



CITY OF PAWTUCKET
 RHODE ISLAND

DEPARTMENT OF PLANNING AND REDEVELOPMENT

DONALD R. GREBIEN
 MAYOR

BIANCA M. POLICASTRO
 DIRECTOR

Narrative Information Sheet
City of Pawtucket, RI – Community-Wide Assessment Grant

1. **Applicant Identification:** City of Pawtucket, 137 Roosevelt Avenue, Pawtucket, RI 02860
2. **Funding Requested:**
 - a. Assessment Grant Type: Community-wide
 - b. Federal Funds Requested: \$500,000
3. **Location:**
 - a. City: City of Pawtucket
 - b. County: Providence County
 - c. State: Rhode Island
4. **Target Area and Priority Site Information:**
 - Target Area: The 500-acre Pawtucket Downtown Growth Center
 - Census Tracts: The target area is best approximated by Census Tracts 44007015100, 44007015200, 44007016000, 44007016600, and 44007016700
 - Priority Sites: The following properties have been identified as priority sites:
 - Conant Thread Transit-Oriented Development (TOD) Sub-District, 400-420 Pine Street, Pawtucket, RI
 - Former Apex Complex, 100 Main Street, Pawtucket, RI
 - Blackstone River Waterfront Site, 45 Division Street, Pawtucket, RI
5. **Contacts:**

<p><u>Project Director:</u> Bianca Policastro, Director of Planning Department of Planning & Redevelopment City of Pawtucket 137 Roosevelt Avenue Pawtucket, RI 02860 Phone #: 401-728-0500 ext. 440 E-mail: bpolicastro@pawtucketri.com</p>	<p><u>Chief Executive/Highest Ranking Elected Official:</u> Donald R. Grebien, Mayor City of Pawtucket 137 Roosevelt Avenue Pawtucket, RI 02860 Phone #: 401-728-0500 ext. 281 E-mail: dgrebien@pawtucketri.com</p>
---	---



CITY OF PAWTUCKET

RHODE ISLAND

DEPARTMENT OF PLANNING AND REDEVELOPMENT

DONALD R. GREBIEN
MAYOR

BIANCA M. POLICASTRO
DIRECTOR

6. **Population:** City of Pawtucket – 75,604

7. **Other Factors:**

Other Factors	Page #
Community population is 10,000 or less.	N/A
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	N/A
The priority 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 priority site(s) is in a federally designated flood plain.	2
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	3-4
The reuse of the priority site(s) will incorporate energy efficiency measures.	3-4
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).	N/A
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:** Attached to this application.

9. **Releasing Copies of Applications:** Not applicable – This application does not include confidential, privileged, or sensitive information.



RHODE ISLAND
DEPARTMENT OF ENVIRONMENTAL MANAGEMENT
OFFICE OF THE DIRECTOR
235 Promenade Street, Room 425
Providence, Rhode Island 02908

October 16, 2023

Bianca Policastro, Director of Planning
City of Pawtucket
137 Roosevelt Avenue
Pawtucket, RI 02860

RE: EPA FY2024 Brownfields Community-Wide Assessment Grant

Dear Ms. Policastro:

The Rhode Island Department of Environmental Management (RIDEM) is pleased to provide this letter in acknowledgement of the City of Pawtucket's proposal to the United States Environmental Protection Agency (EPA) for a FY2024 Brownfields Community-Wide Assessment Grant for the Pawtucket Downtown Growth Center (PDGC). As you know, the RIDEM strongly promotes the investigation, cleanup, redevelopment, and productive reuse of Brownfield properties. RIDEM recognizes the increased burdens and challenges that communities face and the importance of transforming Brownfield sites in the City of Pawtucket into valuable and productive properties.

RIDEM hopes that EPA will look favorably at your proposal. This Brownfields Community-Wide Assessment Grant will focus on the PDGC, which encompasses the future commuter rail station, riverfront, downtown, and the City's Arts District. This area is the focus of many of the City's redevelopment efforts, including initiatives related to economic development, environmental clean-up, recreation, and historic and cultural activities. It is a mix of residential, commercial, and industrial uses as well as civic and public spaces and buildings located in and around the downtown at a density that, when fully redeveloped, will support an active mixed-use downtown. Residential development within the PDGC consists of multi-family neighborhoods, senior housing, and residential mill conversions. Civic and public spaces such as the City's Library, City Hall, the historic Slater Mill, and two riverfront parks are also in the PDGC. Commercial uses are centered around downtown and along Broad Street and Dexter Street. Designation of the PDGC gives the City an opportunity to provide incentives for public and private investment in the future. This area is the social, cultural and economic hub of the City and has the greatest opportunities for creative placemaking, a guiding principal for economic and land development.

With this grant funding, the City of Pawtucket will work towards addressing the environmental conditions as contaminated media exposure risks are identified at properties throughout the community. Assessing these properties is the first step in the process of mitigation and revitalization to these areas and bringing them back to beneficial reuse, generating jobs and revenue.

Using the partnerships created and the lessons learned from our own efforts under Rhode Island's Targeted Brownfield Assessment (TBA) Grant program, we are as anxious as you are to see this Brownfield project become a success. RIDEM has actively been working with the City of Pawtucket, and we strongly encourage the City to continue to schedule meetings with RIDEM on all future phases of this project so that we can ensure that the project will proceed in compliance with the RIDEM Rules and Regulations for the Investigation and Remediation of Hazardous Materials Releases.

Please attach this letter to your proposal so that EPA will give it favorable consideration.

Sincerely,

A handwritten signature in cursive script that reads "Terrence Gray".

Terrence Gray, P.E.
Director

cc: Kelly Owens, RIDEM/LRSMM
Rachel Simpson, RIDEM/LRSMM
AmyJean McKeown, EPA Region 1
Dorrie Paar, EPA Region 1

NARRATIVE INFORMATION SHEET ATTACHMENT

Letter from the State Environmental Authority

City of Pawtucket, RI: Community-Wide Assessment Grant

Narrative/Ranking Criteria

City of Pawtucket, RI – Community-Wide Assessment Grant

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

a. Target Area and Brownfields

i. Overview of Brownfield Challenges and Description of Target Area: The target area for this grant is the *Pawtucket Downtown Growth Center* (the PDGC), located within the diverse and financially challenged urbanized City of Pawtucket. With a population of 75,604, Pawtucket is the 4th largest city in Rhode Island, which is the 2nd most densely populated state in the nation. Prior to the settling of the City in 1671 with the arrival of English settlers and the subsequent industrialization of the City, the Native American tribes who called the area home were drawn to the strategic falls of the Blackstone River and the upper tidewaters of Narragansett Bay as a center of their livelihood and culture. “Pawtucket” is derived from the Algonquian terminology “river fall,” and the river has always been the heart of the City.

The City is deeply rooted and forever connected to the birth of the Industrial Revolution. Beginning with America’s first fully-mechanized cotton-spinning mill at Slater Mill on the banks of the Blackstone River in 1793, Pawtucket prospered as an industrial powerhouse for decades, primarily in textiles and iron working. Like much of New England, the textile business declined during the Great Depression, and after World War II, the fortunes of Pawtucket’s industrial giants crashed, leaving vacant, polluted sites and high unemployment and poverty. This economic change caused an equally devastating social impact, from which the City has still not fully recovered. Following the collapse of the industrial boom, the ethnicity of the City also changed, with the dense neighborhoods in the City’s core becoming home to more non-white populations (primarily Hispanic and African-American) living with poverty and contamination, with limited access to well-paying jobs, greenspace, or transportation choices.

The PDGC is the original industrial heart of the City and the center of its continued challenges. Aligned with Census Tracts 151, 152, 160, 166, and 167, the PDGC is home to almost 17,000 residents and has at least 75 known brownfields over an area that encompasses 500 acres across 7 sub-districts, including the downtown Historic Sub-District, Blackstone Riverfront Commons Sub-District, Blackstone Tidewater Sub-District, Armory Arts Sub-District, Conant Thread Industrial and Transit-Oriented Development (TOD) Sub-District, Roosevelt Avenue Sub-District, and the Ballpark Sub-District. The PDGC is a mix of residential, commercial, and industrial uses as well as civic buildings and public spaces. It has millions of square feet of large, underutilized, vacant, or demolished buildings and includes the City’s densest urban neighborhoods, inhabited by low-income, multi-cultural, and sensitive disadvantaged populations.

The residents of the PDGC have lived with the negative effects of blight, and the PDGC has been a drain on the local economy through lack of revenue generation and loss of opportunity. However, the tide is changing. City government, property owners, businesses, and residents have realized the incredible opportunity in the existing infrastructure in the PDGC, and we have prioritized efforts to guide, facilitate, and drive revitalization. These efforts are starting to bear fruit, as discussed below, and we know that the PDGC can be a catalyst to the rest of the City to stimulate economic development, generate revenue to reduce the tax burden, provide employment opportunities, and improve the health and well-being of our residents. By identifying and quantifying the environmental challenges in the PDGC, this grant will further position us to turn those challenges into achievable and equitable opportunities for our residents.

ii. Description of the Priority Brownfield Site(s): With almost 17,000 people living amongst the relics of heavy industry, the PDGC includes 75 known brownfields, over 100 underground storage tank (UST) sites, 30 leaking UST sites, and dozens more sites yet to be investigated (source: RIDEM). Within the PDGC, there are 3 distinct collections of brownfields which collectively encompass approximately 35% of the 500-acre district. These sites dominate the character of the PDGC and are the priority targets for assessment and cleanup planning under this grant, as the revitalization of the PDGC depends on the successful reuse of these sites. These sites have a long history of past and current land uses and signify the legacy of the prior economic boom but now also the economic hardships that have befallen the City.

1. **Conant Thread TOD Sub-District:** The 150-acre Conant Thread Sub-District is a collection of 2 million ft² of vacant or underutilized mill space and is dominated by the 50-acre Conant Thread-Coats & Clark Mill Complex. Developed in 1868, this sprawling industrial complex was the largest producer of cotton thread in the world and was for many years the City's largest employer, employing over 4,000 during World War II. By 1964, the operation closed and moved south. The mill buildings and surrounding supporting businesses subsequently became vacant, abandoned, or underutilized with only a few tenants. In March 2020, a massive fire destroyed most of the complex. Only 2 buildings remain intact, and the fire debris, including asbestos building materials, remain strewn throughout the site to this day, as the owner has not completed cleanup actions.
2. **Former Apex Complex:** This site at 100 Main Street lies in the heart of downtown within the Riverfront Commons Sub-District, adjacent to and within the floodplain of the Blackstone River. After completion of Interstate 95 in 1963 bisected the City and brought more traffic and air pollution to its residents, the Apex department store was constructed in 1969 as part of now-failed urban renewal initiatives. This 12-acre site replaced 6 downtown City blocks that formerly contained mill buildings, residences, churches, a fire station, and local businesses, and the new buildings were built on top of demolition debris and urban fill contaminated with heavy metals and polycyclic aromatic hydrocarbons. The now vacant complex has been underutilized for years, and the pyramid-shaped building was named in 2018 as RI's ugliest building. After many failed re-use attempts by the owner, the complex was acquired by the Pawtucket Redevelopment Agency (PRA) in 2021 in hopes of spurring redevelopment, but floodplain issues and cleanup from former uses remain a barrier.
3. **Blackstone River Waterfront Development Site:** The property at 45 Division Street is located in the Tidewater Sub-District and provides 16 acres of infill development opportunity. The subject of prior master plans and failed development proposals, the property is located on the east bank and within the floodplain of the Blackstone River and was formerly a sprawling junkyard, a storage area for construction equipment, and most recently as a car dealership and repair facility but has been abandoned and vacant since 1998, with environmental liabilities not fully understood.

Currently, these priority sites are vacant, partially occupied by small commercial tenants and greatly underutilized, or damaged and beyond repair. Remaining structures that may be salvaged are rapidly deteriorating, and time is running out to save them from the ravages of the weather. The known and potential environmental conditions have been a significant inhibitor to the investment of private capital to revitalize these sites. Of the 3 sites, what little environmental assessment has been done has indicated environmental challenges, including USTs, soil contamination, urban fill, and hazardous building materials, but the extent of those impacts is unknown. This uncertainty has proven to be a major concern to owners trying to sell the properties or by purchasers and investors who have interest in reuse.

iii. Identifying Additional Sites: In addition to assessing the 3 priority sites, we will develop a detailed brownfield inventory that will identify and prioritize other sites based on a wide range of factors but focused on environmental justice populations. The inventory will be routinely consulted and updated to confirm the prioritization and selection of other properties located both in and outside the PDGC. The entire PDGC, and the majority of the City, is comprised of underserved and disadvantaged residents, so the grant funds will be utilized on properties that will have the potential for the most positive impacts on disadvantaged and sensitive populations.

b. Revitalization of the Target Area

i. Reuse Strategy and Alignment with Revitalization Plans: Revitalization of the City's core has been the subject of several planning studies and has focused on embracing and enhancing the City's main attractions, namely the Slater Mill National Historic Park, the Blackstone River, and a walkable urban downtown. The PDGC was initially conceived by the RI State Division of Planning as part of the *RhodeMapRI* planning project in 2014. As outlined in the City's most recent 2016 *Comprehensive Plan* and the 2022 amendment to the *Pawtucket Redevelopment Plan*, the City's strategy for the revitalization

of the PDGC, which will be catalyzed by redevelopment of the 3 priority sites, is renewal of downtown and growth as a center of economic development and residential opportunity. Properties within the PDGC have been focused on industrial uses since the 19th century or are failed urban renewal projects that further deteriorated opportunities in the City. ***It is the City's vision to facilitate revitalization of the PDGC to revive its economic legacy and generate growth through reinvigoration, beginning with the priority sites as mixed-use centers, alongside public amenity and recreational spaces, including enhanced public river access and green spaces along the Blackstone River.*** However, additional assessment of the PDGC is needed to evaluate current and future land uses, environmental challenges, and redevelopment strengths/weaknesses to provide buildout, zoning, and planning recommendations.

Development initiatives in the Conant Thread TOD Sub-District are centered around the new Pawtucket-Central Falls Commuter Rail Station on the Providence-Boston line that opened in January 2023 and was the result of nearly 20 years of planning. The station restored a 64-year hiatus in train service after the City's previous train station closed in 1959. The large collection of underutilized mill buildings in this Sub-District are now ripe for TOD opportunities.

Mixed-used development has been identified for the Apex and 45 Division Street sites for decades and was a primary component of the 2013 *River Corridor Development Plan*. Momentum on the development of these sites is gaining due to their close proximity to the Tidewater Landing mixed-use development, a \$137 million project that includes a 7,500-seat stadium that is scheduled to host the Rhode Island FC professional soccer team starting in 2024. These developments will also provide pedestrian and bike connections to the historic downtown, the Blackstone Valley Visitors Center, and Slater Mill.

ii. Outcomes and Benefits of Reuse Strategy: The redevelopment strategy will be facilitated by this grant through the investigation and quantification of environmental liabilities to support both economic development through new mixed-use developments and the addition of recreational and public amenities. If these liabilities are quantified, further investment will make economic sense to both public and private investors. This grant will effectively enable development utilizing this infrastructure and bring needed jobs, housing, and recreational opportunities to the local community.

The reuse plan will directly impact disadvantaged communities in a significant and meaningful way. The residents of the PDGC and the adjacent neighborhoods have lived with and have been impacted by the negative effects of these degraded sites. When compared to the rest of the nation, the socio-economic disparities faced by the PDGC residents are glaring. These residents are poor (75thile Low Income Population), disproportionately live near contaminated properties (88thile Superfund Proximity, 85thile RMP Facility Proximity, and 91thile Hazardous Waste Proximity), and live with many other environmental exposures (87thile Lead Paint Indicator and Toxic Releases to Air). The priority sites in the PDGC are significant contributors to the impacts to these residents, and cleanup of these sites and others catalyzed through this grant would make significant improvements to the health and lives of these disadvantaged populations through removal of contaminants, improved air quality, and increased opportunities for jobs, housing choices, and recreational amenities.

The City's development vision also requires responsible and forward-thinking planning and designs to make the PDGC more resilient to future climate conditions that include increased rain events and storm and riverine flooding. Our redevelopment strategy and City Zoning Ordinance include requirements to mitigate flooding risks from the Blackstone River, construct green stormwater infrastructure to address the volume and quality of stormwater (e.g. green street project on Pine Street in the TOD Sub-District currently under construction), reducing heat island effects with a larger tree canopy (e.g. new \$3M urban tree grant from U.S. Forest Service), and reducing reliance on automobiles by providing a more walkable and bikeable urban fabric with accessible mass transit options (e.g. new commuter rail station and upcoming improvements to the Blackstone bikeway). Renewable energy and efficiency are also a focus in the PDGC as part of our sustainability strategy. Significant efficiency benefits will be realized through

revitalization of old buildings and construction of modern efficient facilities. While the PDGC is not a preferred environment for ground-mounted solar or wind energy, we will continue to encourage integrated components into redevelopment projects in the PDGC by incorporating roof or canopy solar.

c. Strategy for Leveraging Resources

i. Resources Needed for Site Reuse: Due to the financial burdens of brownfields, including depressed property values and a diminished commercial tax base, the City has become extremely strategic and successful in leveraging funding resources to support economic initiatives and community improvement programs. We have been working with local, state, and federal sources to identify and secure additional funding for the PDGC. A large block of this funding is earmarked for cleanup and redevelopment, to which access will be unlocked once the assessment and reuse planning under this assessment grant is complete. Some of the funds that will be leveraged by this grant are detailed in the table below.

Source	Purpose	Amount	Status
City	Pawtucket Super Tax Increment Financing (TIF)	Varies	Potential
	EPA Brownfields Revolving Loan Fund (RLF)	\$1.2M	Secured
RI Dept. of Environ. Management (RIDEM)	Targeted Brownfields Assessment Program	\$200K/site	Potential
	Brownfields Remediation and Economic Development Fund – Redevelopment Grants	\$350K/site	Potential
Federal Highway Administration	Safe Streets and Roads for All Grant Program – TOD Sub-District to Tidewater Sub-District	\$8.25M	Applied
RI Department of Transportation (RIDOT)	Pawtucket-Central Falls Transit Center (funded by TIGER, FTA, State, and City)	\$63M	Secured
	Broad Street Regeneration Project – streetscape improvements in TOD Sub-District	\$18.2M	Secured
Congressionally Directed Spending	HUD-EDI Grant for remediation of 354 Pine Street and TOD Sub-District streetscape improvements	\$3M	Secured
	Downtown street and infrastructure improvements	\$3.8M	Applied
EDA-ARPA Grant	Blackstone River Bikeway improvements in Tidewater, Historic, and Roosevelt Sub-Districts	\$8M	Secured
RI Infrastructure Bank	Municipal Resilience Program Action Grants	\$12M	Potential
	Infrastructure Grant - Dexter Street and Riverwalk	\$700,000	Secured
EPA Cleanup Grant	Cleanup grants of specific parcels	\$500K/site	Potential
State of RI / RI Commerce Corporation	TOD North Master Plan for Public Improvements	\$100,000	Secured
	Site Readiness Program development grant	\$125K/site	Potential
	TIF for site development	30% of	Potential
	Rebuild RI Tax Credit for site development	project cost	Potential
	Qualified Jobs Incentive Tax Credit	\$7,500/job	Potential
	State Historic Tax Credits	25%	Potential
U.S. Forest Service	Urban Community and Forestry Grant	\$3M	Secured
NOAA	Climate Resilience Regional Challenge Grant	\$10M	Applied

ii. Use of Existing Infrastructure: One benefit of the industrial uses and legacy in the PDGC is the substantial infrastructure that has been installed to support existing and past uses. A high-capacity network of roads, bridges, and utilities all serve the priority sites and the PDGC. Significant additional investments have been secured and are being sought to improve the road and bridge network as well as pedestrian and biking infrastructure in the leveraged funding demonstrated above. This includes a new transit center (commuter rail station and bus hub) within the Conant Thread TOD Sub-District. The City has also secured a grant from the RI Infrastructure Bank for streetscape and stormwater improvements along Dexter Street in the southern section of the Conant Thread TOD Sub-District and riverwalk

improvements in the Tidewater Sub-District. Furthermore, through a grant from the RI Commerce Corporation, the City is currently developing a Master Plan for the northern section of the TOD Sub-District to identify the additional infrastructure improvements that will be necessary to support redevelopment in that location. Additionally, a stock of usable, attractive, and flexible mill buildings is present in the PDGC which can be repurposed for modern needs.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

a. Community Need

i. The Community’s Need for Funding: The small size of the City (9 mi²), high population density (3rd highest in RI), limited non-residential tax base, and high level of poverty create a burden which inhibits the City from generating revenue to support investment in proactive initiatives like brownfield assessments, even though those investments would ultimately increase municipal revenues. Although the City’s Low Income Population is much higher than the State’s (34% vs. 26%), the City’s tax structure puts a larger and disproportionate burden on residential vs. commercial properties, which has only grown in the recent real estate market. Locally, the PDGC has a Low Income Population of 45% (82ndile State and 75thile nation). As a result of high poverty rates and low employment, the City faces a large burden to meet the community’s financial needs, resulting in a dearth of funding for brownfields revitalization. At the same time, RI has lagged behind the national economic recovery and is too financially strapped to help, as annual state aid to municipalities has been repeatedly cut. These conditions disallow allocation of scarce funds to long-term economic and community health initiatives. Brownfield grant funding is a critical mechanism to provide early investment to break the cycle of poverty that plagues the City.

ii. Threats to Sensitive Populations:

(1) *Health or Welfare of Sensitive Populations:* The residents of the PDGC and the City are sensitive populations who are disproportionately at risk due to income, age, demographics, and health, family, and educational challenges. ***In fact, all census tracts within the PDGC are identified as “disadvantaged” by the Climate and Economic Justice Screening Tool (CEJST).*** These risks are exacerbated by the presence of brownfield sites. Of particular concern is the combination of very high population of young children, the presence of lead paint risks, and their proximity to toxic sites. Further compounding access to quality healthcare, the City’s only hospital, Memorial Hospital, closed in 2018. The identification and removal of contamination in the PDGC will directly reduce the impact of lead, soil contamination, and wastewater discharges on those populations and will also result in a catalyzing effect to facilitate renewal to generate safe housing, economic opportunities, and overall improved welfare for these sensitive populations. Specific examples of concerns within the PDGC are shown below.

Sensitive Populations Data (EJScreen)	Percentile in State	Percentile in USA
Demographic Index	85%	79%
People of Color	85%	76%
Low Income	82%	75%
Unemployment Rate	75%	77%
Limited English Speaking Households	87%	91%
Less than High School Education	90%	88%
Under Age 5	79%	74%
Low Life Expectancy	93%	81%
EJ Index for Toxic Releases to Air	92%	87%
EJ Index for Traffic Proximity	92%	92%
EJ Index for Lead Paint	77%	87%
EJ Index for Superfund Proximity	83%	88%
EJ Index for RMP Facility Proximity	87%	85%
EJ Index for Hazardous Waste Proximity	89%	91%

Sensitive Populations Data (EJScreen)	Percentile in State	Percentile in USA		
EJ Index for USTs	85%	88%		
Asthma	94%	98%		
Other Sensitive Population Data (2020 Census ACS)		PDGC ¹	City	State
People of Color		54.1%	40.4%	21%
Mean Household Income		\$49,596	\$68,336	\$92,427
Per Capita Income		\$22,455	\$28,590	\$37,504
People Below Poverty Level		23.1%	14.1%	11.6%
¹ Average over the 5 census tracts that comprise the PDGC (Tracts 151, 152, 160, 166, and 167)				

(2) Greater than Normal Incidence of Disease and Adverse Health Conditions: Assessment and cleanup of brownfields in the PDGC will mitigate risks to sensitive populations afflicted with higher-than-normal incidences of health conditions. Our community partner, the Pawtucket Central Falls Health Equity Zone (HEZ), is focused on monitoring and improving the health of sensitive populations at targeted zones with these cities, including the entirety of the PDGC. When the HEZ was created in 2016, these disparities included poverty rates twice as high in the HEZ compared to the State, 33% of residents lacking access to healthy food, and significant teen pregnancy, infant mortality, and childhood obesity rates. Per the CDC, RI has the 10th highest cancer rate in the nation (473.7/100,000 people), and the EJScreen Indices referenced above indicate extremely elevated occurrences of air pollution in the PDGC. The table below shows additional examples of disproportionate health conditions in the City for sensitive populations.

2023 RI Kids Count Factbook	Pawtucket (Core City)	Non-Core RI Cities	State
Children Living Below Poverty Line	22.8%	8.2%	15.2%
Overweight or Obese Children	47%	34%	39%
Births to Teens (per 1,000 age 15-19)	17.7	4.9	9.4
Children with Lead Poisoning	5.4%	2.0%	3.9%
Asthma Hospitalization Rate (per 1,000)	6.3	3.1	5.0

(3) Environmental Justice: (a) Identification of Environmental Justice Issues: All census tracts and priority sites within the PDGC are identified as “disadvantaged” by CEJST. The entire PDGC is also designated by RIDEM as an Environmental Justice Community, confirming that residents are disproportionately burdened by impacts from contaminants, industry, and governmental policies. As demonstrated in Section 2.a.ii.(1) and (2), the residents in the PDGC are also disproportionately impoverished, linguistically isolated, and have a higher population of children under age 5. More than 23% of people in the PDGC and 22.8% of children in the City live below the poverty level. As the PDGC contains the densest occurrences of brownfields in the City, the residents who live and work here excessively deal with the negative health and social consequences resulting from the consolidation of the City’s industrial history in their neighborhood. The past market-driven, governmental, and regulatory practices that facilitated the engine of industrialization neglected the families and workers in this area.

(b) Advancing Environmental Justice: With our partners, we are committed to mitigating the damage from past generations and engaging the community to meaningfully participate, steer, and benefit from a revitalized PDGC. We will engage populations directly and indirectly negatively impacted by previous developments to facilitate open dialogue and meaningful input. We will ensure the residents affected by the challenges in the PDGC are engaged in assessment and reuse plans to generate increased job and recreational opportunities as well as transportation options through incorporation of new and revitalized mixed-use developments and enhanced pedestrian, bicycle, and transit infrastructure. Since the priority sites for this grant are vacant or underutilized, residents or businesses are not expected to be displaced by redevelopment but will instead have access to increased opportunities in their neighborhoods.

b. Community Engagement

i. Project Involvement and ii. Project Roles: We will rely on the following long-standing relationships.

Name of Organization / Contact	Specific Involvement in the Project / Assistance Provided
Pawtucket Central Falls Health Equity Zone (HEZ) Robyn Hall, Assistant Program Officer 401-331-0131; rhall@lisc.org	Affiliated with the RI Department of Health (RIDOH), the HEZ is made up of 60 local organizations and is a resource for integrated engagement. They will provide health data, identify areas of high risk, and assist our outreach by providing access to their events focused on sensitive populations in the PDGC.
Pawtucket Central Falls Development (PCFD) Linda Weisinger, Exec. Director 401-726-1173; lweisinger@pcfdevelopment.org	A successful non-profit affordable housing developer and manager, PCFD is a previous recipient of their own EPA cleanup grants. They will assist in prioritizing projects for assessment and redevelopment and help evaluate potential development opportunities in the PDGC to determine feasibility.
The Pawtucket Foundation Jan Brodie, Executive Director 401-725-4400; jbrodie@pawtucketfoundation.org	Representing businesses and non-profits as an advocate and catalyst for City enhancements, they will assist in fostering a vision of the PDGC's future by being a conduit for community engagement and access to members, residents, and businesses to disseminate grant information and host public meetings.
Pawtucket Redevelopment Agency (PRA) Lawrence Monastresse, Chair 401-726-5917; MVVaca@aol.com	PRA's mission is elimination and prevention of blighted and substandard areas and their replacement through responsible redevelopment. PRA has the critical ability to acquire property, leverage funding, apply for grants, and award incentives and financial deals to developers interested in investing in the PDGC.

iii. Incorporating Community Input: We have a strategic community engagement plan to connect with residents and the business community to proactively foster a sense of investment and engagement in the redevelopment of the PDGC. The families living in and near the PDGC have been disproportionately affected by the impacts of brownfields, and it is these individuals that we will target for meaningful dialogue. We commit to engage residents affected by brownfields to seek input and guide assessment, cleanup, and revitalization. This strategy has been refined through previous brownfields redevelopment projects in the City involving sensitive populations and lessons learned from those projects.

Our community partners will assist in our engagement campaign by leveraging their trusted relationships with residents and local businesses to facilitate meaningful input and interaction. The HEZ will provide health and wellness feedback and data regarding affected populations. We will also implement a public outreach strategy to include dissemination of multilingual fact sheets, public notice mailings, social media posts, and public meetings. These activities will be conducted throughout the grant but will be focused on key points in the process, including 1) grant initiation to provide notification of the objectives, 2) notice prior to each Phase II, 3) after Phase II completion, and 4) upon development of cleanup plans and reuse strategies. These activities will include at least 6 public meetings throughout the grant duration with Spanish interpreters on hand. At each site assessed, we will also mount a multilingual 4'x6' banner sign notifying the public that an assessment is underway and how to learn more about the process and results. Community input generated from these activities will be incorporated into assessment and development strategies. Responses or clarifications to questions or concerns will be appropriately communicated.

Some residents may not have internet access or conversely may not be able or feel comfortable assembling in person due to COVID-19 concerns or may have mobility or transportation challenges. Therefore, we will offer both in person and on-line meeting access as well as the distribution and posting of both hard copy and electronic information materials. Mailings and postings at physical and on-line pages of community centers, our community partner organizations, community events, and public places will help to disseminate information and provide notification of public engagement opportunities.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

a. Description of Tasks/Activities and Outputs

Task 1 – Cooperative Agreement (CA) Oversight	
<p>i. Project Implementation: The City will initiate the grant process by procuring an experienced Qualified Environmental Professional (QEP) through a transparent and competitive bidding process to ensure high-quality, fiscally responsible services. This process will be managed by a Selection Committee of key staff. This task also includes ACRES data management and quarterly reporting to comply with the CA and to make sure grant successes are communicated to EPA. We anticipate that one of our key staff will attend the National Brownfields Conference to present, learn, share, and interact with our peers (budget includes travel expenses and per diem reimbursement for food). Non-EPA Grant Resources: We will provide 100 hours of staff time as \$6,500 of in-kind services.</p>	
<p>ii. Schedule: Throughout grant, Quarter (Q) 1-Q16 iii. Task/Activity Lead: City, assisted by QEP</p>	
<p>iv. Outputs: QEP RFP/contract, 16 Quarterly Reports, ACRES Work Packages, attend 1 conference</p>	
Task 2 – Site Selection, Eligibility, and Community Outreach	
<p>i. Project Implementation: The City will develop a detailed brownfield inventory that will prioritize sites based on a wide range of factors and will include the 3 priority sites discussed above as well as other key properties. Since priority sites have already been identified, we will begin with them to start assessment expeditiously. The inventory will be consulted and updated to confirm the prioritization of other properties, including 5 additional sites beyond the 3 identified priority sites. For selected sites, we will secure access agreements and utilize the help of the City Solicitor to draft access agreements. We will also confirm EPA eligibility of each site. We will formalize our Community Engagement Plan, meet with the City monthly and our community partners quarterly, and implement the plan for Incorporating Community Input detailed in Section 2.b.iii. Non-EPA Grant Resources: We will provide 150 hours of staff time as \$9,750 of in-kind services.</p>	
<p>ii. Schedule: Initial: Q1-Q2; Updates: Q3-Q16 iii. Task/Activity Lead: City, assisted by QEP</p>	
<p>iv. Outputs: Brownfields Inventory, Community Engagement Plan, Eligibility Determinations, Petroleum Determinations, Access Agreements, Fact sheets (8), Public notice mailings (16), Community meetings and minutes (6), Community Partner (16) and City (48) meetings and minutes</p>	
Task 3 – Phase I and Phase II Environmental Site Assessments (ESAs)	
<p>i. Project Implementation: For each of 8 selected eligible sites, we will implement investigation activities which are anticipated to commence with a Phase I ESA in accordance with ASTM and EPA’s All Appropriate Inquiry standards. At 3 sites, we will also conduct public notice, a Quality Assurance Project Plan (QAPP), and a Phase II ESA. Phase IIs will meet RIDEM Site Investigation requirements to confirm the nature and extent of contamination. Project outputs will be reviewed and approved by RIDEM through the Site Remediation Program and provided to EPA. Due to the size and complexity of the 3 priority sites, we expect to conduct a comprehensive Phase II and have budgeted accordingly for this effort based on previous project experience and QEP cost opinions. Non-EPA Grant Resources: We will provide 100 hours of staff time as \$6,500 of in-kind services.</p>	
<p>ii. Schedule: Q2-Q16; Typ.: 2 months/Ph I; 6 months/Ph II</p>	<p>iii. Task/Activity Lead: City, assisted by QEP, RIDEM</p>
<p>iv. Outputs: Phase I Reports (8), QAPPs (3), Phase II reports (3) (Public notice outputs in Task 2)</p>	
Task 4 – Cleanup and Reuse Planning	
<p>i. Project Implementation: For the 3 Phase II ESA sites, cleanup and reuse planning will include the evaluation of assessment data in context with the redevelopment scenario(s), an Analysis of Brownfield Cleanup Alternatives (ABCA), remedy design, preparation of a Remedial Action Work Plan (RAWP) to meet RIDEM regulations, evaluation of infrastructure, and preparation of remedial permits to position the sites for cleanup and reuse. Plans will be developed to ensure that reuse is</p>	

compatible with cleanup. We anticipate 3 sites will progress to the reuse and cleanup planning stage during the grant, and we have budgeted according to previous experience and QEP cost opinions.
Non-EPA Grant Resources: We will provide 100 hours of staff time as \$6,500 of in-kind services.
ii. Schedule: Q5-Q16; Typ.: 6 mos./site | **iii. Task/Activity Lead:** City, assisted by QEP, RIDEM
iv. Outputs: ABCAs (3), Reuse Plans and RAWPs (3) (Public notice outputs in Task 2)

b. Cost Estimates

Budget Categories*		1. CA Oversight	2. Selection, Elig., Outreach	3. Phase I and II ESAs	4. Cleanup and Reuse Planning	Total
Direct Costs	Personnel	-	-	-	-	-
	Fringe Ben.	-	-	-	-	-
	Travel	Conf. x 1 = \$2,500	-	-	-	\$2,500
	Equipment	-	-	-	-	-
	Supplies	-	-	-	-	-
	Contractual	100 QEP hrs @ \$175 = \$17,500	280 QEP hrs @ \$175 = \$49,000	8 Ph Is @ \$4,000 = \$32,000 3 QAPPs/Ph IIs @ \$100,000 = \$300,000	3 ABCAs @ \$3,000 = \$9,000 3 Reuse/RAWPs @ \$30,000 = \$90,000	\$497,500
	Construction	-	-	-	-	-
	Other	-	-	-	-	-
Total Direct Costs		\$20,000	\$49,000	\$332,000	\$99,000	\$500,000
Indirect Costs		-	-	-	-	-
Total Budget		\$20,000	\$49,000	\$332,000	\$99,000	\$500,000

* City personnel time and fringe benefits to be provided as in-kind non-EPA grant resource

c. Plan to Measure and Evaluate Environmental Progress and Results: Our ultimate desired outcome and indicator of success is to facilitate renewal, development, and investment in the PDGC. The successful implementation of the assessments and cleanup planning funded by this grant is a critical step in achieving that overall goal. Through proactive implementation, we will manage, track, and expedite the activities which collectively constitute the scope of work. Our management efforts will maximize the focus, quality, timeliness, and effectiveness of the individual outputs. The City maintains an internal project management culture, and we will meet with our partners quarterly and QEP at least monthly. We will maintain the ACRES database and a schedule of proposed, active, and completed outputs to ensure our team stays focused and on track to achieve specific and measurable outcomes. We will prepare a work breakdown structure, which will include grant tasks, responsibilities, interim and final deadlines. We will submit draft and final reports to RIDEM and EPA for review and meet with RIDEM on a regular basis to ensure timely resolution of issues. Through constant evaluation of the plan and schedule, we will identify whether sufficient progress is being made and make course corrections in a timely manner.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

a. Programmatic Capability

i. Organizational Capacity, ii. Organizational Structure, iii. Description of Key Staff: We rely on federal grants to carry out many of the City’s functions and programs and are extremely experienced in managing grants of this nature. We have a structure to operate effectively in the federal grant realm and commid appropriate resources to ensure success. Our capacity stems from our well-developed workflow, quality control, responsibility, and delegation structure which includes executive, technical, and financial leads that communicate through our project management-driven culture. This project is of critical importance to the City and will be afforded all the resources needed to make sure it is a success.

The executive arm of the team is led by Mayor Donald Grebien, who has authority over the City vision, economic development priorities, and resource management. Mr. Grebien has been Mayor since 2011, has overseen major progress in renewal of the City’s urban center, and has a deep appreciation for the value and power of brownfield programs as a tool for community improvement. Bianca Policastro, Director of Planning, will serve as Project Director and will be the technical lead for the grant. Ms. Policastro is an expert in managing federal grants, and her skills to manage grant requirements, schedules, eligible activities, and programmatic compliance are crucial to ensure that grants are completed within agreement parameters. She has previously managed EPA brownfields grants in her previous roles with Woonsocket, RI and the Blackstone Valley Community Action Program. She is supported by planning staff, including Assistant Planning Director Camerin Bennett and Project Engineer Michael Wilcox, who will take active roles in managing interactions with our partners and contractors. City Fiscal Grant Administrator Mark Goudreau will be the financial lead to ensure strict adherence to state and federal procurement, purchasing, payroll, drawdowns, disbursements, and other programmatic requirements.

iv. Acquiring Additional Resources: In the first grant quarter, we will retain a QEP utilizing qualifications-based procurement in accordance with EPA requirements. We will pursue a high-quality contractor with substantial expertise in ACRES, grant management, assessment and remediation, redevelopment, community engagement, an EPA Generic QAPP, and multi-disciplined engineering skills to reduce risk, maximize value, and drive economic development. A Selection Committee, consisting of our key staff above, will hire the QEP. Our City Solicitor, Frank Milos, will provide legal services so that external legal support is not needed.

b. Past Performance and Accomplishments

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

(1) *Accomplishments:* The table below summarizes our three most recent grant awards.

Grant	Awarded (Expended)	Date Closed	Accomplishments
FY 2014 RLF (PRA)	\$1,200,000 (\$884,002)	Open	Outcomes: Provided cleanup funding for the cleanup and redevelopment of 6 sites. Outputs: Loan and sub-grant agreements; ACRES / EPA reporting; RIDEM Letters of Compliance for completed sites; RIDOH Asbestos Abatement Plan and closeout reports.
FY 2010 Cleanup Grant	\$200,000 (\$200,000)	2014	Outcomes: Cleanup of a former oil terminal into Festival Pier waterfront park; Leveraged \$2.1M in additional funding. Outputs: ACRES / EPA reporting; RIDEM Letter of Compliance.
FY 2009 Cleanup Grant	\$200,000 (\$200,000)	2016	Outcomes: Hazardous building materials abatement, demolition of a derelict building, and site capping of a former industrial laundry facility at 354 Pine Street. Outputs: RIDOH Asbestos Abatement Plan and closeout reports; ACRES and EPA reporting.

(2) *Compliance with Grant Requirements:* We have a long history of successfully implementing and managing EPA brownfields grants in strict accordance with the EPA-approved workplans and Cooperative Agreements. During implementation of grants, we have complied with terms and conditions of the Cooperative Agreements, submitted quarterly, annual, and close-out reports, and recorded grant outcomes and outputs in ACRES. We understand there may be outstanding reporting issues related to our current RLF grant, and we commit to take any corrective actions deemed necessary to get our program fully compliant and to proactively manage our program. We also commit to renew efforts to remain engaged and re-establish timely reporting and management of our EPA grants going forward.

ATTACHMENT

THRESHOLD CRITERIA RESPONSES

City of Pawtucket, RI: Community-Wide Assessment Grant



DONALD R. GREBIEN
MAYOR

CITY OF PAWTUCKET

RHODE ISLAND

DEPARTMENT OF PLANNING AND REDEVELOPMENT

BIANCA M. POLICASTRO
DIRECTOR

Threshold Criteria

City of Pawtucket, RI – Community-Wide Assessment Grant

1. Applicant Eligibility:

- a. As a municipality, the City of Pawtucket is a General Purpose Unit of Local Government and is, therefore, eligible to apply for this Brownfields Community-wide Assessment Grant.
- b. Not applicable. The City of Pawtucket is not exempt from Federal taxation under section 501(c)(4) of the Internal Revenue Code.

2. **Community Involvement:** The City is committed to not only providing opportunity for public involvement, but proactively fostering a sense of public investment and engagement in the improvement of our neighborhoods and commercial centers. Families and individuals living in close proximity to brownfield sites in the City have been disproportionately affected by the cultural, emotional, and health impacts of those properties. It is these individuals that we will primarily target for a robust and meaningful dialogue and engagement initiative.

The City will engage the communities affected by brownfields to seek input and guide assessment, remediation, and revitalization efforts. This strategy has been refined through the implementation of multiple brownfields redevelopment projects in many areas of the City involving sensitive populations and sensitive property reuse scenarios. We will use the strategies developed and lessons learned through those projects to ensure meaningful public involvement in this community-wide assessment grant program.

The Pawtucket Downtown Growth Center (the PDGC), which will be the target area of this grant program, is an area with a mix of commercial and industrial uses that exist alongside dense populations of residents. We will focus on the sensitive populations who live and work in these neighborhoods as the primary target of the outreach campaign. We will also engage residents in the adjacent neighborhoods as well as the business community within and near the PDGC that are also affected.

Our community partners will assist in our public engagement campaign and help facilitate meaningful input and interaction. As an example, one of our community partners, the Pawtucket Central Falls Health Equity Zone (HEZ), will play an important role as a conduit



CITY OF PAWTUCKET

RHODE ISLAND

DEPARTMENT OF PLANNING AND REDEVELOPMENT

DONALD R. GREBIEN
MAYOR

BIANCA M. POLICASTRO
DIRECTOR

for outreach to the target residents. The HEZ is uniquely positioned to assist in this effort, as they are an active association comprised of 60 individual health, community, and family-centered organizations within the City focused on addressing the social and environmental health of sensitive populations. The HEZ has committed to be a part of the grant team to facilitate public outreach and provide health and wellness feedback and data regarding affected populations. We will continue to utilize our relationship with the HEZ to foster dialogue regarding brownfield assessment priorities, environmental assessment results, health impacts, revitalization strategies and community needs.

In addition to engagement and dissemination of information through our community partners, we will implement a robust multi-pronged public outreach strategy. This strategy will include preparation and dissemination of fact sheets, public notice mailings, social media outreach, and public meetings. These outreach activities will be conducted throughout the life cycle of the brownfield assessment grant, primarily focused on key points within the process. These key points include 1) initial implementation of the grant to provide notification of the objectives and solicit feedback on target properties, 2) notification prior to initiation of Phase II field investigation activities, 3) post-investigation summarization of findings and implications, and 4) during development of cleanup plans and redevelopment strategies. These activities will include at least six public meetings throughout the grant duration. At each site assessed, we will also mount a multilingual 4'x6' banner sign notifying the public that an assessment is underway and how to learn more about the process and results. Community input generated from these activities will be incorporated into assessment and development strategies. Responses or clarifications to questions or concerns will be appropriately communicated.

With large Hispanic populations throughout the City and neighborhoods adjacent to the PDGC, we have found providing materials and interpretation services in Spanish has improved communication and collaboration. Factsheets/flyers in English and Spanish will be used to inform the community and solicit input, and Spanish interpreters will be present at public meetings. We also understand that not everyone has regular access to the internet, and, therefore, we will not rely solely on web-based outreach efforts. Direct mailings and postings at community centers, our community partner organizations, community events, and public places will be utilized to disseminate information and provide notification of public engagement opportunities and meetings.



CITY OF PAWTUCKET

RHODE ISLAND

DEPARTMENT OF PLANNING AND REDEVELOPMENT

DONALD R. GREBIEN
MAYOR

BIANCA M. POLICASTRO
DIRECTOR

3. **Expenditure of Existing Grant Funds:** Not applicable. The City is not a current EPA Brownfields Assessment Grant or Multipurpose Grant recipient.
4. **Contractors and Named Subrecipients:** Not applicable. The City has not procured contractors (including consultants) or subrecipients that will be engaged in the implementation of this grant at this point in time.

Once a grant award is made, the City will procure a Qualified Environmental Professional (QEP) to assist in the implementation of the assessments. The procurement process will comply with the procurement standards at 2 CFR Part 200, 2 CFR Par 1500, 40 CFR Part 33, and EPA's document *Brownfields Grants: Guidance on Competitively Procuring a Contractor*.

The City does not anticipate the inclusion of subrecipients under this grant but will comply with *Appendix A* of EPA's *Subaward Policy for EPA Assistance Agreement Recipients*, if appropriate.