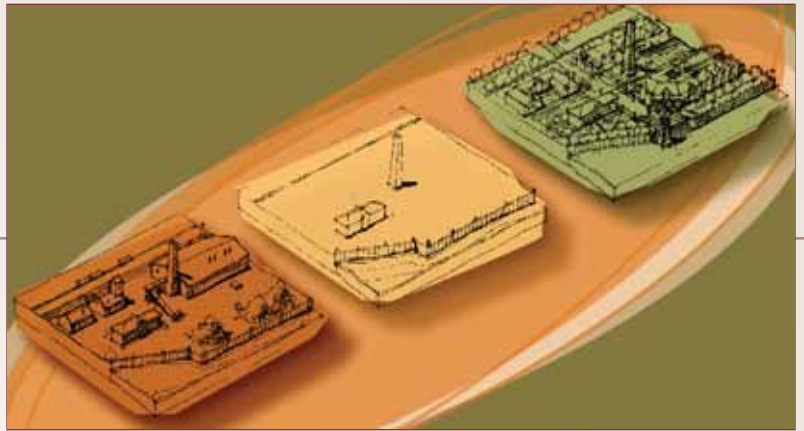


City of Janesville Comprehensive Brownfields Program



In 2011, the US Environmental Protection Agency awarded Janesville a \$400,000 Communitywide Brownfields Assessment Grant to inventory and

investigate properties that are, or have the potential to be, contaminated with hazardous and/or petroleum substances. The City is using this grant to develop and implement a long term Comprehensive Brownfields Program to guide the prioritization, assessment, clean-up, and redevelopment of contaminated sites; and to monitor the impacts of these brownfields on our community's overall health. The goals of the proposed program are to protect public health and the environment, remove blight, and clean-up sites in order to be reused for economic and community purposes. In addition, the program is intended to provide information for the future pursuit of additional state, federal and private funds for conducting site clean-ups and additional site assessments. The first three components of the Comprehensive Brownfields Program are listed below.

One: Brownfield Site Identification & Prioritization. The Program Team will use a multi-layered process to identify and prioritize brownfield sites in four focus areas, where the majority of brownfields are thought to exist within the community: the Downtown, the General Motors Plant Area, the Traxler Park Area, and the Five Points Area. During this process, a Brownfields Advisory Committee will be appointed and comprised of representatives from diverse community organizations. This Committee will guide all elements of the Brownfields Program beginning with their involvement in the Site Identification & Prioritization Process, and continuing with their guidance of the City staff and consultant team efforts to lead the day-to-day implementation of the Program during the 3-year grant period and beyond.

Two: Environmental Site Assessments (ESAs). The team will utilize the outcomes of the Site Identification & Prioritization Process to direct the balance of grant funds towards Phase I ESAs and moving into Phase II ESAs as warranted. The purpose of a Phase I assessment is to determine the likelihood that some form of contamination is present on a site based on past and current activities, such as use as a gas station or for manufacturing. Phase II ESAs include a more thorough review of a given site, including: collecting soil samples, installing monitoring wells and collecting groundwater samples, and analyzing the samples for the presence of contaminants. Depending on the results, the team may then prepare plans to remediate the sites; but actual clean-up will require the procurement of additional funds because such activities are not covered under this initial grant.

Three: Health Monitoring Program. The team will develop a brownfields' impacts Health Monitoring Program (HMP) in partnership with the USEPA, the Agency for Toxic Substances and Disease Registry (ATSDR), the Wisconsin Department of Health Services, the Rock County Health Department, Mercy Health System, and additional organizations interested in community health. The HMP will utilize a model community engagement program developed by ATSDR to identify a series of baseline indicators reflective of local health concerns and priorities.



How to Get Involved. We hope to involve as many of our residents, property owners, business owners, and community organizations as possible throughout all stages of our program. If you'd like more information or would like to get involved, please contact the following individual or check our website for updates: www.ci.janesville.wi.us/redevelopment

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Brownfields Advisory Committee

In 2011, the US Environmental Protection Agency awarded Janesville a \$400,000 Communitywide Brownfields Assessment Grant to inventory and investigate properties that are, or have the potential to be, contaminated with hazardous and/or petroleum substances. The City is using this grant to develop and implement a long term Comprehensive Brownfields Program to guide the prioritization, assessment, clean-up, and redevelopment of contaminated sites; and to monitor the impacts of these brownfields on our

community's overall health. The goals of the proposed program are to protect public health and the environment, remove blight, and clean-up sites in order to be reused for economic and community purposes. To ensure a high level of diverse community participation, the City has created a Brownfields Advisory Committee (BAC) to provide guidance over all aspects of the Program.

The BAC is comprised of representatives from diverse community organizations, including neighborhood groups, social service agencies, community and redevelopment organizations, and public health service providers. The BAC will guide all elements of the Brownfields Program throughout the 3-year project period. Initially, the BAC will assist the City and consultant team on the identification of key brownfields focus areas and then will provide assistance on determining which brownfields sites should be a priority for clean-up and redevelopment. They will further provide guidance to City staff and the project consultant team on the overall implementation of the Program during the grant period and beyond.

A key responsibility of the BAC is leading public outreach efforts.

Committee members will use their existing community contacts to help ensure a broad representation of residents and property owners in our many Program outreach events, with the Committee itself providing a consistent public face and contact point for all aspects of the Program. Input and information provided by the public and Committee members will be used to guide Program activities and decision making as well be used to aid the Health Monitoring Committee (HMC) in measuring the changes in environmental, social, and public health factors that result from Program activities. Generally speaking, information that the BAC collects from public outreach will be used to build knowledge and monitor changes of public health issues in the areas of the environment, land reuse, safety/security/health, and communication/risk communication.

More Information. Meetings of the Brownfields Advisory Committee are open to the public for those interested in actively following and sharing input on the Program. If you'd like more information or would like to get involved, please contact the following individual or check our website for updates:



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Brownfield Site Identification & Prioritization

The City of Janesville is using a \$400,000 grant from the US Environmental Protection Agency to develop and implement a Comprehensive Brownfields Program for investigating and cleaning-up contaminated properties. As part of the program, the City is using a multi-layered process to identify and prioritize potential Brownfield sites with a focus on four areas: the Downtown, the General Motors Plant Area, the Traxler Park Area, and the Five Points Area. This prioritization process is based on a national model that the USEPA has recognized as being a highly effective, comprehensive approach to prioritizing brownfields.

The prioritization process begins with intensive work sessions of City staff and its environmental and redevelopment consultants to identify known and suspected Brownfield parcels in the four priority areas. After a preliminary identification of potential sites, the following four processes are used to evaluate and prioritize them:

1. The environmental consultant conducts a cursory environmental records review to assess each site for the potential type and extent of contamination resulting in an ENVIRONMENTAL SCORE.
2. The redevelopment consultant and City staff apply a set of pre-established criteria to evaluate each site for its reuse and redevelopment potential over the short- and long-term to generate a REDEVELOPMENT FEASIBILITY SCORE. Examples of typical REDEVELOPMENT FEASIBILITY factors include whether a site is identified for redevelopment within an adopted City plan or within a Tax Increment Finance District, its potential to eliminate blight, its ability to catalyze redevelopment on neighboring sites, and etc.
3. The Brownfields Advisory Committee, Health Monitoring Committee, City staff, and the City's consultant team conduct a coordinated and interactive public outreach process to determine community needs and goals for brownfield clean-up and redevelopment. The outcomes are then used as evaluation criteria to arrive at a COMMUNITY VALUES SCORE. Examples of typical COMMUNITY VALUES factors include a site's ability to create new jobs, remove blight, grow property tax, increase entertainment opportunities, reduce crime, and etc.
4. The three scores described above are then combined to produce a FINAL SCORE and RANKING of sites that will guide future decision-making related to grant expenditures, site assessments, site remediation, and redevelopment. These activities will be conducted simultaneously with our Community Brownfields Health Monitoring Program.



City of Janesville
Wisconsin

How to Get Involved

We hope to involve as many of our residents, property owners, business owners, and community organizations as possible throughout all stages of our program. If you'd like more information or would like to get involved, please contact the following individual or check our website for updates: www.ci.janesville.wi.us/redevelopment

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CITY OF JANESVILLE

Wisconsin's Park Place

To: Brownfield Advisory Committee and Health Monitoring Committee Members
From: Janesville Brownfield Project Management Team
Date: May 11, 2012
Re: Brownfield Sites Scoring and Ranking

The Janesville brownfields prioritization will encompass two tiers of quantitative analysis (redevelopment feasibility and community goals for redevelopment) with a cursory environmental review of all sites by Ayres to formulate a prioritized list of all the potential brownfield sites that are evaluated. It is important that the Committees understand and approve both the methodology and results of the brownfield sites scoring and ranking, as this prioritized list will be to guide the clean-up and redevelopment of area brownfields, with a focus on brownfields at the top of the list.

This document contains the suggested criteria and scoring systems to be used for the Redevelopment Feasibility Analysis, Environmental Conditions Analysis, and Community Goals Analysis for each site. The Community Goals criteria should be refined based on input during a joint Committees meeting on May 18, 2012.

Redevelopment Feasibility Criteria

The following are the criteria for rating the redevelopment feasibility of sites based on their potential to implement existing City plans and remove blight, and their probable costs and levels of market interest. A 5-point scale is used to more clearly differentiate the potential circumstances for each of criteria.

Members of the Brownfields Project Management Team (PMT) will individually apply scores to each of the criteria, and then use a combined/average score as the final number; after further discussion about any significant differences in scoring, etc.

1. Inclusion in special plans and districts

Includes inclusion in any plan other than the Comprehensive Plan Future Land Use Map (i.e. Parks and Open Space Plan, Center City Neighborhoods Plan, Downtown Plan, Riverfront Plan, etc.) and any special district (i.e. Historic District, Downtown Development Alliance, TIF district, etc.).

- 5 All or portion of the site specifically identified in a plan or district
- 4 Site adjacent to a site specifically identified in a plan or district
- 3 Site in a special district but not specifically identified
- 2 Site in a special plan but not specifically identified
- 1 Site not included in a special plan or district



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2. Potential to assemble entire site

Anticipated ease of assembling all or most of a site for redevelopment based on the extent of City ownership, vacancy status, and tax delinquency status.

- 5 Entire site under City ownership
- 4 Majority of City ownership/delinquency/vacancy
- 3 Mix of City ownership/delinquency/vacancy & private ownership
- 2 Limited City ownership/delinquency/vacancy
- 1 No public ownership and no tax delinquency

3. Potential to eliminate blight

Extent of blight based on physical deterioration and appearance of buildings and sites.

- 5 Entire site is blighted
- 4 Extensive presence of significant blight
- 3 Limited presence of significant blight
- 2 Limited presence of minor blight
- 1 Minimal or no blight

4. Potential to replace existing inappropriate or marginal uses

Inappropriate uses include those that are inconsistent with existing codes (like floodplain), zoning and/or the Comprehensive Plan. Marginal uses are those that are developed or operated in a manner that makes them somewhat undesirable and/or makes their long-term viability questionable (such as inappropriate of conversion of structures originally built for another purpose).

- 5 Entire site consists of vacant/inappropriate/marginal uses
- 4 Extensive presence of significant vacant/inappropriate/marginal uses
- 3 Limited presence of significant vacant/inappropriate/marginal uses
- 2 Limited presence of minor vacant/inappropriate/marginal uses
- 1 Minimal or no vacancies/inappropriate/ marginal uses

5. Potential to catalyze redevelopment on other properties

Anticipated ability of site redevelopment to catalyze redevelopment on neighboring properties based on the site's size and specific location and the existing and planned uses and activities in the surrounding area (e.g., extent of site's isolation/proximity to other sites with significant redevelopment potential).

- 5 Excellent
- 4 Good
- 3 Fair
- 2 Poor
- 1 None

6. Potential cost of assembly and redevelopment

Based on anticipated cost to assemble, clear and remediate all or most of the site and the level of effort/complexity required of City/potential buyer to negotiate purchases, obtain permits, and coordinate clearing and remedial activities.

- 5 Low cost and low level of effort



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- 4 Either cost or level of effort is low with the other being moderate
- 3 Moderate cost and moderate level of effort
- 2 Either cost or level of effort is high with the other being moderate
- 1 High cost and high level of effort

7. Potential for near-term redevelopment

Based on projected market interest to redevelop the site consistent with existing plans assuming it was already assembled, cleared and remediated and the potential magnitude of redevelopment.

- 5 High level interest for significant redevelopment
- 4 Some interest for significant redevelopment
- 3 High level of interest for limited level of redevelopment
- 2 Some interest for limited level of redevelopment
- 1 Little to no interest for redevelopment of any magnitude

Please see the corresponding sample Redevelopment Feasibility Analysis spreadsheet for a sample redevelopment scoring sheet.

Environmental Criteria

The following are the criteria to be considered for rating the environmental conditions of sites based on the potential level of contamination, potential for human contact with contaminants and the ability of contaminants to migrate off-site, and ability to obtain state funding assistance with assessment and clean up. Given the relatively limited analysis that will be conducted at this stage, a 3-point scale is thought to be adequate to meaningfully differentiate potential site conditions.

To arrive at the scores, Ayres will review past and existing activities on the sites along with various state environmental databases. It's important that only one entity/person be responsible for the environmental scoring to ensure the criteria are applied consistently across all sites, however, assistance from the PMT will be needed to determine whether a viable causer for each site may exist.

1. Potential level of contamination

Based on information contained in available state environmental files as well as past and current uses and the types of hazardous/petroleum substances typically involved with such uses.

- 3 High
- 2 Medium
- 1 Low

2. Potential for human contact with contaminants

Based on past site activities and the nature of the suspected/documentated contaminants (e.g., potential for contaminants to be on or just below the surface, emit vapors, etc.).

- 3 High
- 2 Medium
- 1 Low



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3. Potential to contaminant groundwater (based on past site activities and the nature of the suspected/documentated contaminants).
 - 3 High
 - 2 Medium
 - 1 Low

4. Potential for a change in land use requiring a higher level of remediation (e.g., change from industrial to residential or a park).
 - 3 High
 - 2 Medium
 - 1 Low

5. Potential existence of a viable causer who would be responsible for assessment and clean up
 - 3 Low
 - 2 Medium
 - 1 High

Please see the corresponding sample Environmental Feasibility Analysis spreadsheet for a sample environmental scoring sheet.

Community Goals Criteria

The following are the criteria for rating sites on their ability to meet identified Community Goals through redevelopment/reuse. In a joint BMC/HMC meeting(s), the potential issues, goals and values mentioned below will be revised and narrowed down by your Committees. Following that, members of the PMT will score each site using the selected criteria.

Ideally, the number of criteria ultimately to be used would be narrowed down to a dozen or less to make the scoring of each manageable; however, a greater number can be incorporated if desired by the Committees and public. Typically, we use a standard 3-point scale across all criteria similar to the following:

- 3 Likely to achieve goal if redeveloped
- 2 Somewhat likely to achieve goal if redeveloped
- 1 Unlikely to achieve goal if redeveloped

Below are several criteria, in no particular order, which may be applicable in Janesville:

- Redevelop quickly
- Fix up/remove rundown properties
- Increase property tax base
- Preserve historic buildings or sites
- Eliminate threats to health and the environment
- Reduce crime
- Create opportunities to retain/expand/recruit businesses
- Create new jobs



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- Increase educational opportunities
- Contribute to civic development
- Increase the diversity of housing choices
- Create new entertainment venues or opportunities
- Create new shopping choices
- Create new recreation amenities
- Create or maintain livable neighborhoods
- Build neighborhood unity and identity
- Provide opportunities for community uses or activities
- Provide opportunities of youth
- Provide opportunities for seniors

Category Criteria and Weighting

Criteria

If deemed appropriate, the criteria within any one category can be weighted. This is typically done only with the Community Goals given that this category often has the higher number of criteria. Like the criteria themselves, the weighting also is determined through an interactive process with the BAC and the public, often at the same meeting the criteria are determined. At this point, we have no specific recommendation and instead suggest that this be an issue for the PMT, BAC and HMC to determine.

Please see the corresponding sample Final Site Ranking spreadsheet for a sample comprehensive scoring sheet.

Categories

After the sites have been scored based on criteria from each of the three categories, final scores will be totaled and sites will be ranked accordingly. When ranking the sites, the first issue to consider is how to develop a total score based on all three categories that is best reflective of the relative importance of all three categories. For instance, if 7 Redevelopment criteria are used and each is scored on a 5-point scale, the maximum total number of points for a site would be 35. For the Environmental scoring, if 5 criteria are used and scored on a 3-point scale, a maximum of only 15 points are possible. Likewise, using 12 criteria for Community Goals and a 3-point scale yields a maximum of 36 points. In this scenario, when the total for all 3 categories are added together and no adjustment is made, there is a potential for the environmental score to have less of an impact on the overall score and ultimate ranking. For example, a site with a very high Redevelopment and/or Community Goals score but low environmental score may ultimately rank much higher than a site that has a very high environmental score and good, but not extraordinary, Redevelopment and Community Goals scores.

Given the above, the PMT and BAC/HMC will need to determine the relative importance of each category in the final ranking process and then develop a system accordingly. Using the above scenario, if all categories were determined to be more or less equal, one option would be to multiply the Environmental Goals score by 2.4 so the total number of points would then be 36 and on par with the



CITY OF JANESVILLE

Wisconsin's Park Place

other two categories. Another method would be to score and rank sites within each category and then add the rankings (not the scores) to get a final ranking. On the other hand, if Community Goals are deemed to be more important than the other two categories, some sort of adjustment could be made in its points or rankings to reflect that accordingly.

After category weighting is determined and a finalized list of priority sites is completed, the PMT will need consider the ability of each prioritized site to receive funding for redevelopment. As such, the PMT will as a group rate each of the prioritized site with the following criteria:

Potential for state funding assistance

- 3 High
- 2 Medium
- 1 Low

If a site is deemed a “3”, or likely to receive funding, the PMT will pursue redevelopment funding. However, if the site is deemed “1” or unlikely for funding, the PMT may decide to initially advance with the redevelopment of sites that are more likely to receive redevelopment funding.

Next Steps

After determining the criteria for the Community Goals category, and determining category weighting, brownfield sites will be scored by the PMT within each of the three categories. After the PMT scores the sites, they will bring the information to both Committees for review and approval. The final approved list will become a guide for future decision-making related to grant expenditures, site assessments, site remediation, and redevelopment.