



**TOWN OF PUTNAM**  
MUNICIPAL COMPLEX  
TOWN HALL  
200 SCHOOL STREET • PUTNAM, CT 06260

ROI-24-A-002

**Narrative Information Sheet**  
**U.S. EPA Brownfield Assessment Grant Application**

**1. Applicant Identification**

Town of Putnam, Connecticut  
Economic and Community Development Department  
200 School Street  
Putnam, CT 06260

**2. Funding Requested**

**a. Assessment Grant Type**

i. Community-wide Assessment Grant

**b. Federal Funds Requested**

i. \$500,000  
ii. Not Applicable

**3. Location**

Town of Putnam, Connecticut, County of Windham, State of Connecticut, Congressional District 02

**4. Target Area and Priority Site/Property Information**

- **Community-wide Assessment Grant applicants, other than tribes:**
  - **Target Area:** Town of Putnam; Census Tracts 9031 and 9032.
  - **Addresses of priority sites proposed in the Narrative:**
    - 55 Providence Street, Putnam, CT
    - 2 Furnace Street, Putnam, CT / 46 Mechanics Street, Putnam, CT
    - 20 Mechanics Street, Putnam, CT

**5. Contacts**

**a. Project Director**

Elaine Sistare, P.E.  
Town Administrator, Town of Putnam  
200 School Street  
Putnam, CT 06260  
860-963-6800 ext 113



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**b. Chief Executive/Highest Ranking Elected Official**

Norman B. Seney, Jr.  
 Mayor, Town of Putnam  
200 School Street  
Putnam, CT 06260  
860-963-6800 ext 103

**6. Population**

Putnam, CT population: 9,224 (2020 Census)

**7. Other Factors Checklist**

Applicants claiming one or more of the other factors below must provide a summary in the Narrative on the applicable other factor(s). Please identify which of the below items apply to your community/proposed project by noting the corresponding Narrative page number. **If none of the Other Factors apply to your community/proposed project, please provide a statement to that effect.**

<b>Other Factors</b>	<b>Page #</b>
Community Population is 10,000 or less	1
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	N/A
The proposed brownfield site(s) is impacted by mine-scarred land	N/A
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	1, 2
The proposed site(s) is in a federally designated flood plain.	1, 2
The reuse of priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	N/A
The reuse of the priority site(s) will incorporate energy efficiency measures.	3
The proposed project will improve local climate adaptation/mitigation capacity and resilience to protect residents and community investments.	3



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At least 30% of the overall project budget will be spent on eligible reuse/area-wide planning activities, as described in Section I.B., for priority site(s) within the target area(s).	N/A – though reuse planning is included
The target area(s) is located within a community in which a coal-fired power plant has recently closed (2013 or later) or is closing.	N/A

8. Letter from the State or Tribal Environmental Authority:  
 See attached letter from the State of Connecticut Department of Energy and Environmental Protection.
  
9. Releasing Copies of Applications  
 Not applicable. The application does not have confidential, privileged, or sensitive information.



November 3, 2023

Elaine Sistare  
Town Administrator  
Town of Putnam  
200 School Street  
Putnam, CT 06260

Re: State Acknowledgement Letter for EPA Brownfields Community-wide Assessment Grant for FY24

Dear Ms. Sistare:

The Connecticut Department of Energy and Environmental Protection (DEEP) acknowledges that the Town of Putnam intends to apply to the US Environmental Protection Agency (EPA) for a Community-wide Brownfields Assessment Grant for Federal Fiscal Year 2024. The Town of Putnam plans to use the grant funding to conduct assessments at various properties in the target area of the Town.

If EPA awards grant funds, DEEP or EPA must determine the eligibility of each site before any site- specific assessment activity is undertaken using petroleum assessment grant funds.

You may want to refer to DEEP's PREPARED Municipal Workbook. This on- line guidebook is designed to help municipalities navigate the complex process of remediating and redeveloping brownfields. The Workbook is available [here](#) on DEEP's website.

If you have any questions about this letter, please contact me at (860) 424-3256 or by e-mail at [meena.mortazavi@ct.gov](mailto:meena.mortazavi@ct.gov). Good luck with your application.

Sincerely,

Meena Mortazavi  
Environmental Analyst  
Bureau of Water Protection & Land Reuse

c: Ms. Katy Deng, EPA (via e- mail)

## 1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

### a. Target Area and Brownfields

#### i. Overview of Brownfield Challenges and Description of Target Area

**Grant activities will be conducted in the Town of Putnam, Connecticut**, in the rural northeast corner of the state. In the mid-1800s, the powerful falls of the Quinebaug River attracted growing industries. Dams, textile mills, and foundries were built, along with worker homes, commercial, and civic buildings. The expanding mill village became the City of Putnam in 1895. Coal and oil supplemented the waterpower, smokestacks pierced the sky, railroads were built, and the many mills made cotton thread, fabrics, apparel, buttons, iron goods, tools, machinery, appliances, steel, wire, paper, and wood products. By the mid-20<sup>th</sup> century, however, the mills began to close. Some switched to making nylon and other synthetics, furniture, boats, and plated steel, but sadly, most of these companies also eventually closed their doors, with the loss of thousands of jobs. The impact on the economy was relentless. The population declined and the City of Putnam was absorbed back into the Town of Putnam in 1980. Brownfield sites are the legacy of Putnam's boom years of industrialization - more than a dozen vacant or underutilized mills, debris-filled lots, former rail maintenance yards, machine shops. Abandoned sites contain collapsing buildings and piles of demolition debris that have yet to be characterized for asbestos and other hazardous materials. Also common across the urban parts of Putnam is fill containing debris, particularly in areas where debris and other wastes were used to fill flood-scoured channels following the devastating 1955 floods. Other brownfields include defunct gas stations, dry cleaners, and automobile repair facilities. Contaminants include solvents, gasoline, oils, heavy metals, polycyclic aromatic hydrocarbons (PAHs) and polychlorinated biphenyls (PCBs). Much of the fill contains coal ash and other combustion residues containing high concentrations of lead, PAHs, and other pollutants. Today, many residents, including Putnam's most sensitive and underserved populations, live in aging homes in close proximity to these contaminated and blighted sites. Putnam is working to revitalize its urban core but there is much work to do and limited resources. This Assessment grant will enable Putnam to eliminate data gaps in the understanding of environmental conditions at the most prominent brownfields, develop cleanup plans and cost estimates, and undertake an area-wide approach to planning. This unifying approach is critical since reuse of a brownfield site can improve the viability of others.

The specific **Target Area** for this grant is the northern and eastern parts of the former City of Putnam, consisting of Census Tract 9031.02. This Target Area is particularly impacted by the Town's largest brownfields, and also contains Putnam's highest population density –sensitive and underserved residents who cannot help but see the empty mills and piles of rubble of once vibrant industrial sites. These brownfields contribute to environmental justice issues. Plagued by the loss of major industry and the legacy environmental degradation, the residents of Putnam are in need of economic growth that has eluded their community for generations.

#### ii. Description of the Priority Brownfield Site(s)

**Overview of Brownfields in Target Area:** In a 2020 inventory, 14 brownfields covering more than 20 acres, were identified in the Target Area, though the true number of brownfields is undoubtedly higher, as the locations of many former industries are now underused lots that have never been investigated. Where investigations have occurred, soil contaminated with petroleum, PAHs, heavy metals, and chlorinated solvents is common, and dilapidated buildings and debris piles contain asbestos and lead paints. We have selected **three priority sites** based on their possible risks to human health and the environment, and their potential for reuse. The planned assessment and reuse of these priority sites will address the challenges and impacts of brownfields in the Target Area, driving cleanup and revitalization of the core neighborhoods in the north end of Putnam.

**Former Metal Mast Marine – 55 Providence Street:** This 7.2-acre property borders the freight railroad and Quinebaug River and floodplain and is across the Street from the new Putnam Town Hall. Used historically for textile mill operations, it was later used for building and repairing boats. The property has been vacant and deteriorating since 2006, when a limited assessment documented 8 industrial buildings and 11 underground storage tanks (USTs) containing gasoline, diesel, and fuel oil, as well as poor housekeeping and chemical storage activities. A former site employee reported that wastes were buried in the undeveloped northern end of the property, including a floodplain area, though no assessment of that area was conducted. Today, two factory buildings with collapsed roofs remain; other buildings have been demolished, leaving foundations, piles of brick, block, and metal debris.

**Former Putnam Foundry Site - 2 Furnace Avenue/46 Mechanics Street:** This 9.43-acre industrial site is surrounded by residences, small businesses, a railroad and is partly within a FEMA floodplain. Developed in

1869, it was used until 1965 to manufacture iron and steel goods, for bulk oil storage, and as a machine shop. After Putnam Foundry closed in 1965, the property was used by an individual who hoarded military surplus planes, tanks, artillery, vehicles, and building materials. Later occupants of some buildings included a plumbing company and muffler repair shop. Arson fires in 2004 and 2007 destroyed several buildings. Following the death of the owner, the Town obtained state funding in 2011 to assess HBM and demolish unsafe dilapidated structures. Three USTs and several drums of abandoned oily wastes were also removed, but no further environmental investigations have taken place. Potential contaminants include petroleum, heavy metals and PAHs from foundry sands and combustion residues, cutting oils, degreasing solvents, lubricants, and PCBs.

***The John M. Dean, Co.- 20 Mechanics Street:*** This company has manufactured wire products for appliances in the same mill for over 100 years, but the property was recently sold and John M. Dean, Co. is moving to a new facility. Although soil and groundwater on the property have been remediated and an institutional control has been recorded, the site remains contaminated at levels that exceed residential standards, preventing its reuse for housing. The site and its use restrictions need to be evaluated to determine the actions needed to adapt the building for other proposed uses, including a restaurant/event space. Furthermore, the mill building contains asbestos and other HBM. Without assessment and abatement of hazardous materials, the property cannot be repurposed and is at risk of falling victim to abandonment and disinvestment, which have plagued other brownfield sites in the area.

### iii. Identifying Additional Sites

In 2019, the Town of Putnam used part of a state Brownfields Assessment grant to complete a town-wide inventory that included more than 100 industrial/commercial sites known or suspected of being contaminated. In 2020, working with the Connecticut Brownfield Initiative at the University of Connecticut, the Town identified 16 priority brownfield sites (including 14 sites within the Target Area for this grant project). These inventories will form the starting point for the Town's identification of additional brownfield sites for assessment. The Town's Brownfield Advisory Committee (BAC) will work with Putnam Economic and Community Development to select additional sites, based on the following criteria: (a) potential risks to human health and welfare and to ecological receptors; (b) potential to address environmental justice factors; (c) anticipated costs and the ability to leverage the assessment grant funding with other funds for cleanup and reuse, (d) potential for site redevelopment consistent with the Town's Plan of Conservation and Development (POCD) and within public-private partnerships; (e) the importance of the site to contribute to the success of other ongoing brownfield redevelopment projects; (f) ability to achieve other local, state and federal objectives, including historic preservation and job growth.

## **b. Revitalization of the Target Area**

### i. Reuse Strategy and Alignment with Revitalization Plans

The three priority sites were selected because their planned redevelopment aligns perfectly with the Town's revitalization strategies as put forth in Putnam's current POCD. Specifically, planned reuse strategies will help address the following community priorities: (a) eliminate blight, (b) promote infill development (c) eliminate risks to health and welfare, (d) protect the environment, (e) improve community safety, (f) improve access to recreational opportunities and transportation. The reuse plans for priority brownfield sites will help other nearby brownfield redevelopment succeed, and meet other community revitalization priorities, as described below:

**The Metal Mast Marine** site is adjacent to the former Belding Mill brownfield site, where the Town is working with an experienced developer to complete remediation using a \$2 million State of CT Brownfield Grant and \$1.6M in private equity. Cleanup of Belding Mill will make way for a \$40M redevelopment converting the mill buildings into 80 units of affordable and market-rate housing. However, the small parcel of the Belding Mill complex has no room for parking. An agreement is already in place to remediate and use half of the remediated Metal Mast Marine property for Belding Mill parking. The remaining half of the property is projected for other uses that will help revitalize the Target Area, such as commercial space and public amenities, and recreational boating access to the Quinebaug River Water Trail, a National Recreation Trail.

**The 10-acre Former Putnam Foundry** site is bordered by a railroad and Quinebaug River tributary, commercial facilities, single-family and multi-family residences, and two State Highways. Its location and large size will allow multiple uses. The Town is working with new owner, WD Investments, to facilitate redevelopment, to include commercial space and indoor ball courts and much needed parking for new businesses and for existing businesses on surrounding properties. In addition, the Town of Putnam and State of Connecticut

are working on plans to construct the last remaining section of the Air Line State Park Trail greenway through the site by building a new bridge over a stream and continuing the trail to the north.

**The John M. Dean, Co.- 20 Mechanics Street** site will have a new life after its namesake company moves to a new location. The site assessment and reuse planning to be performed under the Community-Wide Assessment grant will help the new owner plan for abatement of the HBM and select optimal reuse strategies. Likely reuse plans include a restaurant/event space on the first floor with commercial space above and amenities for travelers on the adjacent Air Line Trail, which are aligned with the Town's community priorities. The final reuse strategy will be selected to be consistent with Putnam's areawide brownfield reuse plan. This reuse will also preserve a valued historical resource, consistent with Town priorities.

#### ii. Outcomes and Benefits of Reuse Strategy

Expected outcomes include: (a) stimulate the investment for the cleanup and redevelopment of the priority sites and other brownfields; including the massive Belding Mill site; (b) facilitate creation of the final section of a highly popular greenway, the Air Line State Park Trail; (c) enhance recreational opportunities for the neighborhoods and promote recreational tourism, which will benefit the businesses in the area. The projected redevelopment of the priority brownfield sites will comply with state and local codes that will promote energy efficiency. The Town will incentivize the use of solar power and other renewable energy on new buildings. Redevelopment will remove large areas of concrete slabs of the former mills and factories, replacing these impervious surfaces with properly designed stormwater treatment and other green development that will enhance the resiliency of these sites and surrounding properties to climate change-induced flooding.

#### **c. Strategy for Leveraging Resources**

##### i. Resources Needed for Site Reuse

This grant will complete assessment of the identified priority sites; no further assessment funds are expected to be needed. The Town of Putnam is working with private developers of each of the priority brownfield sites, and other brownfield sites in the area, to secure resources for site cleanup and reuse, and to leverage this funding to stimulate private investment. Funding sources already secured, anticipated, or available for site reuse include:

<b>Funding Source</b>	<b>Purpose/Role</b>	<b>Amount</b>	<b>Status</b>
CT DECD Brownfields	Cleanup of Part of Metal Mast Marine site	\$2,000,000 (in part for Metal Mast Marine)	Secured
CT DECD Brownfields	Cleanup Grant for Brownfield Sites	Up to \$2,000,000 per site	Will apply during semi-annual grant applications
Private Equity/Debt – Camden Mgt. Partners	Cleanup/Redevelopment Belding Mill	\$30M (in part for Metal Mast Marine)	Partially secured
Private Equity/Debt – WD Investments	Cleanup/Redevelopment – Putnam Foundry/John M. Dean Co,	\$1M private equity committed; debt amount to be determined	Partially secured
Property Tax Abatement on qualifying brownfield sites	Reduce Development Costs	TBD – est. tax savings of \$5M over 25 years for Belding Mill alone	Local ordinance enabling tax abatement passed in 2023
State and Federal Historic Preservation Tax Credits	Redevelop historic mill brownfield sites – e.g., John M Dean Mill	To be determined	Pending – rolling application process

##### ii. Use of Existing Infrastructure

The priority brownfield sites are served by public water, sewer, gas, and electric, each with available capacity. The sites also lie at the junction of three state highways, with each having frontage on CT Rte. 171, CT Rte. 44 and/or CT. Rte. 12), and are located on the routes of the NE CT Public Transit. Although no additional infrastructure is needed for redevelopment of these brownfields, the planned reuse will facilitate completion of the last section of the Air Line Trail State Park, a popular greenway that connects Connecticut with central Massachusetts and which forms part of the 3000-mile East Coast Greenway. To fund the Air Line Trail connection and bridge, the Town of Putnam was recently awarded \$175,000 from CT DEEP towards planning and design of the Air Line Trail connection.

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

### **a. Community Need**

### i. The Community's Need for Funding

Putnam (pop. 9,224) is a small town with an urban core surrounded by rural agricultural and forested lands. It has limited revenue resources. The median household income for the target area is \$63,297, less than both the state median of \$83,572 and the national median of \$69,021. The town has a limited tax base, which combined with a relatively low mill rate of 22.29 (compared to 31.29 average in CT), means that the town must rely on external funding for infrastructure projects, including brownfields. Putnam maintains its low mill rate to protect the affordability of its local housing; increasing the property tax rate would cause disinvestment in local properties, increased housing costs, and potential displacement of residents –consequences the Town is working hard to avoid. Brownfield redevelopment and revitalization is a key strategy for economic growth. Private developers are interested in investing toward these goals, and this grant will provide the town with the resources needed to promote assessment and ultimate reuse of brownfield properties.

### ii. Threats to Sensitive Populations

#### (1) Health or Welfare of Sensitive Populations

The Target Area for the community-wide assessment grant is comprised of several sensitive populations that are often disproportionately affected by environmental health hazards. **The priority brownfield sites, Putnam Foundry, John M. Dean Co., and Metal Mast Marine, fall within census tract 9031.02 consisting of a high percentage of children under 5 (75<sup>th</sup> percentile in the state, 68<sup>th</sup> nationally) and a population with less than high school education (80<sup>th</sup> percentile in the US).<sup>1</sup> The area also has high percentages of persons with disabilities, at the 70<sup>th</sup> percentile nationally.**

These sensitive populations live in areas grappling with social welfare issues. In census tract 9031.02, more than one-fifth of the population is classified as low-income (64<sup>th</sup> percentile in the state) and the percentage of unemployed population (9%) ranks high in the nation (77<sup>th</sup> percentile).<sup>2</sup> Lack of health insurance is at 12%, more than double the state average and at the 74<sup>th</sup> percentile nationally, exacerbating health issues faced by these populations. It is worth mentioning that the Town of Putnam has been plagued by drug-related crimes which can be escalated when the presence of abandoned properties such as brownfields exist. Drug-related arrests in Putnam revealed a rate of 29.27 (per 10,000) exceeding the rate in the state (26.33 per 10,000).<sup>2</sup> Our communities are in need of the EPA's community-wide assessment funds to support the town in evaluating existing contamination and possible health and safety risks associated with these sites. This will, in turn, mitigate the potential impacts of brownfields on the environment and the health and welfare of the people residing near these sites as well as bring opportunities for economic growth.

#### (2) Greater Than Normal Incidence of Disease and Adverse Health Conditions

Utilizing EPA EJ Screen, and Department of Public Health (DPH) mapping tools, greater-than-normal incidence of diseases or conditions were identified in our Target Area of Putnam. According to DPH data from 2015-2019, census tract 9031 is ranked above the 80<sup>th</sup> percentile for asthma related emergency department visits.<sup>3</sup> Secondly, in census tract 9031.02, the statistics for childhood lead poisoning exceed the state average, ranking above the 60<sup>th</sup> percentile. EPA EJ Screen health disparities reports (block group 09015903102) show that these sensitive populations have lower life expectancy (76<sup>th</sup> percentile) and higher asthma (79<sup>th</sup> percentile) and cancer (59<sup>th</sup> percentile) prevalence than the national average. Exposure to contamination from the brownfield sites, including airborne dusts containing asbestos, PCBs, lead, and other heavy metals may exacerbate these adverse health issues. This grant will fund the assessment of the largest and most hazardous brownfield sites, and will stimulate additional investments, both public and private, that will pay for the cleanup of these contaminants, turning once hazardous brownfield sites into spaces that support the well-being and health of the community.

#### (3) Environmental Justice

##### *(a) Identification of Environmental Justice Issues*

While the Census Tract is not disadvantaged according the CEJST, it is a disadvantaged community per the EPA IRA criteria (EJSCREEN). Several environmental indicators were identified as exceeding the US averages for our Target Area. In census tract 9031.02, environmental indicators like Superfund proximity, lead paint, underground storage tanks, and hazardous waste proximity were all within the 75<sup>th</sup> – 80<sup>th</sup> %ile in the US. Traffic proximity and ozone also exceed the national average. Based on these indicators, it is apparent these communities

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<sup>1</sup> EPA EJ SCREEN

<sup>2</sup> CT Data Collaborative. Accessed from: <https://www.ctdata.org/data-by-topic>. Accessed on 10/27/2023

<sup>3</sup> Centers for Disease Control and Prevention. Accessed from: <https://ephtracking.cdc.gov/DataExplorer>. Accessed on 10/27/2023



face environmental burdens that are disproportionate both at the state and national level, and have combined health and welfare effects in addition to brownfield sites, constituting an EJ issue in this small urban area within the rural part of the state.

*(b) Advancing Environmental Justice*

For more than two generations, the residents in our Target Area have been forced to cope with environmental, economic, and health risks associated with their brownfield sites, which contribute to the environmental justice issues in this small urban community. In response, this grant will help propel redevelopment efforts that aim to promote environmental justice by engaging with underserved members of the communities, allocating resources equitably, and mitigating environmental hazards. Additionally, the reuse strategies prioritize the minimization of displaced residents and businesses through measures such as affordable housing development supported with inclusionary zoning, tax abatement, land trusts, and business support provided by preservation programs. The reuse plans will, in fact, help local residents protect their homes by eliminating risks from adjacent brownfields, and will provide new employment opportunities within their own neighborhoods. Through the support of this grant, environmental justice issues will be supported through the transformation of brownfields into social and economic assets so that all residents have a healthy place to live, work, and play.

**b. Community Engagement**

**i. Project Involvement and ii. Project Roles**

As put forth in the Putnam POCD, the Town is committed to the meaningful involvement of local residents and business owners in guiding decisions on local land reuse. For this project, the Town of Putnam will achieve this goal by working with a network of community-based project partners; these community stakeholder groups, and their specific roles for the Community-Wide Assessment project are summarized below.

<b>Name of organization/ entity/group /Point of Contact (name, email, &amp; phone)</b>	<b>Specific involvement in the project or assistance provided</b>
Eastern Connecticut Land Bank, Inc. –Wayne Bugden, President; <a href="mailto:wbugden@eclandbank.org">wbugden@eclandbank.org</a> 860-933-0195	A <b>CT Brownfield Land Bank</b> , ECLB will contribute in-kind technical expertise to optimize assessments & quality control, support grant administration, procurement, contract management & regulatory compliance
The Last Green Valley, Inc. Nick Velles, CPA, Financial Officer <a href="mailto:nick@tlgv.org">nick@tlgv.org</a> ; 860-774-3300	Non-profit regional land stewardship organization will publicize community outreach and assist in educational efforts, assist in leveraging brownfield resources.
Camden Management Partners, Inc. John Gumpert, Partner <a href="mailto:johngumpert@camdenmanagement.net">johngumpert@camdenmanagement.net</a> 404-456-4688	Developer of Belding Mill Project/part of priority site Metal Mast Marine; will work with Town to ensure assessments and community-wide plan will facilitate Camden’s cleanup and brownfield redevelopment plans.
Connecticut Resource Conservation & Development John Guskowski, President 1.860.345.3977 <a href="mailto:admin@ctrcd.org">admin@ctrcd.org</a>	Provide educational resources about brownfields redevelopment and facilitating opportunities for partnership and business development
ICB Enterprise Initiative, LLC Ernest J. Cotnoir, Esq., Agent <a href="mailto:ecotnoir@maherandcotnoir.com">ecotnoir@maherandcotnoir.com</a> (860)928-9694	Owner/Developer of 55 Providence St. Will work with Town to ensure site assessments and area-wide reuse planning are consistent with and achieve site reuse plans.
WD Investments, LLC Shawn Deary, Principle [REDACTED] 860-933-1337	Developer of 2 Furnace Street and 20 Mechanics St. – Will work with Town to ensure site assessments and area-wide reuse planning, including Airline Trail plans, are consistent with, and achieve site reuse plans for, these priority sites.

iii. Incorporating Community Input:

Putnam’s Town Council government encourages public involvement through open meetings of Commissions and Committees, striving to make sure all citizens have a voice whether in person, or via on-line or written forums. At the outset of the Community-Wide Assessment Grant project, Putnam will establish a Brownfield Advisory Committee (BAC) to help plan for the most efficient and impactful execution of the grant, and to develop strategies for community revitalization. **The BAC will include residents and business owners of the Target Area.** The BAC’s mission will include ensuring meaningful community input on issues such as optimizing the value of EPA grant funding, developing the brownfield areawide reuse plan, and addressing environmental justice issues, such as the potential impacts of redevelopment plans on neighborhood traffic, noise, lighting, etc. Public meetings will be held quarterly for the first year of the grant project and semi-annually thereafter for the duration of the project, and, as needed, to address specific issues or achieve specific project goals. Community comments will be solicited in person during these meetings and via questionnaires posted on a portal on the Town’s website where relevant documents will be available for review and download, and via weekly free town newspapers (Putnam Villager and Shoppers Guide). Comments solicited by the public will be compiled and made available to the BAC and Project Director. **The grant will also help fund a Community Liaison,** whose responsibilities will include meeting with local residents and community advocates, including via in-person meetings, providing for translation assistance and transportation, as needed, and ensuring that input from the community members is considered by the BAC and the Town of Putnam. When requested, the Community Liaison may serve as a proxy for community members who are unable or prefer not to participate directly in community meetings,

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

**a. Description of Tasks and Activities**

i Project Implementation; ii Anticipated Project Schedule; iii Task/Activity Lead, iv Outputs:

<p><b>Task 1: Project Management &amp; Cooperative Agreement Oversight</b></p> <p>i. <u>Project Implementation</u></p> <ul style="list-style-type: none"> <li>• <i>EPA-funded tasks/activities:</i> Town staff shall manage grant/cooperative agreement; ensure compliance with Cooperative Agreement &amp; cross-cutting regulations and policies, including applicable wage rate rules, WBE/MBE and equal opportunity laws; procure and contract with QEP; obtain access agreements; prepare Final Project Report. Town Economic Development Director and Town Administrator (or her designee) to attend two regional brownfield conferences and two national brownfield conferences. QEP to conduct ACRES quarterly reporting, assist Town with Final Project Report.</li> <li>• <i>Non-EPA grant resources needed to carry out tasks/activities:</i> Town Administrator shall also contract with the Community Liaison, with compensation rates commensurate with those of similar liaisons established by the State of CT for community brownfield projects, including the Newhall Neighborhood Cleanup project in Hamden, CT; the community liaison contract shall specify an hourly rate with a not-to-exceed upper limit amount of \$7,500, and require submission to the project director of monthly requests for payment. The Town of Putnam will negotiate a Brownfield Assessment Workplan with EPA before the Cooperative Agreement is awarded. The Town of Putnam will provide in-kind staff time to establish a Brownfield Advisory Committee (BAC), select members, and establish mission. Eastern Connecticut Land Bank (ECLB), a non-profit brownfield land bank, will provide in-kind assistance to the Town of Putnam in preparing the RFP/RFQ, advertising and selecting a Qualified Environmental Professional (QEP). ECLB has committed 30 hours of in-kind staff time to assist this effort.</li> </ul>
<p>ii. <u>Anticipated Project Schedule:</u> Prior to Award: Negotiate Cooperative Agreement with EPA; procure QEP Q1-Q2; execute access agreements with owners of priority brownfield sites (Q2); Quarterly ACRES reporting Q1-Q16; Final project report Q16; 2 biennial Regional Brownfield conferences and 2 biennial National EPA Brownfield Conferences through 4-year grant period.</p>
<p>iii. <u>Task/Activity Lead(s):</u> Putnam Town Administrator will lead project management and cooperative agreement management, with assistance from Economic &amp; Community Development Department and BAC; ECLB will provide in-kind technical assistance</p>
<p>iv. <u>Output(s):</u> Brownfield Assessment Work Plan (negotiated with EPA); QEP/LEP procurement; attendance at National Brownfield Conference; Minutes of Meetings of Brownfield Advisory Committee (BAC); site access</p>

agreements; ACRES reporting; labor compliance reporting; contracts with QEP/Planning Consultant & Community Liaison; Final Project Report.

## **Task 2: Outreach, Education, and Community Involvement**

### *i. Project Implementation*

- *EPA-funded tasks/activities:* Town staff will organize all public outreach, education and community involvement activities, including preparing outreach materials, meeting agendas, and public notices; publish information online and via local media, including WINY radio and weekly free newspapers; oversee public informational and engagement meetings, ensure online access to outreach resources, and coordinate the in-kind contributions of ECLB and other community partners.
- *Non-EPA grant resources needed to carry out tasks/activities:* ECLB will the Town to develop community education materials and conduct educational meetings, and attend meetings to provide professional assistance on outreach and community involvement to the Town Council, the BAC, and the Community Liaison to improve project outputs and outcomes. ECLB has committed 40 hours of in-kind staff time to assist this effort.

*ii. Anticipated Project Schedule:* Outreach will occur throughout the project period. In addition to open BAC meetings, public project meetings will be held semi-annually. Community Brownfield Educational meetings to be held in Q2, Q6 and Q10.

*iii. Task/Activity Leads:* Town of Putnam Economic and Community Development Department will lead outreach, education and community involvement with assistance from ECLB and Community Liaison

*iv. Outputs:* Brownfield webpage; BAC meeting minutes; community meeting recordings; postings on Town and WINY social media pages; weekly newspaper announcements.

## **Task 3: Environmental Site Assessments and Remedial Planning**

### *i. Project Implementation*

- *EPA-funded tasks/activities:* **At three identified Priority Brownfield Sites**, activities will include: 3 Phase I Environmental Site Assessments (ESAs); 2 Phase II ESAs (Metalmast Marine and Putnam Foundry), including land surveys; 2 Hazardous Building Material (HBM) Assessments and 2 ABCAs (Metalmast Marine and John M. Dean Mill). Town staff and BAC will identify and select additional sites for assessment. **At 5 Additional Identified Sites**, activities under Task 3 will include: 5 Phase I ESAs; 2 SSQAPPs, 2 Phase II ESAs/HBM surveys and 2 ABCAs. Following completion of ABCAs, two Remedial Action Plans (RAPs) sufficient for submittal under the CT State Voluntary Remediation Program (VRP) will be completed on the two highest priority brownfield sites for which cleanup funding is available.
- *Non-EPA grant resources needed to carry out tasks/activities:* ECLB's licensed environmental professionals will provide in-kind services, including professional guidance, quality assurance reviews of all assessment and cleanup plan documents, and task coordination to the Town of Putnam. ECLB has committed 80 hours of in-kind staff time to assist this effort.

*ii. Anticipated Project Schedule:* All activities are anticipated to begin in Q2 upon contracting with QEP **For 3 identified priority sites:** Phase I, SSQAPPs, Phase II and HBM tasks Q2-Q4; ABCAs Q5. **For up to 5 additional priority sites:** Phase I, Phase II/HBM/ABCAs will be carried out Q6-Q12. **For 2 highest priority sites where assessment is completed during this project:** RAPs – Q13-Q16.

*iii. Task/Activity Lead(s):* Under the direction of the Town of Putnam, QEP will conduct the Phase Is, Phase IIs, HBM Assessments, ABCAs and RAPs. ECLB will provide direction and project coordination between the Town of Putnam, property owners and QEP. ECLB's licensed environmental professionals will also review QEP work products for quality control and consistency with the prevailing rules, regulations and standard of care.

*iv. Output(s):* Phase I ESAs (8); Phase II ESAs (4); HBM Assessments (4); ABCAs (4); Remedial Action Plans (2)

## **Task 4: Areawide Brownfield Reuse Planning**

### *i. Project Implementation*

- *EPA-funded tasks/activities:* The Town will work with the BAC, QEP/Planning Consultant, and other Project Partners to develop a Brownfield Area-Wide Reuse Plan. The Plan will involve working with residents, community groups, property owners, and developers and will include a market feasibility study,

<p>infrastructure analysis, budget estimates, and identification of funding sources. It will also establish objectives and goals to ensure redevelopment of brownfields maximizes their potential to meet community needs, achieve a greater quality-of-life for residents, and complement existing neighborhoods, while avoiding negative consequences such as displacement.</p> <ul style="list-style-type: none"> <li>• <i>Non-EPA grant resources needed to carry out tasks/activities:</i> ECLB will provide in-kind resources to help the Town of Putnam conduct site reuse planning, which will include establishing the scopes of work for the QEP, assisting the Town and QEP in educating the public and coordinating community outreach regarding proposed cleanup/reuse plans. ECLB has committed 30 hours of in-kind staff time to assist this effort.</li> </ul>
<p><i>ii. Anticipated Project Schedule:</i> Areawide Brownfield Reuse Planning will commence upon completion of the Phase II Investigations and ABCAs for the first 3 priority sites, est. Q7-Q12.</p>
<p><i>iii. Task/Activity Lead(s):</i> Town of Putnam Economic &amp; Community Development Department will direct the services of QEP/Planning consultant; ECLB will assist.</p>
<p><i>iv. Output(s):</i> Areawide Brownfield Reuse Plan, which will include a compilation of public comments received during the planning process.</p>

**b. Cost Estimates**

Budget Categories		Project Tasks (\$)				
		Task 1 Project Mgt. & Cooperative Agreement Oversight	Task 2 Outreach, Education, Community Involvement	Task 3 Enviro. Site Assessments & Remedial Planning	Task 4 Areawide Brownfield Reuse Planning	Totals
Direct Costs	Personnel	\$8,000	\$5,000	\$4,000	\$5,000	\$22,000
	Fringe	--	--	--	--	--
	Travel	\$4,200	--	--	--	\$4,200
	Equipment <sup>2</sup>	--	--	--	--	--
	Supplies	--	\$500	--	--	\$500
	Contractual	\$24,000	\$14,500	\$388,800	\$46,000	\$473,300
	Construction	--	--	--	--	--
	Other	--	--	--	--	--
<b>Total Direct Costs</b>		\$36,200	\$20,000	\$392,800	\$51,000	\$500,000
<b>Indirect Costs</b>		--	--	--	--	--
<b>Total Budget</b>		\$36,200	\$20,000	\$392,800	\$51,000	\$500,000

The following provides a breakdown of these costs with units and unit rates.

**Task 1 – Project Management & Cooperative Agreement Oversight:** We have budgeted as follows: Personnel \$8,000 to include 160 staff hours (40 hrs/year) at average rate of \$50/hr. for project & contract management; Travel as \$4,200 for Director of Economic & Community Development (or her staff designee) to attend 2 National EPA Brownfield Conventions and 2 regional brownfield training sessions over project period (\$2,100 for lodging and per diem, \$1800 for airfare, \$300 for ground transportation); and Contractual costs \$24,000 including \$16,000 for QEP to conduct ACRES and other reporting and assist with Cooperative Agreement Oversight (128 hours at average rate of \$125/hr.) plus \$8000 for legal assistance with site access agreements, contracts, and MOUs with property owners (20 hrs at \$400/hr.).

**Task 2 - Outreach, Education, and Community Involvement:** We budgeted \$5,000 for 100 hours of staff time at an average rate of \$50/hr. to conduct and coordinate project partners on Outreach, Education and Community Involvement over the 4-year project period. Supplies include \$500 for printing and other material costs. Contractual costs include \$7,500 for a QEP (60 hrs. at \$125/hr.) to prepare for and attend public meetings, and \$7,000 for the Community Liaison (140 hours at \$50/hr.).

**Task 3 - Environmental Site Assessments and Remedial Planning:** We budgeted Personnel as 80 hours of staff time at \$50/hr to direct and oversee the assessment activities performed by the QEP, and the in-kind services of the ECLB. Assessment and remedial planning activities are budgeted based on recent estimates provided by CT environmental consultants and are as follows under Contractual: \$44,800 for Phase I ESAs (8 at

\$5600 ea.); \$24,000 for SSQAPPs (4 at \$6,000 each); \$192,000 for Phase II ESAs (4 at \$48,000 each); \$72,000 for HBM Assessments (4 at \$18,000 ea.); \$24,000 for ABCAs (4 at \$6,000 ea.); \$32,000 for RAPs (2 @ \$16,000 ea.).

**Task 4 - Areawide Brownfield Reuse Planning:** We budgeted Personnel as \$5,000 for staff (100 hrs. at \$50/hr.) to direct and oversee the QEP/Planning Consultant; We budgeted Contractual as the QEP/Planning Consultant team as follows: \$15,000 for an areawide market analysis, \$14,000 for an areawide infrastructure analysis (based on costs for similar recent projects in eastern CT provided by ECLB), and \$17,000 for the Areawide Reuse Plan.

### **c. Plan to Measure and Evaluate Environmental Progress and Results**

The Town of Putnam will establish a Project Management Tool using an Excel workbook that will track all Tasks and related activities, including estimated schedules, budget expenditures and expected outputs for each. Town staff will maintain and update this Project Management Tool at least monthly to record the status of tasks and activities, milestones achieved, and any necessary adjustments to scope and schedules brought on by project-specific conditions, and shall summarize this information biweekly to the BAC and Project Manager. The tool will record the status (percent complete) of specific outputs, such as: numbers of: Outreach Activities conducted; SSQAPPs; Phase I and Phase II ESAs; ABCAs; and RAPs. Project progress will also be communicated through regular ACRES reporting. We will also track and report project outputs, including number of sites assessed and reports of each type completed, outputs from in-person and online community meetings, the levels of community participation in outreach efforts and web questionnaires.

**Long-term outcomes** will also be monitored and tracked including amounts of public and private funding leveraged, the numbers of properties/buildings assessed, remediated, and redeveloped, job creation, increased property tax revenue, and the number of additional public recreational facilities added, such as the Air Line Trail connection and Quinebaug River Water Trail access.

## **4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

### **a. Programmatic Capability**

#### **i. Organizational Capacity; ii. Organizational Structure, and iii. Description of Key Staff**

The Town of Putnam has a mayoral and Town Council form of government. Most day-to-day administrative activities and special projects are directed by the Office of the Town Administrator. For this project, the Town Administrator will assign tasks and ensure municipal resources are available to complete the necessary project tasks. The Town's Department of Economic and Community Development has managed grants and contracts on previous state-funded brownfield assessment and cleanup projects, and will perform this Project Manager function on this Community-Wide Assessment Grant project, managing the QEP/Planning Consultant and communicating directly with the Community Liaison to ensure timely and accurate completion of all project tasks, including reporting. The Town's Finance Director tracks expenditures, verifies cash receipts, invoice payments, fund transfers, bank reconciliations, and government fund accounting. The Town of Putnam will be assisted in this project by the staff and volunteers of the Eastern Connecticut Land Bank – a CT Brownfield Land Bank – who will provide in-kind services to help ensure that the project goals are met. ECLB is a non-profit corporation and will not be charging this project for these services, as the Town of Putnam has already provided a generous cash contribution to ECLB that will support ECLB staff. ECLB will work directly with the Project Manager in Putnam's Dept. of Economic & Community Development.

**Key Staff: Ms. Elaine Sistare, Town Administrator, will serve as the Project Director.** Ms. Sistare is a licensed professional engineer, has extensive administrative and technical experience in the design and administration of municipal projects, and the administration of state and federal government grants. **Ms. Delpha Very is Putnam's Director of Economic & Community Development and will serve as the Project Manager.** She has more than three decades of experience, including securing and managing all aspects of state-funded brownfield assessment and cleanup projects. **Ms. Maureen Benway, will serve as Project Finance Director,** will perform the necessary financial accounting and reporting for the project; Ms. Benway is Putnam's Finance Director and has years of experience preparing timely financial reports for town government staff and contractors. In-kind services will be provided by **ECLB's members, including two licensed environmental professionals (LEPs): Wayne Bugden and Timothy Myjak,** who have decades of experience conducting environmental site assessments, remediation, and brownfield reuse planning. Other ECLB members are available to support this project, including municipal planners, engineers, and experienced brownfield developers.

#### iv. Acquiring Additional Resources

Upon execution of the Assistance Agreement, Putnam's Project Manager will initiate the process to procure a QEP/Planning Consultant. Preparation of the Request for Qualifications/Request for Proposal (RFQ/RFP), bidding, interviewing, and selecting a consultant and other resources will be in conformance with CT Procurement Rules and 2 CFR Part 200.317 through 200.326. The Town will promote strong labor practices and will ensure that local firms are aware of the opportunity. The RFQ/RFP for the QEP/Planning consultant will include in its scoring criteria points for linking members of the community to employment/subcontracting opportunities. The BAC shall select the Community Liaison by requesting letters of interest via local media and social media, and interviewing candidates, as needed.

#### **b. Past Performance and Accomplishments**

##### ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements

Although the Town of Putnam has not received an EPA Brownfields Grant, it has received other federal and non-federal assistance agreements. Three of the most recent projects most similar to the proposed project are summarized below:

##### *(1) Purpose and Accomplishments*

**Cargill Falls Mill Brownfield Assessment and Cleanup — CT Dept. of Economic & Community Development (CTDECD), 2016-2017:** \$750,000 grant for HBM assessments and abatement. **Outputs** included: Comprehensive HBM Assessment (asbestos, lead paint, PCBs, universal wastes) on a 12-building historic mill complex; bid documents and construction contract; complete asbestos abatement; partial demolition/shoring of historic structures; documentation in accordance with EPA and CT Dept. of Public Health standards; public outreach including regular updates to community via websites and local radio. **Outcomes** included leveraging private funding and tax credits to complete historic preservation of a mill on the national register of historic places; redevelopment opened in 2021, including 82 housing units (with high demand), commercial office and retail space.

**Belding Mill Brownfield Assessment: - CTDECD – 2018:** \$300,000 grant for assessment and reuse planning for 13-building mill complex. **Outputs** included Phase I, II and III ESAs, Comprehensive HBM Assessment Report, Remedial Action Plan, and Reports of Structural Analysis, Utility and Infrastructure Analysis, and Market Study. Project included open public meetings on mill reuse planning. **Outcomes** included public private partnership with experienced developer (Camden Management Partners) that secured \$2M DECD Brownfield Cleanup grant funding (2023 - project underway), and will leverage at least \$40M in private equity, debt, and other funding to complete redevelopment.

**Former Putnam Foundry Cleanup: CT Urban Act Grant – 2011-2012:** \$518,000 for the assessment of HBM, demolition of dilapidated/dangerous structures, HBM and related cleanup. Project accomplished the full scope below budget, allowing balance to be used for removal of three underground storage tanks, soil remediation, removal of drums of hazardous wastes and site survey. **Outputs** included all cleanup documentation required under CTDEEP rules. **Outcomes** included the eventual sale of the property to a qualified developer, who intends to invest more than \$1M in private funds to redevelop the site and facilitate greenway expansion.

##### *(2) Compliance with Grant Requirements*

All projects listed above were contracted, managed, and closed out in accordance with the assistance agreements, reporting requirements and applicable labor laws. The Belding Mill and Putnam Foundry projects were both completed on-time and below budget, each allowing extra work to be completed with the balance of the funds. DECD allowed the extra funding to be used for a Townwide Brownfield Inventory. CTDEEP allowed the remaining funds from the Putnam Foundry project to be used for additional cleanup and site survey. The Cargill Falls Mill project encountered structural complications during the cleanup portion of the project due to the deteriorating condition of several buildings, necessitating a revised structural engineering study and modification of the construction to include shoring of historic structures. DECD agreed that the complication was unforeseeable and awarded supplemental funding to complete the out-of-scope work.



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**FY24 EPA Community-wide Assessment Grant Application  
Town of Putnam, Connecticut  
Threshold Criteria**

**1. Applicant Eligibility**

The Town of Putnam is a municipal corporation and is the government entity that governs the Town of Putnam, Connecticut

**2. Community Involvement**

The Town of Putnam has robust systems and organizations of public outreach and public participation that will be augmented and adapted for use to ensure community involvement throughout this project. For example, upon notification of award of a Community-Wide Assessment Grant, the Town of Putnam will invite community volunteers to participate in a new Brownfield Advisory Committee (BAC). Upon Board of Selectmen approval, the BAC will be a formal committee of town government, charged with assisting town staff and the Board of Selectmen in administering the grant, ensuring that the objectives of the grant are accomplished efficiently, optimize community involvement, select additional priority sites, and promote investment in brownfield redevelopment by private entities. Residents of the affected neighborhoods surrounding the brownfield priority sites will be encouraged to become members of the BAC. The BAC will hold monthly meetings that will be open to the public both in-person and virtually, and advertised on the Town website and on social media. Meetings will be held at the newly constructed Municipal Complex, which is located no more than 2000 feet away from the neighborhoods surrounding all three of the listed priority brownfield sites. As with all Town agencies, the BAC will invite public participation in its meetings, and prepare and publish minutes of meetings.

In addition to regular meetings of the Putnam BAC, public informational meetings will be held on a semi-annual basis by the Town's Administrative and Economic and Community Development Departments. Brownfield property owners and developers will be asked to participate in these meetings. The purpose of these meetings will be to provide updates on the Town's brownfield projects (including projects that are not directly included in this EPA grant, such as the Belding Mill redevelopment project), and to answer questions regarding the potential effects of brownfield site cleanup and redevelopment on the adjacent and nearby residents, who include some of Putnam's most sensitive and underserved populations. The meeting organizers will receive comments and answer questions from the public.

BAC meetings and other public meetings will be held hybrid, with in-person and virtual options. The Town will create a webpage for the Community-Wide Assessment Project, and links to meeting materials, project deliverables and other information will be made available.

The Town of Putnam will also retain the services of a community liaison for this project to represent the interests of citizens and property owners who are directly affected by the project work in the target area.



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The liaison will communicate directly with individuals in person, and will ensure that comments received are passed along to the Town’s Project Director and BAC, and that any concerns are addressed.

Putnam will also encourage the meaningful involvement of its citizens through the use its existing systems of community engagement, including:

- Putnam Economic and Community Development Commission, which holds meetings open to the public on the second Tuesday of each month
- A strong presence on social media, including regular announcements on local radio station, WINY and WINY’s popular Facebook page
- Publications in the free and widely distributed newsletters, the Putnam Town Crier, the Putnam Shoppers Guide and Turnpike Buyer publications and Villager Newspapers
- Brownfield Project Web Page which will be used to update citizens and others on the progress of site assessments and reuse planning performed as part of the EPA Brownfield Grant-funded project, as well as the ongoing remediation and redevelopment of other brownfield sites in Putnam, including the massive Belding Mill redevelopment project

**3. Expenditure of Existing Grant Funds**

The applicant, The Town of Putnam, affirms it does not have an open EPA Brownfields Assessment Grant or Multipurpose Grant.

**4. Contractors and Named Subrecipients**

- **Contractors**

Not applicable

- **Named Subrecipients**

Not applicable