



City of Glens Falls
42 Ridge Street
Glens Falls, NY 12804

Glens Falls, NY / FY2025 EPA Brownfields Community-Wide Assessment Grant Proposal

Attachment - Narrative Information Sheet

1. Applicant Identification

City of Glens Falls
 City Hall
 42 Ridge Street
 Glens Falls, New York 12801
 (518) 761-3805

2. Website

<https://www.cityofglensfalls.com>

3. Funding Requested

- a. Assessment Grant Type: Community-Wide
 b. Federal Funds Requested: \$500,000

4. Location

- a. City of Glens Falls
 b. Warren County
 c. New York State

5. Target Area and Priority Site Information

- a. Target Area: East-West End Textile Trail
 (Census Tract 36113070500 – Block Groups 1&2)
 (Census Tract 36113070200 – Block Groups 1&2)
- b. Priority Site Addresses: 109-115 Warren Street – (Former Daly Garage)
 313 Warren Street – (Lehigh Cement)
 14 Mohican Street – (National Grid MGP)
 46-56 South Street – (Garment Mill)
 3 Shermantown Road – (Roxie's Night Club)
 160-190 Maple Street Rail Cluster (Warehouses)

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c. Target Area / Priority Sites Map:

See the attached Map consisting of the East-West End Textile Trail and the six (6) identified Priority Brownfield Sites within the City of Glens Falls.

6. Contacts

a. Brownfields Project Director:

Jeffrey B. Flagg, Economic Development Director
City Hall
42 Ridge Street
Glens Falls, New York 12801
Tel: (518) 761-3883
Email: jflagg@cityofglensfalls.com

b. Chief Executive Officer:

S. William Collins, Mayor
City Hall
42 Ridge Street
Glens Falls, New York 12801
Tel: (518) 761-3805
Email: mayor@cityofglensfalls.com

7. Population

City of Glens Falls (Warren County, NY)

Source: www.census.gov (Table DP1, 2020 Decennial Census)

14,830

8. Other / Additional Factors Checklist

The City of Glens Falls is claiming one or more of the following Other and/or Additional Factors, with page numbers referenced below for the primary Proposal Narrative.

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Other Factors	Page #
Community Population is 15,000 or less – <i>City of Glens Falls, 14,830.</i>	1&4
The applicant is, or will assist, a federally recognized Indian Tribe or United States territory.	N/A
The priority site(s) is impacted by mine-scarred land.	N/A
Priority Brownfield Site(s) adjacent to a body of water (border of the priority site(s) is contiguous or partially contiguous to the body of water but for a street, road, or other public thoroughfare separating them) – <i>Hudson River along the City’s southern border.</i>	2
The priority site(s) is in a federally designated flood plain.	N/A
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	N/A
The reuse of the priority site(s) will incorporate energy efficiency measures.	3&4
The proposed project will improve local climate adaptation/mitigation capacity and resilience to protect residents and community investments.	N/A
At least 30% of the overall project budget will be spent on eligible reuse/area-wide planning activities, for priority brownfield site(s) - <i>\$167,000 out of \$500,000 = 33%.</i>	8
The target area(s) is impacted by a coal-fired power plant that has recently closed (2014 or later) or is closing.	N/A
Additional Factor	
The target area is located within Census Tract(s) identified as Disadvantaged per EPA CEJST: <i>Both Census Tracts that make up the East-West End Textile Trail (702 and 705) are designated by the EPA as Disadvantaged.</i>	4&5

9. Letter from the State or Tribal Environmental Authority

Please refer to the attached Acknowledgement Letter from the New York State Department of Environmental Conservation (NYSDEC) for this FY2025 EPA Brownfields Assessment Proposal.

10. Releasing Copies of the Application

Not Applicable; the grant information provided is not confidential, privileged, or sensitive and may be made available to the public.



Glens Falls, NY / FY 2025 EPA Brownfields Assessment Grant Proposal
East-West End Textile Trail

City of Glens Falls

EPA Target Area: Census Tracts 702 & 705

Warren County, NY

Map Note: The locations and features depicted on this map are approximate and do not represent a field survey.

Project Number: 24.5315
 Data Source: NYSGIS Clearinghouse
 Projection: State Plane NAD83 NYE (Feet)
 Date: Oct 31, 2024
 File: GlensFalls_BrownfieldAssesment_GrantMap.aprx
 GIS: D Landreville



1 in = 3,000 ft

Legend

- Cities_Towns
- Block Group
- Census Tract
- Roads

NEW YORK STATE DEPARTMENT OF ENVIRONMENTAL CONSERVATION

Division of Environmental Remediation, Bureau of Program Management

625 Broadway, 12th Floor, Albany, NY 12233-7012

P: (518) 402-9543 | F: (518) 402-9722

www.dec.ny.gov

November 5, 2024

Jeffrey B. Flagg, Ph.D.
Director of Economic Development
City of Glens Falls
42 Ridge Street
Glens Falls, NY 12801

Dear Dr. Flagg:

This is to acknowledge that the New York State Department of Environmental Conservation (DEC) received a request from the City of Glens Falls, dated October 30, 2024, for a state acknowledgement letter for a Federal Year 2025 United States Environmental Protection Agency (USEPA) Brownfields grant.

I understand that the City of Glens Falls plans to submit a Brownfield Community-Wide Assessment grant application for hazardous substances and petroleum in the amount of \$500,000. Focus of the funding will be to conduct Phase I and II Environmental Site Assessments at priority brownfield sites and other eligible properties identified during the assessment program. Funding will also be allocated for associated planning activities. Please note that the USEPA criteria for an assessment grant specifies that, if selected, the City of Glens Falls may only expend up to \$200,000 of the grant on a specific site.

DEC encourages initiatives to redevelop brownfields with the goal of mitigating any environmental and health impacts that they might pose.

Sincerely,

Karen Diligent

Karen Diligent
Director, Bureau of Program Management

ec: A. Everett, USEPA Region 2
Y. DeJesus, USEPA Region 2
R. Mustico, DEC Albany
K. Duvall, DEC Region 5

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

1.a. Target Area and Brownfields

1.a.i. Overview of Brownfield Challenges and Description of Target Area-The **City of Glens Falls**, the geographical boundary for this Assessment Program, is located 140 miles north of New York City at the base of the Adirondack Mountains. Glens Falls is a rust-belt-type lumber and mill town with 3.9 square miles and 14,830 people settled along the northern side of the Hudson River. The Hudson once supported massive logging operations and provided waterpower to fuel 15 pulp, paper, and textile mills and 30 other factories in the City and surrounding industrial communities. From the early 1900s to the 1970s, these mills employed 8,000 workers and supported construction of single-family neighborhoods, schools, churches, a regional hospital, and the City's downtown retail center. In the last 40 years, the shutdown of all but one large paper and pulp plant has left a trail of empty mills, vacant lots, tainted groundwater and soil, high cancer rates, and an aging lower income population with nowhere to move.

The City's rust belt straps a two-mile industrial corridor running east to west through the center of our community, defined by the Hudson River to the south (also the City's southern border), Dix and Sherman Avenues to the north, and including the primary routes along Broad, South, Warren, and Maple Streets with the downtown business district as the center buckle. This "East-West End Textile Trail," with a population of 4,421 consisting of Census Tracts (CTs) 36113070500 and 36113070200, is the proposed Target Area for site inventory, characterization, investigation, and reuse planning activities.

Since the mid-1970s, the City has lost thousands of manufacturing and high-wage "company" jobs from the merger or shutdown of 17 paper, cement, garment, knitting, and pigment factories and at least 15 supply warehouses, metal shops, and industrial service businesses. In that wake, adjacent neighborhoods along the Textile Trail are littered with blighted properties, shuttered gas stations, former car body shops, closed dry cleaners, abandoned homes and boarding houses. More than 70% of all residents in both Census Tracts are between 10 and 64 years old and are likely to be living in substandard housing (65% of all housing units) close to several regional Superfund Sites, RMP facilities, and the region's still active pulp and paper mill (Finch Paper) anchoring the Hudson River.

The East-West End Textile Trail qualifies for HUD Community Development Block Grant (CDBG) funding with 59% of its 4,421 residents having incomes below 80% of the Area Median (2024 U.S. HUD). The East End (Warren and Maple Streets) and West End (Broad and South Streets) are "Disadvantaged" communities according to the Climate and Economic Justice Screening Tool (CEJST) and potential "Environmental Justice (EJ) Areas" by the NYS Department of Environmental Conservation (NYSDEC). The West End has been designated a NYS Brownfield Opportunity Area (BOA), and the City is in process to designate the East End under the BOA Program to focus additional investigation and area-wide planning resources on vacant and underutilized properties within the 1,100-acre Textile Trail.

1.a.ii. Description of the Priority Brownfield Site(s) – The City has identified 30 known and potential Brownfield Sites within the Textile Trail, including properties screened through the 2 BOA Pre-Nomination and Nomination studies referenced above. Those sites include approximately 6 former gas stations operating until the early 1980s; 3 dry cleaners in or near the downtown; 4 metal fabrication and smelting shops in dense neighborhoods; 5 former auto repair and body shops (including at residential properties); a grain mill that once supplied the Delaware & Hudson Railroad; a former stone quarry next to the Hudson River; 3 parking lots with former gas stations and dry cleaners); and 7 mills and warehouses used for pulp, paper, and textiles (Fowler, McMullen & Leavens, Leland, Peyser & Morrison).

From this inventory, we have identified 6 Priority Brownfield Sites (PBS) covering 86 acres within or adjacent to the East-West End Textile Trail. The PBS have known or a high likelihood of contamination impacting as well as other obstacles blocking redevelopment (ownership, cleanup costs, impacts from other up-gradient brownfield sites). The 6 Sites are connected to municipal infrastructure and utilities

(public water, sewer, and electric and gas), all 6 are on transit bus lines and close to Glens Falls Hospital and our downtown business district. Five of the 6 PBS are in CEJST Disadvantaged Areas that make up the Target Area (CTs 705 & 702), and 3 Sites (noted by ^) are adjacent or contiguous to the Hudson River.

<i>Priority Site / Address</i>	<i>Former Use(s) / Current Status</i>	<i>Potential Environmental Challenges</i>
Former Daly Garage ^ 109-115 Warren Street	<i>Auto Repairs / 1.9 acres of vacant land & 2 empty garages</i>	Suspect USTs not investigated or closed; 8 former hydraulic lifts w/under slab vaults
Lehigh Cement ^ 313 Warren Street	<i>1880s Cement Plant / 80 acres with quarry & buildings</i>	80+ acres w/ aggregate quarry straddling the Hudson River; uninvestigated hot spots
Former MGP Site ^ 14 Mohican Street	<i>Manufactured Gas Plant / 3 acres vacant land, fencing</i>	Residual contamination after prior cleanup; groundwater, soil, & Hudson River impacts
Maple Street Rail Cluster 160-190 Maple Street	<i>Warehouses, freight rail siting, textile mills / surplus storage for Finch Paper</i>	Oil spills; unknown or uninvestigated tanks (USTs & ASTs); asbestos; auto-repair and upgradient impacts in a dense residential area
Roxie’s Night Club 3 Shermantown Road	<i>Burned-down bar in 2013 / vacant land & debris piles</i>	Asbestos Containing Debris; up-gradient water and soil contamination from 2 other sites
Garment Factory 46-56 South Street	<i>Textiles & Dry Cleaning / vacant downtown mill building</i>	Heating oil tanks; uninvestigated other ASTs; asbestos and lead-based paint; VOCs

1.a.iii. Identifying Additional Sites – Outside the East-West End Textile Trail, the City and its Brownfields Team will engage the public to identify additional Brownfield Sites using Sanborn Maps and NYSDEC hazardous material databases (spill records, known waste sites, past remediation projects) and concerns about current and past property uses provided by residents. We will use the site identification process to define brownfields and inform the community about negative impacts on surrounding properties, potential public health risks, and opportunities for growth and infill development. The Brownfields Team will prioritize the additional sites for EPA funding using the existing BOA Program’s site evaluation criteria regarding 1) Presence of known or suspected contamination; 2) Location close to the downtown business district and/or Hudson Riverfront; and 3) Alignment with BOA and City Master Plan revitalization goals.

1.b. Revitalization of the Target Area

1.b.i. Reuse Strategy and Alignment with Revitalization Plans - The primary objective of the City’s 20-year Brownfields Program is to redevelop vacant and underutilized properties to attract new small businesses, increase recreational access to the Hudson River, and make quality of life investments to strengthen working-class neighborhoods. Infill redevelopment and recycling of brownfields are critical for growth in Glens Falls, as the City covers 3.9 square miles with no easy “green fields” to support new construction, housing subdivisions, or virgin industrial parks.

Desired end uses for the 6 Priority Sites include mixed income housing and retail within the downtown business district, rental housing and infill homeownership along the Hudson River where there is a current manufactured gas plant and vacant warehouses, and enhanced recreational connections and facilities (kayak and canoe launches and fishing piers) through reconstructed sidewalks and trails that fill current gaps between the Warren County Bikeway that links Glens Falls with northern Saratoga and Washington Counties and brings people from the suburbs to the downtown. These end uses are also consistent with City and regional revitalization objectives: 1) Attract specialty light manufacturing to industrial properties (carbon-fiber boat paddles, coffee roasting, as examples); 2) Increase mixed-income housing through in-fill development to provide housing for the regional workforce; 3) Prepare the Lehigh Cement facility that closed in 2023 for innovative reuse projects

including sustainable starter homes and unique recreational assets (using its former aggregate quarry); and 4) Expand sidewalks, trails, and green-way corridors to improve access to the Hudson River, adjacent Feeder Canal Trail and Warren County Bikeway to promote non-vehicle mobility and fitness. These goals are further defined by community planning documents including the Glens Falls Masterplan (being updated in 2025), Downtown Redevelopment Plan (2013), HUD CDBG Action Plan (Annual), Climate Smart Communities Action Plan (2022 and ongoing), the Warren and Broad Streets BOA Nomination Studies (2020-2025), and the NYS Downtown Revitalization Initiative (DRI-2017).

1.b.ii. Outcomes and Benefits of the Reuse Strategy – EPA assistance will facilitate the following outcomes as a result of ongoing brownfield cleanup and redevelopment work: 1) Create 80 new apartments and 18,000 square feet of office, dining, and retail space for 3 Priority Brownfield Sites; 2) Renovate 2 vacant buildings and create 10 retail and service jobs that generate \$30,000 in annual sales tax revenue; 3) Construct 15 to 20 affordable concrete starter homes using part of the Lehigh Cement property (also creating 8 to 10 construction jobs and use of local building suppliers); 4) Rehabilitate a vacant railroad warehouse (East End) to create maker space for an estimated 12 crafters, artisans, and small business startups needing to hire 8 to 10 part-time jobs; 5) Install a pocket park on Shermantown Road (East End) to safely connect the Warren County Bikeway and Feeder Canal Trail and including a small gathering space with interpretive signage regarding nearby lime kilns and cement operations.

The City will also promote climate adaptation because of assessment and cleanup projects by providing zoning variances to allow more dense development on brownfield sites and financial incentives through NYSERDA, the State’s renewable energy development agency, and National Grid for construction and rehabilitation projects that significantly reduce carbon emissions or achieve net-zero status. The City’s Planning Board will also require installation of on-site stormwater facilities for all redevelopment projects, reducing stormwater runoff that must be treated by the City’s sewer plant. The City is a Bronze Level Climate Smart Community per the NYSDEC, and the volunteer Sustainability Committee will help the Brownfields Project Director educate the community about energy efficiency for existing homes and building projects, and that Committee is also researching shared geo-thermal energy systems that could be utilized by developers for clusters of smaller reuse projects.

1.c. Strategy for Leveraging Resources

1.c.i. Resources Needed for Site Reuse – The City’s compact land area (3.9 acres) and four-decade loss of 3,500 manufacturing, warehousing, and service-industry jobs means the City has virtually no tax revenue and budget capacity to focus on brownfield site conditions and cleanup plans, especially for privately-owned properties where owners and developers stay away from significant clean-up costs and liability challenges. EPA Assessment funding is expected to leverage federal CDBG funding to support additional sidewalk and multi-use trail improvements in the East-West End Textile Trail and funding awarded by the NYS Department of State to conduct additional community engagement activities to create a detailed site inventory and nominate the East End as a Brownfield Opportunity Area (BOA).

Glens Falls can also offer developers and business owners grants and low interest loans using American Rescue Plan and CDBG Economic Development funding to open new stores, restaurants, and start-up “microenterprises” (5 or fewer employees) to vacant mill buildings and vacant storefronts within the Textile Trail. In 2023, the City was awarded \$1 million in State “Restore NY” funding from Empire State Development to help redevelop a vacant paper warehouse in the East End to create five apartments and flexible workspace for personal fitness and wellness-based entrepreneurs. This December, the City will seek new Restore NY funding to support a developer planning to remediate a former car dealership and construct 66 apartments and a potential small grocery store at 109-115 Warren Street, 1 of the 6 Priority Brownfield Sites located within the East End of the Textile Trail.

1.c.ii. Use of Existing Infrastructure - All 6 Priority Sites are connected to public water, sewer, electric, and natural gas service, as well as transit bus lines and City parks and regional recreational facilities (Warren County Bikeway and Feeder Canal Trail). The City is working with NYSEDA, National Grid, and Brookfield Power (which operates two hydropower dams on the Hudson River), to identify geo-thermal, solar, and hydroelectric investments that can provide renewable energy to large-scale redevelopment projects. Two (2) of the Priority Sites could directly benefit from a possible floating solar project on a former quarry site that would help power reuse options for the closed Lehigh Cement property and 14 Mohican Street (former gas plant located in the West End of the Textile Trail). In addition, the City has borrowed \$30 Million to replace deteriorated sewer and water lines, separate combined sewer and storm water drainage systems, and rebuild sidewalks and LED streetlights within the Trail.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a. Community Need

2.a.i. Community’s Need for Funding–Because of the City’s small population (14,830-2022 ACS), lower median household income compared to New York State (\$64,731 Glens Falls/\$81,386 NYS), lower median home value (\$180,500/\$384,100 NYS, and constrained commercial and industrial tax base (20% of all taxable property), there is no local funding to conduct site inventories, environmental screening, and Phase I and II ESAs. With 55% of all residents having low-and-moderate incomes according to HUD, the City Budget devotes 65% of its resources to essential police, fire, water, and sewer services. Although the City can foreclose on properties that have unpaid taxes, the City must then pay Warren County and the City School District their share of back taxes before making any investments to assess, cleanup, and resell potential brownfield sites. This drains the City’s General Fund and leaves no extra money to prepare brownfield sites for resale and reuse, while vacant and abandoned properties continue to depress surrounding values and add to the burden of residents who regularly pay their property taxes.

2.a.ii. Threats to Sensitive Populations

(1) Health or Welfare of Sensitive Populations – According to the Climate and Economic Justice Screening Tool (CEJST), the East-West End Textile Trail (CTs 705 & 702) is *Disadvantaged*. Specifically, 28% of residents in CT 705 (East End) and 26% in CT 702 (West End) are below the federal poverty level, exceeding the City’s overall 11.5% poverty rate and NYS rate of 14% (2022 ACS and HUD data). Using the EJ Screen Tool, the East-West End Textile Trail has Socioeconomic Indicators that also exceed (in **BOLD**) NYS averages, including income, education, and age of young children and elderly adults.

EJ Screen - Socioeconomic Indicators	CT 705 (East End)	CT 702 (West End)	New York State
Disadvantaged Community (<i>per CEJST</i>)	YES	YES	N/A
Low Income	39%	46%	28%
Less Than High School Education	16%	14%	12%
Age < 5 Years Old	10%	6%	5%
Age > 64 Years Old	29%	12%	17%

The City’s strategy to invest in site investigations, cleanup plans, and reuse options through other local, State, and federal incentives and leveraged funds will generate new property tax revenue, provide affordable and mixed income housing for workers and young residents considering leaving Warren County and Upstate NY, and provide additional access to pocket parks, regional bike and multi-use trails and the Hudson River, improving health, fitness, and quality of life for lower income residents.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions–The EJ Screen Tool also demonstrates higher averages within the East-West Textile Trail than NYS for heart disease, asthma, cancer, low life expectancy, and concentration of disabled persons. The 2022-2024 Warren County Community Health Assessment lists the five leading causes of death for Glens Falls and County residents (men and women) as 1) Heart disease; 2) Cancer; 3) Lower respiratory diseases, i.e. asthma, chronic

bronchitis, and emphysema; 4) Cerebrovascular disease; and 5) Diabetes. For women, Alzheimer’s outranked diabetes, and for men, unintentional injuries (car crashes, accidents) outranked diabetes.

EJ Screen – Health Indicators	CT 705 (East End)	CT 702 (West End)	New York State
Low Life Expectancy	23%	23%	17%
Heart Disease	7.5	5.5	5.5
Asthma	12.6	13.2	10.9
Cancer	7.8	5.8	6.3
Persons with Disabilities	17%	23%	12%

In 2018, the NYS Department of Health (DOH) first identified Warren County, including Glens Falls as its only city, with one of the highest cancer rates (average incidence for 8 types of disease) out of all 62 NYS counties. After adjusting for age, the County’s cancer rates are well above incidence numbers for Upstate NY and surrounding counties with similar demographic and health behavior characteristics (smoking, drinking, poor diet). The Health Assessment points to several variables as contributing to the above average cancer rates, including “...genetics, **life-time exposure to environmental hazards, occupational hazards (i.e. chemical exposures), and unhealthy behaviors,**” (Warren County Public Health, 2024) (p.26). With 78% of all housing in Glens Falls constructed before 1969, we also know lead-based paint is causing elevated blood lead levels in young children at higher rates than surrounding suburban school districts, putting more emphasis on housing rehabilitation initiatives that include a strong lead-hazard mitigation component (see the EJ Screen Indicators below and 2022 ACS DP04).

The City will focus the EPA funding on the 6 Priority Sites and adjacent up-gradient properties that could be causing serious exposure risks for children and older residents. We will work with the State and Warren County Public Health to pin-point disease “hot spots” that could be correlated with nearby brownfield sites. We will also focus redevelopment incentives on the removal or treatment of contamination sources and reuse projects that create jobs and income growth to reduce child poverty, improve access to healthcare and healthy food, and promote neighborhood pocket parks and Hudson River trail access and connections to improve access to fresh air and family health and fitness.

(3) Environmental Justice

(a) Identification of Environmental Justice Issues - Five (5) of the 6 Priority Brownfield Sites are in CEJST Disadvantaged Census Tracts based on their low-income population and several other environmental burden and socioeconomic indicators noted in the Tables above. In addition, the NYSDEC has designated both Census Tracts 705 Block Group 1 (East End) and Census Tract 702 Block Groups 1 and 2 (West End) potential Environmental Justice (EJ) Areas based on poverty levels and correlation with environmental factors tracked by the State. As noted in Table 3) below, both Census Tracts comprising the East-West End Textile Trail are impacted by lead paint and proximity to Risk Management Plan (RMP) facilities, while East End residents tend to live closer to Superfund Sites and suffer from toxic emissions from industrial sites along the Hudson and embedded within low-income neighborhoods.

EJ Screen – Environmental Indicators	CT 705 (East End)	CT 702 (West End)	New York State
Lead-Based Paint	0.6	0.72	.54%
Superfund Proximity	0.61	0.51	0.84
RMP Facility Proximity	3.8	1.5	0.21
Toxic Releases to Air	410	130	450

(b) Advancing Environmental Justice–Sensitive populations in the East-West End Textile Trail including high-poverty households, young children, and elderly residents over age 64 will benefit by City efforts to identify, assess, and plan for site cleanups and redevelopment projects. Removal of blight and infill construction of new housing and retail and office developments to eliminate sources of underground contamination and vapor intrusion impacting neighboring residents. New and rehabilitated housing will

provide safe and affordable homes and apartments without lead-based paint and potential asbestos-containing materials for families. New startup businesses, restaurants, and smaller companies attracted to former brownfield sites will provide jobs and better wages to unemployed residents and younger workers thinking of leaving the area and enhanced and new recreational connections to the Warren County Bikeway, Feeder Canal Trail, and Hudson River waterfront along the southern border of the Textile Trail will improve access to outdoor fitness and recreation opportunities and healthy living habits.

To ensure EJ principles are considered in Assessment Program activities, the updated Brownfield Inventory will include EJ Burden Impacts (i.e. proximity to Superfund Sites and RMP facilities, and elevated blood lead levels in children) to rank sites for conducting Phase I and II ESAs and Reuse Plans. For the 6 Priority Sites, cleanup and reuse plans presented to the City’s Planning Board must address contamination impacts and cleanup plans on surrounding homes, schools, and critical public facilities. The City does not anticipate displacement of residents or existing businesses because of Assessment Program activities, as the 6 Priority Sites consist of vacant land and blighted buildings that provide opportunities for infill development to create jobs, improve tax revenues, and encourage surrounding property improvements. The Brownfields Project Director will incorporate elements of the EPA EJ Collaborative Problem-Solving Model in the Citizen Involvement Plan to ensure the City and public evaluate sensitive population impacts through the community engagement and reuse planning process.

2.b. Community Engagement

2.b.i. Project Involvement and 2.b.ii. Project Roles-The following organizations will make up the volunteer Brownfields Team and have input on environmental impacts and desired redevelopment options for Priority Brownfield Sites and other eligible sites receiving EPA assistance. City discussions with these organizations have affirmed their interest in participating in the City’s Program and helping promote cleanup and reuse of long-dormant brownfield sites.

Name of Entity / Mission	Point of Contact	Specific Program Role(s)
Warren County Office of Employment / <i>Job Skills Training</i>	Liza Ochsendorf ochsendorf@warrencountyny.gov	Resume and job search assistance; job placement services; identification of employer needs; training for displaced workers
Glens Falls Housing Authority / <i>Affordable & Senior Housing Provider / Section 8 Vouchers</i>	Cherie Kory, Executive Director cheriekory@glensfallshousingauthority.org	Outreach to seniors, landlords, and tenants about brownfield sites; financing access for home buyers and housing developers
NAACP, Glens Falls Chapter / <i>Racial Education and Tolerance</i>	Mary Gooden, President fifthward@cityofglensfalls.com	Brownfield site identification and inventories and outreach to minorities about health, social, and environmental justice impacts
Adirondack-Glens Falls Transportation Council / <i>Regional MPO</i>	Aaron Frankenfeld, Director info@agftc.org	Connect reuse plans to mass transit routes and financing for ped/bike facility upgrades
Glens Falls Industrial Development Agency / <i>Development Incentives</i>	Judith A. Calogero, Chair judy@calogeropartners.com	Recruit developers; apply for cleanup and redevelopment grant programs; promote shovel-ready properties to businesses
Glens Falls Urban Renewal Agency / <i>Property Acquisition, Rehab, and Reuse Financing</i>	Patrick W. Dowd communitydevelopment@cityofglensfalls.com	Acquire tax-foreclosed properties from the City; conduct Phase I & II ESAs; develop reuse plans and site feasibility studies; recruit developers

2.b.iii. Incorporating Community Input-The City has created a 9-member Brownfields Team (BF Team) and a Community Involvement Plan (CIP) to inform residents and community groups about brownfield assessment activities and specific clean-up and redevelopment projects. The City uses the CIP to solicit resident comments regarding environmental hazards and to present cleanup and redevelopment alternatives and solicit feedback from the same residents. A member of the Planning Board will sit on

the BF Team to understand environmental impacts on adjacent neighborhoods and ensure resident feedback is recorded when property reuse plans are presented for site plan approvals.

The Brownfields Project Director and the BF Team will update the CIP after Grant Award and facilitate public participation through 2 “Brownfields Forums” held in 2025 before the Cooperative Agreement is finalized and twice per year thereafter (10 public meetings), quarterly and bi-annual neighborhood meetings held by City Council members, monthly website postings on a “GF Brownfields Today” webpage, and periodic site-specific stakeholder and property owner meetings.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

3.a. Description of Tasks/Activities and Outputs / 3.a.i. Project Implementation-(See the Table below).

EPA-Funded Task #1	Cooperative Agreement Oversight & Program Management
Non-EPA Funding:	<i>\$20,000 City of Glens Falls Economic Development Budget for Brownfields Project Director and staff support at \$5,000 per year of the 4-year Grant Period.</i>
Schedule:	<i>QEP selected during Quarter #1 / City will oversee QEP and Program on a bi-weekly basis.</i>
Lead:	<i>Jeffrey Flagg, Brownfields Project Director, with technical support from the QEP.</i>
Outputs:	<i>Written RFQ with Selection Criteria and City Council Resolution per 2 CFR Part 200 and 1500; Quarterly Progress Reports (16); Annual MWBE Utilization and Federal Financial Reports (4 each); Project Closeout Report (Quarter #16); ACRES Profiles for Phase I, II, and Reuse Plans at 20 Sites; Minimum 10 Brownfields Team Meetings.</i>
EPA-Funded Task #2	Community Engagement & Site Inventory-Ranking
Non-EPA Funding:	<i>\$20,000 NYS BOA Program (2025-2026) for citizen participation activities regarding Brownfield Sites and Reuse Plans within the East End-Warren Street Corridor.</i>
Schedule:	<i>Updated Community Involvement Plan (CIP) by Quarter #2; Textile Trail and Additional Sites Inventory completed by Quarter #3; Quarterly Brownfields Team Meetings and bi-annual public “Brownfields Forums;” Monthly Program Updates, periodic City Council Meeting updates (at least annually); and semi-annual City Council neighborhood meetings throughout the 4-year Grant Period.</i>
Lead:	<i>Jeffrey Flagg, Brownfields Project Director, City of Glens Falls</i>
Outputs:	<i>Updated Community Involvement Plan (CIP); 10 public Brownfields Forums including 2 in Calendar 2025; Monthly community updates through City’s “GF Brownfields Today” Webpage; 16 quarterly Brownfields Team Meetings; Updated city-wide Inventory of 25-30 sites; Distribution of “Development Opportunity Sheets” for the 6 Priority Brownfield Sites including ranking of EJ impacts and status of cleanup and reuse options; Meetings with stakeholders and property owners twice per year.</i>
EPA-Funded Task #3	Site Selection & Phase I and II Environmental Site Assessments (ESAs)
Non-EPA Funding:	<i>Not applicable to this Task #3.</i>
Schedule:	<i>June 1, 2026 through June 30, 2029 (Quarter #s 3 through 15).</i>
Lead:	<i>Jeffrey Flagg, Brownfields Project Director, with implementation and technical support from the QEP (environmental database expertise and field sampling capacity).</i>
Outputs:	<ul style="list-style-type: none"> • 25 Phase I ESAs including the 6 Priority Brownfield Sites. • 6 Phase II ESAs including up to 3 Priority Brownfield Sites. • Master Quality Assurance Project Plan (QAPP); Health and Safety Plan (HASP). • ESA Reports reviewed and sent to EPA with data uploaded to ACRES for all Sites.
EPA-Funded Task #4	ABCA Reports & Reuse Feasibility Plans
Non-EPA Funding:	<i>\$30,000 anticipated from the NYS BOA Program for Reuse Feasibility Studies (East End). \$25,000 property owner equity for 1 clean-up project with NYS Brownfields Tax Credits.</i>
Schedule:	<i>November 1, 2026 through July 31, 2029 (Quarter #s 4 through 16).</i>
Lead:	<i>Jeffrey Flagg, Brownfields Project Director and Brownfields Team with QEP technical remedial and reuse planning support, review of remedial alternatives and reuse concept plans.</i>

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Outputs:	1 Area-Wide Reuse Plan and 1 ABCA for a Priority Site (2 Outputs-Lehigh Cement proposed). 3 Site-Specific Property Reuse Feasibility Studies for Priority/Additional Sites.
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Budget Categories	Task 1 Programmatic	Task 2 Engagement	Task 3 PH I & II ESAs	Task 4 ABCA / Reuse	Totals
Personnel (City)	\$20,000	\$0	\$0	\$0	\$20,000
Fringe Benefits (City)	\$2,000	\$0	\$0	\$0	\$2,000
Travel (City)	\$4,500	\$0	\$0	\$0	\$4,500
Equipment	\$0	\$0	\$0	\$0	\$0
Supplies	\$0	\$0	\$0	\$0	\$0
Contractual (QEP)	\$8,500	\$38,000	\$260,000	\$167,000	\$473,500
Direct Costs	\$35,000	\$38,000	\$260,000	\$167,000	\$500,000
Indirect Costs	\$0	\$0	\$0	\$0	\$0
Total Budget	\$35,000	\$38,000	\$260,000	\$167,000	\$500,000

3.b. Cost Estimates-Program costs are summarized above and described below based on the City's experience with 4 prior Assessment Grants, including an FY2020 Award (still active) and review of other Upstate NY Brownfield Programs (Fulton and Herkimer Counties) and participation in periodic Region 2 Grantee Roundtables. 94% of the funding will cover Contractual Costs, and 85% will be allocated to Phase I and II ESAs and development of area-wide and site-specific cleanup and reuse studies. The City will only use \$22,000 (4%) of the Grant Award for direct Administrative Costs incurred by the Project Director.

Task 1: Cooperative Agreement Oversight & Program Management (\$35,000)-Direct Personnel and Contractual costs for quarterly progress and annual MWBE and financial status reporting; ACRES site investigation and outcomes data inputs; weekly coordination and oversight of the QEP; travel for the National Brownfields Conferences (2); and preparation of payment requests and fiscal documentation.

- *Personnel-Fringe*: Brownfields Project Director for 2 hours per week average for 200 weeks (4 years) at \$50 per hour = \$20,000 and 10% for Fringe Benefits = \$2,000.
- *Travel*: Project Director and 1 BF Team Member to attend 2027 National Brownfields Conference; Project Director to attend the 2029 Conference, at \$1,500 per event x 3 events = \$4,500.
- *Contractual*: 3-4 hours per quarter x 16 quarters x \$160 per HR = \$8,500 to assist the City.

Task 2: Community Engagement & Site Inventory-Ranking (\$38,000)-Including QEP time incurred to help the City update and implement the CIP; organize and prepare materials for Brownfields Forums and the City's "GF Brownfields" webpage; research properties and attend stakeholder and property owner meetings; facilitate the initial community-wide and Priority Site inventories; prepare "Development Opportunity Sheets" to promote community engagement for reuse of the 6 Priority and Additional Sites.

- *Contractual*: 230-240 hours x average rate of \$160 per hour over 4-year Grant Period = \$38,000.

Task 3: Site Selection & Phase I and II ESAs (Contractual)-(\$260,000)-Conducted by the QEP, including preparation of Site Access Agreements and EPA Property Approval Forms and all site-specific work plans, health and safety plans, and the Master QAPP and HASP; preparation of draft site investigation reports which will be printed for the City and sent electronically (PDF) to EPA Region 2; and review findings and RECs with the City and BF Team and incorporate EPA review comments into final ESA Reports.

- Property Approval Forms and Access Agreements for 25 sites x \$900 per site = \$22,500.
- 25 Phase I ESAs at a cost of \$3,000 each (average) = \$75,000.
- 6 Phase II ESAs (could include ACM/LBP testing) at a cost of \$26,000 (average) = \$156,000.
- QEP to Update the Master QAPP and HASP for EPA Approval = \$6,500.

Task 4: ABCA Reports & Reuse Feasibility Plans (\$167,000)-Review and analysis of site cleanup alternatives and feasible target area and site-specific reuse plans coordinated through the Brownfields Project Director, Brownfields Team, and property owners and developers.

- Conduct 1 Area Reuse Study for a Priority Brownfield Site (Lehigh Cement-80 acres) = \$77,000
- Complete ABCA and Reuse Plans for 3 Priority/Additional Sites at avg. \$30,000 per site = \$90,000.

3.c. Plan to Measure and Evaluate Environmental Progress and Results

The City's Brownfields Project Director will be responsible for tracking, monitoring, and reporting EPA outputs and outcomes for this Assessment Grant and reporting that data to EPA Region 2 via Quarterly Progress Reports and ACRES. Site-specific updates including status of the 6 Priority Sites will be added to an Excel spreadsheet maintained by the Project Director and noting the following outputs/outcomes: 1) # of sites added or updated in the community-wide and Target Area inventories; 2) # of sites selected for funding; 3) # of sites approved by EPA Region 2 for assessment activities; 4) # of completed Phase I ESAs; 5) # of completed Phase II ESAs; 6) # of completed Analysis of Brownfield Cleanup Alternatives (ABCAs); 7) # of Reuse Feasibility Plans; 8) # of public Brownfields Forums, stakeholder and property owner meetings, and # of "Development Opportunity Sheets" prepared for Priority and additional Brownfield Sites. The expected outcomes identified in Section 1.b.ii (vacant properties and acres investigated, # of construction and permanent jobs created or retained, buildings rehabilitated, amount of new tax revenue, parcels or acres of green-space or parkland and trails improved) will also be reported to the EPA via ACRES for an additional 12 months following close-out of the FY2025 Grant Award.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a. Programmatic Capability

4.a.i. & ii. Organizational Capacity and Structure-The City's experience managing EPA Assessment Grants dates to the early 2000s and 4 prior EPA Awards. Glens Falls staff are overseeing \$18 million in active federal and state grant awards, including smart growth planning, recreational facility and Hudson River trail improvements, water and sewer system upgrades, the \$10 million Downtown Revitalization Initiative award including mixed-use development in the West End of the Textile Trail, and the City's annual HUD CDBG funding for anti-poverty, affordable housing, and neighborhood infrastructure and parks and recreation projects. Grant funds are coordinated through the Community and Economic Development Offices, which collaborate on shared development goals and funding resources.

4.a.iii. Key Staff-Programmatic activities will be coordinated by Jeffrey Flagg, who will serve as the Brownfields Project Director and is also the City's Economic Development Director and chair of the Climate Smart Sustainability Committee. Dr. Flagg has 10 years' experience in municipal grant administration, renewable energy projects, and land use and development initiatives funded through local, state, and federal agencies. Dr. Flagg is the full-time lead overseeing the City's economic development and brownfields policies and coordinating funding resources with other City departments.

The City will also utilize the Senior Engineer, Jeremy Schneible (hired 2021) and Susanne Kasitch, the outgoing City Controller (24 years) and Mark Powers, Susanne's replacement (15-years State and municipal accounting experience). In the event the Brownfields Project Director or other key staff leave their jobs, the City will recruit new staff using advertising, Civil Service job postings, and referrals through the City's Human Resources Director and Warren County Office of Employment to promote hiring of qualified local residents when feasible. The QEP will also be authorized to continue implementing EPA Grant activities with direct oversight from Mayor William Collins and volunteer Brownfields Team when new staff are hired so the Program does not lose momentum.

4.a.iv. Acquiring Additional Resources-Glens Falls has a contractor solicitation system to appropriately acquire additional expertise and resources, including firms to be paid with federal funding sources, as

outlined in the City's adopted Procurement Policy (updated in 2023) and its HUD CDBG Policy and Procedures Manual (2022). In adherence to our standard procurement procedures and in compliance with the competitive criteria set forth in 2 CFR Part 200 and 2 CFR Part 1500, and other applicable EPA procurement guidance documents, we have selected a QEP to furnish essential technical and program management support. This selection process will involve a Request for Qualifications (RFQ) advertised via our daily newspaper (Post-Star) and posted on the statewide NYS Contract Reporter system. The QEP will assist the City through various stages of grant implementation, encompassing program management, community outreach, environmental assessments, cleanup and reuse planning, other eligible tasks, and compliance with EPA reporting requirements.

The City's Brownfields Team will include a business owner who is either a Minority, Woman, Veteran, or Disadvantaged Business Enterprise in the East-West End Textile Trail, and the Program will promote local hiring and strong labor practices for assessment and reuse projects that result from EPA-funded activities. We do not anticipate the need for Subawards or Subrecipients to assist with Program activities, and both our selected QEP and developers who pursue redevelopment projects will be encouraged to hire residents and/or use local suppliers for site assessment activities, building clean-up and remediation activities, and new construction and rehabilitation projects.

4.b. Past Performance and Accomplishments

4.b.i. Currently Has or Previously Received an EPA Brownfields Grant-Glens Falls has received 5 prior EPA Assessment Grants-the most recent 3 Awards include \$200,000 each in FY2009 and FY2020 and a \$600,000 Coalition Assessment Grant in FY2013. 78% of the FY2020 Grant has been expended as of October 1, 2024, and the City has applied to Region 2 for a No Cost Time Extension until September 30, 2025 to complete 3 additional Phase I ESAs and 1 modest Phase II of a prior apartment fire site.

(1) Accomplishments-For the 2 prior and one current EPA Assessment Grants, the City has assessed 65 properties, and more than 15 of those sites had clean Phase I ESA Reports and have been transferred or sold to new home buyers, contractors, and existing businesses for reuse. Another 14 of those sites have been remediated and/or redeveloped through public and private investments since 2012. Outcomes from successful EPA Grant activities include development of 200 new housing units and creation of 25 construction jobs over a 12-year period), a new subsidized housing project (29 apartments) serving homeless, domestic violence victims, and mental health patients; affordable housing financed with federal and State tax credits for lower income residents (72 new mixed income apartments to be constructed on a former brownfield at 25-33 South Street); 15,000 square feet of space for professional offices and entrepreneurs; homeownership for 8 lower income "first-time" buyers including 6 single mother households; and creation of a .25 acre downtown pocket park next to a new Farmers Market and festival events pavilion and gathering space on the site of 2 former dilapidated mill buildings.

(2) Compliance with Grant Requirements-There are no adverse audit or programmatic findings associated with the 2009 and 2013 EPA Assessment Grants and FY2020 Award. The City has met the terms and conditions of the respective Cooperative Agreements and submitted Quarterly Progress Reports and MWBE and FFR reports to EPA Region 2 within 30 days of the end of each reporting period. Relevant site-specific environmental assessment and property reuse data has been uploaded to ACRES, other than active Phase I and II ESAs attributed to the current FY2020 Grant, which expires September 30, 2025. The City also inputs data into ACRES generally on an annual basis with new and updated ESAs performed on older brownfield sites and remediation and property reuse outcomes for sites investigated with prior EPA funding as additional site development information is compiled and tracked by the Brownfields Project Director through the City's Economic Development Office.

Attachment - Threshold Criteria Responses

1. Applicant Eligibility - The City of Glens Falls is the sole applicant for the proposed Community-wide Brownfields Assessment Grant using FY2025 EPA funding. The City is a general purpose unit of local government as defined under 40 CFR Part 31.
2. Community Involvement – The City of Glens Falls has created a Brownfields Team of community and economic development officials, stakeholders, and at least one Target Area resident with no other affiliations to act as a steering committee for the Assessment Program. The Team consists of at least 9 members at any given time, and it will be coordinated by the City’s Brownfields Project Director, who is also the full-time Economic Development Director.

The City has developed a comprehensive Community Involvement Plan (CIP) to inform elected officials, affected residents, community groups, and residents in neighborhoods impacted by Brownfields about current assessment activities and specific clean-up and proposed reuse projects. The City last updated its CIP in 2023 and uses this Plan to solicit comments regarding potential hazards and environmental findings at investigated sites and inform residents of private redevelopment plans and other public investment opportunities. The City will refresh the CIP in 2025 to align the Plan with the specific objectives of the FY2025 Assessment Grant proposal and to encourage public participation after approval of the Cooperative Agreement.

For this Assessment Program, the City will utilize media outlets including two local daily and weekly newspapers (*The Post-Star*—daily and the *Chronicle*—weekly), cable access television based in Glens Falls (*Look TV8*), central document depositories including Crandall Public Library and the City’s Economic and Community Development Offices in City Hall, and regular neighborhood meetings held by Common Council members in all 5 electoral wards.

In addition, the City has upgraded its municipal website which makes navigation easier for residents seeking information about a variety of City-sponsored initiatives and programs. The Brownfields Project Director will create a separate page linked to the primary website for posting Assessment Grant documents, area-wide inventories and site screening information, press releases and announcements about neighborhood meetings, and reference information from the EPA and NYSDEC regarding strategies to promote site investigation, remediation, and reuse.

Furthermore, the City will utilize its Facebook Page and “X” social media account to inform citizens who follow those channels of upcoming public forums and provide the public a means to submit “real time” comments about specific properties of interest and interact with the City on the status and progress of the Brownfields Program. Those channels are monitored daily by the City’s full-time Communications Director who can compile comments for the Mayor and Brownfields Project Director and coordinate appropriate formal responses to ensure dissemination of correct Brownfields Program information to the public.

The City will also implement the following **direct outreach methods** to ensure that the community is informed about ongoing and/or potential brownfield site investigations, cleanup alternatives, and ongoing redevelopment activities:

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- Brownfields Forums will be held to discuss the Assessment Program, with a minimum of 2 public meetings in calendar 2025 and at least 2 forums held each subsequent year during the four-year Grant period. All Brownfield Focus Forums will be advertised in 2 local newspapers (daily and weekly) and on the City's primary website, along with targeted outreach and invitations to community groups, neighborhood associations, and downtown business and property owner organizations.

The first Brownfields Forum will be held within 60 days of the Grant Award (late Spring 2025). At this meeting, the City will introduce the staff who will oversee the Program and explain how the Program will fit into the larger strategic downtown redevelopment and neighborhood revitalization efforts undertaken by the City. Staff will describe the draft criteria to be used in selecting specific sites for Phase I and II ESAs and more detailed cleanup and reuse planning investigations, as well as ask the public to suggest other sites of interest the City may not be aware of, especially long-time property uses within residential neighborhoods that could be negatively affecting human health and property values.

The second Brownfields Forum will be held in early Fall 2025 to help develop the final Workplan to be submitted to the EPA with the Cooperative Agreement. This Forum will describe property selection criteria in greater detail and discuss the process for the Brownfields Team and City officials to select sites for investigation, and it will provide stakeholders and residents additional opportunities to highlight potential sites and related environmental and public health issues affecting impacted neighborhoods.

Bi-annual Forums will be held twice per year during the Grant Period and will be used to summarize Program progress, update the community on sites that have already been investigated, and discuss possible cleanup implications, public health risks, and reuse options that residents and business owners would be interested in seeing pursued.

- Direct Stakeholder Outreach, including "Development Opportunity Sheets" describing specific activities at Priority Brownfield Sites, cleanup and reuse feasibility plans and alternatives, and general Program status information will be distributed to the City Council, partner organizations described in the updated CIP, nearby property owners, non-profit civic organizations, downtown businesses, and residents within the proposed Target Area. These materials will be prepared in both English and Spanish upon request to ensure language access for non-English speaking residents and will be updated as needed as Priority Brownfield Sites are considered for ESAs and reuse planning activities.
3. Expenditure of the City's FY2020 Assessment Grant – Refer to the attached SF425 documentation which indicates that the City of Glens Falls has expended **78.8%** of the awarded funding for its active Assessment Grant (BF 96251420) as of September 30, 2024.
 4. Contractors and Named Subrecipients – No contractors or Subrecipients have been procured or named for this Community-wide Assessment Proposal.