



THE GROUNDWORK USA TRUST ACT OF 2015

Legislative Analysis and Program Design

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EXECUTIVE SUMMARY

Groundwork USA is a network of community trusts located across the United States in low to moderate income areas that suffer from a legacy of environmental degradation. Each trust is operated by and works with local community members and other stakeholders to improve the natural environment, promote civic engagement, and advance equity. The Groundwork USA national office supports each local trust and helps communities to form new trusts. Groundwork USA and its network of trusts are the only organizations with a primary focus on revitalizing the natural environments in underserved areas. While each trust serves its community in specific ways, they all emphasize civic engagement to achieve their goals. They know that unifying the members of the community in creating a revitalized neighborhood is integral to creating lasting and equitable success.

The Groundwork USA Trust Act of 2015 would significantly expand the work of the existing Groundwork network by increasing federal funding from approximately \$1 million to \$15 million per year. The trusts have historically been successful at leveraging federal dollars to secure additional funding from state and local agencies to support their community-based programs.

This report outlines a program design to implement the Groundwork USA Trust Act of 2015. The increased funding that this bill provides expands the scope of programs of existing trusts and would support the creation of additional trusts. We have proposed that many responsibilities be consolidated into a modestly expanded national office to streamline the current grant making process and provide support for new and existing trusts. We also propose a system for increasing accountability and transparency. Throughout our research for this program design, we found it difficult to obtain meaningful information about both the execution of specific projects and details on program operations.

Ultimately the Groundwork USA Trust Act of 2015 will allow the network to expand its services. This growth in operations and program capacity means that more underserved communities can be helped to clean up degraded environments, create healthy green public spaces, offer youth development and job training, and revitalize whole neighborhoods.

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INTRODUCTION

Groundwork USA is a network of local organizations whose mission is to bring about sustained improvement of the environment in marginalized neighborhoods. They do this by developing community-based partnerships to promote environmental, economic, and social well-being in communities where a legacy of environmental pollution would otherwise limit development (GuideStar, 2016; Groundwork USA, 2016). Their five main focus areas are:

- Equity and inclusion
- Healthy communities
- Transforming brownfields
- Urban waters
- Youth development

The Groundwork network has been successful in their mission not only by working with local community stakeholders but by also effectively leveraging federal funds with additional private, public, and in-kind resources (US House of Representatives, 2015).

The Groundwork USA Trust Act of 2015 would provide these organizations with \$15 million in federal funding per fiscal year from 2016 to 2021, distributed primarily in the form of individual grants of up to \$400,000. This would be an approximately 15-fold increase current federal funding to the entire Groundworks network. With this increase in federal funding and the Groundwork network's demonstrated ability to leverage those federal dollars, the current trusts will be able to greatly expand their program services and create new trusts to serve more communities facing environmental justice issues.



Figure 1: Planting at Groundwork USA's Annual Assembly in Washington, October 2010.

BACKGROUND

Problem of Brownfields

A brownfield is “a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant” (EPA, 2015). Beyond landscape contamination, brownfield sites are often located in low-income communities which face both social and environmental justice issues (EPA, 2015).

The US Environmental Protection Agency (EPA) has estimated that there are over 500,000 brownfield locations in the United States and has prioritized the remediation and revitalization of such sites through the Brownfields Revitalization and Environmental Restoration Act of 2001 (EPA, July 2015). This act secured funding for assessing, cleaning, preventing, and fostering sustainable use of brownfield areas (EPA, 2015). Of the estimated 500,000 sites, approximately 22,000 have been assessed (Figure 2). Over 60,000 acres of brownfields have been remediated and made available for reuse by the Environmental Protection Agency’s Brownfields Program since its inception on 1995 (EPA, 2016). Remediation of brownfield sites has resulted in up to a 12.8% increase in property values, encouraging real estate transactions and subsequent economic development (Haninger et al., 2012).

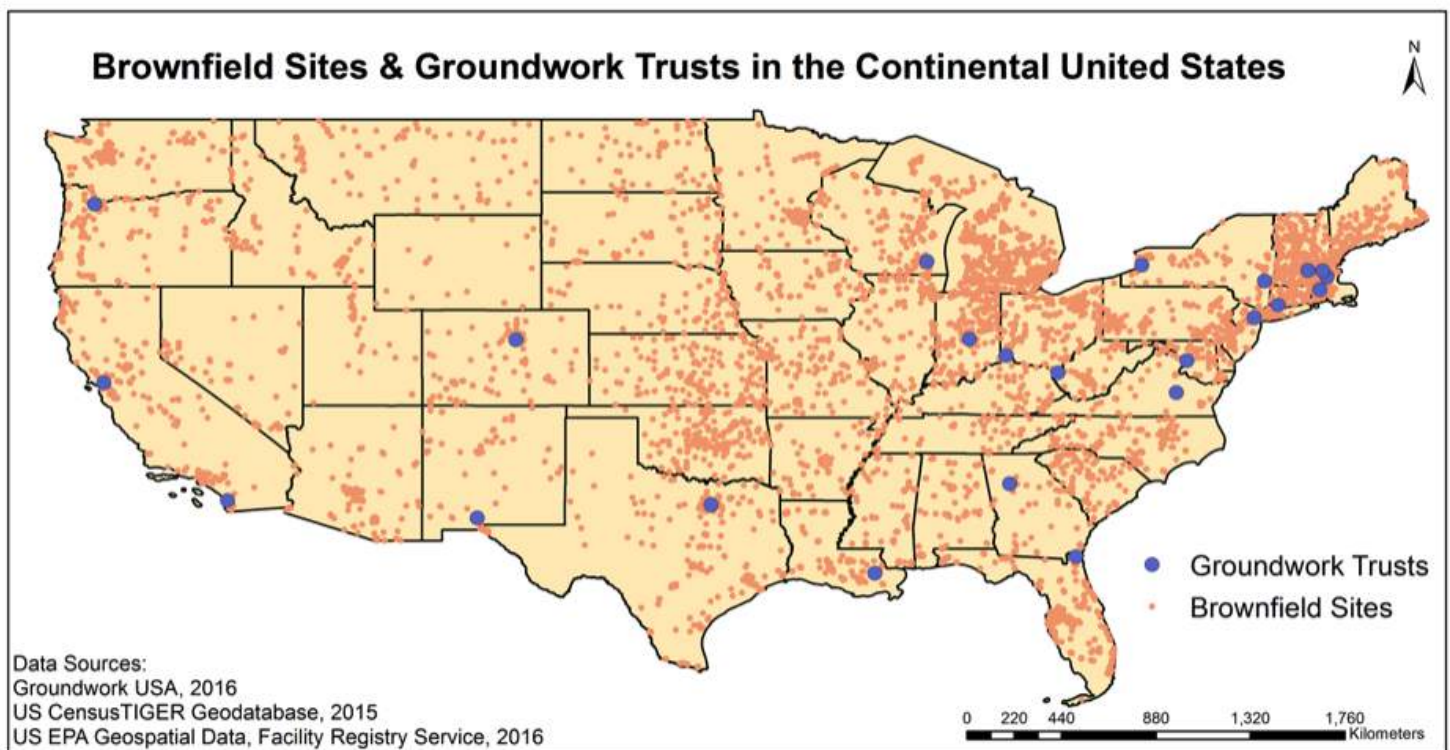


Figure 2: Map of 23 Groundwork Trust locations and 22,000 Documented Brownfield Locations

Socio-economic Issues with Brownfields

There is a consistent overlap between the incidence of brownfields and low-income, distressed communities throughout the United States (Edson, 2001). Remediating these sites impaired with toxic waste is an expensive and long process. However, the environmental improvements associated with remediation increase property values (Haninger, 2014) and improve the overall conditions of the neighborhoods (Hula & Trujillo, 2010) in ways that are proportional to the investment.

Since 2002, the EPA has been promoting the cleanup of contaminated sites through the Small Business Liability Relief and Brownfields Revitalization Act (Dull & Wernstedt, 2010). EPA allocates its resources according to a set of parameters, including position on the Superfund National Priorities list, potential for successful cleanup, and projected impact on human populations. However, this allocation rationale still leaves many of the smaller sites, especially those located in underserved communities, unattended (Schilling, 2011).

Groundwork USA's aim is to promote revitalization in these small-scale sites through a community-based approach, or - to use their own phrase - a "broad mission with a tight geography" (Schilling, 2011). Environmental liabilities represent a hazard to communities, especially when it comes to exposing residents to hazardous substances and their effects on health and wellbeing. Nevertheless, the presence of brownfields in these neighborhoods go beyond environmental issues.



Figure 3: Community members volunteering with Groundwork Lawrence on Community Day. They cleaned up near Manchester Street Park and the West Street Playground in Lawrence, Massachusetts, in 2009.

Abandonment of these lots can make them a hotspot for criminal activity, and consequently drags down the property values around it. It also discourages civic engagement (Dull, 2010).

The goal of this civic revitalization of contaminated sites is to make amenities that provide a source of community pride. Groundwork USA believes in a holistic yet specific approach - encourage education, support businesses, and promote similar initiatives to ensure a change in the ways communities currently interact with these areas. To work towards long-term revitalization, Groundwork USA operates on the "critical intersection of environment, equitable development, and sustainability" (Schilling & Vasudevan, 2011).

Political Context

The Groundwork trusts are deeply involved within their local communities and effective at leveraging funding. The proposed Groundwork USA Trust Act was introduced in 2015 by Congresswoman Niki Tsongas, and authorizes sufficient funding for five to eight new trusts to be created each year, adding to the existing 23 trusts. This would benefit these trusts and other eligible organizations greatly, as they have collectively leveraged federal and state funds to \$19 million in private and in-kind resources since 2000 (Schilling & Vasudevan, 2014). The proposed \$15 million yearly budget would create a 15-fold increase in federal funding for the Groundwork USA Trusts in comparison to the \$1 million in 2015 (Groundwork USA, 2016). However, the existing network only involves the participation of 23 cities, which include only a small portion of the estimated 500,000 brownfield sites across the nation. These projects stimulate economic growth for communities across the United States. Congresswoman Niki Tsongas introduced the bill in an effort to help build green space by creating jobs in communities with high unemployment (Tsongas, 2013). Congresswoman Tsongas believes the Groundwork projects' success in leveraging every federal dollar they received to \$10 dollars in other donations makes this a cause worth supporting (US House of Representatives - Congresswoman Niki Tsongas, 2015).

Brownfield redevelopment programs are remarkably popular, receiving bipartisan support, and reauthorizing funding through the EPA's Brownfield Program is an accomplishment that even the most conservative voters support (Dodds, 2016). However, there is debate on the best way to fund these particular projects. The Brownfields Utilization, Investment, and Local Development Act of 2015 (BUILD Act) reauthorizes funding and makes several improvements to the EPA's Brownfield Program, and was unanimously passed in the Senate in July 2016. The BUILD Act was unanimously passed in the Senate on June 27 but currently has only a 4% chance of enactment, while the Groundwork USA Trust Act has been idle in a House subcommittee since October 2015 with only a 1% chance of enactment (GovTrack, No Date). The BUILD Act would allow the EPA to award individual grants of up to \$950,000 while expanding remediation authority for charitable organizations (Dabbs, 2016). This means the bill could support Groundwork Trusts and other redevelopment projects throughout the nation. The BUILD Act is sponsored and strongly supported by Republican Senator Jim Inhofe of Oklahoma. Senator Inhofe currently has an environmental score of 0% and was named one of the "Dirty Dozen Voters" by the League of Conservation Voters in 2008, meaning he was one of the top twelve congressional members who consistently voted against environmental protections, pollution programs, or investment in renewable energy (LCV, 2007, 2015). Senator Ed Markey of Massachusetts, a cosponsor of the Bill, and Senator Inhofe do not usually see eye-to-eye on environmental legislation (Dodds, 2016). However, both senators, along with other supporters of the bill, know that supporting redevelopment in communities would expand economic opportunities for all (Dodds, 2016).

Supporters of the BUILD Act view the opportunity to fund these projects as way to promote economic development and job creation particularly in their own states and local communities (Economic Opportunities from Land Cleanup Programs and a Legislative Hearing on 3 Measures, 2016). Unlike the Groundwork USA Trust Act that would benefit the 23 established trusts and potential new trusts, the BUILD Act could directly benefit the home districts of all Representatives and Senators. This makes the BUILD Act a more attractive and feasible option to Congress as a funding mechanism for brownfield redevelopment. However, this act does not specifically advocate for community engagement and revitalization of cities with low unemployment rates like the Groundwork USA Trust Act does. Groundwork USA supports an organized network of sites throughout the nation that operate with defined strategies and operations. The local trusts are deeply involved within their communities and display a successful history of leveraging funds. While the BUILD Act could impact other areas in need, the Groundwork USA Trust Act has the ability to grow its successful and organized network while revitalizing and engaging local communities. Support for the two bills does not need to be mutually exclusive – enacting both would advance the process of brownfield remediation.



Figure 4: Congresswoman Niki Tsongas, Sponsor of the Groundwork USA Trust Act of 2015, with the Groundwork Lawrence Green Team, in October 2008.

PROPOSAL

The following section details a program designed to implement the Groundwork USA Trust Act of 2015. Here, we act as though the legislation was enacted into law and create a framework for successfully completing the goals of the bill. A revised staffing plan, budget, and performance measurement system are suggested to organize the funding to emerging and established trusts, ultimately aiding in brownfield remediation across the United States.

Program Design

Building on the established framework, we propose the following program design to allocate federal funds to emerging and established Groundwork trusts under the Groundwork USA Trust Act of 2015. The program design is divided between priorities for the Groundwork USA national organization and priorities for the local Groundwork trusts. Four top priorities for the first year are: (1) establishing an expanded grant program, (2) hiring staff at the Groundworks USA national office, (3) increasing the reporting requirements for individual Groundwork trusts, and (4) increasing collaboration between trusts, the national office, and related organizations through attendance at meetings and conferences.

The Groundwork USA organization will establish clear grant selection criteria based on the requirements listed in the Act, including the proposal's potential to add green space to a region and the proposal's potential to create socioeconomic improvements to the immediate communities. The Groundwork USA national office will also establish clear review procedures for evaluating grant proposals. The local Groundwork trusts are responsible for providing additional progress reports with concrete metrics and for making additional project data publicly available. These key program elements are detailed in the sections that follow.

Revised Staffing Plan

Groundwork USA is the national office that works in partnership with the National Park Service's Rivers, Trails, and Conservation Assistance Program to supply individual Groundwork trusts with federal funding. The national Groundwork USA office coordinates with the 23 local Groundwork trusts. The number of staff in the individual trusts varies from one paid staff member (with extensive volunteer support) to eighteen paid staff. Although local Groundwork trust staff cover a broad range of titles and responsibilities, the money from the Groundwork USA Trust Act of 2015 will be managed by Groundwork USA's national office so this staffing plan will solely focus on changes there. Staffing plans for individual Groundwork trusts, which are beyond the scope of this program design, will likely vary through time depending on the number of projects and grants active at each trust.

The Groundwork USA national office currently has eight staff members that work to support the management of the individual trusts and manage outside partnerships. The Executive Director oversees all organizational operations. The Communications and Network Development Director oversees all internal and external communications. The Trust Services Director manages the relationships between Groundwork USA and its partner organizations, which include the National Park Service and the Environmental Protection Agency, and with its local affiliates. The Director of Resource Development seeks out potential partnership opportunities with foundations, organizations, and other entities to work with local trusts on community projects and assists with fundraising efforts. The National Youth Programs Director oversees Groundwork USA's youth programs, a fundamental aspect of Groundwork's efforts to improve communities. The River

Case Study: Emerson Street Garden Portland, Oregon

One of Groundwork USA's most successful projects has been the revitalization of the Emerson Street Garden in Portland, Oregon. The garden, which now serves as a community hub for education and recreation, was once an abandoned lot with lead-contaminated soil. Key to its success was Groundwork's dedication to engaging community members. Before remediation, Groundwork developed a working group to address economic, equity, and community usage issues. Groundwork also involved stakeholders outside of immediate residents, including volunteers and other community groups, to assist and expedite the redevelopment process. Groundwork was also innovative in its remediation approach - the contaminated soil was relocated to the back of the lot, and new topsoil was added to cover the residual lead contaminated soil. The relocated soil was remediated through the growth of plants, which not only reduced the amount of lead in the soil but served as an educational resource for schoolchildren in the community. In this sense, Emerson Street Garden successfully embodies many of Groundwork's key visions - to not only remediate but revitalize communities.



Figure 5: Emerson Street Garden Welcome Sign

Programs Director, along with the nonprofit organization River Network, spearheads Groundwork USA's Urban Waters Learning Network, which is "a peer-to-peer network for sharing practical on-the-ground experiences in order to improve urban waterways and revitalize the neighborhoods around them" (Urban Waters Learning Network, 2016). The Capacity Building Director leads Groundwork USA's equitable development technical assistance program and community of practice, which assists disadvantaged communities in redevelopment efforts with services such as feasibility studies, strategy design, and leadership development. The Program Assistant provides staff support where needed, in particular in the capacity building and technical assistance programs. An increase of fifteen times the current federal funding, as authorized in the Groundwork USA Trust Act of 2015, will lead to increased demands from Groundwork USA, both in terms of management and accountability. New staff will manage this increased workload to maintain the effective operation of the office. Because the Act is simply increasing the capacity of the organization, not creating a new organization or defining new, specific tasks, the organizational structure can be expanded from the current form. Staff needs are mostly to support existing staff members and give Groundwork USA the management capacity to handle the increase in funding. The most senior proposed addition to the staff is a Grants Manager, who will oversee both the grant application process and the allocation of these funds. The other additional two new staff positions are (1) the Assistant to Trust Services Director, who will assist the trusts with the implementation of grants and support the Trust Services Director in efforts to establish new trusts, and (2) an additional Program Assistant who will assume similar duties as the current Program Assistant, providing help throughout the organization on an as-needed basis. Contracting information technology (IT) and professional services and accounting support will help prevent technical problems from hindering

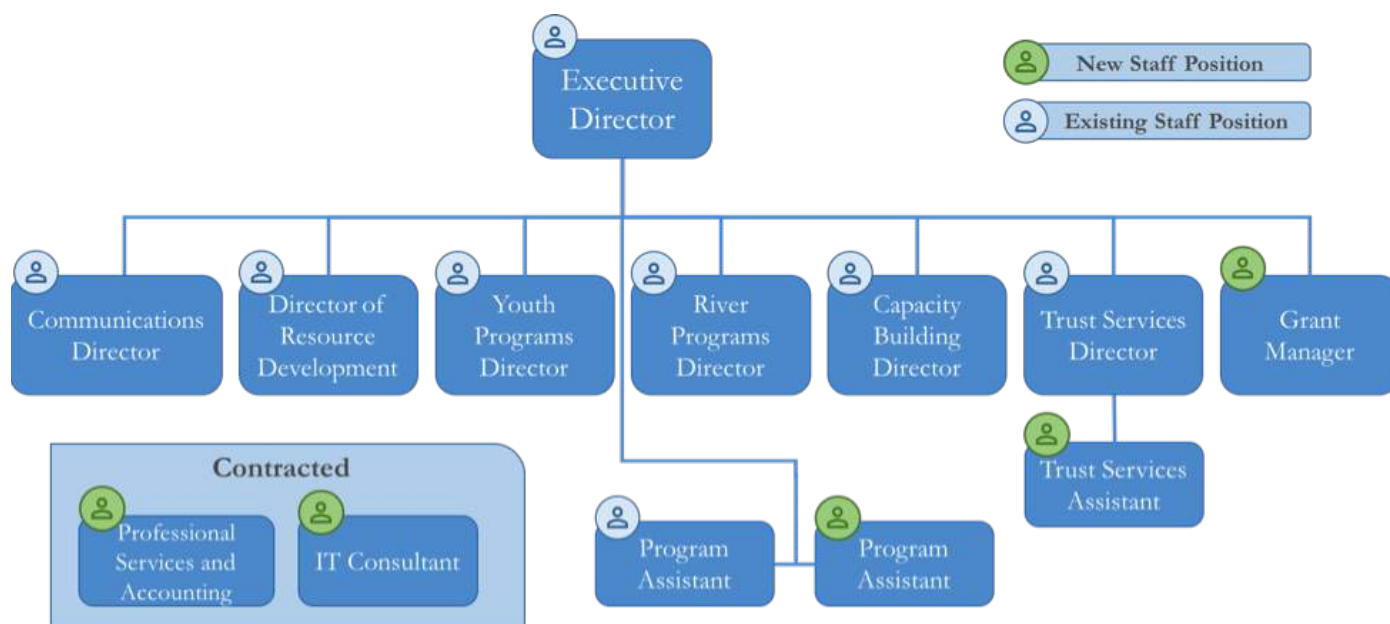


Figure 6: Proposed Groundwork USA National Office Staffing Plan

organizational success, yet save Groundwork money by only hiring when needs arise. Together, these new staff members will join the current Groundwork USA staff to effectively manage a new, expanded budget.

Revised Budget

A fifteen times increase of the budget after the implementation of the Act would result in an expansion of both the national office's budget and the number and size of grants issued to local trusts. The national office serves as a resource for all of the 23 current local trusts and any new trusts that may develop. It receives its revenue and support mainly from federal grant money. Groundwork USA also receives grants from non-federal sources, including from the State of New York, foundations, and other non-governmental organizations (Internal Revenue Service 2014). Groundwork USA also generates revenue from program services such as selling produce from local farms at farmer's markets (Groundwork USA, 2016). Groundwork USA received about one million dollars from its various sources of revenue in 2014 - 42% was expended as grants conferred to local trusts; 38% was used for staff-associated costs; and the remaining 20% went to other administrative costs (Internal Revenue Service, 2014).

A summary of expenses for the national office following the passage of the Groundwork USA Trust Act of 2015 are projected below (Figure 7). The purpose of the bill is to build the capacity of the Groundwork USA Trust network, thus, \$13 million of the \$15 million will be expended as direct program costs, primarily as grants conferred to local trusts to use that money for their own projects. A more detailed budget projection and reasoning for the projections are listed in the Appendices A to C. Currently, the Groundwork USA staff are located in different offices throughout the country, either in the national office in Yonkers or at local Groundwork trust offices. The program expansion

Expenses	Pre-GWUSA Act (2014)	Post-GWUSA Act (2017)	Percent Change
Personnel	\$263,957	\$1,155,000	438%
Direct Program Costs	\$484,786	\$13,250,000	2,733%
Administrative/Overhead Costs	\$190,450	\$595,000	312%
TOTAL	\$939,193	\$15,000,000	1,597%

Figure 7: Groundwork USA National Office Total Operating Budget Prior To and After The Implementation of the Groundwork USA Trust Act of 2015

will require all Groundworks USA staff to be located in the national office. Their duties will expand so salaries will increase as well. The budget both before and after the implementation of the Act shows that the majority of the expenses of the national office will go to grants conferred to local trusts, who use that money for their own projects. The local Groundwork trusts all have different budgeting and expenditures as they serve their own local communities. All 23 of the trusts are committed to the following programs:

- Education, Green Teams, and Job Training (which includes AmeriCorps Members)
- Community Engagement
- Fresh Food Access and Healthy Living Programs
- Environmental Improvement Assistance

After analyzing the financial reporting forms of all 23 Local Groundwork Trusts, we have found that most of the project spending goes to education and job training initiatives along with environmental improvement, which includes brownfield remediation and redevelopment (Figure 9).



Figure 8: Groundwork Hudson Valley's Farmer's Market Stand

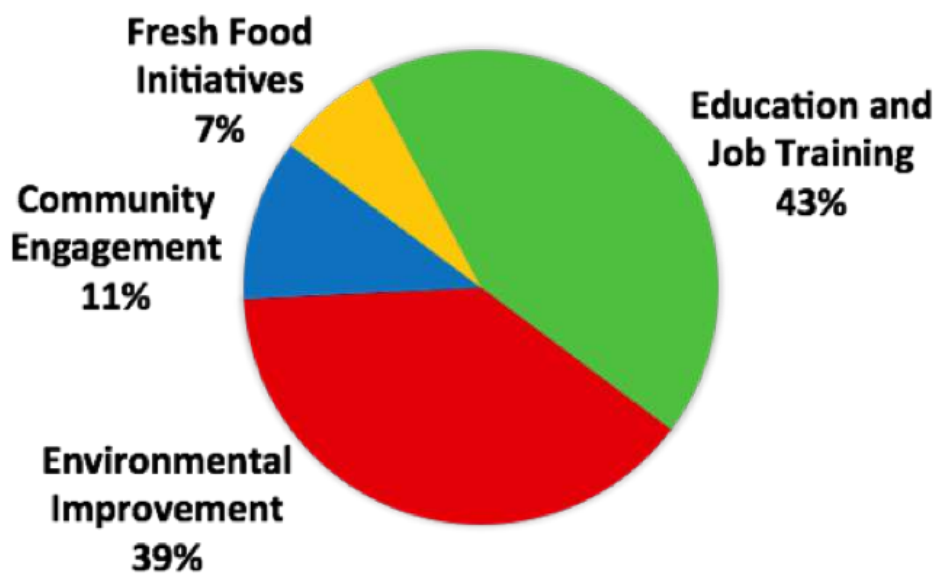


Figure 9: Project Spending Aggregation of All Local 23 Trusts

Performance Measures

The Groundwork USA national office and Groundwork local trusts would both benefit from an improved performance management system that conveys more information and offers more transparency. In addition to transparency, the organization should develop more detailed metrics that would represent more far-reaching measures of a project's success. Current metrics include acres of parkland improved, linear feet of rivers restored, volunteer hours contributed, and jobs created. While these all give some sense of progress in the aggregate, the organization does not provide clear reports on the allocation of different grants or projects within the Groundwork USA network or measures of success at the level of individual projects. The drastic growth in funding that would be provided by the Groundwork USA Trust Act of 2015 intensifies the need for standardized reporting and the public dissemination of information. The performance management plan designed here will affect operations at both the national office and within individual trusts.

The National Office

To evaluate the work of the national office, administrative performance will be examined yearly in two aspects. The first is the ongoing operation of the national office in terms of staff and budget: the national office facilitates the work of the entire national network, with fifteen percent of the funds from the Act allowed to support administrative expenses at the national office. Whether these funds are spent effectively will be measured yearly through staff performance reviews and a review of the administrative budget.

The second aspect the performance management system relates to improved reporting of results of the grant program. This entails a yearly detailed account of 1) the grants which were awarded, including information regarding their amounts, grantees, the projects which the award supports, location and measurable objectives; and 2) the process of selecting projects from among the proposals submitted by the local trusts. This grant selection process must be conducted in an open and equitable manner, so a review of this system must examine the performance of proposal solicitation, the composition of the review committee (assessing impartiality and capacity to perform its tasks), and the criteria by which the decisions are based. These criteria need to be both designed and implemented in line with the mandates of the bill, taking into account all community, environmental, and economic aspects.

External auditing will follow these internal reports to assess administrative expenditures and the allocation of grant funding. These external reports will facilitate organizational improvement and will be also made publicly available to increase transparency and accountability of the organization.

Case Study: Green Teams and Groundwork New Orleans

Groundwork trusts mobilize community members to get involved in environmental restoration projects, with an emphasis on skill-building, education, and leadership opportunities. Groundwork trusts have many youth development programs, most of which are in low-income areas and/or communities of color. Through their 'cradle-to-career pipeline' of environmental education and youth development programs, Groundwork organizations allow youths to enhance their understanding of their natural and built environments to ultimately learn how to effect change. Green Teams are paid work programs that build conservation leadership that allow youths to develop leadership and stewardship skills and promote conservation job training. Nearly all Groundwork trusts have these small groups of high-school aged students that work in their communities in community service, fostering awareness, and environmental restoration, hoping to bridge the gap between urban youth and conservation.



Figure 10: Groundwork New Orleans Green Team Members Holding GIS Maps They Learned to Make

Years after Hurricane Katrina, Groundwork New Orleans' Green Team continues to work in the environmental restoration and urban beautification. Focusing on the community's needs and desires, the Groundwork Trust recently obtained an EPA Environmental Justice Small Grant to improve storm water management, reduce flooding, and provide a green space for the Lower Ninth Ward neighborhood. In this project, Groundwork New Orleans' Green Team members developed GIS mapping skills to plot drainage patterns to determine where to place a rain garden to help improve watershed health and learned to conduct water testing to restore Bayou Bienvenue, a wetland that was largely destroyed by intrusion of saltwater. The rain garden now serves as a hub of communal green space and Bayou Bienvenue is on its way to being restored for fishing and canoeing once again thanks to Green Team members. These opportunities allow these youth develop academic and leadership skills while making a difference in their community.

Individual Grant Use

The program should also assess the efficacy and successful utilization of each grant. If a grant fails to meet its goals, it should trigger a review of the grant selection process. The performance management system is designed to set clear guidelines and measurable criteria that each trust can refer to during the grant. This will be done through reporting key details on the use of each grant within the project it supports. Following the goals set in each grant proposal and using similar metrics will facilitate comparison of the success of both particular grants and individual trusts. These metrics are designed to correspond directly to the goals of the bill and are categorized as environmental, social and economic impacts. They require various analysis, both during the review of the proposal and at the end of the project implementation. The bill details broad goals (the outcomes) and more specific objectives (the outputs), and these are listed in the table in Appendix D, along with measurable indicators for the purpose of performance management.

Timing of Assessment

The national office will be reviewed annually for its budget management and allocation of funds to the trusts. The use of the grants by the different trusts will be evaluated at the end point of most projects. In this regard, it is important to note that evaluating progress requires a clear view of the conditions before the project began. To make the comparison as simple as possible, simple quantifiable parameters that are easy to measure should be recorded at the point of grant proposal, in addition to the point of completion. Long-term performance, although not currently a part of the granting structure, is an important tool to evaluate social and economic impacts that take longer to develop. With the additional funding capacities, the national office might consider dedicating a portion of the funding in each grant cycle to revisit some of the completed projects to evaluate their longer-term impacts.



Figure 11: Before and After of Manchester Street Park in Lawrence, MA.

Master Calendar

The master calendar focuses broadly on the operations of the national office. Implementation of the Act requires updates to the existing Groundwork USA calendar structure by strategically planning in four areas: staffing, meeting, managing the grant process, and budgeting.

Groundwork USA National Office Staffing, Meetings, and Budgeting

Adding new staff and reorganizing current staff will expand the current organizational structure. Since five of the eight current staff from the national office work in different locations across the country, a goal is to centralize job responsibilities and salaries to the national office in Yonkers, New York. This calendar assumes that these existing five staff will relocate to the national office within the first two months of the year. If any choose to remain in their positions at the local trusts, then new national office staff must be hired to fill these roles, following the same calendar as the new hires outlined below. To fill the new positions of Program Assistant, Trust Services Assistant, and Grant Manager, the hiring process will begin in January 2017, with a five-month application and interview period. There will be a review of all staff occurring in December 2017, resulting in an internal report that assesses the performance of each staff member.

While key meetings and conferences such as the Board of Directors meetings and the annual Groundwork conference are fixed in the schedule, other meetings and conferences happen throughout the year that are not specified on the calendar.

The budget is a yearly internal report prepared by the Executive Director and Program Assistant, with consultation from a finance professional. The budget for the first year must happen rapidly, during the first quarter of 2017, to establish the priorities for the grant program that commences in the second quarter of the year. Planning for the 2018 budget will take from August to December 2017.

Groundwork USA National Office Grant Program

Establishment of the grant program calendar at the national level will influence the operations at the local level. The Groundwork USA national office is responsible for issuing a call for grant applications, review of those applications, and awarding funding to local trusts. Strategic planning for this process will begin in January 2017, and over February and March the funding priorities based on the criteria listed in the bill will be established. Once these tasks are complete, Groundwork USA will call for applications for a six-month period. When the application period closes in September 2017, the grant review process will begin. A panel of reviewers will award grants to local trusts by December 2017. For future years, strategic planning will begin in November for the following year, to establish preliminary timelines and begin a more formalized process.

Local Trust Grant Program Implementation and Five-Year Plan

Once a grant has been awarded to a local trust, they are tasked with the responsibility of using the funds for their proposed project. A strategic planning committee will implement each grant at the local level. The trust is responsible for spending all allocated funding within the project time frame.

Throughout the first five years of the program, measurements of success will be obtained through annual follow-ups reports. The local trusts are required to report to the national office once a year on the progress of all of their programs. Data collection, used to track and evaluate progress, will be facilitated by an automated system. This system will be utilized by local trusts to record their spending and performance metrics for all grant projects. Annual reviews of these grant programs will be made publicly available each year. The end of each project will be evaluated to determine that the grant was used according to plan.

We suggest a separate analysis with dedicated funding of the longer-term effects of completed grants. As the grant program progresses, a retroactive analysis of the effectiveness of grant spending will be possible. This requires aggregation of a wide range of data from Groundwork trusts' programs. This will be a time-intensive and resource-intensive undertaking that measures the success of the implementation of the grant program in a more comprehensive way.

Action Item	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Hire Staff (3)	Yellow	Yellow	Yellow	Yellow	Yellow							
Staff Review												Yellow
Executive Directors Meeting	Green			Green			Green			Green		
Groundwork Conference									Green			
Strategic Planning	Blue										Blue	Blue
Establish Funding Priorities		Blue	Blue									
Publish Application				Blue	Blue	Blue	Blue	Blue	Blue			
Grant Review										Blue	Blue	Blue
Allocate Funds to Trusts												Purple
Develop Budget (2018)								Purple	Purple	Purple	Purple	Purple

Figure 12: The Master Calendar for Implementation of the Groundwork USA Trust Act of 2015*

*Yellow corresponds to the staffing calendar; green corresponds to the meetings calendar; blue corresponds to the grants program calendar; and purple corresponds to the budget calendar.

Case Study: Putnam Trail

The Putnam Rail Trail project in Yonkers, New York, is a project currently led by Groundwork Hudson Valley to redevelop the rail line that stopped operating in the 1940s. The plan is to turn this abandoned, degraded rail line into a pedestrian and bicycle walkway and will feature a new park and play area. It will also connect New York City and Yonkers residents by developing a trail that will provide a safe and easy access to the subway into New York City. In order to achieve this, Groundwork Hudson Valley received \$186,529 from the US EPA's Brownfield Program to remediate a degraded area. It was also awarded \$1.45 million from federal earmarks secured in 2005. Lastly, New York City former Mayor Bloomberg awarded \$960,000 of city funds further improve the trail. Community redevelopment is a primary purpose of remediating brownfields, as is this case an abandoned trail. Such a project will bolster the city's tax base by stimulating the development of new businesses and increasing property values. To make sure the resident's voices were included in the planning process, Groundwork Hudson Valley established a steering committee that was comprised of neighborhood churches, non-profits, the Yonkers' Municipal Housing Agency, and other city agencies and stakeholders that met regularly to involve residents. Local groups were also established such as green teams,

made up of youth that reached out to the community to inform them of the planning process and progress of the trail. Focusing on communities that have the potential to plan and create green spaces is crucial. An increase in funds could mean that there would be more resources to establish capacity-building programs. Additionally, with improved metrics for success, such a project could be assessed more completely. For example, measuring the percentage of property value increase would demonstrate some of the broader economic impacts.



Figure 13: EPA and Groundwork Hudson Valley community planning session in Yonkers' Lowerre neighborhood.

CONCLUSION

With the passage of the Groundwork USA Trust Act of 2015, the Groundwork trusts will be receiving around 15 times their current federal funding. This, in addition to the trusts' proven ability to leverage federal dollars to provide their program services, would mean a significant increase in their ability to help communities overcome environmental justice issues associated with brownfields.

APPENDIX A

Groundwork USA National Office Total Operating Budget Pre- and Post- Implementation of the Groundwork USA Trust Act of 2015 - Expanded (Personnel Costs)

	Pre-GWUSA Act (2014)	Post-GWUSA ACT (2017)	Percent Change	Reasoning
<i>Personnel Costs</i>				
Executive Director	\$80,086	\$100,000	25%	Increased responsibility with larger program
Trust Services Director	\$70,199	\$90,000	28%	Increased responsibility with larger program
Youth Programs Director	\$70,199	\$90,000	28%	Increased responsibility with larger program
Communications Director	-	\$90,000	-	Centralized payment of director positions at Groundwork USA office; salary matches similar position in the national office
Director of Resource Development	-	\$90,000	-	Centralized payment of director positions at Groundwork USA office; salary matches similar position in the national office
River Programs Director	-	\$90,000	-	Centralized payment of director positions at Groundwork USA office; salary matches similar position in the national office
Capacity Building Director	-	\$90,000	-	Centralized payment of director positions at Groundwork USA office; salary matches similar position in the national office
<i>Grant Manager</i>	-	\$75,000	-	New position
<i>Trust Services Assistant</i>	-	\$60,000	-	New position
Program Assistant	-	\$50,000	-	Centralized payment of Program Assistant position at Groundwork USA office; will make \$37,000 as per the staff budget's allocation
<i>Program Assistant</i>	-	\$50,000	-	Additional assistant and a new position; centralized payment of Program Assistant position at Groundwork USA office
Fringe	\$26,453	\$280,000	958%	Fringe will account for 32% of salaries (2014 showed the program only paid 8% of the salaries for fringe benefits and 5% in payroll taxes. We combined payroll taxes with fringe benefits and increased the amount to match the national average (Bureau of Labor Statistics).
Subtotal Personnel	\$246,938	\$1,155,000	368%	

APPENDIX B

Groundwork USA National Office Total Operating Budget Pre- and Post- Implementation of the Groundwork USA Trust Act of 2015 - Expanded (Program Costs)

	Pre-GWUSA Act (2014)	Post-GWUSA ACT (2017)	Percent Change	Reasoning
<i>Direct Program Costs</i>				
Network Capacity Building	\$373,681	\$12,000,000	3111%	Network or Local Groundwork Trust Capacity Building is the main mission of the Groundwork USA national office. They do this in the form of grant conferment, providing guidance, and technical assistance. Therefore we budget majority of the \$15 million for this purpose (\$12,000,000)
Other Staff (AmeriCorps Members, Green Team Members)	\$91,464	\$250,000	173%	Job training is Groundwork USA's main focus so increased both the number of position and the salaries of the Green Team members and AmeriCorps positions
Other Program Costs	\$19,641	\$1,000,000	4991%	Other programs of the Groundwork USA office include Fresh Food Initiatives, the Urban Waters Program, and other community engagement efforts. We allocate a million for those program costs.
Subtotal Direct Program	\$373,681	\$13,250,000	3446%	

APPENDIX C

Groundwork USA National Office Total Operating Budget Pre- and Post- Implementation of the Groundwork USA Trust Act of 2015 - Expanded (Administrative/Overhead Costs)

	Pre-GWUSA Act (2014)	Post-GWUSA ACT (2017)	Percent Change	Reasoning
<i>Administrative/Overhead Costs</i>				
IT	\$5,274	\$40,000	658%	With the scale-up of the program, informational technology costs will increase (especially if a data management tool is implemented). This also accounts for any contractual fees in regards using professional IT services.
Supplies	\$6,000	\$15,000	150%	With the scale-up of the program, more supplies will be needed
Rent	\$13,300	\$26,600	100%	Rent will increase with the addition of new staff and program expansion
Insurance	\$2,363	\$6,000	154%	With the scale-up of the program, more insurance related to the program and the office will be needed
Travel Expenses of Staff	\$79,380	\$125,000	57%	Since there will be new staff, travel expenses will increase; moreover, since all staff salaries will be paid centrally by the national office, travel expenses will increase due to increased duties
Conference Expenses	\$34,978	\$75,000	114%	Since there will be new staff, conference expenses will increase
Communications	\$3,143	\$20,000	536%	New trusts may develop and Groundwork USA may want to revamp any communications strategies. We project spending will increase to \$20,000.
Other (Professional Fees, including Accounting and Consulting Services)	\$46,012	\$287,400	525%	Other expenses in the form of miscellaneous program costs, consulting services and other professional fees take up a big portion of the 2014 Groundwork USA budget. We scale-up those costs.
Subtotal Administrative/Overhead	\$190,450	\$595,000	212%	
TOTAL OPERATING BUDGET:	\$922,174	\$15,000,000	1527%	

APPENDIX D

Outputs and Outcomes Detailed in the Language of the Bill and Translated into Quantifiable, Measurable Indicators.

	Bill: Outcomes (Broad goals)	Bill: Outputs (Specific objectives, means to achieving the outcomes)	Translating to Measuring Criteria (for reporting)
General requirements	Cost-effective projects		Return on Investment modules (overall cost vs. gain of grant and project)
			Time Efficiency as a function of planned vs. actual time for completion and delivery of project (percentage of 100% planned)
Environmental Impact	Identification and reduction of threats to human health & local environment associated with the presence of hazardous substances, pollutants, or contaminants	Assess, cleanup, and reuse brownfields for parks, recreation facilities, nature areas, and other community benefits	# sites approved for re-use post remediation
			# and % sites remediated
Physical Site	Increase opportunities for recreation, conservation, food security, environmental education, and other environmental improvements	Landscaping and maintenance	% built vs. open space of completed projects
			% public vs. commercial space of completed projects
Economic Impact	Economic and environmental rejuvenation of communities	Transformation of idle lands and brownfields into cleaner, greener, community assets	# jobs created + type
	Contribute to the use or reuse of existing infrastructure	Increased occupancy rates	% change in property value % change in occupancy rate within X distance of project
	Adds economic value	Leverage or stimulate funds from other sources to support the assessment and remediation of brownfields and their reuse for community benefits	Grant % of the trust's budget utilized for a particular project
Social Impact	Reduces vandalism and illicit activities		% change of crime in nearby area
	Local community involvement in planning and implementation of projects		# days of community activities # members involved #community meetings + #participants
	Increase the capacity of communities with limited means to improve their environment, economy, and quality of life.		% change in # of local initiatives
	Encourage civic pride Decreases negative stigma		

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