hydrocarbons (PAHs) as well hazardous building materials (HBM) and polychlorinated biphenyls (PCBs). Some of the sensitive populations living in the Target Area Corridor include children and women of childbearing age, low-income, elderly and minority residents, and homeless encampments.

**Many of the brownfield sites within the Target Area Corridor lie almost entirely within the 100-year FEMA flood plain as well as designated Opportunity Zones, census tracts: 2107 and 2108. This includes the target site, the former Clark Steel Barrel & Drum Co., Inc., located on the bank of the North River.** In addition, the channelizing of the North River in the early 1800’s has played a large role in the flooding issues that plague the Target Area. The Corridor suffers from recurring flooding which is expected to worsen from climate change, including sea level rise and increased precipitation frequency/intensity. Several significant storm events have produced severe flooding and deposited contaminated sediments/soil throughout the corridor since the 1950’s, most recently October 1996, June 1998, April 2004, May 2006, March 2010, October 2011 and December 2014. The flooding coupled with blight has contributed to poor property values and the Corridor’s 33% vacancy rate. The extent of contamination is unknown, and the presence of these sites is an obstacle to revitalization efforts and economic development.

ii. Description of the Brownfield Site: The Clark Steel Barrel Co. Site (24 Caller Street, Peabody, Massachusetts) is situated along the banks of the North River and is key to a proposed Riverwalk and revitalization plans for the City. Peabody acquired the property in June 2019 to continue our effort to assemble parcels for the Riverwalk project and will play an extremely important role for the City to become resilient to climate change and continued revitalization of downtown Peabody.

The ground surface at the Site is generally flat, and is covered with a mix of bituminous pavement, grass, and gravel outside of the footprint of the Site building. The property sits along the banks of the North River and is almost entirely within the FEMA 100-Year flood zone. Abutting and neighboring property uses include Mix use, Commercial/Industrial, and Residential.

The Site includes one parcel of land, totaling approximately 0.98 acres, located on the south side of the North River. The Site is developed with an approximately 5,420 square-foot industrial building that was constructed in the 1800s. The Site has operated as a drum reclamation facility since 1965. Between the late 1880s and 1965 identified historical Site uses included a foundry, tannery, and machine shop. Assessment activities in 2000 as well, between 2017 and 2019 documented presence of contaminants –lead, chromium, cadmium, arsenic, PAHs, VOCs (including concentrations in groundwater that represents a Vapor Encroachment Condition (VEC)), and PCBs, as well as the existence of buried tannery by-products from the historical use of the property as a tannery, machine shop, and as a drum reclamation facility represent a controlled recognized environmental condition (CRECs).

The target site poses serious health, welfare, and environmental risks. Phase I and II assessments have been conducted at 24 Caller Street, concentrations of metals, PCBs, lead in the soil are the primary contaminants of concern, and highest concentrations are generally limited to the western portion of the Site (rear of the building). Targeted soil removal, to address exposure risks and construct the Riverwalk and park, is needed to protect human health and the environment, remove a blighted property from Peabody and to create a vibrant space for local residents.

#### 1b. REVITIZATION OF THE TARGET AREA

i. Reuse Strategy and Alignment with Revitalization Plans: This grant will be utilized to implement items outlined in the City's **2001 Riverwalk Plan, the 2014 Downtown Peabody Brownfields Revitalization & Economic Development Plan, 2016 North River Neighborhood District Plan, and Peabody Recreation and Open Space Plan (ROSP)**. This grant will support the goal to develop a Riverwalk along the North River and ongoing revitalization efforts to spur investment/economic opportunities with the Target Area, while addressing flooding concerns. The ROSP was a community driven project and **the citizens consistently ranked Riverwalk development and use in the Open Space Survey as "Very Important" for the City of Peabody**. The City is implementing the actions items in these plans and enhance local public-private engagement, stimulate an improved quality of life, and spur investment/economic activity in the corridor. The proposed Riverwalk will dramatically transform the Target Area and the surrounding neighborhood with the introduction of a recreational greenway, preservation/enhancement of river ecology, and flood mitigation. **The proposed reuse of the site is in conformance with all local, regional and state plans.**

**The conceptual plan for the Riverwalk includes the City acquiring all or portions of 6 Priority Sites to create a 1600-ft long shared-use raised path/boardwalk running along the south bank of the North River.** One parcel, the Site for this grant application, has already been acquired. Pedestrians and bicyclists will enjoy a continuous community open space that will provide new transportation and recreation opportunity. The Riverwalk will **optimize and maximize green infrastructure, resiliency, stormwater management and flood storage/mitigation** as part of its design. Improvements to the River's edge will include a new canal wall to support the proposed Riverwalk and various access/rest-stop/activity areas along the length of the linear park, which will provide access to the City's Central Business/Industrial District. The project involves the creation of a public park/open space at the entirety of the 24 Caller Street site, with seating, tree shelter, and additional flood and stormwater management, as well as connections to Main Street. Major pedestrian gateways at Howley and Wallis Streets will highlight the entrance to the Riverwalk and be designed with a sensitivity to the former tanneries and industry, and enhance economic development in the business district. The Riverwalk will share Peabody's history and inform the public about the River. Vegetated pathway edges and raingardens will enhance the Riverwalk while serving a pragmatic stormwater and flood storage management use. The Riverwalk will be illuminated with **solar lighting** providing safety/security for trail users. All Riverwalk areas will be designed and **constructed to accommodate flooding and create stormwater capacity** along the corridor and include low maintenance groundcover and tree plantings to **provide shade and reduce the heat island effect**. The City also envisions murals created by local artist decorating the back walls of existing structures that will face the Riverwalk from the other side of the canal.

The Riverwalk project includes a comprehensive private property owner and community participation component. Coordination with private Priority Property owners and engagement with stakeholders has been ongoing. Understanding the community's vision for this important open space has led to consideration of the design of the Riverwalk and property ownership concerns. The City is working with private property owners on redevelopment plans for the remaining portions of the 5 Priority Sites not designated to the Riverwalk and the public park at 24 Caller Street. This includes a potential mixed-use development, 62 units of market rate housing and another pocket park with access to the public library from the 13 Wallis Street site. The project will require permanent acquisitions and temporary construction easements to ensure the vision can be brought to fruition. The goal is to connect the Riverwalk to Peabody's downstream neighbor, the City of Salem, and a commuter-rail train station located 1.6 miles away. This connection is a regional goal and would provide an alternative and sustainable public transportation route for residents to commute to Boston, where the most jobs are located.

ii. Outcomes and Benefits of Reuse Strategy: The benefits of unlocking the potential of brownfields in the Target Area are significant. The City's approach to investing in the Riverwalk project and the creation of a public park at the 24 Caller Street site, while providing flood mitigation and additional stormwater management as well as recreational opportunities and health benefits, will stimulate private investment on the remaining portions of the privately-owned Priority Sites, as well as other properties within the Target Area Corridor. Redevelopment of these underutilized private properties will return them to a more productive use, increase area property values, generate local tax revenue and help to spur economic activity and growth within the Target Area **Opportunity Zone**, as well as neighboring **North River Housing District Zone**. The goal toward redevelopment opportunities in the Corridor includes new or renovated buildings and mixed-use developments, market-rate housing, public infrastructure improvements/new canal wall, and recreational and open spaces that will enhance public benefit to the Target Area community and property owners and downtown business operators as well as the City as a whole.

Funds from this grant program will further the development of the Riverwalk and make a multi-purpose connection between the new greenway and adjacent properties. The economic benefits of the cleanup and redevelopment of the target Site and brownfield sites in the Corridor are readily apparent. With this grant, we anticipate continuing to support the redevelopment of the corridor into an economic asset and create the groundwork for transformative economic and community development in the Target Area.

The Target Area is prone to flooding and is a major issue in downtown Peabody. Several strategies have been proposed to address flooding and select steps have been taken to mitigate some of these issues. However, the solutions that offer the greatest potential results come with the highest price tags and involve major infrastructure improvements. The City has determined that most of these improvements are extraordinarily challenging tasks and cannot be funded because they are unlikely to provide significant enough results to justify costs. Therefore, this grant will help address critical flooding issues in the corridor by facilitating the development of the Riverwalk and the open space at 24 Caller Street, thereby creating additional flood storage/mitigation in the Target Area.

The North River Corridor plan focuses on project-scale solutions that will contribute localized improvements while also educating the community and developers about the strategies to be implemented. This approach includes streetscape designs that capture stormwater, buildings within the target area that hold water and use water on site, and an educational network that weaves throughout the public realm. Most importantly, the Riverwalk design plan, focuses on utilizing the greenway to flood and create detention areas for storm and flood waters to be stored and slowly released downstream.

#### 1.c. STRATEGY FOR LEVERGAGING RESOURCES

i. Resources Needed for Site Reuse: Peabody has demonstrated the ability to leverage additional funds from diverse sources for the assessment, cleanup and successful redevelopment of Brownfield sites. The City's Department of Community Development and Planning (DCDP) has over 45 years of combined experience leveraging various funding sources. Current cost estimates to implement the Riverwalk project range from \$4.2M-\$12M. This includes the rehab of the canal wall which requires contaminated soils from behind the wall to be excavated and disposed of off-site and cleanup is necessary prior to rehabilitating the wall which stretches the

entire length of the target corridor and including the target Site. The City lacks the resources to make such large investments and regularly seeks out grant funding to implement major capital projects. All the City’s successful redevelopment/infrastructure improvement projects have relied on leveraging funding from a variety of sources.

In 2015, the North River Corridor was designated as a **Transformative District Initiative (TDI) District** through the MassDevelopment Program. The TDI is a redevelopment program intended to spur investment and economic activity and is committed to assist the City in the Target Area. The City has developed a well thought out strategic plan to develop the Riverwalk and EPA grant funds are critical to the success of the cleanup at 24 Caller Street. The City’s dedication to the Riverwalk signals a commitment to the future welfare of the community and provides opportunities to create other synergies.

Source	Purpose/Role	Amount (\$)	Status
Community Development Block Grant (CDBG)	<ul style="list-style-type: none"> <li>Reuse planning and due diligence investigation</li> </ul>	\$269,000	Secured & Ongoing
Peabody Community Preservation Act Funds	<ul style="list-style-type: none"> <li>City-Match Funding for 75% Design Phase</li> </ul>	\$98,868	Secured – 75% design and tasks in progress
Commonwealth of Massachusetts - PARC Grant MA Gateways Communities Park Program	<ul style="list-style-type: none"> <li>Acquisition of 24 Caller Street; Priority Site in target area</li> </ul>	\$142,600  TBD	<ul style="list-style-type: none"> <li>Secured – City Purchased property from owner</li> <li>To be pursued at applicable time</li> </ul>
MassDevelopment Brownfield Program	<ul style="list-style-type: none"> <li>Initial Site Assessment 24 Caller Street; priority site in target area</li> <li>Remediation Activities required for Riverwalk and/or Priority Sites</li> </ul>	\$98,000  TBD	<ul style="list-style-type: none"> <li>Secured – Phase II ESA &amp; Completed</li> <li>To be pursued at applicable time</li> </ul>
Commonwealth of Massachusetts – Municipal Vulnerability Program (MVP)	<ul style="list-style-type: none"> <li>Engineering assessment, cost estimates and 25% design plans to rehab canal wall &amp; develop Riverwalk</li> <li>75% Design Plans to permit the canal wall and Riverwalk project</li> <li>Construction of Wall &amp; Riverwalk</li> </ul>	\$224,216 \$365,014 TBD	<ul style="list-style-type: none"> <li>Secured - 25% design and tasks completed</li> <li>Secured -75% design and tasks being completed</li> <li>To be pursued at applicable time</li> </ul>
Solomon Foundation – Creating Greener Boston Program	<ul style="list-style-type: none"> <li>Peabody &amp; Salem feasibility study to connect both community’s multiuse paths / Riverwalk along North River</li> </ul>	\$60,000	Secured – Conduct Regional Riverwalk Feasibility Study w/downtown stream neighbor, City of Salem
EPA Assessment Grant	<ul style="list-style-type: none"> <li>Conduct Environmental assessment activities at six Riverwalk priority sites</li> </ul>	\$300,000	Secured – Assessment funds in progress
Salem/Peabody RLF Coalition Grant	<ul style="list-style-type: none"> <li>Gap funding/loans for cleanup activities associated with proposed redevelopment</li> </ul>	TBD	To be pursued at applicable time, if eligible

The City anticipates continuing to pursue all eligible funding source opportunities to implement the Riverwalk project and spur redevelopment of the corridor. The EPA funds the City is seeking are critical toward the City’s ability to leverage those additional funding resources and will be utilized efficiently to ensure overall success of this cleanup program.

ii. Use of Existing Infrastructure: The City will be able to utilize existing City infrastructure readily available in the target corridor, and specifically at the Site, as well as at the streetscape in the greater City area, such as water, sewer, gas and electricity to support the proposed redevelopment and reuse activities in the Corridor. Existing infrastructure has the capacity to handle this expansion, as well as spur redevelopment. The majority of the Target Area is located in the 100-year FEMA flood zone; therefore, the City intends to incorporate sustainable solutions to mitigate flooding in the Corridor by utilizing green infrastructure for flood control versus traditional “grey” alternatives. The Canal wall is currently in a dilapidated state and is required to be rehabilitated/replaced as part

of the proposed Riverwalk. The City is currently utilizing a MVP Action Grant to advance the 75% design of the preferred wall repair alternative and Riverwalk. The City has requested this program to fund the construction of the new wall, Riverwalk, and associated green stormwater infrastructure, estimated to cost over \$5M.

## **2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

### **2a. COMMUNITY NEED**

i. The Community's Need for Funding: The Site is located Peabody's General Business District, in downtown Peabody. The City's budget is primarily financed through property taxes. The median household value in Peabody is \$142,900 compared to the state median housing value of \$352,600 (ACS, 2013-2017). In addition, due to the current economic downturn, the City budget experienced a deficit of about \$3.6 million in FY20 from the city's commercial tax base. The City anticipates revenue shortfalls for FY21 too. In addition, the City is still trying to financially recover from 3 of the City's flood events that were declared Federal Disasters and caused significant impacts to public safety and health, substantial property damage, and widespread economic and financial losses. The May 2006 event alone caused the following impacts to the Target Area according to FEMA: City's main fire station and police department were isolated by floodwaters for several days - cost of impact \$1.4 million; Emergency responses during the flooding cost approximately \$360,000; Loss associated with road closures, delays, and detours - \$4.2 million; Losses to Target Corridor home and business owners >\$4.6 million. The Target Site does not have the funding to complete the proposed cleanup itself.

### ii. Threats to Sensitive Populations

1. Health or Welfare of Sensitive Populations: Brownfields in the Target Area are adjacent to densely populated residences, which include families, children, women of child-bearing age, elderly, low-income and/or minority populations, as well as homeless encampments. Residing, working, and playing on/adjacent to this Target Site and the River, put sensitive populations at risk of exposures to contaminants on a daily basis via dermal contact, ingestion, and/or inhalation. This includes contaminated soil, groundwater, sediments (that spread across the Target Site when washed ashore during flooding events), surface water (kids play / homeless bath in the river), soil, gas, air and HBM associated with these sites. Once historically used as a tannery district, many of the parcels in the Target Area are regulated by the MassDEP and require cleanup under the Massachusetts Contingency Plan (MCP), the voluntary cleanup program in Massachusetts. This grant will allow the City to cleanup the Site and address these threats and reduce environmental exposures to the sensitive populations in the Target Area.

The increases of poverty levels, continuing loss of affordable housing, Covid-19 pandemic, rising housing prices and cost of living have exacerbated the problems for some Target Area individuals and families who become at-risk to homelessness. Two large homeless encampments have established nearby to the Target Site. These economic changes have placed more pressure on the City and non-profit organizations to provide greater support with fewer resources to prevent family disintegration and loss of housing. In addition, affordable housing should continue to be developed in the target area to serve those who are at-risk of homelessness. The Peabody Homeless Task Force, which is made up of City personnel including the Director of Health, members of City's Fire & Police Department, local clergy, and non-profit service providers, meet monthly to identify the scope of the homelessness problem, determine resources available to help homeless, and work together to find solutions.

The Target Area suffers from lack of investment, resulting in large vacant parcels of underutilized properties adversely impacting the quality of life to the community. The Corridor has become an area of disinvestment with great social and economic needs. The blight and lack of upkeep associated with the Corridor has decreased property values, increased crime, decreased job opportunities and reduced local property tax revenues for years. Businesses are leaving the Target Area. The Target Corridor's weak market values, related in part to the 100-year floodplain, has created a climate of uncertainty and disinvestment in the corridor. This brownfield program will allow the City to cleanup the Site and develop the Riverwalk and spur revitalization in the Target Area, reduce exposure to contaminants and spur redevelopment on adjacent parcels into much needed businesses and diverse housing options, as well, recreational amenities within the Target Area. This will provide health and welfare benefits through the elimination of factors that currently inhibit redevelopment opportunities and will preserve and enhance the natural character of the North River Corridor District and result in a reduction of blight.

**2. Greater Than Normal Incidence of Disease & Adverse Health Conditions:** Significant health risks are associated with living in a highly urbanized, contaminated environment. With numerous Brownfields sites, the target area's limited availability of recreational/open space exacerbates public health problems that disproportionately affect the Target Area. According to MA's Essential School Health Services Report, Peabody's childhood obesity rate is ~25% greater than state average. In addition, according to the September 2019 MA Department of Health-Bureau of Environmental Health Report, hospitalizations for heart attacks among Peabody adults over 35 is 35.3%, higher than State average. Although statistics are limited, due to the quantity of Brownfields sites in the Corridor, it is reasonable to presume Target Area residents are adversely affected from exposure to VOCs (liver, kidney, nervous system damage; birth defects; cancer), heavy metals (immune, cardiovascular, developmental, gastrointestinal, neurological, reproductive, respiratory, kidney damage; cancer), petroleum (nervous system, immune, liver, kidney, respiratory damage; cancer), PAHs (liver disorders; cancer), as well HBM including asbestos (lung scarring, mesothelioma and lung cancer) and PCBs (immune, hormone and neurological system; liver and skin disease). The cleanup/redevelopment of the Target Site within the Corridor will reduce these threats, create reactional opportunities and improve the overall health of Target Area residents.

**3. Disproportionately Impacted Populations:** The Target Area Corridor is located in an **EJ Designated Area and Opportunity Zone (O.Z.)** census block, tract 2108 group 2, with a population of 4,826; Median Household Income of \$36,860; and Educational Attainment of 16% and is located directly adjacent to another O.Z. in the City. The channelized river and industrial activities and discharges that occurred over the decades have concentrated contamination within Target Area. The Target Area Corridor has continually experienced severe flooding events. **Three (3) of these events were declared Federal Disasters and caused significant impacts to public safety and health, substantial property damage, widespread economic losses, and further spread impacted soils, sediments and runoff/stormwater throughout the Target Area.** These Flooding events have become more frequent and more severe with climate change, which has exasperated environmental conditions in the Target Area Corridor, further exposing sensitive populations and spreading contaminants throughout the area.

In a survey conducted for the *Downtown Peabody Brownfield Revitalization & Economic Development Plan*, insurance and banking professionals said both the unknown extent of contamination and flooding had caused a disinvestment in the Target Area, by both new business ventures or reinvestment by existing businesses. There is little incentive for businesses to invest in real estate on potentially contaminated sites within the flood plain given the liability, unknown extent of cleanup costs and risks of lost assets and income associated with remediation and frequent flooding. This has caused a loss in the business population and job opportunities in the Target Corridor, further resulting in diminished economic opportunities to sensitive populations in the Target Area.

The development of the Riverwalk and revitalization efforts in the North River Corridor will create tremendous economic benefits in the Target Area. Ultimately, the plan is to link the Riverwalk to the Salem Depot Commuter Rail Station located in the McIntire Historic District Opportunity Zone in Salem, MA. The proposed development of the Riverwalk, with its elevated paths and green infrastructure/stormwater management, will accommodate flood storage, remediate existing brownfield sites, limit exposure threats to sensitive populations and revitalize the overall health of the City and river, thus creating a uniquely energized urban greenway experience for the Target Community and helping to revitalize the City and the local economy.

**2b. Community Engagement**

i. **Project Involvement:** The City of Peabody Brownfields Program has established a strong relationship with community organizations and will work with City, local environmental justice leaders and organizations, or equitable experts to provide feedback on planned outreach activities.

ii. **Project Partner Roles:**

Project Partner	Point of Contact	Specific role in Project
City of Salem	Tom Devine <a href="mailto:tdevine@Salem.com">tdevine@Salem.com</a> 978-619-5682	Through the RFL coalition, Salem is committed to promoting the Cleanup program, leveraging resources for redevelopment opportunities, advancing the Riverwalk network, hosting public meetings, and being involved in the cleanup and reuse/redevelopment planning process.

<b>Peabody Chamber of Commerce</b>	Julie Daigle, <a href="mailto:director@peabodychamber.com">director@peabodychamber.com</a> 978-531-0384	Work with the City to inform their members about sites and the role of the Brownfield program, provide notification of public meetings, project updates, community outreach. In addition, host design charrettes, and be involved in the cleanup and reuse/redevelopment planning process.
<b>North Shore Community Development Coalition (CDC)</b>	Mickey Northcutt <a href="mailto:mickey@northshorecdc.org">mickey@northshorecdc.org</a> 978-745-8071	Promote the Brownfields Program to stakeholders. Participate in community outreach and help engage residents. Help identify needs and interests of the target area residents during reuse planning process.
<b>NorthShore Home Consortium</b> <i>afford. housing</i>	Kevin Hurley <a href="mailto:kevin.hurley@peabody-ma.gov">kevin.hurley@peabody-ma.gov</a> 978-538-5774	Will promote the Brownfields program to organization stakeholders, for sites with potential affordable housing redevelopment opportunities. In addition, be involved in the cleanup and reuse/redevelopment planning process and assist with affordable housing redevelopment projects.
<b>Salem Sound Coastwatch</b> <i>non-profit org. protecting Salem Sound/Watershed</i>	Barbara Warren, <a href="mailto:Barbara.warren@salem-sound.org">Barbara.warren@salem-sound.org</a> 781-741-7900	Promote the Brownfields program and educate the public on environmental benefits, stewardship, and stormwater management opportunities within the Target Area. Will develop educational materials promoting the project's stormwater management best management practices to protect and improve watershed of Salem Sound and assist in redevelopment planning.
<b>Peabody Homeless Task Force – provide afford. housing</b> <b>North Shore Community Action Program</b> <i>antipoverty assoc</i>	Sharon Cameron <a href="mailto:Sharon.Cameron@peabody-ma.gov">Sharon.Cameron@peabody-ma.gov</a> 978-538-5920  Laura MacNeil <a href="mailto:info@nscap.org">info@nscap.org</a> 978-531-0767	Task Force seeks to provide stable and affordable opportunities for those transitioning out of shelters or special programs as everyone has a right to a decent and stable home. The City administers federal HOME Funds for the creation of affordable housing, and one of the allowable uses for those funds is to provide short term, tenant based rental assistance, in a form much like a section 8 voucher, to income eligible households. The task force has partnered with North Shore Community Action Programs and will expand services to assist potentially displaced homeless residents in Target Area.

iii. Incorporating Community Input: The City has a well-established program involving the community, property owners and several citizen groups in the target area. The target area business owners have direct access to events and learning opportunities through the DCDP business liaison staff member as do several citizen groups. All public meetings will take place in a facility that is handicap accessible and if any other special need is identified, we will accommodate it. It is not anticipated that there will be any language barriers, however, if any arise, the City will provide translation services and will accommodate any communication barriers identified. If necessary, the City will canvas the target area and go door to door to notify and engage Corridor residents. We plan to notify the Target Area and general City communities and will plan on providing the outreach activities as follows:

- *Websites*: City website maintains a Brownfield Program section. This will be updated to include public meetings, meeting minutes, project updates, and reports, which will be regularly updated. The City will provide a link to solicit input and provide feedback. Partner organizations will also have information or links on their websites.
- *Information Repository*: DCDP office at City hall will serve as the location for hard copies of all program-related documents for review by the public. Our office is located adjacent to the target area.
- *Public Meetings*: We anticipate a minimum of 3 meetings during this grant cycle. Meetings will be located in the target area and will be held outside of normal working hours to increase attendance.
- *Newspaper Releases*: Announcement of grant funding will be publicized extensively in local newspapers. Public meetings will also be advertised in community newspapers. Press release success stories.
- *Brochures & Flyers*: City will distribute Brownfield Program brochures and meeting flyers at municipal offices, chambers of commerce, and a pdf of the brochure will be available on the City website.
- *E-Mail*: City and project partners will utilize their e-mail to announce and promote the program, communicate progress, solicit input and provide feedback, and advertise meetings.
- *Social Media*: City will utilize Facebook, Instagram, and Twitter to promote the program, communicate progress, solicit input, advertise meetings and highlight successful Brownfield redevelopment.

iii. Incorporating Community Input: The Riverwalk project is expected to generate considerable attention in the community. Public meetings will occur throughout the project with promotion being heavily focused on environmental justice groups, neighborhood residents, adjacent property owners, and businesses. Organizations

who primarily serve environmental justice communities will be invited and asked to help promote the events. Spanish and Indo-European languages are spoken by the largest number of people in the area, excluding English language speakers. The City will reach out to community leaders to determine whether translation is needed and identify the languages that should be included in the translation. Where needed, information about the project will also be translated into other languages. By having events dispersed throughout the Project, community input can be incorporated in a timely manner.

### 3. TASK DESCRIPTIONS, COST ESTIMATES AND MEASURING PROGRESS

**3a. Proposed Cleanup:** Based upon the results of a previous Phase II assessment, the site is not suitable for reuse without cleanup. As described in the attached Analysis of Brownfields Cleanup Alternatives (ABCA), three remediation approaches were considered:

- **Alternative #1:** No action. This alternative is not effective in controlling or preventing exposure of potential at the Site under future conditions. This alternative will not achieve regulatory closure. **The approximate cost for Alternative #1 range from \$50,000 to \$75,000.**
- **Alternative #2:** Limited Excavation of Grossly Contaminated Soils with On-site Capping. This alternative is an effective way to remove the grossly impacted soils which might contribute to Site-wide contamination and reduce the overall exposure point concentration across the Site. Capping will prevent receptors from coming into direct contact with the contaminated soils at the Site. The cap will require proper maintenance. Alternative #2 requires coordination to maintain environmental controls (e.g., dust suppression and monitoring) during limited removal activities and on-going monitoring and maintenance of the cap will require periodic coordination and reporting. In addition, this alternative may require the implementation of an AUL on the property. Alternative #2 involves the estimated removal of soil hot spots <1,000 tons, removal of impacted concrete <500 tons, some material may require shipment as hazardous waste and/or treatment, some material will be reused on Site, and other costs include backfill Site work, engineering, and Licensed Site Professional (LSP) support. **The approximate cost of Alternative #2 range from \$360,000 to \$900,000.**
- **Alternative #3:** Extensive Excavation of Contaminated Soil to achieve Method 1 S-1 Standards and Off-Site Disposal. Excavation and off-site disposal is an effective way to eliminate risk at the Site, since contamination will be removed and exposure pathways no longer exist. Excavation to Method 1 S-1 standards is moderately difficult to implement. This alternative requires coordination to maintain environmental controls (e.g., dust suppression and monitoring) during cleanup activities and to minimize short-term disturbance to the community (e.g. trucks transporting contaminated soils and backfill). Although on-going monitoring and maintenance will not be required following excavation and off-Site disposal, this alternative is considered the most difficult to implement with the highest impact (truck traffic) to the neighborhood. Additionally, this alternative does not line up with EPA cleanup goals and objective. Alternative #3 involves estimated removal of impacted concrete and soils (estimated >5,000 tons) sent of site, some material may require shipment as hazardous waste and/or treatment, and other costs include backfill, Site work, engineering, and LSP support. **The approximate cost for Alternative #3 range from \$990,000- \$2,550,000.**

**The preferred cleanup alternative is Alternative #2: Limited Excavation of Grossly Contaminated Soils with On-site Capping.** The City cannot accept Alternative #1 as it does not address the identified site risks. Alternative #3 Extensive Excavation of Contaminated Soil to achieve Method 1 S-1 Standards and Off-Site Disposal, while effective at completely eliminating exposure pathways at the Site, the cost to implement such a remedy could approximately be 2.5 to 7 times more than the cost of controlling the exposure risks in Alternative #2. Additionally, Alternative #3 will require many more trucks, will increase impacts to the neighborhood and will take up more space in landfills. Alternative #2 is more suitable approach more in line with EPA’s Clean and Green Cleanup guidelines.

### 3b. Description of Tasks/Activities and Outputs

iii. Project Implementation/ ii. Anticipated Project Schedule/ iii. Task/Activity Lead/ iv. Outputs

Task / Activity	<b>TASK #1</b>
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i. Project Implementation	<b>COOPERATIVE AGREEMENT OVERSIGHT</b>
Discussion of EPA-funded activities for the priority site	Management and execution of cooperative agreement oversight activities which include but are not limited to: EPA Reporting (ACRES, MBE/WBE, FFR and Quarterly Reports, Close Out); the procurement and management of a qualified environmental professional (QEP); maintaining financial records and completing drawdowns; maintaining project files and information repository; project coordination with stakeholders; completing Site Eligibility Determination Forms; working with EPA to comply with Section 106 Historic Preservation Act, as applicable; quarterly Steering Committee meetings, and ensuring the program remains on schedule and budget. Travel and attendance at National Brownfields Conference.
Non- EPA grant resources needed to carry out task / activity, if applicable	The City will provide in-kind services in the form of staff time for any additional cooperative agreement oversight activities beyond those that have been budgeted for as part of this task (\$50/hour for 50 hours).
ii. Anticipated Project Schedule	General C.A. Oversight activities will occur over the lifetime of the grant. The City will competitively procure a QEP by 12/31/21. Kick off program January 2022. Quarterly Reports will be submitted within 30 days after the end of each reporting period (Jan / April / July / Oct). Annual FFR and M/W/DBE reports will be submitted by October 30 of each grant year. ACRES will be updated when cleanup activities are started/completed, when new information becomes available & any other major milestones. Quarterly Steering Committee meetings. Final Closeout report will be submitted within 90 days after the end of the cooperative agreement period of performance.
iii. Task / Activity Lead(s)	The City will lead this task in coordination with and assistance by their partner, the QEP, who will provide technical expertise and provide programmatic assistance, including preparing QRs, ACRES, etc.
iv. Output(s)	EPA Reporting (ACRES, 3 annual FFR & M/W/DBE reports, 12 Quarterly Reports, Closeout Report, etc.), prepare request for qualifications for QEP and procure QEP, grant drawdown requests, 12 Steering Committee Meetings, general cooperative agreement oversight and management and attendance at National Brownfields Conference.
Task / Activity	<b>TASK #2</b>
i. Project Implementation	<b>COMMUNITY OUTREACH &amp; INVOLVEMENT</b>
Discussion of EPA-funded activities for the priority site	During the lifetime of the grant, the City will lead efforts to inform and engage the community. A total of 3 public meetings will be conducted throughout the project period to share information, collect feedback and describe next steps. The City will establish and maintain an information repository for the site at City Hall and will designate a Community Relations Spokesperson. The City will conduct extensive outreach and communication with Target Area residents and community stakeholders prior to undertaking the cleanup efforts and following the successful completion of remediation. The QEP will prepare a draft Community Relations Plan (CRP). The CRP will outline the steps to provide reasonable notice of proposed cleanup activities, opportunity for public involvement, response to comments, and other records that are available to the public. The draft CRP and updated ABCA will be presented to the public at a community meeting for review and comment over a 30-day period.
Non- EPA grant resources needed to carry out task / activity, if applicable	The City will provide in-kind services in the form of staff time for community outreach activities (\$50/hour for 50 hours). The City will provide additional in-kind services in the form of materials/supplies (stationary / postage and mailings / etc.), as well as additional staff hours, as needed, beyond those that have been budgeted for as part of this task.
ii. Anticipated Project Schedule	Community Outreach and Involvement activities are expected to commence in the Winter/Spring of 2022 with the generation of CRP and occur over the lifetime of the grant. The City anticipates completing three (3) public meetings: 1) Post-CRP / Updated ABCA ~Spring 2022; 2) Mid-Cleanup to discuss project status and solicit feedback from the community regarding proposed redevelopment ~Spring/Summer 2023; 3) and Post-Cleanup ~ Summer/Fall 2024).
iii. Task / Activity Lead(s)	The City will lead community engagement activities. Mr. Callahan will be supported by the Peabody Main Streets Organization Co-chairperson, Deanne Healy. In addition, the QEP will

	be the City's partner and will support the City by providing technical expertise and other community outreach assistance, as well as assistance.
iv. Output(s)	3 public meetings to share information, collect feedback and describe next steps; Community Relations Plan (CRP) outreach materials, flyers, website updates, public notices, exhibits, public meeting presentation materials, email blasts, handouts, etc. and coordination with project partners and stakeholder.
Task / Activity	<b>TASK #3</b>
i. Project Implementation	<b>SITE-SPECIFIC CLEANUP ACTIVITIES</b>
Discussion of EPA-funded activities for the priority site	Cleanup activities to be conducted at 24 Caller Street include excavation and off-site disposal of 1,500 tons of impacted soil and concrete. This approach is estimated to <b>cost range from \$360,000 to \$900,000</b> . Major expenses costs include transportation and disposal of regulated soils, as well as backfill, dust & erosion controls/air monitoring. These activities will be conducted by qualified environmental cleanup contractor competitively procured by the City and overseen by the City's QEP. The site-specific cleanup activities anticipated to be conducted over the 6-24 months of the grant period, including generation of cleanup planning documents such as ABCA/Remedial Action Plan (RAP), Health and Safety Plan (HASP), Quality Assurance Project Plan (QAPP), response to public comments, generation of bids specifications, procuring remediation contractor, conducting remediation activities, confirmation sampling activities, and soil management and disposal related activities and documentation.
Non-EPA grant resources needed to carry out task / activity, if applicable	<b>The City's cost share of \$95,000 in cash contributions will support additional remediation contractor and/or QEP services, including but not limited to post-remediation groundwater monitoring well installation and sampling activities (\$95,000). The City will provide additional in-kind services in the form of staff time, as needed, beyond those that have been budget for as part of this task to manage the cleanup process.</b>
ii. Anticipated Project Schedule	The site-specific cleanup activities to be conducted over the <b>months 6-24 (Winter/Spring 2023-Fall 2024) of the grant period.</b>
iii. Task / Activity Lead(s)	The QEP will lead the generation of cleanup planning documents. Remediation will be carried out by a licensed, environmental contractor under the oversight of the QEP. The QEP will ensure that cleanup meets applicable statewide standards and complies with EPA requirements.
iv. Output(s)	Updated ABCA/RAP, QAPP, bid specifications, HASP, 1,500 tons of contaminated soil and impacted concrete removed and properly disposed of, and .98 acres ready for Riverwalk development on a remediated site that no longer poses a threat to the community.
Task / Activity	<b>TASK #4</b>
i. Project Implementation	<b>OVERSEE SITE CLEANUP</b>
Discussion of EPA-funded activities for the priority site	The QEP will work with the City to enter the Site into the Massachusetts MCP Voluntary Cleanup program and prepare the required MCP reports, as applicable, for the project. During the course of remedial activities, the QEP will perform oversight activities to ensure all remedial actions were completed in accordance with the EPA approved ABCA/ RAP and meet applicable MCP standards and will document all activities in a <b>Cleanup Completion and Closure Report.</b>
Non- EPA grant resources needed to carry out task / activity, if applicable	The City will provide in-kind services in the form of staff time for overseeing site cleanup activities <b>(\$50/hour for 50 hours)</b> . If necessary, the City will provide in-kind services in the form of staff time for any additional hours beyond that have been budgeted for as part of this task.
ii. Anticipated Project Schedule	Commence <b>Spring 2023</b> and complete by end of grant performance period. The city is confident all work can be completed within 3 years.
iii. Task / Activity Lead(s)	The QEP will lead these tasks. <b>The City, with assistance from the QEP, will enroll the site into the Massachusetts MCP voluntary cleanup program.</b>
iv. Output(s)	Cleanup Completion & Closure Report. MA MCP reports, as applicable, and letter of cleanup completion from the Massachusetts Bureau of Waste Site Cleanup.

### 3c. Cost Estimates

**Peabody seeks \$500,000 of Hazardous Substances federal funding. The budget was developed with input**

from qualified environmental professionals (QEPs) and based upon past brownfields experience with similar projects: **Task 1:** Personnel = \$5,000 (100hrs x \$50/hr – includes fringe); Brownfield Conference – 1 attendee (travel, lodging, per diem) = \$2,000; Contractual = 12 QRs (@ \$125 ea. = \$1,500) per plus general Programmatic Oversight Assistance (45 hours x \$100/hour = \$4,500) = \$6,000. **Task 2:** Personnel time = \$5,000 (100hrs x \$50/hr); Contractual = \$7,000 [(\$1,500/mtg x 3 public meetings) + \$2,500/CRP]; **Task 3:** Personnel = \$5,000 (100 hrs x \$50/hr); Contractual: \$417,500 [QEP = \$75,000 (750hrs @ \$100/hr average) + Remediation Contractor \$342,500 (\$155,925 in remediation contractor costs plus soil transportation and disposal costs (\$140,000 for 1,500 tons of soil and concrete at \$100/ton); backfill (\$23,375 for 935 tons at \$25/cy); dust and erosion controls / air monitoring (\$8,000); and temporary site fencing (\$15,200)]. **Task 4:** Personnel = \$5,000 (100 hrs x \$50/hr); Contractual = Oversight; Cleanup/Completion Reports = \$47,500.

Budget Categories	Project Tasks				TOTAL
	1.Cooperative Agreement Oversight	2.Community Outreach & Engagement	3.Site-Specific Cleanup Activities	4.Oversee Site Cleanup	
Personnel	\$5,000	\$5,000	\$5,000	\$5,000	\$20,000
Travel	\$2,000	\$0	\$0	\$0	\$2,000
Equipment	\$0	\$0	\$0	\$0	\$0
Supplies	\$0	\$0	\$0	\$0	\$0
Contractual	\$6,000	\$7,000	\$417,500	\$47,500	\$478,000
Other	\$0	\$0	\$0	\$0	\$0
<b>Total Direct Costs</b>	\$13,000	\$12,000	\$422,500	\$52,500	\$500,000
Indirect Costs	\$0	\$0	\$0	\$0	\$0
<b>Total Federal Funding</b>	\$13,000	\$12,000	\$422,500	\$52,500	\$500,000
<b>Cost Share</b>	\$2,500	\$2,500	\$87,500	\$7,500	\$100,000
<b>Total Budget</b>	\$15,500	\$14,500	\$510,000	\$60,000	\$600,000

**Cost Share:** The City of Peabody will provide \$95,000 in cash match contributions to support cleanup activities (\$20,000) through additionally needed QEP and environmental contractor services, including but not limited to, the post-remediation groundwater monitoring activities, including re-establishing the groundwater (\$75,000), plus \$5,000 (\$50/hr x 100 hrs) in in kind staff time split evenly to administer cooperative oversight and community involvement activities, for total of \$100,000 in cost share/match.

**3d. Measuring Environmental Result:** The City, with assistance from the QEP, will track and measure progress. Quarterly reports and internal project management tools will be used to ensure that grant funds are expended within 3 years. Peabody’s project manager will be responsible for this performance measurement. Date will be regularly entered into ACRES. An established work plan, to be approved by EPA, will guide project results. Peabody’s project manager will evaluate progress based upon milestones identified in the work plan. This will provide safeguards that grant funds are expended in a timely manner and efficient manner. This process has been followed in the past and has been both successful and effective. If a project is not on schedule or track with Work Plan, the issue will be documented in the quarterly report and corrective action will be implemented immediately

**4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

**4a. Programmatic Capability**

i. Organizational Structure / ii Description of Key Staff: The City of Peabody has demonstrated success in the management of EPA Brownfield funds, and other state and federal grants, and would continue utilizing these successful approaches for effective program management. The City has an established relationship successfully and effectively working with redevelopment and QEP firms. The project manager of this Cleanup application assisted with the grant management of previous EPA Assessment & Cleanup grants, Coalition Grant, and current Brownfield RLF program. The Steering Committee, comprised of City personnel, stakeholders, and community

partners, will facilitate quarterly meetings to ensure the Cleanup program is successfully meeting the established deadlines and outlines in our Work Plan and all work is completed within 3 years. The City and this Cleanup program project manager have developed expertise in EPA reporting requirements and will provide progress updates in a timely fashion to keep our Cleanup program on track.

The City’s Project Manager, Mr. Callahan, understands the administrative requirements of EPA grants. Mr. Callahan assisted with the management of previous EPA Assessment and Cleanup grants. Mr. Callahan regularly meets with QEPs to discuss the use of EPA Brownfield RLF funds and how to prioritize spending those funds for potential redevelopment sites. Mr. Callahan’s ability to manage EPA Brownfield grants and effective communicative skills with QEPs, stakeholders, and the community as well as understanding of the complexity for redeveloping brownfield sites is an asset to the program. Mr. Callahan has over 10 years of municipal capital improvement project management experience including previous Brownfields work, stormwater management/flood mitigation, and open space development. Mr. Callahan will be assisted by William Paulitz, Peabody City Engineer, who will provide technical resource for this project, and Stacey Bernson, Assistant Director of Community Development, who will facilitate public outreach and community engagement. The City Auditor, Mary Martin, will provide financial management to ensure all invoices are paid within 30 days, and that all back-up documentation is on file to support expenditures of state and federal funds. Expenditures routinely monitored, reviewed and approved annually by Ms. Martin. Mr. Paulitz has over ten years of city engineering experience, while Ms. Martin has over 11 years of grant and financial systems management experience. In the event of staff turnover or loss of the agency, the Mayor’s Office would be responsible for ongoing compliance/completion for the duration of the Grant period.

iii. Acquiring Additional Resources: Peabody will hire a QEP and qualified contractors to complete cleanup plans and conduct remedial actions at 24 Caller Street. These services will be solicited using competitive procurement practices and in accordance with federal and state requirements. The City’s established procedures including seeking statements of qualifications and price. Professionals with previous EPA Brownfields experience will be encouraged to compete. **The City will enroll the site into the Massachusetts Contingency Plan Program. The Peabody Health Department will provide risk communication assistance.**

**3b. Past Performances & Accomplishments**

i. Currently Has or Previously Received an EPA Brownfields Grant:

**1) Accomplishments**

Grant/Number	<b>EPA Coalition Assessment Grant – BF-96113201-0</b>
Performance Period:	<b>8/12/2009-8/12/2013</b>
Accomplishments:	City met or exceeded initial work plan estimates: * Assessed a total of 13 properties and completed 13 Phase Is,12 Phase IIs. * Compiled a brownfields inventory and affiliated GIS map * developed a detailed site evaluation, prioritization, and selection criteria * implementation of a community outreach and involvement plan * reuse planning for redevelopment of several key parcels within the target area and conceptual reuse plans for the North River Riverwalk connecting Peabody Square to Salem’s commuter rail station.* <i>The Coalition’s Program and a poster of the Conceptual reuse plan for the Riverwalk were both presented at the Brownfields 2013 in Atlanta. The Riverwalk design was selected for the “Best Planning Project” award by the APA Massachusetts Chapter.</i>
Grant /Number:	<b>EPA Cleanup Grants -BF-96132301-0</b>
Performance Period:	10/01/2010 - 9/30/2013
Accomplishments:	Remediation and redevelopment of <b>45 Walnut Street</b> , a 1.3-acre former vacant tannery in the heart of the downtown target area. Project leveraged \$750,000 and created a new open space, climate resilient park.
Grant/Number:	<b>EPA Revolving Loan Fund (RLF) Coalition Grant - BF-96191901-0</b>
Performance Period:	10/01/2014 – 9/30/2021
Accomplishments:	The RLF Coalition has funded the cleanup and redevelopment of one loan project, compiled of three (3) parcels and totaling 3.14 acres. Community Outreach, Education and Marketing Activities.

## 2) Compliance with Grant Requirements:

Grant/Number	<b>EPA Coalition Assessment Grant – BF-96113201-0</b>
Performance Period:	<b>8/12/2009-8/12/2013</b>
Compliance:	City is in compliance with all requirements. Cooperative Agreement obligations including, Quarterly Reports, ACRES, MBE/WBE, annual financial reports, etc., were all prepared and submitted on time. A one-year extension was granted, and all assessment funds were expended within the grant period.
Grant /Number:	<b>EPA Cleanup Grants -BF-96132301-0</b>
Performance Period:	<b>10/01/2010 - 9/30/2013</b>
Compliance:	City is in compliance with all requirements. Cooperative Agreement obligations including, Quarterly Reports, ACRES, MBE/WBE, annual financial reports, etc., were all prepared and submitted on time. All Cleanup funds were expended within the grant period.
Grant/Number:	<b>EPA Revolving Loan Fund (RLF) Coalition Grant - BF-96191901-0</b>
Performance Period:	<b>10/01/2014 – 9/30/2021</b>
Compliance:	The RLF program has issued its first loan and is up and running, earning \$125,000 in program income. The Cities of Peabody & Salem are in compliance with all grant requirements. Cooperative Agreement obligations including, Quarterly Reports, ACRES, MBE/WBE, annual financial reports, etc., have all been prepared and submitted on time. The program currently has \$635,645.29 in available funds.
Grant/Number:	<b>EPA Brownfields Assessment Grant – BF- 00A00704</b>
Performance Period:	<b>7/1/2020-9/30/2023</b>
Compliance:	<b>City is in compliance with all requirements. Cooperative Agreement obligations including, issuing an RFQ to hire Qualified Environmental Professional (QEP).</b>