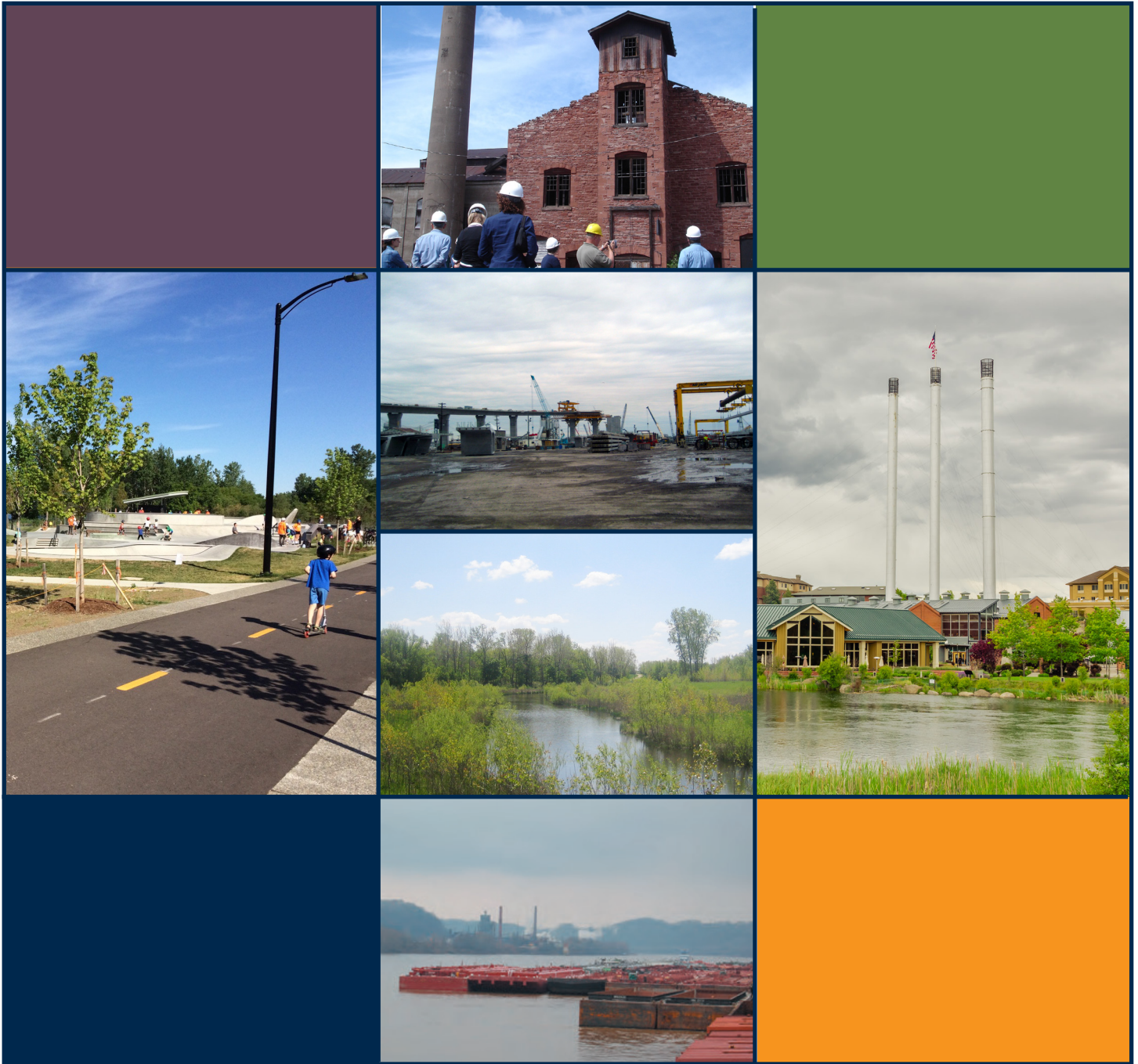




APPENDIX D. COMMUNITY REVITALIZATION CASE STUDIES

COMMUNITY REVITALIZATION CASE STUDIES

Industrial Communities in Transition



Prepared for St. Lawrence County
with funding from
the New York State Department of State
Brownfield Opportunity Areas Program

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Overview

This document shares nine case studies profiling successful community-wide revitalization strategies for communities in transition as well as success stories highlighting redevelopment approaches at five individual Superfund sites.

Introduction

St. Lawrence County is developing a Brownfield Opportunity Area Revitalization Plan for Massena, New York. The initiative will define a unified vision and revitalization strategy for the 480-acre Brownfield Opportunity Area (Massena BOA), located on the banks of the St. Lawrence River next to the International Bridge linking Massena, New York, and Cornwall, Canada.

With funding from the New York State Department of State's BOA grant program, St. Lawrence County is working with local and tribal partners to evaluate redevelopment approaches for the 480-acre Massena BOA, which encompasses the former GM Massena Superfund site and several adjacent properties. Partners include St. Lawrence County Industrial Development Agency, Greater Massena Business Development Corp., St. Regis Mohawk Tribe, North Country Redevelopment Task Force and property owner RACER Trust.

Acknowledgements

The Community Revitalization Case Studies document was prepared by consultants Skeo, E.M. Pemrick and Company and Moran, Stahl & Boyer for St. Lawrence County with funding from the New York State Department of State Brownfield Opportunity Areas Program.

This work is a supplement to the Massena BOA Revitalization Plan Process. More information on the Massena BOA Revitalization Plan process is available at massenaboaskeo.com.



The Massena BOA is strategically located on the St. Lawrence River at the foot of the International Bridge between Massena, NY and Cornwall, ON.

Background

Massena, New York is a community in transition. Once the industrial backbone of New York State's North Country, the community is now diversifying, responding to global markets and looking to recover from earlier manufacturing losses.

Case Studies

The following community revitalization profiles and Superfund redevelopment examples highlight industrial communities that have adapted to significant economic changes.

Common case study themes:

- Regional cooperation among local, county, state governments and the private sector.
- Unified visions based on situation, access to resources and long-term potential.
- Financial resources from multiple sources (state and federal grants, bonds, private investment).
- The importance of patience and perseverance.
- Investments in quality of life and tourism infrastructure that make communities attractive places to visit and live and help attract new businesses.

MASSENA BOA REVITALIZATION GOALS

The Massena BOA Revitalization Plan process is one of several initiatives aiming to promote strategic redevelopment and diversify Massena's economy in the wake of industrial decline. The reuse priorities below provide the foundation for the Massena BOA's community vision.

ESTABLISH PARTNERSHIPS TO SUPPORT A UNIFIED VISION

LEVERAGE KEY SITE ASSETS

- Access to power, rail, road and river.
- Proximity to university-based innovation centers and Canadian markets.
- Unique cultural heritage.
- High quality, skilled labor force.

INCREASE JOBS AND LOCAL TAX-BASE

- Pursue private sector jobs.
- Create opportunities to support individuals willing to risk a business start-up.
- Provide equitable employment opportunities for tribal and non-native workers.

PROMOTE LOCAL QUALITY OF LIFE AND A HEALTHY ENVIRONMENT

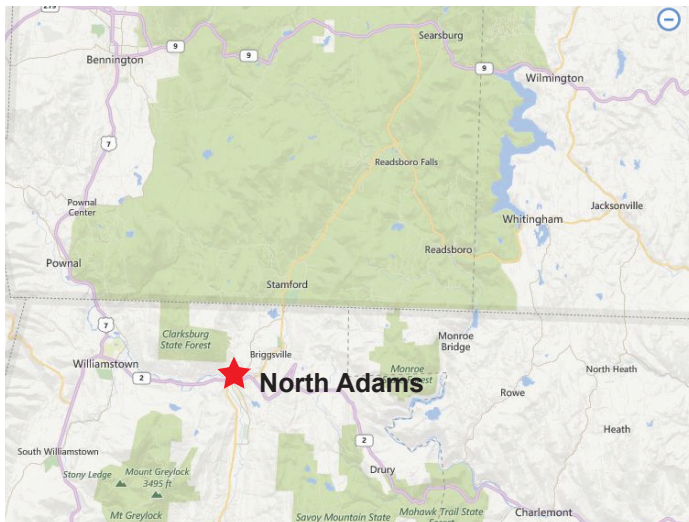
- Increase quality of life for community residents by recognizing that environmental health, public health and economic health are inextricably linked.
- Make decisions for the future based on knowledge and understanding of past activities and outcomes.

SUPPORT SUSTAINABLE, FLEXIBLE IMPLEMENTATION TO BENEFIT THE REGION

- Maintain flexibility to accommodate single or multiple uses
- Pursue a phased approach to allow for redevelopment over time.



Photo: Buildings of the Arnold Print Works by Beyond My Ken// CC BY-SA 3.0



The Situation

The City of North Adams is located in western Massachusetts. Incorporated in 1878, North Adams reached its peak population of 24,200 in 1900. The city's current population of 13,700 reflects a 29 percent decline over the last 40 years. Income and educational attainment in North Adams are well below county and state levels.

For most of its history, North Adams was a manufacturing community, with water power from the Hoosic River spurring small-scale industry in the 1700s and early 1800s. Arnold Print Works, a textile mill,

COMMUNITY SNAPSHOT

POPULATION (CITY)



1990: 16,920
2000: 14,681
2010: 13,708

INDUSTRY EMPLOYMENT (COUNTY)



Manufacturing
16,920



Arts,
Entertainment,
& Recreation
2,000



Accommodation
& Food Services
7,300

began operating just before the Civil War, employing more than 3,000 workers by 1905. The company lasted until World War II, when its site was purchased by Sprague Electric. Initially a contractor for the U.S. military, Sprague also produced state-of-the-art electronics equipment used in the space program and later, electronic components for the consumer market. Its apex came in the mid-1960s, when it employed about 4,100 people. Global competition led to declining sales, however, and Sprague closed its doors in 1985, resulting in a prolonged period of high unemployment in North Adams.

The Response

The Massachusetts Museum of Contemporary Art, known as Mass MoCA, opened in a former Sprague facility in 1999. Proposed as a place where large works of art that would not fit in a conventional facility could be exhibited, the museum took more than a decade to take shape. During this time, the project evolved from merely a gallery to a fully-staffed museum with space for both visual and performing arts. In addition, in spite of support for the project from state leaders, fundraising from the private sector was necessary to move it forward. Nevertheless, Mass MoCA has been considered a huge success since its opening, attracting 120,000 visitors each year. It has also stimulated economic growth: North Adams has become a center for tourism, culture, and recreation, with new restaurants, galleries, and cultural organizations; vacant mill buildings have been repurposed as “live-work” space for artists.

Another initiative to trigger a change in the local economy was the transformation of North Adams State College into the Massachusetts College of Liberal Arts (MCLA), with expanded programming and educational opportunities, in 1997. Part of the Massachusetts state university system, MCLA now has about 2,300 students, many of whom participate in local internships. The college opened a new Center for Science and Innovation in 2013, and it leads the Berkshire STEM Pipeline Network, an initiative created to increase interest in science, technology, engineering and math among K-12 and college students. For four consecutive years, MCLA has been ranked a Top Ten Public Liberal Arts College by U.S. News and World Report.

North Adams continues to seek ways to facilitate economic growth and transformation. There are ongoing efforts to strengthen the city's brand identity as a destination, support entrepreneurship, and attract and retain residents. A recent study highlights the city's plan to better connect its major assets, including the downtown, Mass MoCA, MCLA, the Hoosic River, and cultural and recreational resources. A number of active groups have committed their own time and resources to help the city succeed.

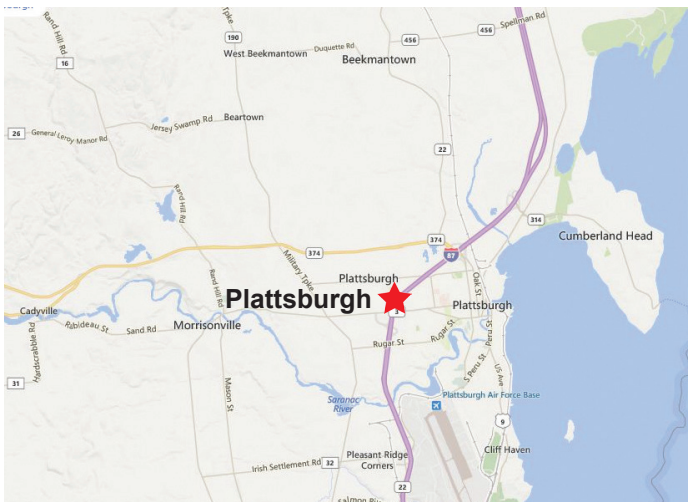
Like most cities, North Adams faces ongoing challenges and hardships. The community has blighted neighborhoods, aging infrastructure, and high retail vacancy rates. The closing of North Adams Regional Hospital in 2014 was a shock that shed light on health care issues in the city. High rates of poverty continue to plague the community. However, the transformation of North Adams from a run-down mill town to a small city with numerous assets shows that former manufacturing communities can be revitalized with new types of economic activity.



Photo: Mass MoCa by Beyond My Ken/ CC BY-SA 4.0



Redevelopment at the former Plattsburgh Airbase targeted strategic sectors in transportation components and plastics attracting companies such as Bombardier (rail car manufacturing, Interpac Plattsburgh and MoldRite).



The Situation

In 1995, the Plattsburgh Air Force Base (PAFB) – the longest active military installation in the country – was officially closed and decommissioned. The decision by the U.S. Defense Department's Base Realignment and Closure Commission to close PAFB two years earlier came as a shock to the community. Many people feared that the closure of the base and the departure of the troops and their families would devastate the local economy; it was difficult to imagine life in Plattsburgh without the military. Identifying reuse options for the 5,000-acre property seemed an impossible task.

COMMUNITY SNAPSHOT

POPULATION (CITY*)



1990: 21,575
2000: 18,816
2010: 19,989

INDUSTRY EMPLOYMENT (COUNTY)



Manufacturing
3,400



Transportation
& Warehousing
1,400

*About 80 percent of the base was in the Town of Plattsburgh; the other parts of the base were located in the City of Plattsburgh.

More than two decades later, however, the redevelopment of PAFB is recognized as one of the North Country's great economic development success stories.

The Response

As prescribed by the base reuse implementation process, a local redevelopment authority was created to manage redevelopment of the air base. The Plattsburgh Airbase Redevelopment Corp, or PARC, chose to work in partnership with the local community, rather than hiring a master developer. A comprehensive base reuse plan was issued a year later. The plan called for a mix of land uses, including commercial, industrial, residential, and recreational, with economic development activities designed to take advantage of the existing runway and aviation facilities.

Ultimately, PARC split the base into 195 parcels for redevelopment. Some properties were sold off for the development of residential neighborhoods, community college facilities, and an assisted living community. PARC spent millions of dollars to demolish obsolete buildings, leading to new development opportunities.

A large portion of the former base containing all of its aviation assets and related properties was redeveloped into a regional aviation and aerospace hub that includes Plattsburgh International Airport. PARC invested millions to maintain and improve the aviation complex until Clinton County took over airfield operations in 2005.

Proactive marketing, supported by investments in infrastructure and designation of the site as a state Economic Development Zone, led to significant economic development. In its first decade alone, PARC was able to attract more than 60 companies in aerospace, rail transportation, composites, pharmaceuticals, and other industries, creating more than 1,800 jobs. Several transportation equipment manufacturers from Canada, including Bombardier and Nova Bus, established U.S. operations at the former air base. Plattsburgh's geographic location, an hour from Montreal, and interstate access were among the factors used to recruit businesses to the area.

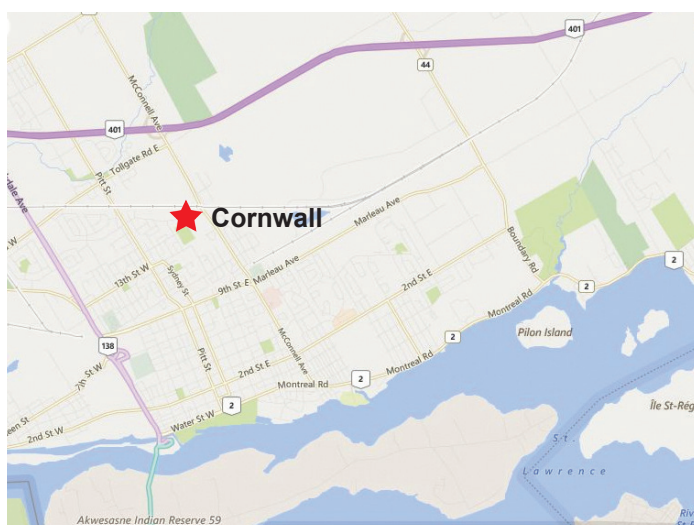
As 99 percent of the base has been redeveloped and only a few parcels remain under its auspices, PARC's role in Plattsburgh's economic development has been greatly reduced in the last few years. Its success, however, set the stage for efforts subsequently undertaken by Clinton County, the North Country Chamber of Commerce, and other partners toward sustained economic growth. Building on its strong ties to companies and trade groups in Montreal, the Plattsburgh area continues to host a growing transportation equipment and aerospace cluster. Today, business operations on the PAFB site employ more people than when the Air Force was active.



NovaBus transportation components manufacturing facility in Plattsburgh's Banker Road Industrial Park



Photo: Montreal Road, Cornwall by P199/CC BY-SA 3.0



The Situation

The City of Cornwall, Ontario, shares with Massena a rich industrial history and a location on the banks of the St. Lawrence River. The manufacture of paper products, textiles, and chemicals traditionally formed Cornwall's economic base. The city's early economic growth is largely attributed to unlimited water power and the proximity of a major market in Montreal.

Beginning in the 1970s, many large manufacturers closed or relocated their operations to areas of the southern U.S. and overseas with more favorable business climates and lower wages. Courtaulds

COMMUNITY SNAPSHOT

POPULATION (CITY)



1991: 47,137
2001: 45,640
2011: 46,340

INDUSTRY EMPLOYMENT (COUNTY)



Manufacturing
6,000



Arts,
Entertainment,
& Recreation
800



Accommodation
& Food Services
2,600



Transportation
& Warehousing
3,600

Canada's rayon manufacturing mill operated in Cornwall until 1992. At one point, the company had employed nearly 3,000 people. Cornwall's once prosperous pulp and paper industry finally collapsed when one of the city's largest employers, Domtar Paper, closed its plant in 2006. The paper mill had been operating in the city for more than a century. After struggling for many years with de-industrialization and high unemployment, Cornwall had to reinvent itself.

The Response

Since 2000, the City of Cornwall has pursued a policy of economic diversification, marketing to key sectors such as business services, food processing, and transportation, distribution, and logistics. Its biggest success to date has been its development as a distribution hub. Cornwall's 2,000-acre business park offers direct access to Highway 401, which links Toronto and Montreal. The park is occupied by distribution centers for several major companies, including Wal-Mart Canada, Shoppers Drug Mart, Benson Autoparts, and Loblaws, Canada's largest grocery chain. Cornwall has a strong economic development team and has done an excellent job

promoting the city, highlighting its low cost structure and experienced blue-collar labor force.

With the loss of heavy manufacturing and improved environmental quality, city leaders have recognized the St. Lawrence River as an economic asset on which to capitalize. Cornwall has made significant investments in its waterfront, developing opportunities for both active and passive recreation, including a popular recreational path, a family aquatic center, and a hockey arena. It also adopted a community renewal initiative that provides financial incentives aimed at encouraging private-sector businesses and landowners to redevelop commercial and mixed-use buildings in core areas of the city.

Cornwall is not immune to continued economic disruptions. In the last few years, several non-Canadian companies with local operations closed their doors, affecting hundreds of workers. However, Cornwall has a more diversified mix of manufacturing (e.g., plastics, metal products, electronics, food processing), high tech, distribution, finance, and other industries, making the local economy more resilient and adaptable than in years past.



Photo: Three Nations Crossing by Blanchardb/ CC BY-SA 3.0



Photo: 31st Annual Lockport Outdoor Arts & Craft Festival by Bigbadbflo/CC BY-SA 3.0



Photo: Flight of Five by Ad Meskens/CC BY-SA 3.0

The Situation

The City of Lockport is one of three cities in Niagara County and the seat of county government. Historically, Lockport's growth and development was connected to the Erie Canal, which passes through the center of the city. Using surplus water from the locks as a source of energy, Lockport became a major industrial center. Lockport's commercial growth was also heavily linked to the waterway. The central business district was developed around the original "Flight of Five" locks to serve the needs of canal workers and their families in the growing city.

Like many industrial centers in western New York, the City of Lockport experienced an erosion of its manufacturing base starting in the 1970s. Thousands of jobs were lost with the closure of several major employers and the downsizing of Delphi, a former arm of the General Motors Corporation that eventually filed for bankruptcy.



COMMUNITY SNAPSHOT

POPULATION (CITY)



1990: **24,299**
2000: **22,279**
2010: **21,165**

INDUSTRY EMPLOYMENT (COUNTY)



Manufacturing
9,000



**Arts,
Entertainment,
& Recreation**
900



**Accommodation
& Food Services**
7,100



The decline of Lockport's industrial base also had a dramatic impact on the central business district. Many businesses closed or moved out, resulting in an increase in commercial building vacancies and a loss of economic vitality downtown.

The Response

A series of state and federal initiatives in the 1990s inspired renewed interest in the Erie Canal as a potential stimulus for tourism and commercial development. It was recognized early on that Lockport's strengths – the history of the Erie Canal, an industrial and manufacturing heritage, community spirit, and the city's proximity to Niagara Falls – could be used to position Lockport as a canal destination that would attract visitors and stimulate economic development. Funding awarded to the City of Lockport through the federal Canal Corridor Initiative was used to support the expansion of an existing canal waterway excursion business, Lockport Locks & Erie Canal Cruises; the creation of an industrial heritage tourism attraction, Lockport Caves and Underground Boat Ride; and the commercial redevelopment of a key parcel located directly above the canal. These activities formed the basis for a larger revitalization effort.

A revitalization strategy for downtown Lockport, completed in 2005, called for the city to capitalize on its unique Erie Canal heritage by expanding canal-related attractions, enhancing the mix of goods and services offered, developing underutilized land parcels, and improving the downtown landscape to accommodate visitors and shoppers. With assistance from a local development corporation, the City of Lockport worked relentlessly to secure funding for plan implementation. Over the next five years, numerous public and private development activities were completed, including:

- Construction of the City Center, the first major construction project in downtown Lockport in 25 years, featuring approximately 35,000 square feet

of first-class retail, restaurant and office space.

- Redevelopment of the Canal Street Block, a strategically important area adjacent to the canal, for retail and commercial use.
- A New York State Department of Transportation-funded reconstruction of Main Street and related streetscape improvements.
- Renovation of the historic Hamilton House into a Visitor's Center and the Erie Canal Discovery Center, creating a new tourist attraction.

Work has begun on the long-anticipated restoration of the historic Flight of Five locks. Once fully restored, the Flight of Five is expected to draw 230,000 visitors annually. The project will further serve as a catalyst for downtown development. Since the restoration was announced, businesses in the surrounding area have invested over \$2 million in capital improvements for expansions and new operations. Downtown Lockport is also home to the recently-completed Cornerstone CFCU Arena, a \$15.5 million, state-of-the-art ice arena and sports center.

The combined efforts of city and state leaders, developers, business owners, government agencies, and others have created a renewed sense of optimism about Lockport's future. There is a sense that the city is turning a corner. The increased economic activity downtown has not only impacted the tourism industry; it has generated a surge in new commercial, residential, and industrial development as well.



Photo: By Genesee County Economic Development Center



The Situation

Batavia is located in western New York State between the Buffalo and Rochester metro areas and just south of Interstate 90 (New York State Thruway). Due to its proximity to a river, its early industrial roots included grist, saw and paper mills along with a large brewery. As the 19th century progressed, the area focused on agricultural implements until the market matured and went west and smaller firms were acquired by national brands.

For the past 50 years, manufacturing has been reduced significantly in the area, reflecting national trends. The community was faced with seeking options to expand/preserve its economic base.

The Response

The community (City/Town of Batavia and Genesee County) sought to diversify its economy in two primary ways: (1) build up its tourism base that draws primarily

COMMUNITY SNAPSHOT

POPULATION



Batavia
1990: 16,310
2000: 16,256
2010: 15,450

INDUSTRY EMPLOYMENT (GENESEE COUNTY)



Dairy Products
350+



Arts, Entertainment, & Recreation
700



Overall Food Manufacturing
625



Metal Fabrication
650+



Accommodation & Food Services
1,900



Logistics (warehousing/transp.)
600+

from Buffalo, Rochester and southern Ontario by expanding and developing multiple destination venues supported by hotels and restaurants; and (2) seeking selected manufacturing based on key resources in the area.

The tourism venues that have been built (as listed below) not only enhanced tourism but also local quality of life:

Palm Island Indoor Water Park – Clarion Hotels have an indoor water park that is popular as a destination for tourist/visitors that come to use the recreation venues and other activities/events.

- City of Batavia Soccer Complex – This is a partnership between the city and a local sod producer that includes 12 soccer fields that can be adapted to other sports (rugby, lacrosse, field hockey) and is used by local leagues and regional tournaments.
- Falletti Ice Arena – Located in the City of Batavia, the facility accommodates ice skating/ hockey and roller skating activities. It is a destination for major regional tournaments.
- Batavia MotoCross Complex – A primary facility for the Western New York Motocross Association.
- Dairen Lake Park – The nearly 1,000-acre complex includes a 10-acre outdoor water park and an amusement park with 45 rides.



Photo: By Adobe Stock

Attracting manufacturing in a very competitive environment is a significant challenge for New York State communities. Genesee County and its local partners have developed several industrial parks to help differentiate the area. The Genesee Valley Ag-Business Park in Batavia has 200 acres of shovel ready and pre-permitted land available for industrial development. The complex has rail access, substantial water and sewer capacity along with gas, electric power and telecom utilities.

Current companies in the park include Martec Products (labeling and packaging products), Alpina Foods (yogurt) and Dairy Farmers of America cooperative acquired the new Quaker Muller plant (yogurt).



Photo: By Adobe Stock



Photo: By Adobe Stock

PROFILE 6

BRATTLEBORO, WINDHAM COUNTY, VERMONT



Photo: Downtown Brattleboro By Ken Gallagher/ CC BY-SA 2.0



COMMUNITY SNAPSHOT

POPULATION



Brattleboro
1990: 12,240
2000: 12,005
2010: 12,045

INDUSTRY EMPLOYMENT (WINDHAM COUNTY)



Dairy Products
(bulk milk/cheese)
150



Wood Products
(saw mills/mill work)
220



**Accommodation
& Food Services**
3,500



**Arts,
Entertainment,
& Recreation**
1,500



Metal Fabrication
(parts/fasteners)
300



Logistics
(warehousing/transp.)
2,600+

The Situation

Brattleboro is located in southeastern Vermont, along the Connecticut River and about 20 miles west of Keene, New Hampshire. Thanks to the access to water power, initial industries focused on sawmills and gristmills. By the mid-19th century, industry had expanded to include paper and woolen mills, papermaking machinery, machine shops, a flour mill, carriage factory, multiple printing operations and melodeon (type of accordion) manufacturing. The strength and diversity of industry waned by the late 20th century and growth reached a plateau.

The Response

The community (City of Brattleboro and Windham County) sought to diversify its economy in three primary ways: (1) building up its tourism base that draws primarily from Boston and southern New England by expanding and developing its arts community supported by hotels and restaurants; (2) becoming a distribution center for central New England; and (3) seeking selected manufacturing.

Due to the limited flat land in the Connecticut Valley, the community set aside selected parcels with quick access to Interstate 91 as business parks and attracted C&S Wholesale Grocers (the largest firm of its kind in New England) along with other industrial operations.

The thriving arts community offers visual and performing arts as well as music across multiple venues, ongoing events and annual festivals supported by an array of restaurants and lodging options. The community is ranked ninth as an "arts town" with a population under 30,000. Annual year-round festivals include the "Strolling of the Heffers" livestock parade, the "Brattleboro Slow Living Festival" and the winter carnival featuring Harris, one of New England's oldest ski jumping hills.



Photo: Main Street, Union Block by Ken Gallagher / CC BY-SA 2.0



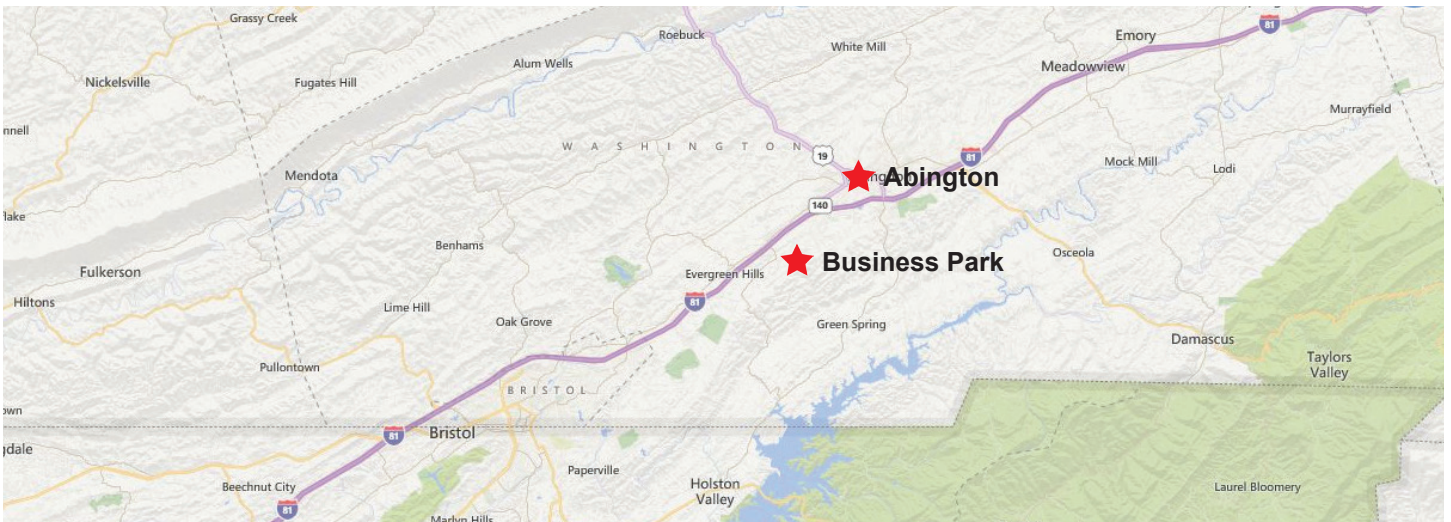
Photo: Harris Hill Ski Jump by Brandt Kurowski / CC BY 2.0

PROFILE 7

ABINGTON, WASHINGTON COUNTY, VIRGINIA



Photo: Barter-Theater by Steven C. Price/CC BY-SA 3.0,



COMMUNITY SNAPSHOT

POPULATION



Abington
1990: 7,000
2000: 7,370
2010: 8,190

INDUSTRY EMPLOYMENT (WASHINGTON COUNTY)



Metal Fabrication
565



Machinery
1,140



**Accommodation
& Food Services**
1,750



**Arts,
Entertainment,
& Recreation**
305



**Transportation
Equipment**
920



**Logistics
(warehousing/transp.)**
950

The Situation

Abington is located in southwestern Virginia adjacent to Interstate 81 and near the Tennessee/North Carolina/Virginia borders. It is a rural/remote area about 130 miles southwest of Roanoke, Virginia, and 128 miles northeast of Knoxville, Tennessee. A major part of the area's economy was based on iron mining and later timber harvesting. This became possible with a rail line constructed from Abington to Damascus and then to White Top – a total distance of 35 miles. The railroad also opened up opportunities for small industrial businesses in Damascus and White Top. After a damaging rain and flooding in 1977 that impacted many of the trestles along the Holston River, the rail line was abandoned. The economy began to contract and there was a need to rethink the area's economic potential.

The Response

Over time, the community developed and implemented a strategy that focused on: (1) tourism from the Barter Theater/Martha Washington Inn, development of the Virginia Creeper Trail and area arts and crafts; and (2) its renewed industrial base for its economic growth.

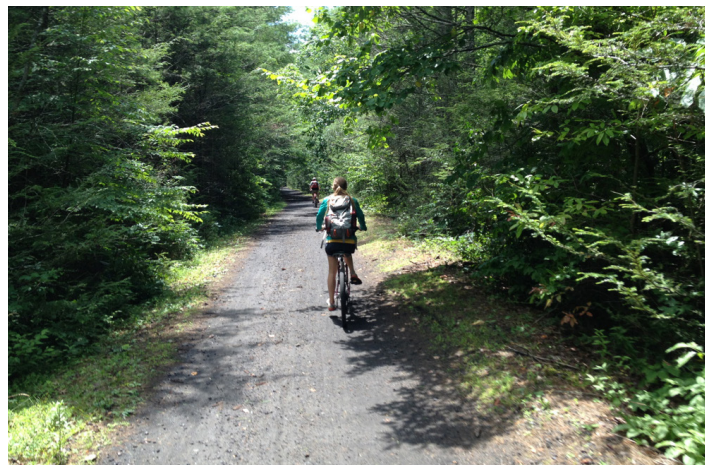
The traditional cornerstone of tourism was the Martha Washington Inn. Originally a large residence, it later became an upscale women's college and then in 1935 was converted into an inn – primarily to cater to the Barter Theater, which was located across the street. The Barter Theater opened in 1933 and is one of the longest running professional theaters in the nation. It has hosted a wide diversity of performances and many stage and screen actors got their start at the theater, including Gregory Peck, Ernest Borgnine and Patricia Neal. The theater and inn complex remain a key driver of tourism for Abington. The Heartwood Craft Center also recently opened, expanding local arts activities. It features regional craftsmen that work in wood, ceramics, glass, metals and other media.



Photo: Virginia Creeper Trail by Metayel/Wikimedia Commons

From a recreational perspective, the well-known Virginia Creeper Trail is a 35-mile unpaved biking and hiking trail that follows the former rail line to Damascus and White Top. This popular trail attracts bikers from across North America and some Europeans. It is responsible for more than \$1 million annually in tourist revenue, including food, lodging, gear rentals and other spending in Abington and Damascus. The trail is maintained by local volunteers.

The community continues to offer shovel-ready land parcels for existing/expanding companies and new businesses coming to the region. Oak Park Center for Business and Industry is the result of a combined local and county cooperation and includes 400 acres of shovel-ready land that has been graded to reduce start-up time for prospective companies. A new access road has been installed and the park has a full complement of utilities.

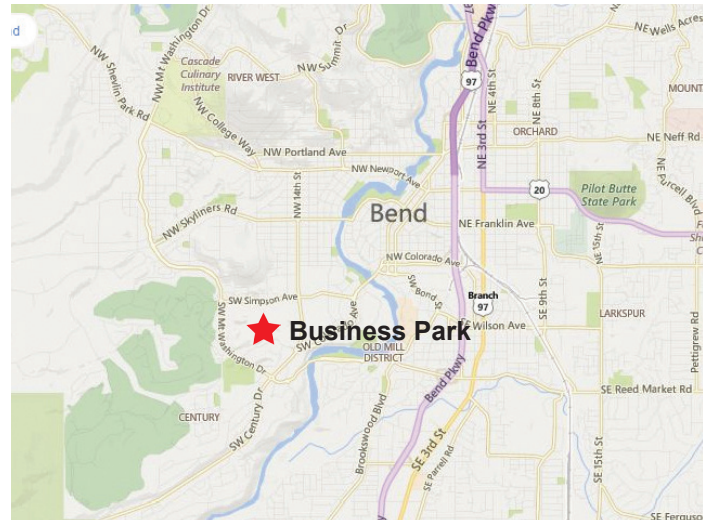


PROFILE 8

BEND, DESCHUTES COUNTY, OREGON



Photo: Old Mill District by Adobe Stock



COMMUNITY SNAPSHOT

POPULATION



Bend
1990: 20,740
2000: 52,980
2010: 76,640

INDUSTRY EMPLOYMENT (DESCHUTES COUNTY)



Metal Fabrication
370



Wood Products
650



**Accommodation
& Food Services**
7,930



**Arts,
Entertainment,
& Recreation**
1,570



**Dairy Products
(fluid milk)**
920



**Logistics
(warehousing/transp.)**
1,000+

The Situation

Bend is located in central Oregon, on the eastern edge of the Cascade Mountains in a remote location along the Deschutes River. The community is about 160 miles (driving) southeast of Portland. In the early 20th century, when the area gained rail access, it became a major logging and saw mill destination, hosting two of the largest pine sawmills in the world.

The town grew up around the industry, which brought significant wealth. The two mills operated until the 1950s when the timber resources in the area began to dwindle and one of the mills shut down. The other mill was shuttered in 1983. The area drifted for a decade and its future was clearly in question.

The Response

The town owes a lot to William Smith Properties, a developer that had a vision in the 1990s to convert the 270-acre former saw mill property into a retail and tourist destination. With the cooperation of the city, the Mill District began to take shape. Over the next 15 years, the complex was developed; it now hosts

60 retail/service businesses employing over 2,500 residents along with an amphitheater with a capacity for 8,000 people.

What began as a great destination for a vacation soon became a "cool" destination to live year-round. With this "tipping point" phenomenon came a rush of younger residents from the Northwest and California who want to be in a place with river and mountain access (Mt. Bachelor ski resort is nearby) along with the high desert climate. As the momentum grew, there was an upsurge in microbreweries, great restaurants and remodeling of the community's century-old bungalows.

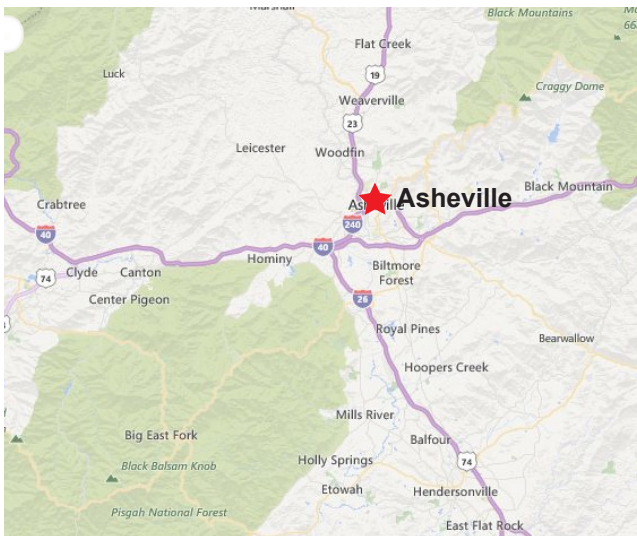
With the up-tick in the working population and construction, came new employers seeking access to the labor force and the resurgence of the lumber industry to provide windows, doors and lumber to the region. The community took a leadership role in facilitating the development while investing in city parks of all sizes, connecting the community through a network of biking/walking trails and the allocation of land (through good planning practices) for business development along with retail space.



Photo: Deschutes River by Adobe Stock



Photo: By



The Situation

Asheville is located in western North Carolina, along the French Broad River and at the intersection of interstates 40 and 26. Once the area had access to the railroad in the 1880s, the local economy began to expand based on textile mills (primarily cotton), a paper mill, ag-related processing from crops grown in the surrounding area and wood products.

The area was hit hard by a major flood of the French Broad River in 1916 followed by the Great Depression in the 1930s. When the textile industry declined in the 1980s and 1990s, the area was devastated. The future looked grim, particularly as other area industries also started to lose jobs.

COMMUNITY SNAPSHOT

POPULATION



Asheville
1990: 66,185
2000: 73,910
2010: 83,390

INDUSTRY EMPLOYMENT (BUNCOMBE COUNTY)



Metal Fabrication
850+



Wood Products
260



Accommodation & Food Services
15,700



Arts, Entertainment, & Recreation
2,350



Dairy Products (fluid milk)
350+



Logistics (warehousing/transp.)
1,200+

The Response

The community pulled together and sought to leverage its key assets - its natural beauty and appeal as a tourist destination. The Grove Park Inn is a major resort/meeting destination initially built in 1912; it has been expanded and upgraded several times since. In addition, the Biltmore House and 8,000-acre estate of the Vanderbilt family was completed in the 1890s. It has become a major destination attraction.

The community started to build up their arts community, become a film destination, rebuild their old but attractive housing and store fronts, and target young artisans/artists/entrepreneurs. They also began hosting art-oriented festivals and other events that attract visitors to the region. Over time, the efforts have developed traction (hitting a "tipping point") and it has become a haven for young workers as well as retirees seeking a "cool/funky/romantic" location. In the process, they have expanded and rekindled the location for manufacturing and distribution activities (due partly to the community's interstate access). More recently, the craft beer industry has made Asheville a major destination with a host of



Photo: Denise Carbonell/CC BY 2.0

microbreweries. They have also cleaned up the French Broad River and it has become a popular destination for rafting, fishing and birding.



Photo: Dr. Moog wall art, Asheville, North Carolina



The Situation

In Fridley, Minnesota, redevelopment is underway at the former Naval Industrial Reserve Ordinance Plant (NIROP) site. The site encompasses a 135-acre former manufacturing complex that produced military ordinance from the 1940s until 2012 as well as an adjacent disposal area known as the FMC Corp. Superfund site.

From the 1940s to 1969, the U.S. Navy and its contractors produced military ordinance, gun mounts and missile launching systems at the site. Site operators disposed of these wastes in an on-site dump. Sampling in the early 1980s found solvent contamination in groundwater, surface water and soil. Contaminated groundwater from the site migrated into the Mississippi River, affecting Minneapolis' drinking water system.

Following the discovery of contamination, EPA placed the FMC Corp. portion of the site on the Superfund program's National Priorities List in 1983. Simultaneously, the U.S. Navy, EPA and Minnesota Pollution Control Agency (MPCA) began investigations and cleanup for the NIROP site under a Federal Facilities Agreement. The cleanup plan for the two sites involved the excavation and storage of contaminated soil in an on-site containment system and installation of two groundwater extraction and treatment systems. The U.S. Navy and FMC Corporation (now BAE Systems Land and Armaments L. P., or BAE) completed the majority of site cleanup



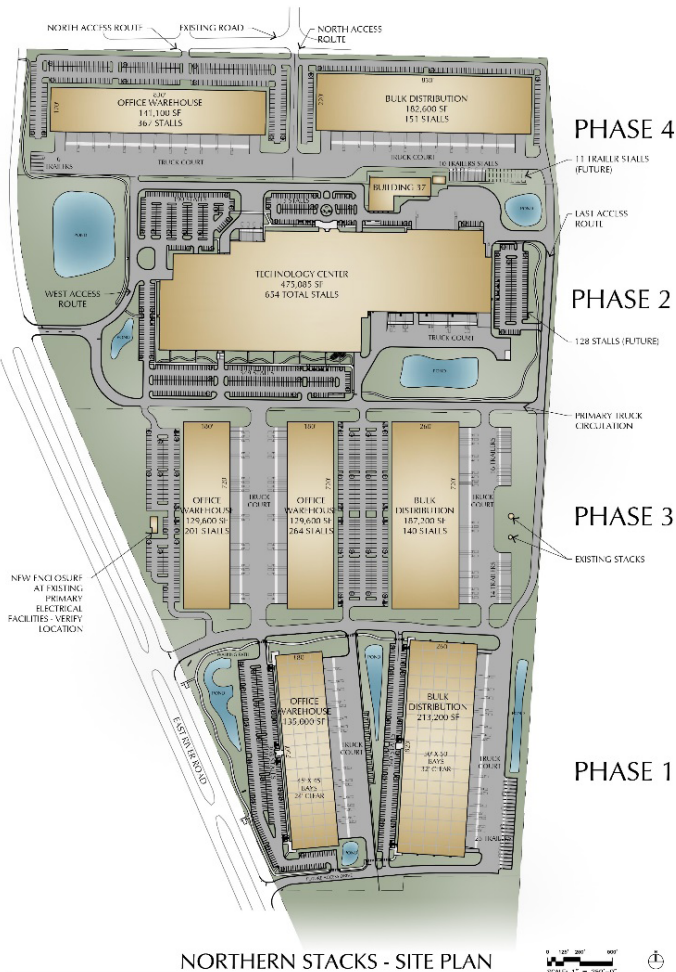
activities from 1987 to 1996. Groundwater extraction, treatment and monitoring are ongoing.

In 2005, Environmental Liability Transfer, Inc. purchased the one-million-square-foot manufacturing plant, known as the BAE Facility, and subsequently installed a 14.7-kilowatt solar panel system at the site to generate electrical power for the remedy. The solar panel system provides 30 percent of the electrical energy needed for the remediation system in the containment and groundwater treatment facility.

The Response

In 2013, Minneapolis development firm Hyde Development initiated planning for the redevelopment of the site as the Northern Stacks business park with industrial, office and retail space. The site's size and location adjacent to interstate 694 offered strategic assets. However, Hyde determined that the existing one-million-square-foot building was out-sized and obsolete in the current real estate market. Hyde Development began working with EPA, the U.S. Navy and MPCA in 2013 to reach agreements on a cleanup plan to support partial demolition and adaptive reuse of the existing structure and new flexible manufacturing and commercial space. The agreements established the U.S. Navy's responsibility for ongoing groundwater remedy operations and MPCA's voluntary cleanup program for additional soil cleanup necessary to support the proposed business park.

Construction of the Northern Stacks business park is planned in four phases of construction; it will include 12 buildings providing over 1.6 million square feet of space, with the potential to create about 3,000 jobs and generate \$3 million in property taxes each year. Hyde Development secured development approvals through a process called the Alternative Urban Areawide Review prior to acquisition and construction. In October 2013, the City rezoned the property from heavy industrial to a planned unit development district and Hyde Development subsequently acquired the property. Funding, supplemental cleanup and construction will be sequenced according the phases over a projected five-to-seven year development timeframe.



Northern Stacks Site Plan (above); phase 1 Bulk Warehouse (above right); adaptive reuse of BAE Systems facility (right). Image source: Hyde Development

From 2014 to 2015, Hyde Development completed Phase 1 construction, including a new 200,000-square-foot bulk warehouse, as well as the demolition and adaptive reuse of the existing BAE Facility to creating a modernized 500,000-square-foot multi-tenant industrial space. Phase 2 construction will began in June 2016.

Based on prior site investigations and redevelopment planning, Hyde Development estimated overall project costs to include \$12 million for pollution cleanup and over \$20 million for infrastructure costs. Due to the site's environmental challenges and existing obsolete structure, Hyde determined the redevelopment was not well-suited to equity-investor financing. Instead, Hyde Development formed a joint-venture with Mortensen Construction and is securing funding from private and public sources to finance redevelopment. An acquisition loan was used to secure the property, a bank loan provided construction funding for the Northern Stacks Phase 1 and tax-increment financing will fund the infrastructure for the build-out of the business park. Hyde has secured public financing, including \$1.3 million in grants from the state Department of Employment and Economic Development, \$4.5 million in tax-increment financing from Fridley's Housing Redevelopment Authority and a \$547,000 brownfield cleanup grant from the Metropolitan Council.





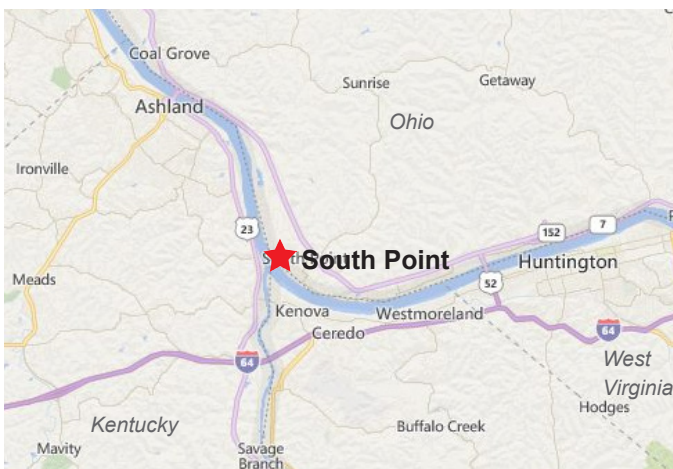
The Situation

The tri-state region, where Kentucky, Ohio, and West Virginia come together on the Ohio River, has long been known as one of the nation's commercial and industrial manufacturing hubs. The 610-acre South Point Plant Superfund site is located in the Village of South Point, Ohio. Fueled by rich iron, coal, and clay resources and sustained by direct transportation links and proximity to major markets, the region's five counties have hosted some of

the country's largest steel, cement, and chemical manufacturing companies. From the 1940s until the late 1990s, manufacturing facilities at the site produced explosives, industrial chemicals and fuels. Spills and waste handling practices contributed to the contamination of site groundwater and soils. Site operations, waste materials, and four major releases resulted in the contamination of soil and ground water with volatile and semi-volatile organic compounds, ammonia, nitrates, and metals such as arsenic and cadmium. In the early 1980s, the region faced challenging times. Rising energy costs, an extended economic recession, and the export of manufacturing operations overseas led to the closure of many local facilities. In Lawrence County, Ohio, unemployment approached 20 percent.

The Response

EPA added the site to the Superfund program's National Priorities List in 1984. Following a risk assessment and remedial investigations, EPA selected a remedy in the site's 1997 Record of Decision. EPA determined that contaminants were either



manufactured or disposed of at five locations; the majority of the site property was never contaminated. Cleanup activities included soil removal and groundwater treatment as well as land and groundwater use restrictions.

Due to the closure of many industrial facilities and loss of jobs in the region, leaders in the community came together to ensure that the region could provide viable jobs for its residents by forming the Lawrence Economic Development Corporation (LEDC). Through collaboration with LEDC and local governments, EPA supported redevelopment of the site. As LEDC conducted an economic assessment of the region, it became clear that South Point had the potential to become a world-class industrial park because of its central location on the Ohio River and sizeable acreage.

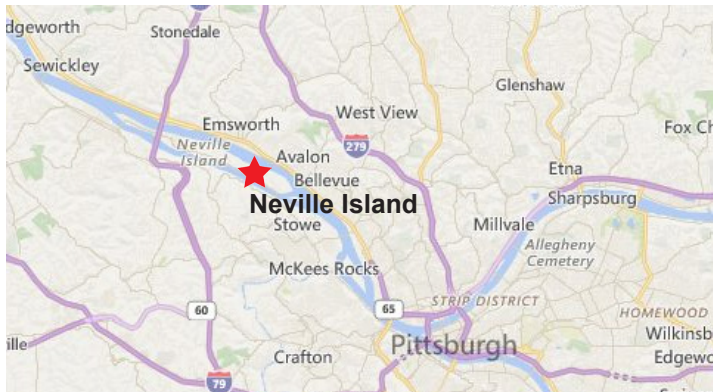
When the occupants decided to move off site in 1998, the LEDC opened negotiations with the company to acquire the property. The LEDC would eventually acquire the property in 2001, following completion of the site's cleanup, for \$3.86 million. In 1998, however, the LEDC did not have many resources at its disposal. The three-year transition period enabled the organization to formalize relationships into partnerships and leverage resources needed to make The Point a reality. LEDC was able to develop a community-based master plan, coordinate with surrounding stakeholders, identify funding resources and market the site to potential businesses. They used an EPA grant to evaluate how

cleanup at the site could support reuse. In 2004, EPA issued the site the first Ready for Reuse Determination for an industrial site in the Midwest, which has been a powerful tool for attracting businesses.

After the successful cleanup of the site, The Point Business Park opened for business. Since the LEDC attracted the first two companies to The Point in 2004, the roster of companies has expanded to include eight diverse small businesses, as well as a satellite campus for Ohio University, which opened a training center at The Point in 2007. All of the businesses have located within the 185-acre area laid out in the first phase of The Point's Master Plan. Today, The Point hosts 21 businesses and offers employment opportunities for the local community. Future plans for The Point include additional tenants, expanded facilities and construction of an intermodal facility to serve as a vital road, rail and river transportation resource for the region. Portions of the site are also leased for agricultural use.

In the tri-state region, local governments came together to share resources, collaborate regionally, and coordinate closely with the site's owners, potentially responsible parties, community representatives, and state and federal agencies. In turn, their initiative has led to new economic opportunities at the South Point Plant site, and a brighter future for surrounding communities.





The Situation

The Ohio River Park Superfund site sits on the western tip of Neville Island in the middle of the Ohio River; it has good road and railroad access and is located five miles from Pittsburgh International Airport. Beginning in the 1930s, the site served as a municipal landfill accepting domestic trash and construction debris. From 1952 through the mid-1960s, Pittsburgh Coke & Chemical Co. (PC&C), the property owners at the time, disposed of industrial waste at the site. The waste resulted from the manufacture of mineral products, specialty chemicals, and agricultural chemicals. Wet waste was disposed of in trenches, and dry waste was piled on the surface. Soils, sediment, surface water, and groundwater were contaminated with organic chemicals, pesticides, and metals.

PC&C ceased operations on Neville Island in 1966. The site was acquired by Neville Land Company. Following an unsuccessful attempt to sell the land to a major oil company for use as a fuel storage facility, the owners donated the land to Allegheny County in 1976 for use as a park. After spending \$2.4 million on developing the park, the county discovered the industrial waste and returned the land to its previous owner.

In 1990, the site was placed on EPA's list of hazardous waste sites needing cleanup. Neville Land Company took responsibility for the cleanup under the supervision of EPA, state, and county officials. In 1991,

EPA approved the island township's request agreed to make part of the site available for replacing the old, unusable Coraopolis Bridge, prior to moving forward with the cleanup.

During the cleanup, NLC removed contaminated soil, covered waste with a multi-layer cap and covered remaining site areas with a protective cap. After placing use restrictions on the property, developers began construction of a multi-purpose recreational center in 1998. Groundwater monitoring is ongoing at the site.



Photos: By Lee Paxton/ CC BY-SA 4.0-3

The Response

Thanks to the sustained collaboration of EPA, NLC, the Pennsylvania Department of Environmental Protection, Allegheny County and the community, the land was returned to productive use.

The Ohio River Park Superfund site now hosts a 32-acre sports complex. The Island Sports Center began its first full season of operations in 1998. On a typical busy day, about 2,000 participants and spectators attend figure skating and ice hockey events. Local teams of all ages use the rinks for practice and competitive games. The facility has already hosted the 1999 Junior Olympics, and professional teams have shown interest in its use. The property owners anticipate half-million visits annually.

The center includes a golf training facility, a fitness center, a restaurant, a covered golf dome, an outdoor site for soccer and baseball, a shot put practice area, a 5-acre building housing two Olympic indoor ice skating rinks, and accompanying parking lots and sidewalks. The 250-by-300-foot covered golf dome lies on a section of a 7-acre area covered by a multilayer cap. Another capped area supports an ice rink and a restaurant. In 2004, Robert Morris University purchased the property and added a new track area, a lacrosse field and a practice field. NLC remains responsible for ensuring the cleanup remains protective over time, through ongoing operation and maintenance activities.

The Ohio River Park Superfund site, a once blighted property, is now an aesthetically pleasing recreation area with a new bridge for easy access to and from Neville Island. The cooperation among the EPA, the Neville Land Co., the Pennsylvania Department of Environmental Protection, Allegheny County, and the local community were key to the success of the redevelopment of the Ohio River Park site. The center employs about 70 employees and hosts thousands of visitors daily. The partnership enabled the community to expedite the construction of the bridge connecting the island with the mainland, without having to wait until the environmental conditions at the site were evaluated. This cooperation also led to a comprehensive cleanup that minimized future environmental and health risks and the construction of a much-needed commercial and recreational facility.



Photo: By Lee Paxton/ CC BY-SA 4.0-3





The Situation

The Palmerton Zinc Pile Superfund site is located in Palmerton, Pennsylvania. Former primary zinc smelting operations from two plants in Palmerton resulted in significant contamination. The several-thousand-acre site includes Blue Mountain, a large smelting residue pile called the Cinder Bank, and much of the surrounding valley north of Blue Mountain.

For nearly 80 years, the New Jersey Zinc Company disposed of 33 million tons of smelting waste at the site. Former smelting operations released heavy metals into the valley, causing the widespread loss of trees across 4,000 acres of Blue Mountain. This barren area enables surface water contamination, as erosion

carried contaminated soils into Aquashicola Creek and the Lehigh River.

Heavy metals contaminated dust, soil, shallow groundwater and surface water. The presence of lead in children's blood samples triggered public health and environmental investigations. EPA placed the site on the Superfund program's National Priorities List in 1983. The site's cleanup included revegetation of Blue Mountain, surface water diversion and treatment, and soil cleanup.

The Response

In 2002, the Lehigh Gap Nature Center (LGNC) purchased over 750 acres of property along Blue Mountain. The responsible parties, in cooperation with LGNC, began erosion stabilization and revegetation of the property with native grasses in 2003.

In the same year, Lehigh Gap Wildlife Refuge officially opened to the public. Today, over 13,000 trees, including the American chestnut, and native grasses cover 3,000 acres of Blue Mountain. The refuge provides habitat for wildlife and migratory species, while also stabilizing soils, minimizing erosion and improving water quality.

The refuge also offers an extended trail system for hikers, birders and outdoors enthusiasts. It also



offers programs in environmental education and opportunities for wildlife viewing and native habitat restoration research. In 2010, a new visitor and education center opened at the site. The center includes a lobby, research library and classroom/ laboratory space.

In September 2014, EPA Region 3 awarded LGNC with an Excellence in Site Reuse award. The award highlights the organization's efforts to reuse a large portion of the site as a wildlife preserve that promotes ecological conservation and education.





The Situation

The 12-acre Havertown PCP Superfund site is located in Havertown Township, Pennsylvania. From 1947 to 1991, National Wood Preservers operated a wood treatment facility at the site. The company reportedly poured liquid wastes on surface soil and disposed of liquid wastes in a well. The Pennsylvania Department of Environmental Resources identified contamination in the site's groundwater, surface water and soil. EPA placed the site on the Superfund program's National Priorities List in 1983. Cleanup activities included the removal and disposal of hazardous liquid, solid and sludge wastes. Groundwater treatment is ongoing.



The Response

After removing all site buildings, workers installed a 3-acre synthetic cap over areas of soil contamination. In 2009, the site received \$3.2 million in American Reinvestment and Recovery Act (ARRA) funds to help with cleanup and monitoring efforts. Workers completed the site's cleanup in 2010. Two businesses on site -- a grocery store and a fast-food restaurant -- remained open during cleanup.

On another portion of the site, demolition of the former Philadelphia Chewing Gum Corporation factory made way for the new \$22 million Freedom Valley YMCA. The YMCA facility, which includes three pools, a gymnasium, wellness center, locker rooms, an indoor track and an educational care center, opened in October 2013.

In October 2015, EPA Region 3 recognized the YMCA with its Excellence in Site Reuse award to recognize the organization's outstanding efforts in supporting site reuse.

A storage facility is currently planned for part of the site's capped area. EPA, the Pennsylvania Department of Environmental Protection and Havertown Township are coordinating on the proposed plans for this facility. Havertown Township and EPA will continue to work with interested parties to return remaining parts of the site to safe and productive reuse.

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COMMUNITY REVITALIZATION CASE STUDIES

Industrial Communities in Transition



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