

**BROWNFIELDS IN SMALL AND RURAL KANSAS COMMUNITIES
COMPREHENSIVE EVALUATION REPORT 2003-4
SEPTEMBER 30, 2004**

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INTRODUCTION

Historically, brownfields funding has been awarded to urban communities, despite the fact that small and rural communities are eligible. During the summers of 2003 and 2004, nine day-long workshops were offered to assist small and rural communities in dealing with brownfield properties. The workshops provided the opportunity to learn how to identify a brownfield; what assistance programs are available; and how properties are assessed for potential contaminants and cleaned up, if needed.

The Kansas Department of Health and Environment (KDHE) partnered with Terracon, Inc., and the Technical Assistance to Brownfields (TAB) program at Kansas State University to offer workshops for small and rural Kansas communities. In 2003, workshops were held in Jewell, Hiawatha, El Dorado, and Dodge City. Additional sponsors included Butler County Economic Development, Dodge City/Ford County Development Corporation, Glacial Hills Resource Conservation & Development, North Central Kansas Rural Development Council, South Central Kansas Economic Development District, Western Kansas Rural Economic Development Alliance, and the Environmental Protection Agency Region 7.

In 2004, workshops were held in Pittsburg, Topeka, Hays, Garden City, and Pratt. Additional sponsors included Certified Development Companies, the City of Atchison, and Historic Preservation Services, LLC.

EVALUATION METHODOLOGY

Workshop sponsors wished to evaluate the effectiveness of the workshop series on the participants' knowledge acquisition and changes in attitude/perception related to brownfield redevelopment issues. Sponsors also wanted to learn what participants perceived as existing and needed resources, and barriers to brownfield redevelopment in small and rural communities.

Sponsors used a variety of methods to collect evaluation data including tools to measure perception change, pre- and post-surveys, and a strategy session. Results below are based on the responses of 112 participants in pre-surveys and 82 participants in post-surveys, unless otherwise noted.

THE PARTICIPANTS

Population

EPA's definition of a small or rural community is a population of 100,000 or less. In Kansas, the definition of a small community is different. There are 627 cities in Kansas; 571 have populations of less than 5,000¹. Workshop participants reflected this, as 48% were from towns of 5,000 or less. As Figure 1 below shows, a majority (73%) were from cities with populations of 20,000 or less.

¹ Wong, J.D., Durkes, A.H. *The Governor's Economic and Demographic Report*. Topeka, Kansas: Kansas Division of the Budget. 2004.

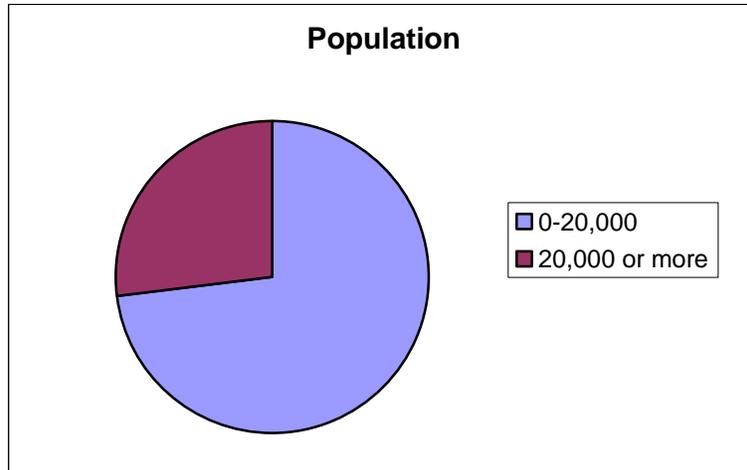


Figure 1. Population of participant's city.

Who attended?

Workshop participants represented problem solvers and decision-makers in their communities. The majority of participants identified themselves as economic development staff, city or county commissioners or administrators, or environmental staff.

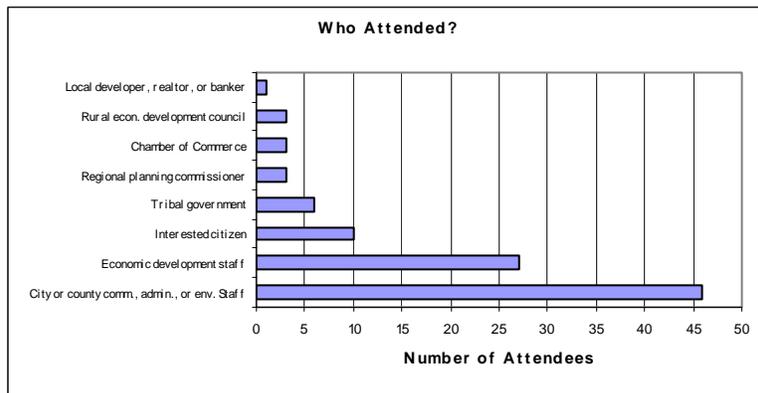


Figure 2. Attendees represented a variety of stakeholders in brownfield redevelopment.

Participants were asked to rate themselves as problem solvers in their city's brownfield issues. 55% rated themselves as four or higher, on a five point scale, with five being the highest.

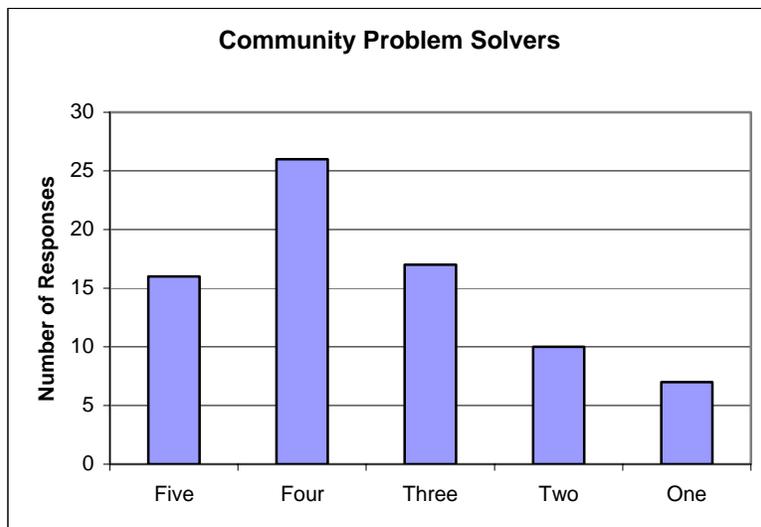


Figure 3. Workshop attendees identified themselves as problem solvers Five = a very high degree One = a very small degree.

Participants were asked why they chose to attend the workshop. Responses included:

- To learn about funding and environmental issues related to brownfield redevelopment in rural areas,
- [We] have a possible brownfield site in our town,
- To become familiar with the brownfield remediation process,
- To be able to identify a brownfield,
- Seeking assistance and resources for brownfield redevelopment,
- Representing Small Business Development Center,
- To acquire continuing education credits/professional development,
- Attended last year’s [workshop] and thought it was a good workshop,
- Part of job duties,
- Close location,
- Involved in brownfield redevelopment, and
- Tribes are looking at purchasing an abandoned military site.

PARTICIPANT EXPECTATIONS AND PERCEPTIONS

Expectations

Prior to the start of the workshop, participants were asked what expectations they had for this workshop. Participants could check as many responses as were applicable.

Number of responses	Response choices
94	curious to learn about brownfields
86	to understand brownfield remediation process
18	to build trust
29	to participate in making decisions about remediation of this site
54	to learn how the community can be involved in the decision-making process

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Number of responses	Response choices
71	to help my community
81	to learn how to find funds to help with this issue/problem
44	to make sure this problem gets “fixed” right
27	to make sure the voice of the average citizen is listened to
7	Other: to measure the progress of the brownfield program/to learn more about the Targeted Brownfield Assessment Program/concern about Superfund site in community/to learn about concerns and problems encountered by applicants/advice as well as funds/how to apply program to rural areas/CDBG credit

In the post-workshop survey, participants were asked if their expectations were met. On a 5-1 scale, where 5= expectations most met and 1= expectations least met, 84% chose 4 or higher.

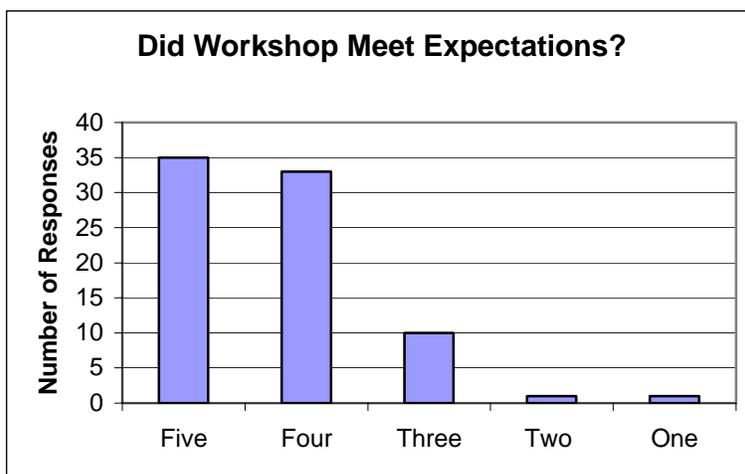


Figure 4. The workshop met participant expectations. 5= expectations most met and 1= expectations least met.

Reasons for their choices fell into four main categories: praise or helpful feedback, suggestions for improvement, knowledge gained, and path forward statements.

Praise or helpful feedback

2003

- The workshop provided a lot of great information and understanding of what to do when working with a potential brownfield site;
- Interesting and enjoyable program;
- Candid presentation;
- Increased understanding of brownfields;
- Resources were spelled out;
- Good handouts;

2004

- Gave excellent data;
- Excellent examples of what is or is not a brownfields site;
- Very helpful;
- Lots of valuable information from all the speakers;

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- Good materials and handouts;
- Excellent general introduction to the brownfields issue, as well as funding solutions;
- Yes, gave a good overview and resources to find out more;
- Well informed about topic;
- Excellent material with resources identified;
- Great information, well presented;
- Very thorough;
- Very informative. Appreciated the new info about changes that are coming;
- I wasn't sure what I learned, but this has been very informative. It is good to know there is help out there; and
- Material clearly presented.

Suggestions for improvement

2003

- Presenters should give a general overview of the whole process before discussing details;
- Some information was confusing, but the handouts are helpful;
- Too much to learn so fast, good meeting, needed more time;
- Too much material gets confusing after a while; and
- The sequence of the presentations was disjointed for someone with little knowledge of the subject.

2004

- Would have liked more information on what causes brownfields. Also what is soil capping? More basic clarification;
- Still confused as to how it can help my community; and
- More than we probably need to know in our situation.

Knowledge gained

2004

- Learned the definition; our building not eligible;
- I have never heard the word brownfield until last Friday;
- Now know what a brownfield is or how to identify possibilities;
- A lot of information;
- Expected to gain knowledge of available contacts, resources and program;
- I learned a lot;
- Didn't have a lot of background before workshop;
- I knew nothing about brownfields;
- Updated brownfield knowledge; and
- I learned more today about brownfields than I ever thought I needed to know.

Path forward statements

2003

- satisfied brownfield program will work in small communities.

2004

- I knew what brownfields were, but now I know more of how to deal with the problems.

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Barriers

Participants were asked to share their perceptions of what barriers prevent their city from being involved in brownfield redevelopment projects. This question was asked on both the pre- and post-survey forms.

Pre-survey responses	Post-survey responses
Matching responses	
Money/Funding (35 responses)	Money/Funding (20 responses)
Staff time (3 responses)	Staff time (5 responses)
Local matching funds	Local matching funds
Lack of interest – local/developer	Lack of interest
Knowledge/Understanding (24 responses)	Lack of knowledge/information (20 responses)
Fear of excessive government intrusion/Lender fear/Environmental risk	Fear or Risk (3 responses)/Fear of working with EPA or government (5 responses)
Citizen apathy	Community support or interest (5 responses)
Lack of EPA grants for building demolition	Lack of EPA grant funding for building demolition and getting remaining site ready for developer. Remaining dilapidated buildings, foundations continue the stigma.
Industry has been heavily regulated by state and feds with closure plan in place	Possible overlap with state/federal actions/ RCRA site
No sites on the reservation of tribal trust property	Reservation is checkerboard, majority is owned by non-tribal members
Current lawsuit remediation problems with Standard (BP)	Lawsuit
Resistance on part of property owner (2 responses)	Private ownership issues (4 responses)
Non-matching responses	
Small community/size	Politics
Entire city is in 100 year floodplain	Comprehensive vision for economic development
Understanding need to clean up	Initiative
High value of land	No legitimate brownfield sites
Local prejudices	Attitude
Trained/skilled workers	Lack of planning
Lack of focus	Leadership issues(3 responses)
None at this time, unless cost is too high	No city workforce/local resources
Identify locations	Motivation (3 responses)
Land is currently outside of city	Closed to new ideas/no foresight
Haven't encountered it yet/No potential projects	Lack of instant gratification
Expertise	
People don't understand the power of history	
Liability (4 responses)	
The need to attempt coordination with a multitude of agencies, public and private	

Perception Change

Participants were asked how ready they were to participate in a brownfield redevelopment process before and after attending the workshop. Prior to the workshop 35% felt somewhat ready to very ready. After the workshop, 91% were somewhat ready to very ready.

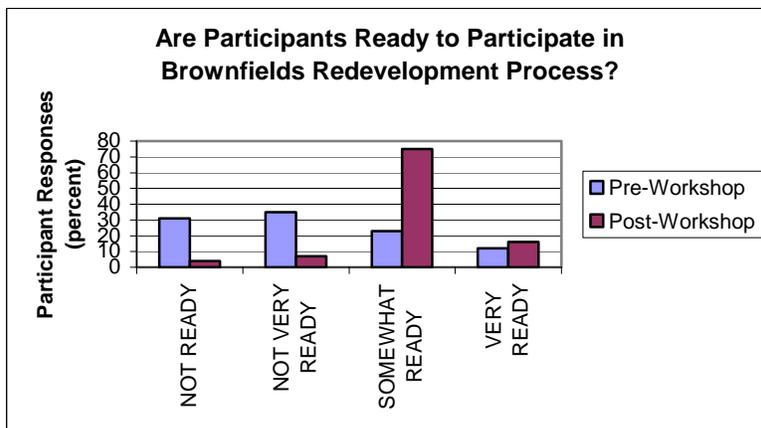


Figure 5. Readiness to participate in brownfields redevelopment prior to and after attending the workshop.

Participants were asked about the resources available to them to help them address brownfields issues. Using a measure of a cup, prior to the workshop, 14% of the participants indicated they felt their cup of resources was $\frac{3}{4}$ to full. After the workshop, 60% of participants felt their cups were $\frac{3}{4}$ to full.

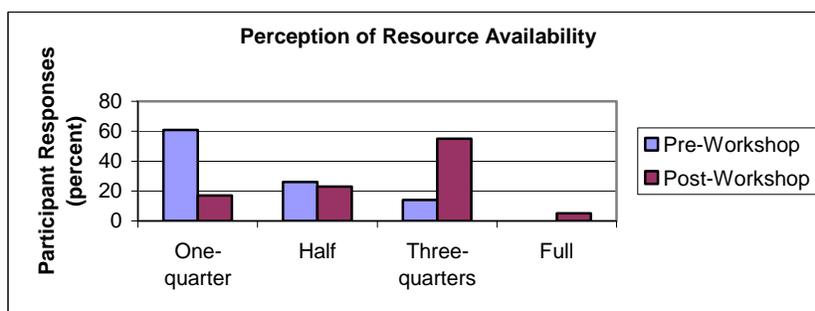


Figure 6. Perceptions of resources available for brownfield redevelopment prior to and after the workshop.

STRATEGY SESSION

Each workshop concluded with a strategy session discussion and/or questionnaire designed to guide participants toward thinking about how brownfield programs could be applied and used in their communities. Several common themes emerged throughout this session. Among them were:

- More education is needed, particularly for city and county councils and commissions.
- Connections with peer communities who have successfully redeveloped brownfield sites are essential in stimulating brownfield development in small and rural communities.
- There is a negative perception of EPA and other governmental agencies, which participants felt was an obstacle to redeveloping brownfields.
- Many small communities have staff/infrastructure needs which participants perceived as a barrier to their participation in brownfield redevelopment.
- Fear issues, such as resistance to change, concern about liability, losing the town’s traditional feel, outsider bias and other “small town” issues, are obstacles to brownfield redevelopment.

BROWNFIELDS IN SMALL AND RURAL COMMUNITIES COMPREHENSIVE REPORT

1A. What tools, resources, and information do you currently have to use in addressing brownfield redevelopment issues?

Tools

- Equipment
- Comprehensive plan
- Media
- KDHE programs

Resources

- Communities, cities, counties, state and federal agencies (KDHE, EPA)
- Developers with vision
- Grant writers on staff/local grant writer
- Partnerships with industry, responsible parties
- Enterprises facilitation – department of commerce (Matt Jordan 296-2151)
- Regional Summits
- Kansas Commerce and Housing – one stop questions
- Small Business Development Centers
- International City Managers Association
- Sources for leveraging
- Funding sources
- Networking
- MOKAN (Missouri)

Resources, cont.

- Only the resources acquired today are available to me. Advertisement may be a powerful tool to get more involvement in brownfield redevelopment
- Contacts for programs and available resources (KDHE, KSU) targeted for small communities
- Interested community participants
- Large environmental corporate staff, attorneys and consultants for major international oil and gas producer
- Personnel resources
- Terracon
- CDC's

Information

- Materials from this workshop
- Almost none. The info I received today will be a big help to get things started, hopefully
- Knowledge of programs and what brownfields are
- City records
- Deeds
- ASTM info
- Real, specific examples

1B. What additional tools, resources, or information are needed for your city to be involved in brownfield redevelopment?

Resources

- Technical redevelopment planning
- Contacts/Mentors
- Professional/technical resources to explain/educate
- Connections with peer communities with successful projects
- Connection to local support agencies

- Time/assistance with grant writing (staff spread too thin)
- Smaller cities have no staff to keep projects moving on small clean up projects
- Funding
- Community motivation
- Additional staff (interns from university/colleges)

BROWNFIELDS IN SMALL AND RURAL COMMUNITIES COMPREHENSIVE REPORT

Resources, cont.

- Grantwriting assistance for large programs

Information

- More specific information about our particular concern
- Discussion on background levels of contamination oil producing area of the state
- Tools, resources, and assistance on redevelopment, not an assessment of contamination
- More education to commissioners and council members

Information, cont.

- Local success story examples
- Real life examples of brownfield site
- Copies of successful grants
- Real, hands on experiences
- Tour of brownfield site
- “How to” information or training
- Identification and assessment of sites that have potential presence of hazardous substances

Tools

- EPA grant funding for building demo and site preparation – to remove “stigma” and related fear

2. What are the obstacles to brownfield redevelopment in your city?

Resources/ Economic/Real Estate Issues

- Lengthy steps and time consuming with limited resources
- Recently filed suit against refinery owner
- Huge infrastructure upgrade needs
- A lack of funds for clearing the site of surface debris, broken machinery, and a variety of junk
- Lack of staff and time
- Communication and teamwork
- Identification of properties with potential
- Funding concerns
- Matching funds
- Need partners
- Non-motivated responsible party/Private ownership-access issues
- Funding for reuse, design and development planning
- We are 100 miles from anywhere – no riverfronts, no nearby universities, etc.
- Inexpensive property values

Resources/ Economic/Real Estate Issues, cont.

- Need to make program more attractive/incentives to redevelop old property instead of plentiful greenspace
- Market issues

Information/Education

- Awareness
- Lack of knowledge/Know how
- More people need to know about funding and which sites are eligible and which are not

Community Development/Values/Social Issues

- Resistance/Reluctance to change
- Leadership
- Can’t see “big picture” – i.e. process
- Interest level
- Community attitude/Hesitancy and fear
- Community involvement
- Lack of motivation by city leaders

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Community Development/Values/Social Issues, cont.

- Lack of community pride
- Lack of a “larger vision”
- Initiative, groups not working together
- Lack of concern about what’s most needed
- Societal value of instant gratification
- Image perception – hard to get peoples attention
- Slow process
- Small town perceptions – division in communities, outsider bias, resistance to change, community involvement

Fear

- Fear of unknown
- “Stigma” of dilapidated building remaining on a site that phase I and II deemed OK or of a site that has been cleaned up and has a NFA letter
- Fear of liability issues as result of assessment

Fear, cont.

- Fear of potential cost
- Fear of losing town’s “feel” to redevelopment
- Fear of EPA, environmental issues (need KDHE and TAB staff to attend and address city council meetings)
- Negative perception of EPA – success stories could help/pr campaign – you’re not out to get us

Political concerns

- A city council that is slow to do anything
- Discussion problems – tools needed – elected leaders need to spend or set aside funds to get projects started
- Must get council approval as well as public
- City fathers
- Comprehensive planning
- Time (tribal government process)

3A. What relationships or partners do you currently have that could assist you in pursuing brownfield redevelopment opportunities?

Local

- Community/local citizens
- Local government
- Property owner and city council agree on our needs
- Local lenders/professionals

State

- Kansas Department of Health and Environment
- Kansas Department of Transportation
- KS Association of City Managers
- Kansas Department of Commerce

University

- KSU
 - TAB – technical outreach
 - Pollution Prevention Institute
 - PRIDE program (community betterment program)
- Community colleges

Regional

- Economic Development Councils
- Regional development office
- South East regional planning commission
- South East KS, Inc.
- See-Kan RC+D – Chanute
- Regional Manufacturer’s roundtable

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Regional, cont.

- Regional Planning and Development
- Western Kansas Regional Economic Development Alliance
- Northcentral Kansas planning commission

Federal

- CDC
- EPA

Private

- Private business
- Community foundation

Private, cont.

- Terracon
- Consultants
- Industry
- Chamber of commerce
- Commercial development agencies
- Viable project developers
- Economic development groups
- Non-profit groups

Other

- None before today
- Government agencies at all levels
- Elected officials

3B. What additional partnerships do you need to pursue BF redevelopment opportunities?

- We need guidance, expertise, and physical aid in completing this specific project
- We need something to push things off dead center
- Developers
- Universities
- Maybe some direct non-threatening contacts for the decision makers
- Better relationship and understanding with EPA
- EDA
- Local contacts
- Industry
- Community
- Players are there, but not networked
- Think about a state conference on Brownfields – award for best success story of the year
- People with knowledge and experience/technical partners
- KDHE local office
- Faces – one to one interaction
- Develop a regional alliance

4. What is the role of your city's communities (neighborhoods, etc) in the brownfield redevelopment process? (*Note: This data collected only during 2003.*)

- Partnering for clear goal/vision
- Initiate and sustain interest
- Pressure to clean up sites
- Provide an educational forum/leadership/public hearings
- Leadership
- Resource
- Accountability/oversight
- Youth activities/education
- Be involved
- Liaison between all parties

KNOWLEDGE CHANGE AND WORKSHOP EFFECTIVENESS

Knowledge change

Participants were asked a series of questions on the pre- and post-surveys to measure their change in knowledge about brownfield redevelopment issues. Results are expressed as percentages.

Participants were asked to name one example of a possible brownfield property in their city. 58% of participants could respond correctly on the pre-survey. 88% of participants could respond correctly on the post-survey.

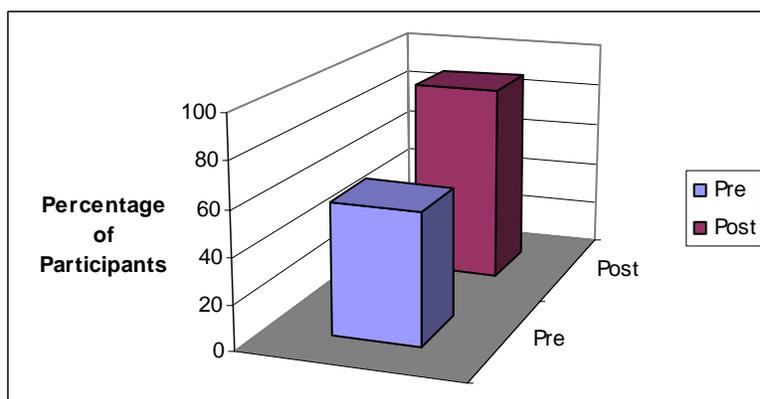


Figure 7. Percentage of participants who could give one example of a local brownfield.

Participants were asked to list two characteristics of a brownfield property. 48% responded correctly on the pre-survey. 70% were able to respond correctly on the post-survey.

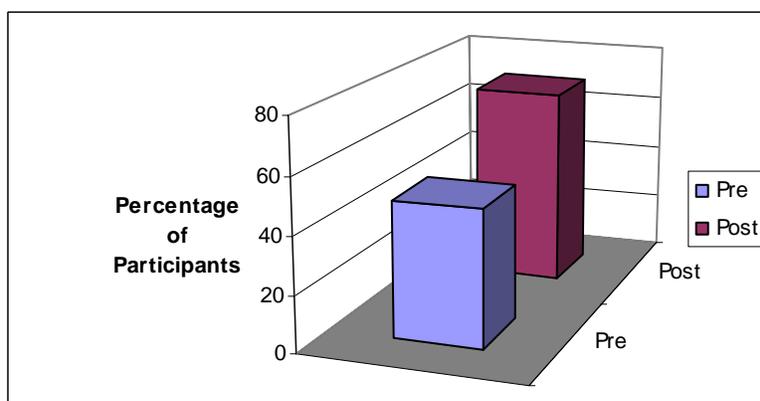


Figure 8. Percentage of participants who could list two characteristics of a brownfield property.

Participants were asked to name three state or federal programs available to assist in brownfield redevelopment projects. 16% were able to respond correctly on the pre-survey. 62% were able to respond correctly on the post-survey.

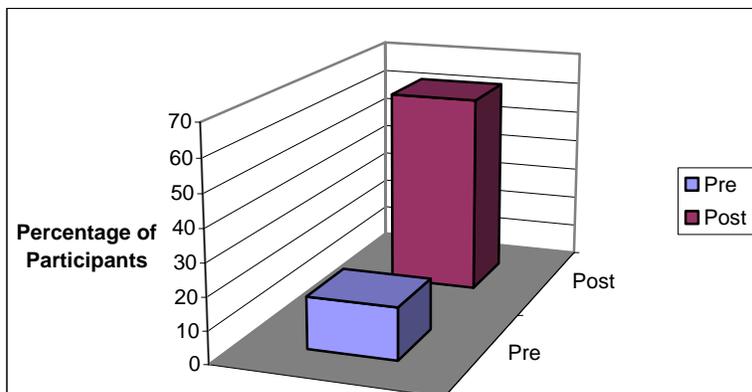


Figure 9. Percentage of participants who could name three state or federal programs to assist in brownfield redevelopment projects.

Participants were asked to name three possible stakeholders in the brownfield redevelopment process. 52% of participants were able to respond correctly on the pre-survey. 70% of participants were able to respond correctly on the post-survey.

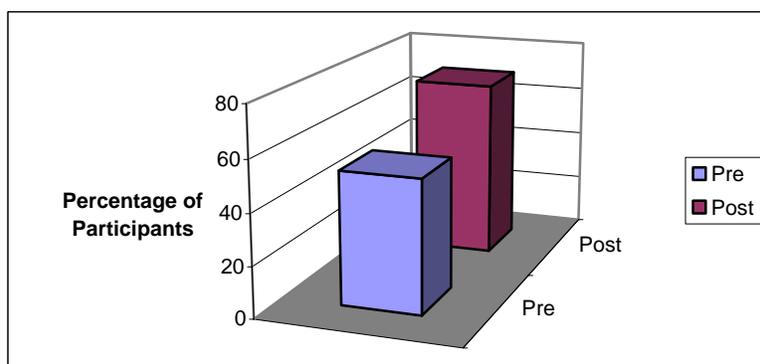


Figure 10. Percentage of participants who were able to name three stakeholders in the brownfield redevelopment process.

The 2004 workshops included an interactive exercise at the beginning and end of the day to test participants’ ability to correctly identify brownfield sites eligible for funding programs. Overall, participants were able to correctly identify eligible sites an average of 53% of the time at the beginning of the workshop and an average of 65% of the time at the end. *(Note: data was only collected at Hays, Garden City, and Pratt. Respondents: Pre – 45, Post – 34)*

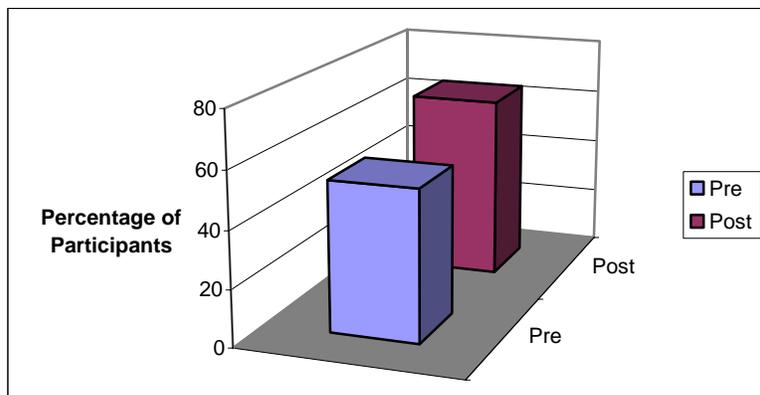


Figure 11. Percentage of participants able to identify sites eligible for funding.

Effectiveness of advertising and promotion

Participants were asked how they learned about the workshop. Data was only collected at El Dorado and Dodge City workshops in 2003. This data was collected as an open ended question, not a forced choice.

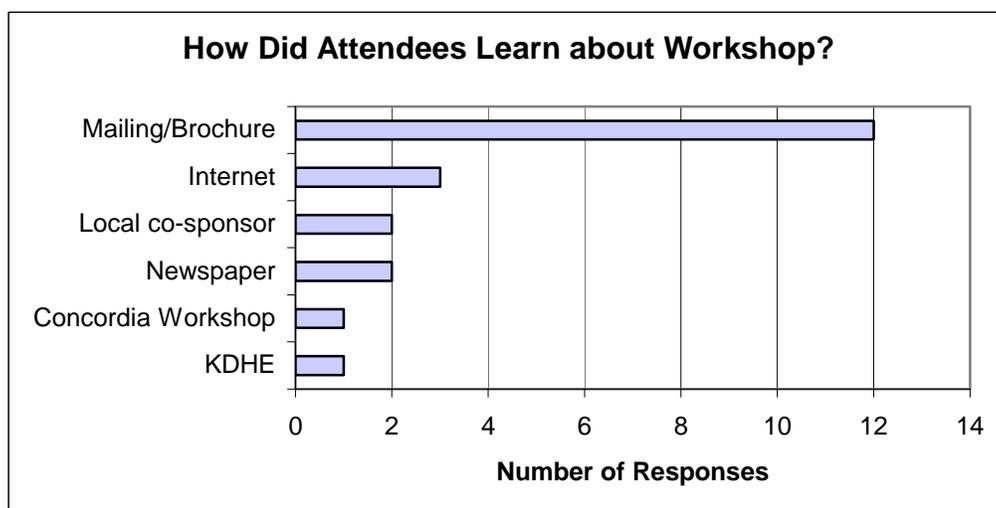


Figure 12. Advertising pathways and their effectiveness.

Future information pathways

Participants were asked in what formats they would like to receive future information on brownfields. Figure 13 lists the categories offered to participants and their responses. An electronic newsletter, a Web site, additional workshops, and publications were the top rated information dissemination pathways.

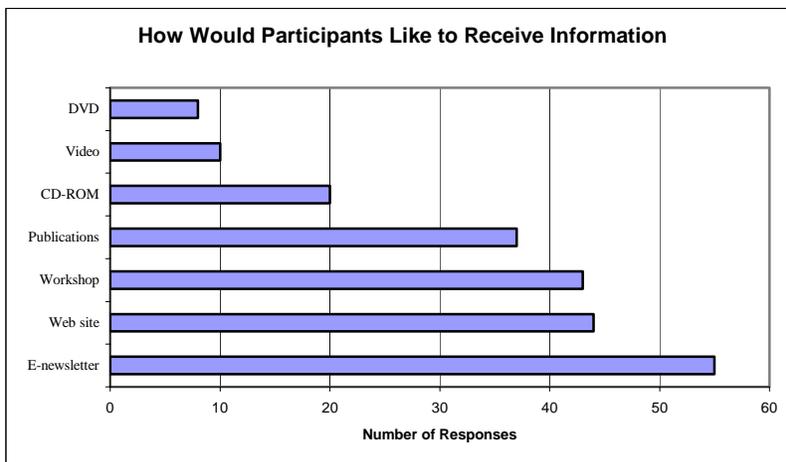


Figure 13. How participants would like to receive future information on brownfields.

Participants were asked whether they would prefer to attend a larger conference or a workshop for future brownfield learning opportunities. 80% indicated that they preferred a workshop format. (Note: data only collected in 2004.)

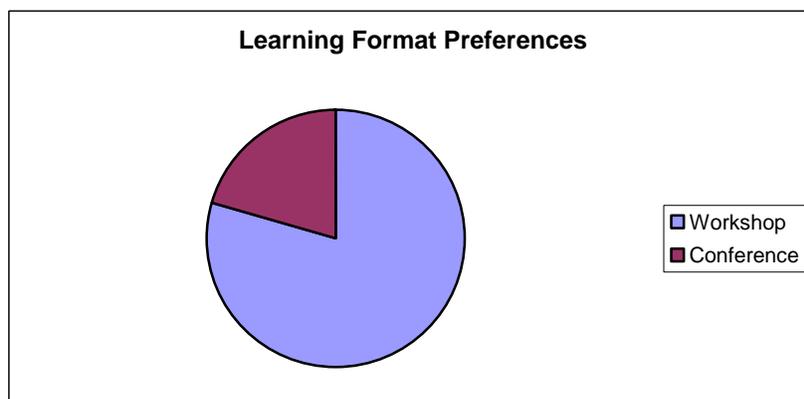


Figure 14. Learning format preferences of workshop participants.

Suggestions for improvement

Participants made several comments and suggestions for improvement. Participants were responding to two questions below.

If you were designing this workshop, what other topics or activities would you include?

2003

- How to put together a team of people to work on this or how a community actually gets started.
- A local representative from Kansas that has gone through this process to discuss their experiences, whether it be a city or county official. This could help us relate to our communities and ways they overcame some of the “local” obstacles. (3 similar responses)

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- The case studies were very helpful.
- Brownfields 101.
- More group activities.
- Look at possible tax credits that will draw economic development partners and private industry.
- How to find money and resources for actual redevelopment. Most of the workshop was spent on assessment.
- Local government ordinances.
- Step by step process of a real example.
- Grant writing tips.

2004

- Short group exercises/make it interactive.
- More on taxes and insurance.
- Applications on CD in electronic format.
- N/A – good job.
- A better explanation of cost.
- Registration fee, give us the impression of value to the conference.
- More specifics on what happens when contamination is found when a private owner is involved.
- How VCP supplants RCRA/CERCLA and is required for brownfields.
- Tribal specific.
- I feel we have covered a wealth of information in a relatively short time.
- Everything was informative. Don't change anything.
- Recycling.
- Definition of hazardous, pollutant, or contaminant.
- An example of a failed project. You learn from the failures.
- More success stories.
- Who needs this info, like city planners.
- None. It was very long.
- More time or less material.
- None, this was an excellent meeting.
- Speaker [should] stand still when speaking;
- How Environmental Site Assessments help protect you as a property seller, not just as a buyer.

Is there anything else you would like to tell us?

2003

- Totally lost during legal presentation/ Liability wasn't that helpful for me, may be useful for those with more experience.
- Grant administration CEU are big help in getting authorization to attend.
- Possible order change: Barb's intro to brownfields
Dave's not just for big cities
Bridget's Redevelopment Initiative

Barb's Brownfield redevelopment

- The final sharing time and test I would question the value of. After seven hours we are ready to go. Let those who want to stay and talk do so, the others send away happy.
- This was a great workshop with lots of good information.
- You all did a good job explaining a program that has a lot of ramifications and scenarios tied to each project. As you noted each project seems to have a lot of different needs to be evaluated before proceeding with a redevelopment.
- Thoroughly enjoyed program. Great KDHE people and Dave did a wonderful job.
- Well done. Try to find some way to follow-up to keep momentum going.
- Enjoyed this convening. It was well done and I wish you good success.
- It is great that you recognize that communities under 100,000 are important, too.

2004

- Good job (2 responses).
- Good presentation.
- Looking forward to working with your staffs or organizations.
- Thanks for all the good info. Good job to all.
- Very interesting (2 responses).
- Great workshop – thanks.
- Thank you!(2 responses).
- Great food.
- Good job. Very informative. I look forward to working with you in the near future.
- Thank you for your help.
- Super workshop. Nice lunch and snacks.
- A darker room would really enhance the slides shown.
- Great/Excellent job (2 responses).
- Would be interested in private investor issues if problem is extended into private sector.

During the 2004 workshops, participants were asked if presentations on technical and funding issues were helpful to their understanding of brownfield issues. 100% of participants indicated that both technical and funding presentations were helpful. (*Note: this data was only collected at Hays, Garden City, and Pratt workshops.*)

NEXT STEPS

TAB will follow up with workshop 2004 participants by conducting a mailed survey in November 2004. The focus of this follow up evaluation will be to assess the impact of the workshop on the ability of small communities to be involved in brownfield redevelopment.

TAB routinely sends workshop participants and others information on funding possibilities for rural brownfield development. Results from the summer 2003 workshops were presented in oral and poster sessions at EPA's 2004 Community Involvement Conference and Training in Denver, Colorado. Results from summer 2004 workshops will be presented at EPA's Brownfields 2004 Conference in St. Louis, Missouri.