



CITY OF SALEM, MASSACHUSETTS

DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT

DOMINICK PANGALLO
MAYOR

98 WASHINGTON STREET, 2ND FLOOR ♦ SALEM, MASSACHUSETTS 01970
978-619-5685

TOM DANIEL, AICP
DIRECTOR

IV.D. Narrative Information Sheet

1. Applicant Identification: City of Salem, MA. 93 Washington Street, Salem, MA, 01970
2. Funding Requested
 - a. Assessment Grant Type: Community-Wide
 - b. Federal Funds Requested: \$500,000
3. Location: City of Salem, Essex County, Massachusetts.
4. Target Area and Priority Site Information

Applicants, other than tribal governments:

- Multiple census tracts and block groups contained within the South Salem Brownfields Corridor. The target area includes the following Census Tracts and Block Groups (BG): Tract 25009404101: BG 012, 013; Tract 2500992042: BG 001, 002, 003; Tract 2500942043: BG 001, 002, 003; Tract 25009204701: BG 013, 014; Tract 25009204102: BG 021.
- Addresses of priority sites proposed in the Narrative: 4 Jefferson Ave.; 20-25 Colonial Rd.; 63 ½, 65, 77, 108, & 110 Jefferson Ave.; 91 Lafayette St., Salem, MA.

5. Contacts
 - a. Project Director: Tom Devine, 978-619-5685, tdevine@salem.com; 98 Washington Street, 2nd Floor, Salem, MA 01970.
 - b. Chief Executive/Highest Ranking Elected Official: Mayor Dominick Pangallo, 978-619-5600, dpangallo@salem.com, 93 Washington Street, Salem, MA 01970.
6. Population: 44,480
7. Other Factors:

Sample Format for Providing Information on the Other Factors	Page #
Community population is 10,000 or less.	
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
The priority site(s) is impacted by mine-scarred land.	
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 priority site(s) is in a federally designated flood plain.	1-2
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	3
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
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).	9
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.	5



Commonwealth of Massachusetts
Executive Office of Energy & Environmental Affairs

Department of Environmental Protection

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Maura T. Healey
Governor

Kimberley Driscoll
Lieutenant Governor

Rebecca L. Tepper
Secretary

Bonnie Heiple
Commissioner

November 3, 2023

Via Email

Tom Devine, AICP, Senior Planner
City of Salem Department of Planning & Community Development
98 Washington St., 2nd Floor
Salem, MA 01970

RE: STATE LETTER OF ACKNOWLEDGMENT
City of Salem
Brownfields Community-Wide Assessment Grant

Dear Mr. Devine:

I am writing to support the application submitted by the City of Salem under the Fiscal Year 2024 U.S. Environmental Protection Agency (EPA) Brownfield Assessment Grant Program. We understand that the City is planning to undertake to prepare a Brownfields Inventory, conduct community outreach, and perform several assessment projects to promote redevelopment across the community with a focus in the South Salem Brownfields Corridor to be served by the planned South Salem Commuter Rail station. EPA funding will facilitate Brownfields redevelopment by providing resources to assess properties, conduct cleanup planning and redevelopment planning at properties where actual and perceived contamination exist that inhibit potential future development within the City's target areas.

In Massachusetts, state and federal agencies have developed strong partnerships and work together to ensure that parties undertaking Brownfield projects have access to available resources and incentives. The Massachusetts Department of Environmental Protection (MassDEP), through our regional offices, provides technical support to Brownfield project proponents when regulatory issues arise. If this proposal is selected, MassDEP will work with our state and federal partners to support the City of Salem to help make this project a success.

We greatly appreciate EPA's continued support of Brownfield efforts in Massachusetts.

Sincerely,

David Foss, CPG, LSP

Statewide Brownfields Coordinator, Bureau of Waste Site Cleanup

cc: Dorrie Paar, US EPA
Joanne Fagan, MassDEP Northeast Regional Office

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

1.a. Target Area and Brownfields. 1.a.i. Overview of Brownfield Challenges and Description of Target Area. The City of Salem, Massachusetts, this proposal’s geographic boundary, is located north of Boston along the Atlantic Ocean. One of the earliest settled and most urbanized areas in New England, it is best known for its maritime history and the Witchcraft Trials of 1692. Many industrial uses that developed along the rail corridor and South River between downtown Salem and Salem State University were vacated over the second half of the 20th Century. Today this corridor of underutilized former industrial sites, along with the rail line, divides the city in half. Where factories once provided livelihood to hundreds of families, this blighted area now stunts the local economy of a disadvantaged community where good jobs and new housing are desperately needed. In a city with high opioid deaths and violent crime rate, these brownfields are a haven for illegal activities and a strain on already challenged municipal resources. The **South Salem Brownfields Corridor is the Target Area** for this grant. It spans north-south from downtown at Derby St. to Salem State University Central Campus (former electronics factory) on Loring Ave. and east-west from Salem Harbor to Salem Hospital on Jefferson Ave. It consists of the following Census Tracts and Block Groups (BG): Tract 25009404101: BG 012, 013; Track 2500992042: BG 001, 002, 003; Tract 2500942043: BG 001, 002, 003; Tract 25009204701: BG 013, 014; Tract 25009204102: BG 021.

The concentration of brownfields and environmental contaminants in a dense community exacerbates public health risks in a city suffering from high rates of preventable maladies. **There are nearly 500 known hazardous release sites within Salem’s 8.3 square miles**, including manufacturing facilities, underutilized industrial/commercial buildings, former gas stations/auto repair facilities, and dry cleaners, ranging in size from under 1 acre to over 10. These sites are impacted by volatile organic compounds (VOCs), Polycyclic Aromatic Hydrocarbons (PAHs), metals, petroleum, and/or hazardous building materials (HBM), such as asbestos, lead paint, and polychlorinated biphenyls (PCBs). **The Target Area has a higher concentration of these sites that threaten the vitality of the community and well-being of vulnerable populations.** Much of the **Target Area is also within the FEMA 100-year flood zone** where impacted materials can migrate during flood events. This grant will be vital in addressing these challenges by providing the necessary funding to determine the risks at priority sites and develop comprehensive plans to remediate and redevelop the sites. **Therefore, the City has identified it as its Target Area and is committed to its cleanup and revitalization**, spurred by the recent construction of the *Mayor Salvo Multiuse Path* and **planned construction of an infill commuter rail station** which will serve the surrounding residential neighborhoods and Salem State University and Salem Hospital—two of the North Shore’s largest employers.

1.a.ii. Description of the Priority Brownfield Site(s). A 2017 study by the Metropolitan Area Planning Council (MAPC) identified market potential at brownfields in the Target Area served by the new multiuse path and planned train station. Of the **Target Area’s estimated 40 brownfields sites—including tax foreclosed properties and vacant lots, ranging in size and historic use**, the following priority *sites have been identified and prioritized by the community due to having the greatest potential to be assessed, remediated, and redeveloped* in a way that meets the community’s vision for equitable growth that serves its vulnerable populations, including flood resilience and sustainable, transit-oriented, affordable housing and commercial space with open space/trail expansion. All sites require Phase I/II Environmental Site Assessments and Cleanup/Reuse Planning activities to support revitalization of the target area.

Site/Size	Historic/Current Use & Conditions	Environmental Risk	Reuse Plan & Why a Priority
1) 4 Jefferson Ave: .6 acres in floodplain, BG 250092042003	Heating element manufacturer / Self-storage (36k sqft. bldg.)	Known release site. VOCs, metals, PFAS.	Resilient affordable housing and job creation near path and future transit / commuter rail station
2) 20-25 Colonial Rd, 10.7 acres on South River, in floodplain BG 25009204714	Cement manufacturing, petro dist., chemical processing / Warehouse, distribution (145k sqft. building)	Known site. VOCs, metal, PAHs, urban fill.	Resilient mixed income housing and job creation near Mayor Salvo Multiuse Path & future transit station

<p>3) 63 ½, 65, 77, 108, & 110 Jefferson Ave, 9.3 acres on South River, in floodplain BG 250092047013, 250092047014</p>	<p>Former industrial & commercial properties, gas station, bus maintenance garage, telephone maintenance facility, hospital laundry service / Parking lot, retail & auto repair</p>	<p>Unknown – Petroleum, VOCs, metals, PAHs and urban fill.</p>	<p>Mixed use development including resilient affordable/mixed-rate housing and job creation near path network and future transit / commuter rail station</p>
<p>4) 91 Lafayette St, .75 acres on Salem Harbor, in floodplain BG 250092043001</p>	<p>Elec. Light plant, / Drive-through franchise restaurant, parking lot.</p>	<p>Urban fill with likely and other unknown contaminants</p>	<p>Resilient affordable housing and job creation in disadvantaged census tract. Waterfront / harbor access.</p>

1.a.iii. Identifying Additional Site(s). The City already has a supplemental list of over 30 secondary Target Area priority sites in the event access, eligibility, or other concerns arise with the primary priority sites or additional grant funds remain. From this, the city will compile an updated inventory of potential brownfields sites for assessment and cleanup/reuse planning activities. The City will identify, prioritize, and select additional sites for eligible activities with its Brownfields Advisory Committee (BAC) based on **the same criteria used to select the priority sites**, including funding eligibility; potential impacts/benefits to underserved community or disadvantaged census tract; community needs, concerns and input; potential for significant impact on the environment, public health risk and/or benefit; opportunities for economic development; developer interest and/or redevelopment potential; consistency with the City’s master plans; known or perceived environmental conditions; and targeting sites with greatest potential to be redeveloped in a way that meets the community’s vision for equitable growth that serves its vulnerable populations.

1.b. Revitalization of the Target Area. 1.b.i. Reuse Strategy and Alignment with Revitalization Plans. *MAPC’s 2017 market study* engaged Target Area institutions, Salem State University and Salem Hospital, to identify the potential of Brownfields to advance the city’s vision for equitable and sustainable growth. *Imagine Salem’s* extensive public dialog in 2018 and beyond created the community’s common vision for jobs, housing, and transportation, with a focus on equity. *Salem’s 2022 Housing Roadmap* calls for expanded housing options for all income levels. *Salem’s 2023 Open Space & Recreation Plan* charts the City’s preservation and expansion of open spaces and recreation amenities, including the continued buildout of its path network. *Salem’s 2018 Bicycle Master Plan* directs investment into a network of safe and convenient bicycle routes and off-street paths. *Salem’s 2021 Climate Adaptation Plan* prioritizes strategies to enhance resilience to flooding and other climate change impacts. Redevelopment of the priority sites will also advance *MAPC’s MetroCommon 2050 Plan*, which outlines an equitable, prosperous, and sustainable region through focused growth. These planning initiatives identify a reuse strategy for the Target Area priority sites for mixed-use development with multifamily affordable housing in response to the community’s housing crisis, along with commercial spaces supporting shared prosperity proximate to existing and planned multimodal transportation infrastructure, within neighborhoods (including disadvantaged tract), served by trails/open spaces, that contribute to the community’s overall reuse vision. (Documents referenced are available at Salem.com and MAPC.org.)

1.b.ii. Outcomes and Benefits of Reuse Strategy. Prioritization, assessment, and cleanup/reuse planning through the grant will focus mixed-use affordable housing and commercial development to the Target Area’s priority sites to expand the Salem’s housing stock, create jobs and economic activity, minimize exposure to contaminants, boost public welfare, and reduce blight in an underserved community. MAPC’s study estimates that the **Target Area will support 900 to 1,000 new housing units and increase local tax revenues by \$7,160,000** (in 2017 dollars) over 15 years. Salem has adequate infrastructure to absorb this growth and the school district has capacity, as enrollment has declined over 20% since 2011 (MA Dept of Ed.). At the same time, the elimination of blight at Target Area properties will reduce the costly strain on local services. Salem’s Planning Board mandates that **at least 10% of new housing units be affordable** to households with income below 60% of the Area Median Income (AMI) and **Salem’s Complete Streets policy** requires any Target Area roadway upgrades to be designed to accommodate all users. Several other policies mandate that Target Area redevelopment be sustainable, resilient, and ecologically sensitive so that

existing pollution problems and environmental stressors associated with **sea-level rise, flooding, and increasing extreme weather events are reduced**, and the lives and livelihood of target area residents and business owners, as well infrastructure, are protected. Salem’s pending Flood Resiliency Ordinance will require Target Area development be able to withstand projected 2070 flood risk. The MA Wetlands Protection Act and Salem’s Wetlands Protection Ordinance require these projects to be sensitive to the riparian ecosystem and meet stormwater quality standards. Salem has recently opted into the state’s optional Stretch Energy Code with higher energy efficiency standards and the City’s pending Green Building Ordinance will require new development to use renewable energy from wind, solar, or geothermal energy, and incorporate further energy efficiency measures. Additionally, the proposed reuse at priority sites will remedy the lack of public open space in the Target Area because the MA Public Waterfront Act (Ch. 91) mandates that redevelopment of parcels along waterways (3 of the Priority Sites) include public open space and paths.

1.c. Strategy for Leveraging Resources. 1.c.i. Resources Needed for Site Reuse. The following table includes secured resources and available leveraged funding resources to support the completion of environmental site assessment, remediation, and subsequent reuse by reducing uncertainty with respect to contamination at Priority Sites. Based on past experience of redevelopment projects in Salem, this grant will also stimulate the availability of additional leveraged funds from other local, state and federal sources.

Name of Resource	Purpose/Role (Assessment/Cleanup/Reuse)	Amount	Status
FY22 House Bill Federal Community Project Funding	Train station design Infrastructure to support target area redevelopment Reuse	\$372,000	Secured
Municipal ARPA Allocation	Train station design Infrastructure to support target area redevelopment Reuse	\$93,000	Secured
Municipal Loan Authorizations	Target area flood mitigation Infrastructure to support target area redevelopment Reuse	\$25,603,621.79	Secured
Salem-Peabody EPA RLF	Loans/grants for remediation. Program is capitalized & funds may be sought for specific projects Cleanup	\$850,000 w/program income	Secured
City Capital Bond / Salem State Univ. / Salem Hospital	Train station construction Partner contributions Infrastructure to support redevelopment Reuse	TBD - currently in discussion	Pending
MassDEP & EPA Clean Up Grant	Site Assessment Targeted Brownfields Assessment Cleanup	\$100,000 - \$5,000,000	Potential
MassDevelopment Brownfields Programs	Loans and grants for brownfields Assessment and Cleanup	Up to \$750,000 per site to be pursued if needed	Potential
MA Brownfields Tax Credits	State tax credit for eligible Cleanup costs	Up to 50% of cleanup cost	Potential
Local Tax Increment Financing	Tax exemption for portion of site improvements over set number of years Reuse	\$200,000 per project (typical)	Potential
MA Housing Development Incentive Program	Housing development tax credit Reuse	Up to \$2,000,000 per project	Potential
CDBG Loan Program	Loans to support creation or expansion of enterprises that create/retain jobs Reuse	\$50,000 per enterprise	Potential
Community Preservation Act Funds	Program for affordable housing and park developments Reuse	Up to \$300,000 per project typ.	Potential
MA Park & Recreation Grants	Funds to acquire/develop parks & paths Reuse	\$50,000 to \$1,000,000 typ.	Potential
MassWorks Grant	Infrastructure grant to spur housing & economic development Reuse	\$1,000,000 to \$5,000,000	Potential
MA Municipal Vulnerability Preparedness Program	Public works grant for municipal climate adaptation and Assessment/Cleanup Reuse	\$2,000,000 per year to be pursued if needed	Potential

1.c.ii. Use of Existing Infrastructure: The **Target Area’s urban location benefits from robust existing infrastructure. Water, sewer, gas, electric, telephone, and broadband internet services are available throughout the Target Area including the priority sites and have the capacity to support its redevelopment and growth.** Interstate 95, located 3.5 miles northwest, is connected to the Target Area via State Route 114. Other transportation modes available include the regional bus system, seasonal ferry to Boston, a City-operated on-demand shuttle service, and a public bike share. The Mayor Salvo Multiuse Path completed last year, provides an off-street trail between downtown Salem and South Salem, and links to the expanding regional path network. At the same time, a FY2022 House Appropriations Bill allocates \$372,000 to design a new MBTA Commuter Rail station at the heart of the Target Area.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a. Community Need. 2.a.i. The Community’s Need for Funding. *Salem is a low-income community lacking means for brownfields assessment, cleanup, and reuse planning needed to spur equitable growth the community seeks.* Salem’s median household income is \$72,884 versus Essex County’s \$86,684 and the state’s \$89,026. **Household income Census Tract 2043 within the Target Area is a mere \$34,474. Likewise, Salem’s 14.9% poverty rate exceeds the county’s 9.6%, state’s 10.4%, and national 11.5%. The Target Area is at the 71st percent nationally and 83rd in the state for low income per EJSCREEN. Deindustrialization eliminated much of Salem’s tax base, leaving the burden on residential owners and businesses the community struggles to retain. Massachusetts municipalities are poorly equipped to adapt this loss, as “Proposition 2½” (MA. General Law c.59, §21C) places a 2.5% ceiling on annual property tax increases. With inflation exceeding 2.5% in 24 of the years since Prop 2½ was enacted in 1982, it limits the City’s ability to compensate for loss of its industrial tax base. Salem’s ability to generate revenue is also stressed by having one of the lowest median home sale prices despite one of the highest housing cost burdens north of Boston, with over 1/3 of households paying more than 30% of gross income on housing (Salem 2020 Housing Needs Assessment). In addition, Salem is still recovering from lost meal and lodging tax revenue due to reduced tourism during the pandemic. Salem is also fiscally burdened due to its high flood risk in the Target Area and across the city where waterways and wetlands were historically filled to build railroads and factories. Much of this land is now categorized as FEMA Special Flood Hazard Areas, requiring mortgage holders to pay costly insurance premiums. The City must invest heavily in flood mitigation projects, having borrowed over \$25M for such public works projects in the Target Area alone. With the extent of public investment, there is insufficient funding to characterize and remediate the large number of brownfields in the City, a substantial need that this grant will help address.**

2.a.ii Threats to Sensitive Populations. (1) Health or Welfare of Sensitive Populations. **Eight Target Area EJSCREEN socioeconomic indicators exceed both the national and state averages, with the highest including limited English speaking households (88th nationally, 83rd in the state), population under age 5 (76th US, 81st MA), low income (71st US, 83rd MA) and people of color (64th US, 77thMA).** Most Target Area block groups also meet the state’s criteria for EJ populations minority (>25%), income (under 150% state median household income), or English isolation (>25% limited English proficiency) (MA EJ Viewer). The Point neighborhood, a historically immigrant neighborhood south of downtown (BG 2004.01001, 2043002, 2043003) has the highest MA EJ indicators within the Target Area. **These sensitive populations disproportionately suffer from health effects associated with exposure to brownfield sites and face welfare issues such as increased unemployment (71st percentile nationally) and reliance on SNAP benefits (15-36% within the Target Area Census Tracts compared to 11.4% nationally).** Furthermore, 17.7% of Salem residents are Hispanic or Latino, compared to 13.1% statewide, and **45.3% of Salem public school students are Hispanic**, versus 24.2% statewide. Abandoned brownfields draw squatters and become a haven for crime in a city where homelessness has increased in recent years. **Salem’s violent crime rate is 140% and 180% higher than neighboring towns** of Swampscott and Marblehead, respectively (FBI Natl. Incident-Based Reporting System). **Salem suffered 37 opioid deaths in 2022** (MA Dept. of Public Health), at a rate 2.5 times the state and 6 times Swampscott (Marblehead had zero opioid deaths in 2022) suggesting a

compounding strain on the population's well-being in a blighted urban environment. Target Area brownfields also cultivate disinvestment and detract from the city's rich cultural setting that includes indigenous, colonial, early maritime & industrial assets. The Assessment Grant will facilitate identification of environmental and health risks and help create much needed housing, open space, and economic opportunity for the vulnerable populations who suffer disproportionate health and economic burdens due to proximity to these sites. With this grant the City will reduce exposure to hazards to human health and the environment and improve health and welfare for Target Area and disadvantaged communities through the reduction of contamination, blight, and crime. This will increase Target Area investment, create jobs and housing, enhance pride of ownership, improve property values, and decrease the burden on municipal services.

2.a.ii. (2) Greater Than Normal Incidence of Disease and Adverse Health Conditions. **Salem's occurrence of childhood lead poisoning is 15% higher than the state level**, with 76% of its housing units built prior to the lead paint ban and its **rate of asthma emergency department visits is 20% higher than the state's** (MA Envi. Public Health Tracking). **Disadvantaged Census Tract 250092043 within the Target Area is at the 95th national percentile for asthma per EJSCREEN.** Data is otherwise limited, but it is reasonable to presume Target Area residents are adversely affected from exposure to contaminants at brownfields including: metals such as lead (immune, cardiovascular, developmental, gastrointestinal, neurological, reproductive, respiratory, kidney damage; cancer); VOCs (liver, kidney, nervous system damage; birth defects; cancer); PAHs (liver disorders; cancer); petroleum (nervous system, immune, liver, kidney, respiratory damage; cancer), and HBM including asbestos (lung scarring, mesothelioma and lung cancer) and PCBs (immune, hormone and neurological system; liver and skin disease). Assessment, cleanup, and redevelopment of brownfields near sensitive and disadvantaged populations will help address these problems and improve the overall health of Target Area residents by reducing environmental exposures, providing recreational opportunities and safer housing opportunities for an underserved community. The Assessment Grant is needed to unlock Target Area brownfields for remediation to eliminate disproportionate health burdens on vulnerable population and trigger redevelopment that supports a thriving healthy and diverse community.

(3) Environmental Justice. (a) Identification of Environmental Justice Issues: **The Target Area includes Census Tract 2043, which CJEST identifies as disadvantaged** due to the disproportionate environmental and other burdens suffered by sensitive populations. **The entire Target Area has 8 out of 13 EJ indices above the national average (EJSCREEN), with several at or above the 80th percentile (diesel particulate matter, toxic releases to air, traffic proximity, lead paint, Superfund proximity, hazardous waste proximity, and underground storage tanks).** Salem is host to polluting regional infrastructure, including the South Essex Sewerage District Plant that discharges wastewater from 6 towns into Salem's harbor and tidal rivers, contributing to the closure of Salem's shellfish beds due to fecal coliform bacteria (3 Priority Sites are on these waters). This, along with industrial contamination and stormwater runoff, has led MassDEP to classify Salem Harbor as a Category 5 Impaired water. Additionally, ***the Salem Power Station burned coal from 1951-2014, polluting air and water with CO₂, sulfur dioxide, nitrogen oxides, mercury, and other toxic metals.*** The natural gas plant that replaced it in 2018 remains a source of local pollution. Salem's 5 closed landfills, including one whose groundwater, surface water, and sediment are monitored for VOCs and metals, further create potential to contaminate urban waters that can carry contamination through the Target Area in flood events. The Target Area's congested state roads and rail line with 56 diesel train trips daily cross the Target Area. Diesel exhaust exposes residents to carbon monoxide, particulate matter, benzene, formaldehyde, and PAHs.

(b) Advancing Environmental Justice: The Assessment Program will unlock the Target Area's priority sites to implement the community's reuse strategy to the benefit of the environmental justice populations identified in Sec. 2.a.ii.(1). This reuse strategy follows the community planning initiatives described in Sec. 1.b.i. and is supported by infrastructure and local and state policies and programs. The new Mayor Salvo multiuse path and planned South Salem train station enable an appropriate density of mixed-use redevelopment of the priority sites primarily consisting of multifamily affordable housing with commercial space. In addition, the BAC, with strong representation from the Target Area, affordable housing, and

development communities, will **prioritize much needed affordable housing development** at the priority sites. The City also has robust programs in place to keep vulnerable populations in their homes as the Target Area is revitalized. This includes **technical and financial assistance for low/moderate income homeowners to rehabilitate their homes, rental down-payment and emergency rent assistance, as well as support by a Neighborhood Stability Coordinator**. A pending ordinance will create **tenant protections when apartments are proposed to be converted to condominiums**. The City has legalized **Accessory Dwelling Units (ADU’s)** that provide supplemental income to existing homeowners, and offers construction subsidies for ADU’s rented at an affordable rate. Additional policies ensure that private development that is spurred by the revitalization of the Target Area are available at income levels of the community’s vulnerable populations. **Salem’s inclusionary housing policy** requires new market-rate housing projects to make at least 10% of units affordable at or below 60% AMI. The City has also adopted the state’s **Housing Development Incentive Program** to increase the feasibility of these projects by combining a local tax exemption with a state credit. City programs and partnerships are also in place to include the environmental justice populations in economic opportunities resulting from the Target Area reuse and revitalization. A consortium of the North Shore Community Development Coalition, Salem Main Streets, and the Enterprise Center at Salem State University, and local lenders offer programs to this end, including **dissemination of bilingual resources to Salem’s immigrant and low-income entrepreneurs, grant and loan opportunities, and general business training**. And although revitalization of the Target Area is not expected to cause the displacement of businesses, the City has policies and programs in place to minimize displacement and provide support to those affected. The City has experienced Economic Development staff who match those seeking commercial space with available properties and to help the growing Latino business community navigate the variety of programs described above. Furthermore, the City recently established a **Race Equity Commission** and hired a **DEI Director** to confront disparities, injustices, and discrimination, and to provide a forum for residents to listen, reflect, and act together to build a more inclusive future. Their work includes an ongoing review of City policies, services, and ordinances where barriers to inclusivity can be addressed. As an initial step, the City partnered with its neighboring communities to create a **North Shore Diversity Catalog** to promote the products and services of such enterprises throughout the region to both public and private customers.

2.b. Community Engagement. 2.b.i. Project Involvement / 2.b.ii. Project Roles.

Name of Organization/ Point of Contact	Specific Involvement or Assistance Provided
Salem Partnership , Economic Dev. Org., Beth Debski, 978-741-8100, bdebski@salempartnership.org	Nonprofit, Community Based Org. and liaison to Target Area residents, stakeholders, developers. Participate in Brownfields BAC, site selection and cleanup/reuse planning.
Harborlight Community Partners , Com. Dev. Corp., Andrew DeFranza, 978-922-1305, adefranza@harborlighthomes.org	Participate in BAC, site selection, and cleanup/reuse planning. ID sites for affordable housing.
Salem Affordable Housing Trust Fund , Elena Eimert, 978-619-5685, eeimert@salem.com	Participate in BAC, site selection, and cleanup/reuse planning. ID sites for affordable housing.
Salem State University , Adria Duijvesteijn, 978-542-7524 aduijvesteijn@salemstate.edu	Participate in BAC, site selection and cleanup/reuse planning.
Salem Hospital , Laura Fleming, 978-825-6252, lfleming2@partners.org	Participate in BAC, site selection and cleanup/reuse planning.
Salem Sound Coastwatch , Envi. Education/Outreach, Barbara Warren, 978-7417900, barbara.warren@salemsound.org	Nonprofit Community-Based Org. Provide technical guidance on environmental quality and resiliency in South River watershed. Participate in BAC, site selection and cleanup/reuse planning.
North Shore Workforce Investment Board Mary Sarris, 978-741-3805, msarris@massshirenorthshorewb.com,	Promote short-term and permanent jobs associated with reuse and redevelopment of Target Area sites to local population through its North Shore Career Center.

2.b.iii. Incorporating Community Input. The **Brownfields Advisory Committee (BAC)**, comprised of City staff and representatives of the partners noted above (2.b.i/2.b.ii) will monitor and support community input activities to ensure they reach stakeholders and provide underserved communities and residents/groups directly affected by project work, as well as business owners and other stakeholders, with meaningful opportunities for participation and input into the site identification, prioritization, and cleanup/reuse planning activities. We anticipate a minimum of 3 **public forums** that will include a **mix of remote, hybrid and in-person** events or gatherings at locations that are handicap accessible and convenient to the Target Area, and additional accessibility accommodations will be provided on request. Events will be held at staggered times to meet stakeholders’ varying schedules. Project materials and meetings will include **Spanish translation and interpretation**. A **project website** will be maintained with updates, project documents, meeting materials, and a means for providing input online and the City will issue an **online survey** to invite feedback from those not attending the public forums. The City will distribute **printed materials** at municipal offices, local community events, and chambers of commerce, and digital versions will be available on the City website. City staff will highlight the project among related programs in its regular engagement with the business community. The City and its partners will promote the program, share progress, solicit input, and announce meetings using **e-email, social media and targeted mailings**. Salem’s Dept. of Planning & Community Development (DPCD) will serve as an **information repository** for all project documents and provide hard copies upon request. The BAC will oversee the consideration, response, and incorporation of community input at all stages of site identification, prioritization, and cleanup/reuse planning. As successful community engagement tends to be dynamic and iterative, the BAC will monitor participation and advise the City regarding the need to adjust the engagement program to successfully reach Target Area stakeholders and communicate to the public how the feedback was incorporated.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

3.a. Description of Tasks/Activities and Outputs. 3.a.i. Project Implementation / ii. Anticipated Project Schedule / iii. Task/Activity Lead / iv. Outputs.

TASK #1 - COOPERATIVE AGREEMENT (C.A.) OVERSIGHT
i. Project Implementation: Management/execution of C.A. oversight activities: EPA Reporting (ACRES, MBE/WBE, FFR and Quarterly Reports, Closeout); consistent with 40 CFR 31.36 - procurement and management of a Qualified Environmental Professional (QEP); maintain financial records and complete drawdowns; maintain project files and information repository; project coordination with stakeholders; Site Eligibility Determination Forms for Priority Sites; compliance with Section 106 Historic Preservation Act; executing access agreements with private property owners; quarterly Brownfields Advisory Committee (BAC) meetings ensuring the program remains on schedule/budget. Travel and attend Regional and National Brownfields Conferences. Non-EPA grant resources needed: None expected. City will provide in-kind services in staff time.
ii. Anticipated Project Schedule: City will competitively procure QEP by 12/31/24. Kick off program January 2025. Quarterly Reports submitted within 30 days after the end of each reporting period. Annual FFR and M/W/DBE reports submitted by October 30 of each grant year. ACRES updated when assessments are started/completed, new information becomes available and major milestones. Quarterly BAC meetings. Final Closeout reports will be submitted within 90 days after the end of the cooperative agreement.
iii. Task/Activity Lead(s): City will lead this task in coordination with and assistance from the QEP, who will provide technical and programmatic assistance, including eligibility forms, QRs, ACRES, etc.
iv. Output(s): EPA Reporting (ACRES, 4 annual FFR & M/W/DBE reports, 16 QRs, Closeout Report, etc.), RFQ for QEP, procure QEP, grant drawdown requests, eligibility determination forms, executed access agreements, 16 BAC meetings, general C.A. oversight and attend three (3) Brownfields Conferences (national and regional).
TASK #2 - COMMUNITY ENGAGEMENT
i. Project Implementation: City will lead efforts to inform and engage the Target Area, with a focus on input into the identification, prioritization, and selection of sites for assessment and Cleanup/Reuse Planning for Priority Sites and two-way communication with the Target Community. Outreach materials will be prepared for posting on the City’s website and social media platforms. Updates will be made to the City’s website with copies of reports and other information. City will create promotional materials to publicize meetings and ensure Target Area residents are fully engaged in the decision process, as well as the broader community & stakeholders. Translation services will be provided. Non-EPA grant resources needed: None expected. City to provide in-kind services in form of staff time.

ii. Anticipated Project Schedule: Expected to commence Winter/Spring 2025 and occur through 6/30/28. City anticipates completing a minimum of three (3) public forums (Brownfields 101 / pre-assessment ~ Spring 2025; post-Phase II assessments to discuss results and solicit feedback from the community regarding potential redevelopment/reuse scenarios ~ Spring 2026; and cleanup & reuse planning phase ~ Spring 2027).

iii. Task/Activity Lead(s): City will lead community engagement activities. QEP will be the City’s partner and will provide support with technical expertise as needed. Contractor will provide translation services.

iv. Output(s): Outreach materials, flyers, website updates, public notices, meeting presentation materials, email blasts, handouts, etc, including translation. and coordination with project partners and stakeholder. A minimum of three (3) public forums. Engage Target Community and general City public, and affordable housing development community.

TASK #3 - PHASE I & PHASE II ASSESSMENTS

i. Project Implementation: City and QEP will update the Target Area and Citywide brownfields inventory. The City will seek BAC and public input and vet the criteria through public survey and public forum. The criteria are anticipated to include, but not limited to, eligibility, access, community needs, redevelopment potential, and potential impact/benefits to underserved communities. The Target Sites have already been prioritized by the community and access agreements will be executed as needed. QEP will support the City in describing proposed assessment activities to the site owner/representatives. A translator will be available for these discussions, if needed. Phase I Environmental Site Assessments (ESAs) are expected to be completed at Priority Sites #1-3 in accordance with ASTM Standard Practice for Environmental Site Assessments: E 1527-21 and EPA’s “All Appropriate Inquiry” during month 6-18 of the grant period. Site-specific Quality Assurance Project Plans (QAPPs) will be prepared and approved by EPA prior to Phase II activities. Phase II ESAs/HBM surveys are assumed to be completed at Priority Sites #1-3 to confirm/dismiss the presence of impacts at sites in accordance with ASTM’s most current standard. QEP will conduct Phase II ESAs/HMB surveys, help City enroll sites into the state’s voluntary cleanup program (VCP) if appropriate and prepare report(s) for regulatory compliance during months 9-36 of the grant period. Given that the City intends to conduct a Brownfields area wide plan under Task 4 and considering the size and/or complexity of the Colonial Rd Priority Site, the City doesn’t expect to be able to conduct more than 3 Phase I / Phase II ESAs. If funds remain, the same Phase I/II ESA activities are expected to be completed on Priority Sites #4 and/or other sites selected by the community using the same criteria used to select the initial priority sites. **Non-EPA grant resources needed:** City will provide in-kind services in form of staff time. Although it is not anticipated, the City can apply for supplemental assessment funding from MassDevelopment, MassDEP and/or EPA TBA program if needed.

ii. Anticipated Project Schedule: Commence inventory Spring 2025. Assessment activities will be conducted to maximize efficiencies and available resources, when feasible. Phase I/ II ESAs expected to commence spring/summer 2025 and estimated to be completed by summer / fall 2027.

iii. Task/Activity Lead: City will lead brownfields inventory and prioritization. QEP will provide technical support for inventory and conduct Phase I/II ESAs and QAPPs. City personnel will review reports for accuracy/completeness. City, with help from QEP, will enroll sites into the MA VCP, if applicable, and meet with property owners.

iv. Output(s): Brownfields inventory and map. Minimum of 3 meetings with property owners. Access agreements. Minimum of three (3) Phase I ESAs, QAPPs, Phase II ESAs for Priority Sites. Enroll sites in MA VCP, if applicable.

TASK #4 – CLEANUP/REUSE & AREA WIDE PLANNING

i. Project Implementation: Following the completion of the Brownfields inventory, during months 9-48 of the grant period, the City will conduct cleanup and reuse planning activities in accordance with EPA’s Green & Sustainable Remediation (GSR) Guidance. The City will work with the QEP to develop a Brownfields *Area Wide Plan (AWP)* for the Target Area. The AWP will build on previous planning efforts and outline a strategy targeted towards Brownfields conceptual reuse and redevelopment scenarios. This plan will seek to reinvigorate and spark reinvestment in the Target Area by mitigating local environmental conditions at Brownfields. Through realistic strategies and market-driven initiatives, it will aim to assess, cleanup and return key priority Brownfields sites to productive use. **Analysis & Prioritization** – Focusing on the Target Area and Priority Sites, evaluate existing conditions including environmental constraints and resiliency related concerns (flooding, etc.) and conduct a redevelopment study and financial feasibility analysis to evaluate potential reuse options. Understand the relationship and potential of brownfields sites identified and the larger vision of revitalization for the Target Area identified in the City’s previous market study and various community plans. Based on the redevelopment study results, brownfield site analysis, and feedback from the community, prioritize sites for cleanup, redevelopment, and reuse. **Site Specific Reuse Plans / ABCAs** – Develop site reuse plans / ABCAs for Priority Sites #1-3 based on the analysis conducted and community feedback received and considering the climate resiliency of the property cleanup. Remedial alternatives will be evaluated based on cost, feasibility and effectiveness in protecting human health and the environment. Conduct AWP community outreach, including but not limited to a public meeting, to present results of the analysis and draft concept plans. Community

engagement, including materials and necessary translation, social media / website / online activity. The draft concept plans will be revised based upon community feedback. **Final Brownfields AWP Report** – A report will be generated summarizing the activities conducted. The report will include an implementation and action plan with suggested partners, roles, policy changes, and potential funding sources. The report will also include a summary of the public outreach and engagement process and how it informed the overall plan/vision and reuse scenarios. **Non-EPA grant resources needed:** None anticipated. City will provide in-kind services in the form of staff time.

ii. Anticipated Project Schedule: Commence Summer 2025. AWP specific public engagement / meetings anticipated 2025/2026. Final Report Autumn 2027. City is confident all Tasks can be completed in 4 years.

iii. Task/Activity Lead(s): QEP leads Area Wide Plan/Reuse Plans/ABCAs. City will lead AWP specific public engagement efforts with help from QEP. City will review reports for accuracy and completeness.

iv. Output(s): 1 AWP, 3 site specific Reuse Plans / ABCAs for Priority Sites and 1 public meeting.

3.b. Cost Estimates. Salem requests \$500,000 to complete tasks above. Costs have been estimated based upon experience and estimates from QEPs. **The City is requesting no personnel, fringe, equipment, supplies or indirect costs – only travel and contractual:** **Task 1:** Travel = Regional and National Brownfield Conferences – 2 attendees (registration, travel, lodging, per diem @ \$2,000/pp average x 3 conferences) = \$12,000; Contractual = QRs (16 @ \$200 ea. = \$3,200) + ACRES (~2 hrs/quarter x 16 qtrs @ \$150/hr = \$4,800) + general Programmatic Oversight Assistance (~4 hrs/mo. X 48 mo. X \$125/hour = \$24,000) + annual & closeout report assistance (~ 2 hrs/yr x 4 yrs @ ~\$125/hr = \$1,000) = \$33,000. **Task 2:** Contractual = prepare presentation materials and attend 3 meetings (\$2,500 each = \$7,500) + community survey, general public engagement activities and generate additional outreach materials (\$125x40hrs = \$5,000) + Translation Services for meetings and materials (\$100x50hrs=\$5,000) = \$17,500. **Task 3:** Contractual = Inventory @ \$5,000 + 3 Phase I ESAs @ \$22,500 (avg. \$7,500 ea.) + 3 QAPPs & Phase II ESAs @ \$235,000 (2 at avg. \$72,500 + Colonial Rd Priority Site at \$90,000 given size & complexity.) = \$262,500. **Task 4:** Contractual = One (1) AWP (\$150,000) + one (1) public meeting (\$2,500)+ up to three (3) ABCAs/Reuse Plans (\$7,500 each = \$22,500) = \$175,000.

Budget Categories		Project Tasks				TOTAL
		1. C.A. Oversight	2. Community Engagement	3. Phase I & II ESAs	4. Cleanup & AW Planning	
	Travel	\$12,000				\$12,000
	Contractual	\$33,000	\$17,500	\$262,500	\$175,000	\$488,000
Total Direct Costs		\$45,000	\$17,500	\$262,500	\$175,000	\$500,000
Total Budget		\$45,000	\$17,500	\$262,500	\$175,000	\$500,000

3.c. Plan to Measure and Evaluate Environmental Progress & Results. Specific program progress will be evaluated through implementation of the work plan and will be documented through quarterly reports and updates to ACRES to ensure that project goals are achieved in an efficient manner. The City will track results by internal project management tools that have proven successful and regular Brownfields Advisory Committee (BAC) progress meetings. If a project is not on budget or schedule, the reasons will be documented in the quarterly report and a corrective action plan will be implemented. The Assessment Program will result in technical reports to provide the City with data to advance properties through redevelopment. As a result, the information will assist developers in obtaining financing as well as other leveraged support for the cleanup and redevelopment of these sites. Abandoned sites may be acquired by the City or local Redevelopment Authority through tax title taking. Beyond the completion of the Program, the City will measure results by increases in tax revenue, housing units, new jobs, decreases in crime, and improved public health and welfare.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a. Programmatic Capability. 4.a.i. Organizational Capacity/4.a.ii. Organizational Structure/4.a.iii. Description of Key Staff. City staff experienced in implementing complex projects involving multiple funding sources, interfacing with elected officials, engaging stakeholders, and managing hired contractors, are equipped to work together successfully to manage the Assessment Grant and expend funds and reach objectives within the grant period. This team has led many planning/community development projects in recent years, including over \$20M in park upgrades and the ongoing \$200M transformation of Salem’s former coal power plant property to an offshore wind marshalling facility. **Tom Devine, AICP, Senior**

Planner, will serve as Program Manager. Tom has been responsible for Salem’s brownfields programs since 2010, with a successful record of coordinating projects to advance community goals. Tom also established a brownfields RLF program with the City of Peabody and has presented on redevelopment strategies at multiple national and local forums. As Program Manager, he will be responsible for overall management of the grant, including procurement and management of the QEP, facilitating public engagement, and EPA reporting (QRs, annual FFR and MBE/WBE reports, ACRES, closeout report, etc.). **Kate Newhall-Smith, Economic Development Planner** with 20 years of experience, will integrate the Assessment Program into Salem’s existing suite of economic development programs. **City Solicitor Elizabeth Rennard**, with over 15 years of experience as a municipal attorney, will review property access agreements and QEP contracts. **Budget Coordinator Julia Medina**, with over 25 years of finance experience, will track expenditures and ensure that all program invoices are processed within 30 days. In the event of turnover of City staff, the **Mayor** will assign the most qualified staff to manage the grant.

4.a.iv. Acquiring Additional Resources. City staff and the City’s Procurement Agent will immediately initiate the process to procure a QEP. The City will advertise a Request for Qualifications (RFQ) to competitively hire a QEP firm. The procurement will be conducted in conformance with MA General Laws and the procurement standards at 2 CFR Parts 200 & 1500, and 40 CFR Part 33. Qualified MBE/WBEs will be encouraged to respond. The City will include all Cooperative Agreement terms and conditions of the grant with the RFP to streamline QEP contracting and ensure compliance with the grant. City has an existing site access agreement template that was developed under previous brownfield grant programs that has been approved by the City’s legal counsel and used successfully. In addition, the city will support strong labor practices, local hiring, and linking members of the community to employment opportunities in brownfields assessment, cleanup, and redevelopment related to the project in a meaningful way. Ch. 150E of MA General Laws protects the right to organize and bargain collectively over wages, hours, and other terms and conditions of employment to public employees in Massachusetts. The City strongly supports labor and workers’ rights, as demonstrated by its recent adoption of a “wage theft” ordinance affirming protections for workers, especially those low-income and immigrant workers who are most vulnerable, from improper withholding of payment. The City will leverage its partnership with the North Shore Workforce Investment Board and its downtown Salem career center to connect local residents to jobs arising from the assessment, cleanup and/or redevelopment of sites in the Target Area.

4.b. Past Performance and Accomplishments. 4.b.i. Currently Has or Previously Received an EPA Brownfields Grant. Cleanup Grant BF-96191901 (10/01/07-9/30/11), **(1) Accomplishments: Remediation/redevelopment of 15 Peabody St., 0.38-acre vacant former power plant property within the downtown waterfront.** Project leveraged \$609,000 for a new waterfront park. Cleanup Grant BF-97175401 (10/01/07-9/30/11), **(1) Accomplishments: Remediation/redevelopment of 61 Ward St., .02-acre vacant gas station.** Project leveraged \$375,000 and created a new urban open space. RLF BF-96191901-0 (10/01/14-9/30/25), **(1) Accomplishments: Joint Salem-Peabody RLF funded cleanup/redevelopment of 3.14-acre site for new community recreation center at 47 Tremont St., Peabody,** earning \$250,000 in program income. Another eligible RLF project is in progress with remaining funds. Outputs from all grants were accurately reflected in ACRES at the time of the submission.

4.b.i. (2) Compliance with Grant Requirements. Salem implemented its two cleanup grants in accordance with the approved work plans, on schedule, and in compliance with EPA terms and conditions. Quarterly reports were accurate and filed on time and project accomplishments and leveraging were accurately reported through ACRES. All EPA funds were expended for these grants. The current Revolving Loan Fund has expended approximately 30% of its funds for site remediation of property at 47 Tremont St. The City anticipates expending all RLF funds within the grant period that has been extended by the EPA to 9/30/25 and seeking supplemental funds as necessary. In addition, we expect the projects assessed through this Assessment Grant to utilize RLF funds for remediation. Salem has never received any adverse audit findings from the EPA. The City has a consistent history of punctual and complete administration of grants and was classified as a low-risk auditee by Powers & Sullivan’s audit of FY22 grant administration.

III.B. Threshold Criteria for Assessment Grants

1. Applicant Eligibility

- a. The City of Salem is eligible as a General Purpose Unit of Local Government as defined under 2 CFR 200.64. Salem was incorporated as a city in 1836.
- b. The City of Salem is not exempt from Federal taxation under section 501(c)(4) of the Internal Revenue Code.

2. Community Involvement

The Brownfields Advisory Committee (BAC), comprised of City staff and representatives of the partners noted in Narrative Sections 2.b.i and 2.b.ii will monitor and support community input activities to ensure they reach stakeholders and provide underserved communities and residents/groups directly affected by project work, as well as business owners and other stakeholders, with meaningful opportunities for participation and input into the site identification, prioritization, and cleanup/reuse planning activities. We anticipate a minimum of 3 public forums that will include a mix of remote, hybrid and in-person events or gatherings at locations that are handicap accessible and convenient to the Target Area, and additional accessibility accommodations will be provided on request. Events will be held at staggered times to meet stakeholders' varying schedules. Project materials and meetings will include Spanish translation and interpretation. A project website will be maintained with updates, project documents, meeting materials, and a means for providing input online and the City will issue an online survey to invite feedback from those not attending the public forums. The City will distribute printed materials at municipal offices, local community events, and chambers of commerce, and digital versions will be available on the City website. City staff will highlight the project among related programs in its regular engagement with the business community. The City and its partners will promote the program, share progress, solicit input, and announce meetings using e-email, social media and targeted mailings. Salem's Dept. of Planning & Community Development (DPCD) will serve as an information repository for all project documents and provide hard copies upon request. The BAC will oversee the consideration, response, and incorporation of community input at all stages of site identification, prioritization, and cleanup/reuse planning. As successful community engagement tends to be dynamic and iterative, the BAC will monitor participation and advise the City regarding the need to adjust the engagement program to successfully reach Target Area stakeholders and communicate to the public how the feedback was incorporated.

3. Expenditure of Existing Grant Funds

The City does not have an open EPA Brownfields Assessment Grant or Multipurpose Grant.

4. Contractors and Named Subrecipients

Contractors: Not applicable – contractor has not been procured.

Named subrecipients: Not applicable – subrecipients are not named.

Areas Affected by City of Salem, MA EPA Community-Wide Assessment Grant Program

Immediate project area:

City of Salem, MA

Additional areas affected by improved multimodal access to Salem Hospital and Salem State University:

Essex County, MA
Middlesex County, MA
Suffolk County, MA