Recycling America’s Land

THE UNITED STATES
CONFERENCE OF MAYORS

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Tom Cochran
CEO and Executive Director

The United States Conference of Mayors is the official nonpartisan organization of cities with populations of 30,000 or more through their chief elected official, the Mayor.

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FRONT COVER PHOTO: Grand River Center, Dubuque, IA.
Photos throughout this publication were provided by the cities of Baltimore, Coralville, Dallas, Dubuque and Houston.
As part of the U. S. EPA’s Brownfields Action Agenda, former Administrator Carol Browner (January 1993 – January 2001) removed approximately 30,000 sites from the Superfund Tracking System List (CERCLIS) as a result of further investigation of these properties. U. S. EPA released these sites because potential developers and others feared the CERCLIS designation.

This map organizes these sites by Congressional district, showing how Superfund’s far reaching liability provisions affect every part of the country.

These CERCLIS sites approximate a very small fraction of the brownfields problem (the U. S. General Accounting Office estimates that there are more than 400,000 brownfields throughout the nation).
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Dear Mayor,

I’m pleased to unveil our ninth brownfields report, entitled Recycling America’s Land: A National Report on Brownfields Redevelopment (1993 - 2010). This report differs from our past studies. Our previous reports, Volumes I-VIII, provided a snapshot of a single year regarding the status of brownfields in the United States. This report provides data on where we are in 2010 as compared to when we started on this issue. It was at our 1993 Annual Meeting in New York when a group of Mayors, led by Chicago Mayor Richard M. Daley, met with the then- EPA Administrator, Carol Browner, to discuss the issue of brownfields.

Brownfields are abandoned or underutilized properties whose redevelopment is hindered by real or perceived environmental contamination. Brownfields were the unintended consequence of the liability regime that was created by the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA), also commonly known as Superfund. As a result, not only property owners who were responsible for contaminating a site were held liable for the cost of clean-up, but any new property owner or bank was held just as responsible for the cost of cleaning up any contamination. As a result, cities and suburbs were left with hundreds of thousands of properties that were abandoned, potentially contaminated, and with no one interested in redeveloping them.

Today, we still fight for the same principles that those Mayors did back in 1993. This year, the Conference of Mayors has issued its Metro Agenda for America which outlines our plan to increase jobs, reinvest in our communities, and regrow our nation’s economy. And brownfields redevelopment plays a key component in that plan because it assists our communities in creating new businesses, developing new jobs, and improving the environment.

I would like to salute those Mayors for their vision back in 1993 and for the subsequent Mayors who continued that work for the past 17 years and continue that fight today. It is this commitment at the local, state, and national levels to make our communities more prosperous, safe, and enjoyable for all of our constituents, that makes the job of mayor so interesting and rewarding.

Thank you to all the Mayors for all of your hard work.

Sincerely,

Elizabeth B. Kautz
Mayor of Burnsville
President, The U.S. Conference of Mayors

Elizabeth B. Kautz
Back in 1993 a group of Mayors, led by Chicago Mayor Richard M. Daley, met with the newly appointed EPA Administrator, Carol Browner, at our New York Annual Meeting. The Mayors wanted to talk about one of the biggest environmental and economic concerns they faced – brownfields redevelopment. At that time, not many people, or even for that matter, Mayors had heard the term brownfields before but it referred to the vacant and abandoned properties that were in every Congressional district in the nation.

Mayor Daley created a Brownfields Task Force when he became President and appointed Elizabeth Mayor Chris Bollwage among others to work on this issue. Mayors worked hand in hand with EPA to create policies and programs to remove the stigma associated with brownfield sites and we worked with Congress for nine years to get a brownfields bill passed into law.

We are very pleased at the good work that has been accomplished due to this collaboration by all of these parties. As a result of these efforts, we have thousands of new jobs on thousands of former brownfield sites. And while we are very proud of this work, we have hundreds of thousands of sites left that still need assistance. We need more tools, more resources, and more incentives to recycle these properties and build a sustainable and economically prosperous nation.
Ashley Swearengin
Mayor of Fresno
Chair, USCM Environmental Committee

“Cleaning up and recycling land back into productive use while saving pristine greenfields must be seen as a priority for the nation. A good portion of our most valuable farmland is located in or around cities. Unfortunately, much of that farmland and other wilderness areas have been lost to development. Redeveloping brownfields can play a key role in easing development pressures, promoting sustainability, and preserving our ability to feed our nation and the world.”

J. Christian Bollwage
Mayor of Elizabeth
Chair, USCM Brownfields Task Force

“As Co-Chair of the Conference of Mayors’ Brownfields Task Force since 1995, I am so pleased with the progress that we have made over the past two decades to redevelop brownfields throughout the nation. We worked hand in hand with EPA to develop a program that was later codified by Congress that promoted the redevelopment of brownfields in so many cities. Jobs have been created, tax revenues have been generated, and the environment has been improved. However, we still have thousands of additional properties that need to be cleaned up and redeveloped. We must not rest on our past work but look to ensure that we have the necessary tools to continue our work to successfully redevelop these sites.”

Lois Frankel
Mayor of West Palm Beach
Co-Chair, USCM Brownfields Task Force

“Brownfields redevelopment is a key component to developing a sustainable community. City development is an efficient way of utilizing environmental efficiencies as it relates to energy usage, water and wastewater infrastructure, utilizing existing resources, and building sustainable transportation systems. We must prioritize the reuse of these once productive pieces of land and recycle them back into productive use. It is the right thing to do for the environment and the economy.”
The U.S. Conference of Mayors has been working on the issue of Brownfields since 1993 when, at our June Annual Meeting in New York, Chicago Mayor Richard M. Daley and a group of Mayors met with then-Environmental Protection Agency (EPA) Administrator Carol Browner to discuss one of their city’s most pressing environmental and economic development issues – brownfields redevelopment.

The Conference of Mayors defines the term “brownfield” as an abandoned or underutilized property where expansion or redevelopment is hindered by either real or perceived environmental contamination. This description applies to a variety of sites including, but not limited to, industrial properties, old gas stations, vacant warehouses, former dry cleaning establishments, and abandoned residential buildings which potentially could contain lead paint or asbestos as well as sites that contain petroleum products or mine-scarred land. Brownfields are located in almost every community in the United States.

The existence of many brownfield sites can be traced to the strict liability provisions of the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA), a federal law more commonly known as “Superfund.” CERCLA was enacted in 1980 to stop the irresponsible discharge of pollutants into the environment by holding entities to very strict liability standards, making every past and present owner fully responsible for any and all costs to remediate “Superfund” properties. This federal law, over time, has affected virtually all properties – including brownfields – by making the owners of these sites potentially subject to liability even if they did not cause the pollution. This resulted in many potential developers and businesses being driven away from brownfields as potential sites for investment. Instead, many private and public parties have built sites away from urban core areas and developed “greenfields,” pristine or undeveloped land, as a choice to locate new businesses, homes and other developments.

At that New York meeting, the Mayors outlined to EPA Administrator Browner the tools they needed to redevelop these sites. These “tools” included liability relief for innocent developers and money to conduct environmental assessments and cleanup. Six months after that initial meeting, Browner announced the first round of EPA brownfield pilot grants.

In January of 1995, EPA Administrator Browner announced EPA’s Brownfields Initiative at the Conference’s Winter Meeting. The Initiative included establishment of a 50-city and county pilot program, administrative reforms, and the removal of 24,000 “Archived” CERCLIS sites to help destigmatize these properties to assist in their redevelopment.

Since that time, the Conference has worked with the EPA and other federal government agencies, the private sector, insurance companies, financial institutions, environmental groups, and even farmers to develop a comprehensive approach to encourage the redevelopment of brownfields and reduce sprawl. And in January of 2003, after nine years of effort, Congress finally enacted brownfields legislation that provided liability protection for innocent parties interested in redeveloping brownfields and provided resources to conduct environmental assessments and remediation, as well as resources for state brownfields programs.

This is the ninth such report published by The U. S. Conference of Mayors. Unlike our previous eight reports, this report provides a look at the present as well as the past. We asked cities to provide information about the status of brownfields back in 1993 and where they are today. The information in this report has been added to The U. S. Conference of Mayors National Brownfields Database to help track local efforts in redeveloping these properties.

Data included in this report are a compilation of information provided by 99* cities that responded to a U. S. Conference of Mayors questionnaire. Cities completed all or part of the questionnaire based on their best available data. The questionnaire solicited information from both 1993 and 2010 on the number of brownfields (subject to each city’s criteria), acres of land affected, and the benefits of redevelopment.

The U. S. Conference of Mayors wishes to thank everyone who participated in this report.

* 99 cities across the United States and in U. S. territories represent those survey respondents who identified brownfields within their vicinity, even though they may have been unable to provide actual numbers of sites or acres comprised therein.
This report differs from our past eight surveys in that we decided to examine the progress that has been made in the area of brownfields redevelopment over the past 17 years. It was in 1993 that a group of Mayors, led by Chicago Mayor Richard M. Daley, met with then-EPA Administrator Carol Browner to discuss the issue of brownfields. For the Mayors of this nation, this was one of the most pressing environmental and economic issues that faced their cities. Due, in part, to the joint, several, and strict liability provisions contained in the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA), hundreds of thousands of properties remained abandoned or underutilized throughout the nation. For decades, in fear of being held liable for the pollution that might have been at these sites, developers, banks, business owners, and even cities were unwilling to take over these properties and redevelop them. Instead, many developers chose greenfield sites which resulted in additional sprawl.

This report asked cities to provide information from 1993 and in 2010 and to estimate the progress they have made over the past 17 years. It is apparent that even with this sampling of only 99 cities, much has been accomplished over these past two decades as it relates to the number of brownfields that have been redeveloped, acres of land reclaimed, new jobs that were created, and additional revenues that have been generated. It is also apparent that with an estimated 400,000-600,000 brownfield sites in the United States, much work is left to be done.

**Status of Problem**

In total, 67 cities identified approximately 11,824 brownfield sites in 1993, representing approximately 15,228 acres, while 75 cities estimated that in 2010 the number of sites totaled 29,624, representing approximately 45,437 acres.

Even more interesting was analyzing the individual city listings for sites and acreage. The results were, not surprisingly, mixed.

In some cities, the number of brownfield sites and the acreage went down, which possibly (or hopefully) represents successful brownfield redevelopment projects. In other cases, the numbers went up, possibly representing an increase in the actual number of brownfield sites (which could be a result of the downturn of the economy) or another likely scenario, an increase in the sophistication of a city’s brownfields program. Since 1995, many cities have been the fortunate recipients of EPA’s Brownfield Assessment and Cleanup Grants and are now better able to estimate the number of brownfield sites within their community. As one city indicated in their response, “We did not know about brownfields until 1995.”

**Brownfields Redevelopment Benefits**

The vast majority of cities (84%) said that they have been successful in redeveloping brownfield sites over the past 17 years. Out of the remaining 16% who said they were unable to redevelop any brownfields, only half of those respondents (8%) actually said they had brownfield properties in their city. Out of the successful cities, 65 were able, since 1993, to redevelop 1,010 sites which encompassed approximately 7,210 acres with 70 cities reporting that 906 sites are currently being redeveloped, comprising 4,683 acres.

Please note that in our previous reports, more sites and acreage were reported (Volume VII – 150 cities = 1,578 sites/16,947 acres; Volume VIII – 116 cities = 2,667 sites/11,096 acres) which is easily explained by the different cities that chose to respond to the various surveys.

Fifty cities said that since 1993, $309 million in additional local tax revenues was generated from 654 redeveloped brownfield sites. In addition, 58 cities estimated that, if their brownfields were redeveloped, they could collect anywhere from $872 million to $1.3 billion annually. Fifty-four cities said that 161,880 jobs were created through the redevelopment of 2,118 sites with 64,730 jobs in the pre-development/remediation stage and 97,150 permanent jobs.
For those communities who were able to provide an estimate of how long it took to develop brownfields sites in both 1993 and 2010, virtually all of them agreed that it took longer in 1993 with answers ranging from a year to indefinitely. In 2010, the timeframe for redevelopment ranged from 6 months to 10 years.

Cities were asked to identify the most useful tools to redevelop brownfield sites. The top four, in order, were: EPA Assessment Funding, Private Sector Investment, EPA Clean-Up Funds, and State programs such as the State Voluntary Clean-Up Programs. What is interesting to note about these answers is that it indicates that the Mayors were right back in 1993 about the tools that were needed to redevelop brownfield sites – assessment money to determine the status of the problem, money to clean up these sites, and liability relief to encourage private sector investment. We thank these Mayors for their foresight and for EPA and Congress for providing the necessary tools to assist in this very important environmental and economic development initiative for the nation.
**Number of Sites and Estimated Acreage**

Cities were asked to estimate the number and acreage of brownfields sites both in 1993 and 2010, subject to each city’s criteria and best available data. As noted in the Executive Summary, individual city data varied widely among survey respondents. Please see the tables to see a complete listing of each city’s response.

- 67 cities estimated that in 1993 they had a total of 11,824 brownfield sites; consuming acres of land
- 75 cities estimated that in 2010 they had a total of 29,624 brownfields sites; consuming 45,437 acres of land.

**Redeveloped Brownfields**

Respondents were asked whether they have been successful in redeveloping brownfield sites, and, if so, how many sites and acreage have been redeveloped and how many sites and acreage were currently under development.

- The vast majority of cities (84%) said they have had success in redeveloping brownfield sites. Out of the remaining 16%, only half of those respondents claimed they even had any brownfield properties in their city.
- For this report, 65 cities stated that, since 1993, success had been achieved in redeveloping 1,010 sites encompassing 7,210 acres.
- Currently, 70 cities reported that 906 sites are being redeveloped comprising 4,683 acres.

Cities were asked to estimate the average length of time it took to redevelop a brownfield site in 1993 and in 2010 and if the average cost to redevelop a brownfield site had increased.

- Cities generally said that the cost to redevelop a brownfield site was more expensive nowadays because of the additional regulatory costs but with the additional resources it took much less time to develop their sites.
- The time it took to redevelop a brownfield site in 1993 was one year to indefinite, while in 2010 the timeframe was from 6 months to 12 years.

**Tax Revenue**

The survey asked for estimates of the potential local tax revenues that could be generated if brownfields were redeveloped. The estimates obtained were both conservative and optimistic annual tax figures. Additionally, cities were asked to provide the numbers for actual tax revenues generated from redeveloped brownfields sites.

- 50 cities provided the actual revenue that was generated since 1993 -- $309 million from redeveloping approximately 654 brownfield sites.
- 58 cities provided us with estimates of the revenues that could be generated in their cities if their brownfields were redeveloped, with a conservative estimate totaling $872 million annually and an optimistic estimate of $1.3 billion.
Jobs Created
Cities were asked for the number of jobs that were created both during the remediation and redevelopment stage as well as post development/end use on their brownfields sites since 1993. Fifty-four cities responded that 161,880 (64,730 pre-development/97,150 post development) jobs were actually created on 2,118 sites from 1993-2010 or when brownfields redevelopment activity began in their city.

Other Findings
Partnerships
Cities were asked whether they were working with their local health agency in the process of redeveloping their brownfields and over half (52%) said that they did.

The vast majority of city respondents (67%) said that city, county or state incentives were offered to help redevelop their brownfield sites.

Most Significant Programs
Cities were asked to identify the most significant programs that were helpful to redevelop their brownfield sites. The top four, in order, were:

- EPA Assessment Funding,
- Private Sector Investment,
- EPA Clean-Up Funds, and
- State programs such as the Voluntary Clean-Up Programs.
# KEY FINDINGS

## Brownfields Prevalence: Number of Sites and Estimated Acreage, 1993/2010

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Total Respondents: 99

- Estimated Annual Tax Revenue Gained Conservative: $871,206,367.50
- Estimated Annual Tax Revenue Gained Optimistic: $1,291,966,235.00
- Estimated Annual Tax Revenue Gained Actual Since ’93: $308,634,134.00
## Jobs Created through Brownfields Redevelopment

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## Jobs Created through Brownfields Redevelopment

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The United States Conference of Mayors

BROWNFIELDS SURVEY 2010

The United States Conference of Mayors has been involved with Brownfield’s redevelopment since 1993, and we would like to ask a few questions that would help us understand the progress that has been made within cities and communities since 1993 in the area of Brownfield’s redevelopment, job creation, and benefits.

PART I:
SCALE OF PROBLEM
(If you can’t provide estimates below, please answer as many questions as possible.)

1) Please estimate the number of brownfield sites in your city in 1993. ______ # of sites
2) Please estimate the number of brownfield sites in your city in 2010. ______ # of sites
3) Please estimate the average size of the brownfield sites in 1993. ______ # of acres
4) Please estimate the average size of the brownfield sites in 2010. ______ # of acres
5) Please estimate the number of acres brownfield sites encompass in 1993. ______ # of acres
6) Please estimate the number of acres brownfield sites encompass in 2010. ______ # of acres
7) Have you been successful in redeveloping brownfield sites or are you in the process of redeveloping BF Sites? [ ] Yes [ ] No (If yes, please answer questions 7 – 13)
8) Since 1993, how many brownfields sites have been developed in your city? ______ # of sites
9) Since 1993, how many total acres does this represent? ______ # of acres
10) How many brownfield sites are currently in the process of being redeveloped? ___ sites
11) How many acres does this represent? ______ acres
12) What is the average length of time to redevelop a brownfield site? ______
13) What was the average length of time to redevelop a brownfield site in 1993? ______
14) Has the average cost to redevelop a brownfield site increased? ____________

POTENTIAL BENEFITS
1) Please estimate the potential local tax revenues that could be generated annually if your Brownfield’s were redeveloped.
   a. Conservative estimate $ ________________  b. Optimistic estimate $ ________________
c. If you redeveloped Brownfield’s sites, what were the actual revenues generated from the redeveloped Brownfield sites, since 1993 $ _______________

d. How many sites does this represent? __________

2) Please estimate the number of jobs created on Brownfield’s sites that were redeveloped beginning in 1993. (If you do not have an estimate, use job for every 1500 square foot of industrial space) (Be sure to include figures from 1993-2010) ________________ # number of jobs

b. If you were able to redevelop your Brownfields sites, what are the actual numbers of jobs created to date? (Be sure to include figures from 1993-2010)

• During remediation/redevelopment __________
• Post redevelopment/end use ________
• How many sites does this represent? __________

3) Does your city, county, or state offer any incentives (i.e., property tax abatement or tax credits) for brownfield redevelopment? [ ] Yes [ ] No
If yes, please specify: __________________________

4) Are you working with your health agency in the process of redeveloping your Brownfield sites? [ ] Yes [ ] No

5) What tools/programs have proven beneficial to the success of Brownfield’s redevelopment projects? (Please mark all applicable programs (X) and rank the top five programs (1-5) with 1 being the most significant.)

(X) if Applicable **Ranking (Top 1-5)** (Please do not assign same rankings)

[ ] __________ Assessment Funding (EPA)
[ ] __________ Clean Up Funds (EPA)
[ ] __________ Insurance
[ ] __________ Local Incentives
[ ] __________ Private Investment
[ ] __________ Redevelopment Funds (HUD or EDA)
[ ] __________ State Programs
[ ] __________ Other (please specify) __________________________