COMMUNITY SOLUTIONS:
Moving Toward Brownfield Redevelopment

Memorandum of Understanding
Portland Brownfield Initiative - Portland State University
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EXECUTIVE SUMMARY

PROJECT CONTEXT

WORK PROGRAM AND APPROACH

SCOPE OF WORK

METHODOLOGY

Focused Interviews

Literature Search

Case Studies

TASKS

BUDGET – (TBD)

CLIENT RESPONSIBILITIES

BROWNFIELD GROUP RESPONSIBILITIES

TO THE CLIENT

TO THE COMMUNITY

TO THE WORKSHOP CLASS

TO THE BROWNFIELD GROUP

TO SELF

QUALIFICATIONS

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Executive Summary

Brownfield redevelopment is a complex arena encompassing economic, environmental and social issues. To effectively deal with the topic, the project team has developed a work program that clearly identifies the methodologies, tasks, and products that will accomplish both client and community goals. The most significant undertaking for this project involves assembling and analyzing the team’s findings. The Brownfield Group will identify obstacles and opportunities to brownfield redevelopment and make recommendations to community leaders. These recommendations will detail where community leaders can participate in the process, how they can promote local land reuse and how to advocate for changes to the process.

This Memorandum of Understanding (MOU) represents a partnership between The Brownfield Group and the City of Portland, Portland Brownfield Initiative. The project strives to analyze the shortcomings in the brownfield redevelopment process identified by the communities served by the Portland Brownfield Initiative and The Brownfield Group.

As a direct result of input from community members participating in the Education Action Plan, the first component of this project will entail the development of a 2-4 page pamphlet which will provide general information for wide circulation to the public. The second component will offer more detailed information in the form of a resource manual designed for use by neighborhood associations, community development groups and individuals interested or involved in brownfield redevelopment in their community. This document has two sections that are intended to convey ideas and information that will guide the public and private sectors as well as the community in the planning and implementation of brownfield redevelopment. The first section includes an in-depth analysis of the brownfield redevelopment process and the second section functions as a “how-to” intended for the various stakeholders potentially involved in the redevelopment process.

Project Context

The term "brownfield" appears in numerous discussions these days. It is used to describe abandoned, idled or underused real property where actual or perceived contamination hinders redevelopment. Brownfields can range from old gas stations to abandoned and neglected heavy-manufacturing sites. Nationwide, there are currently an estimated 450,000 brownfield sites. Many of the worst sites have received attention from public agencies as they

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1 The Education Action Plan is one of the "Brownfield Action Plans" resulting from the Brownfield Roundtable Workshops conducted by the Portland Brownfield Initiative. The Education Action Plan combines Environmental Justice, Community Involvement and Education components. For more information, refer to Quarterly Reports 4-6 of the Portland Brownfield Initiative.
present significant health hazards to their surrounding environments. At the same time, brownfields located in more marketable areas are frequently cleaned up and redeveloped at a quicker pace. The remaining properties require special attention. Recently, public-private partnerships have focused resources on the redevelopment of brownfields in areas targeted for economic infusion, but a number of individual sites remain untouched. Many of these neglected properties are in or near economically distressed residential communities.

Lack of community ownership with brownfield problems is the key concern of the project. Within the Portland Metropolitan area, Oregon State Department of Environmental Quality (DEQ) has estimated that approximately 600 contaminated sites exist as of June 1996, 84 of which were listed under the Superfund program by the Environmental Protection Agency (EPA). Community leaders are often unable to promote the redevelopment of underutilized properties in their area. Insufficient education on the issues, ignorance of the cleanup and redevelopment process, and lack of access to available resources all lead to a lack of progress. In addition to presenting potential health hazards, these sites become illegal dumps, opportunities for crime, visible signs of the community’s problems and generally hinder future economic development. The workshop project strives to address these shortcomings. It will offer an examination of current processes used to redevelop such sites and guidance for the optimization of the process from the community’s point of view.

The region’s land use laws and 2040 Framework promote the redevelopment of all available properties. The Brownfield Initiative has identified disconnects between the 2040 process and the reuse of contaminated sites. This workshop project has a secondary focus aimed at identifying these disconnects and offering recommendations for eliminating them.

**Problem Definition**

This project is an attempt to address the perceived lack of capacity at the community level with respect to local brownfield redevelopment. Community limitations include lack of information and access to key professionals involved in brownfield reuse. These citizens may be further challenged by shortcomings in the overall redevelopment process. The Brownfield Group seeks to identify the barriers to this process as well as opportunities to enhance community understanding and participation.
Work Program and Approach

Scope of Work

In order to focus on the key issues affecting community solutions for the redevelopment of brownfields, the project team proposes a scope of work that utilizes clear methodologies and well delineated tasks. This project will begin with an in-depth literature search, designed to inform project team members of the latest brownfield redevelopment issues, and refine the direction of subsequent tasks. Project team members will start with information collected by the Portland Brownfield Initiative and then use information gained through the literature search to frame and inform the series of focused interviews. The project team will work with regulatory officials, financial service providers, developers and other redevelopment experts. These interviews will provide both geographic specificity and invaluable insights into the opportunities and obstacles to brownfield redevelopment. Throughout the project, team members will seek data sources and local case studies to supplement and illustrate the issues and processes identified by the literature search and interviews. Participants from the Brownfield Roundtables and Brownfield Action Plans will be critical to this process. The final step will entail a critical analysis of findings resulting from the literature search, stakeholder interviews, and supplementary data. This effort will identify obstacles and opportunities experienced by various community stakeholders.

The final document will detail the workshop team’s research, analysis and recommendations. It will be unique in that it will also offer “how to” processes for the various stakeholders involved in the brownfield redevelopment process. These process sections will be able to stand on their own for distribution to stakeholder groups. The community based sections will receive the most attention while segments aimed at other participants will be detailed as needed and time permits. As indicated by the work completed by the Portland Brownfield Initiative, land owners, neighborhood associations, community development corporations and neighborhood activists are the prime targets for the project. The report will detail where community leaders can participate in the process, how they can promote local land reuse whether or not they need to advocate for changes to the process. Where appropriate, the final report will detail solutions to problems associated with their roles. Real and perceived obstacles hinder to development of brownfields. Concerns over disproportionate liabilities, excessive assessment and cleanup costs and extended redevelopment time lead to the stigmas associated with such reuse. The project team hopes to focus solutions to overcome fear and perception issues revealed during its research.
Community Solutions Scope of Work

- Literature Search
- Interviews
- Supplementary Data Collection & Case Studies

Interim Products

Findings & Analyses

Findings Products:
- Public Outreach Pamphlet
- Community Solutions: Moving Toward Brownfield Redevelopment
**Methodology**

Brownfield redevelopment is a broad and complex topic. In order to produce a useful and detailed product, several qualitative and quantitative research methods will be utilized.

**Focused Interviews**

A significant portion of the research and information gathering will involve stakeholder interviews. Interviews will be completed with individuals of differing expertise in regards to brownfield redevelopment. A basic set of questions will be created for each interview. The responses to the standard set of questions will allow for an analysis of the differing responses to similar questions. A secondary set of focused interview questions will allow the interviewee to relay their specific and unique perception of brownfield redevelopment.

Ernest Stringers text, *Action Research* will provide the template for the qualitative analysis of the various interviews. These key statements and phrases identified in interviews will be used to chart a sequential description of brownfield redevelopment. Via the final product, the interview data will be conveyed in a manner that allows each stakeholder to become familiar with the roles and actions of other stakeholders. Expert interviews will also be conducted with individuals who, while not direct stakeholders, have information or research pertaining to the issues of brownfield reuse.

**Literature Search**

At the outset of this project, the workshop team will conduct an in-depth literature search. A literature search is the most efficient way to gather, assess and incorporate information produced by other brownfield redevelopment research. Sources of information for this search may include books, agency publications and reports, journals and periodicals, and the internet. The Brownfield Group intends to identify successful techniques from cutting-edge practices and offer them for application in the Portland area.

**Case Studies**

Where possible, the project team will attempt to identify case studies for inclusion into its research and analysis. Case studies allow for a linking of theory and reality. They also aid the project's audience in conceptualizing the issues, barriers and solutions. The project team hopes to identify appropriate properties as case studies. These should focus on the various types and phases of redevelopment processes. Efforts will be made during the early work with stakeholders to specify such studies and then lessons learned will be incorporated into the subsequent analysis.
Tasks

We have identified ten tasks necessary for the completion of the project. One team member will coordinate information relative to the designated task while all team members will be involved in implementation. A more specific tracking mechanism will be developed for project management purposes. This mechanism will allow for continual monitoring of task progress. It will also include an approximation number of hours that each team member will devote to each task.

Task 1: Literature Search

Task Objectives: Build upon the information developed by the Portland Brownfield Initiative (PBI) in order to inform team members about current brownfield redevelopment issues, identify content for analysis, and provide direction for subsequent tasks.

Task Specifics: Sources of information for this search will begin with results from PBI's Brownfield Roundtables and Brownfield Action Plans, and may include books, agency publications and reports, journals and periodicals, and the internet. The project team will also research current work in the field. Current work will include research/studies and “state of the art” practices currently employed around the country.

Task Products: Technical memorandums and summary documents focusing on specific issues and topics.

Task Lead: Kirsten Krane


Task 2: Focused Interviews

Task Objectives: Collect various perspectives of those key individuals involved in or affected by brownfield redevelopment. The project team will utilize qualitative techniques to draw information from various interviews. The team will also build upon the network of brownfield redevelopment stakeholders developed over the last several years by the Portland Brownfield Intitiative.
Community Solutions: Moving toward Brownfield Redevelopment

Task Specifics: Subtasks include:

- Stakeholder/interviewee identification: As of January 1, 1998, the project team will have selected key individuals to be interviewed and will have developed the interview question guide.
- Assignment of interviewers: The project team will have assigned one team member to each interview and one member as support staff.
- Qualitative methods: Analysis of each interview and a synthesis of interview results will be completed on February 15, 1997.
- Memorandum development: Project team members will write a summary of each interview, including any key phrases or relevant statements.

Task Products: A list of key individuals to be interviewed, two lists of questions to be asked during interviews, memorandums consisting of the main points of each interview and any key phrases or relevant statements, and a sequential description of brownfield redevelopment from the perspective of the interviewee.

Task Lead: Kirsten Krane

Task Time Line: December 1, 1997 - February 15, 1998

Task 3: Supplementary Data Collection & Case Studies

Task Objectives: Assemble complimentary data as needed to support project analysis and presentation.

Task Specifics: Data may be required to augment data obtain during the interview and research process. Information on local properties and trends may be incorporated into the analysis phase of the project. Such information may also be used to enhance the presentation of the pamphlet and final report as well as program presentations. Data may include:

- summaries of local contaminated sites
- economic and market trends in the area
- case study details for local redevelopment efforts

Task Products: Raw data and maps.

Task Lead: Scott Chapman
Task 4: Coordinate with Land Use/2040 Action Committee

Task Objectives: Coordinate with Portland Brownfield Initiative’s newly formed Urban Land Reuse Committee and integrate the committee’s efforts into the Community Solutions document.

Task Specifics: The task manager and team members will attend all committee meetings and actively engage in the planning process.

Task Products: Technical memorandum describing the linkages (existing and potential) between the City’s land use planning process, the 2040 Framework Plan, and community brownfield redevelopment. This information will be incorporated, as a chapter, into the final document.

Task Lead: Matt Anderson.

Task Time Line: December 1, 1997 - Ongoing

Task 5: Charting the Redevelopment Processes

Task Objectives: Detail the processes used in the local redevelopment of brownfields. This information will be used during analysis in order to identify disconnects in the local redevelopment process and to recognize where others have offered improvements.

Task Specifics: Based on information gathered during the research and interview tasks, the project team will chart the processes used in current redevelopment efforts as well as those detailed in existing and proposed programs elsewhere in the country.

Task Products: Graphical and narrative representations of the identified processes.

Task Lead: Scott Chapman

Task 6: Analysis

Task Objectives: Critically analyze the findings from previous tasks in order to specifically identify the obstacles and solutions to community brownfield redevelopment.

Task Specifics: The project team members will assemble and analyze the results of all previous tasks.

Task Products: Identification of obstacles to brownfield redevelopment; and recommendations for viable solutions.

Task Lead: Matt Anderson

Task Time Line: December 1, 1997 - March 1, 1998

Task 7: Public Relations

Task Objectives: Maintain a constant flow of information to team members, the client, the workshop class, and the public.

Task Specifics: The task lead will be responsible for the distributing information collected through this effort to appropriate interest groups. This will include presentations made to the workshop class, the client, and the public (if necessary). This task may also include coordinating a field trip for the workshop class.

Task Products: In-class client presentation -- December 3, 1997
One and one half workshop class sessions with possibility of field trip -- TBA
Presentation of final product to client -- TBA

Task Lead: Camron Parker

Task Time Line: December 1, 1997 - Ongoing
Task 8: Document Structuring

Task Objectives: Facilitate an efficient writing process.

Task Specifics: The project team will decide upon and begin using a common writing style and document format from the earliest possible point in time. Therefore, the task lead will maintain a common document retrieval file on the College of Urban and Public Affairs computer network. The task lead will also work closely with the final document production lead to ensure an efficient document creation process.

Task Products: A template established and maintained on the computer network where in-progress document content will be stored.

Task Lead: Camron Parker

Task Time Line: December 20, then ongoing

Task 9: Pamphlet Production

Task Objectives: Write the script for a community outreach pamphlet that will be targeted to community groups.

Task Specifics: The script of the pamphlet will be derived from the previous tasks. The pamphlet will written for small property owners, community development commissions, and neighborhood associations. It will inform the reader of the definition of brownfields, give an overview of the redevelopment issues, and list available resources. The Brownfields Group will draft the text with input from the Portland Brownfield Initiative, and PBI will draft the layout and graphics of the pamphlet.

Task Products: A pamphlet of two to four pages in length.

Task Lead: Martin Custred

Task 10: Final Document Production

Task Objectives: Produce an attractive and accessible final document.

Task Specifics: Gather all materials and analysis, create the appropriate layout, and coordinate final document production.

Task Products: The final product will detail the workshop team’s research, analysis and recommendations. It will offer the “how to” processes for the various stakeholders involved in the brownfield redevelopment process.

Task Leader: Martin Custred


Budget -- (TBD)

Budget items need further detail. It is the intent of the group to seek client funding for production of final document.

- Projected Long Distance telephone charges
- Production costs for final report
- Film and processing for supporting photographs

Client Responsibilities

The Portland Brownfield Initiative, directed by Doug MacCourt in the City's Office for Transportation will be the client for Community Solutions: Moving toward Brownfield Redevelopment. Mr. MacCourt functions as the lead coordinator for the City's brownfield redevelopment efforts. He will meet with the project group on a weekly basis and supply available information and guidance throughout the process. The Portland Brownfield Initiative will be responsible for the final production and distribution of the final product.
Community Solutions: Moving toward Brownfield Redevelopment

Brownfield Group Responsibilities

To the Client

The Brownfield Group is committed to the adherence of the AICP Code of Ethics and its specific pertinence to the project team’s responsibility to the client. According to the AICP Code of Ethics, "A planner owes diligent, creative, independent and competent performance of work in pursuit of the client's or employer's interest. Such performance should be consistent with the planner's faithful service to the public interest." It is of these standards that the project team will serve the client beginning with commitment to complete all tasks as stated in the "Scope of Work", in a professional and timely manner. The team will adjust elements of “Scope of Work” according to the client’s needs if, during the course of work elements are found to be added or eliminated in the scope of the project. The Brownfield Group will commit to regularly meet with the client on time and in preparation for progress reports or to meet with client on an ad hoc basis if such meetings are necessary in order to follow the agreed upon timeline. The project group will also divulge all information and submit all materials to the client after the completion of the product.

To the Community

As planners representing the fields of land use, environment, and community development, the chief aim of The Brownfield Group is to serve the public interest. The project team has chosen the topic of brownfield redevelopment based upon a recognition that the public interest is underserved in this area. While the entire notion of brownfield clean-up revolves around issues of public interest, the complexity of both process and regulation associated with brownfields effectively isolates the public from meaningful involvement.

In consideration of the project, the Brownfield Group has the responsibility to champion the long-term environmental and societal benefits of brownfield redevelopment. To accomplish this, the project team will explain the process of brownfield clean up in a concise and meaningful way. The project team will advocate and recommend alternatives to existing processes that better involve the local community. The workshop team will also encourage the adaptive reuse of local brownfields, especially in neighborhoods where residents experience limitations in choice and opportunity due to income, age, culture, race or creed.

To the Workshop Class

As participants in the planning process, the Brownfield Group strives to support the development of their peers and aspiring planners. The project team will share techniques, insights, results and lessons learned with other workshop
students. At the same time, the project team will hopefully aid this target audience by increasing their appreciation of brownfield problems and why this issue should be a concern for all.

**To The Brownfield Group**

We pledge to hold true to time schedules, always submit our best work, and invoke the skills of active listening and idea facilitation when working within the group. For the betterment of the group we will not shy away from participating in controversial situations, yet we promise to treat conflict as an opportunity to work toward collaborative rather than competitive negotiation and decision making.

**To Self**

The Brownfield Group project members have passionate interests in the subject of brownfield redevelopment. These concerns are best presented in their own words:

**Matt Anderson**

"Two personal goals have propelled my interest in this project. First, and foremost I would like to make a meaningful contribution to the critically important issue of brownfield redevelopment. I see the redevelopment of brownfields as fundamental to environmental management, neighborhood revitalization, and urban growth management goals. My second reason for taking on this project is a desire to develop an expertise in the complex field of brownfield redevelopment, so it may be incorporated into future professional work."

**Scott Chapman**

"The subject of brownfields has long been of interest to me. The sight of suburban sprawl in conjunction with the abandonment of urban and inner suburban areas has led me to ponder why development goes where it does. My interests in protecting the environment increased my sensitivity to the presence of contaminated sites and their impacts on neighboring communities. Participation on this project will provide me with the opportunity to further my knowledge of development issues in general and brownfield reuse approaches in particular. At the same time, my various roles within this project will provide me with experiences and professional development in a number of areas including qualitative analysis and community involvement."

**Martin Custred**

"My interest in growth management policies and methods has attracted my attention to brownfield development issues. Understanding the barriers to brownfield redevelopment and making recommendations to streamlining the development process is an excellent opportunity to make a contribution to the region as a student of planning. In
my opinion, promoting brownfield redevelopment within the region will move toward achieving the region's goal of a compact urban form. I am also intrigued by the possibility of not only helping the region use its land efficiently, but also promoting equity through the redevelopment of brownfields in economically depressed neighborhoods. It is my hope that over the course of this project I will gain an in-depth understanding of redevelopment issues. I also hope to strengthen my capacity to work in small groups."

Kirsten Krane

"My primary interest in planning is habitat conservation and the development of effective strategies for managing growth and avoiding urban sprawl. Brownfield redevelopment offers a useful tool for improving the region’s long-term viability. My goal for this project is to promote brownfield redevelopment, taking the emphasis off of “greenfield” development where valuable habitat lies and where the quality of our lives is enhanced in several ways.

"Through this project, I hope to expand my planning skills and overall knowledge of planning process. The contact made with the stakeholder community will help me to better understand the personalities and politics involved with this complex issue. Through contact with stakeholders, I hope to improve the relationships, dialogue and awareness among these individuals and facilitate the reuse of brownfields.”

"This project is groundbreaking work and its potential contribution is significant. This project encompasses multiple issues and its implications carry far beyond local interests."

Camron Parker

"The crux of the project is taking a complicated, multi-faceted subject and attempting to present it in a comprehensible manner. This project offers the opportunity to match the practice of community economic development with environmental planning issues. While I have a background in community development, environmental planning is a new venue. In this light, I carry a responsibility to myself to act in a fashion that screams team-member. I will do this by offering my past experiences when they benefit the group and being open to new ideas and processes when I find myself outside of my sphere of knowledge. It is my intent through this project to explore new terrain in the world of planning, sharpen my skills in small group dynamics, and create a document that is a meaningful contribution to the local community and possibly beyond."
Qualifications

The Brownfield Group teams bring a variety of skill sets and backgrounds to the project.

**Matt Anderson**

Matt Anderson has specialized both academically and professionally in the areas of land use and urban growth management. Working with a consulting firm, Mr. Anderson has participated in several comprehensive planning and urban growth management projects in Oregon and Washington. Mr. Anderson has also provided research and analysis for several site development/land use applications and transportation studies.

Mr. Anderson received a Bachelor of Science in planning and public policy from the University of Oregon, and is currently a Master of Urban and Regional Planning candidate at Portland State University.

**Scott Chapman**

Mr. Chapman has a diverse background including development planning, economic development, project management and environmental advocacy. Currently, Mr. Chapman is working part-time with a planning consultant where he assists with the market and economic analysis of development projects. He recently interned with the Economic Development Administration. His work included research into the federal government's efforts to promote redevelopment of brownfields in rural and urban communities. Previously, he worked in the electronics industry for many years and performed program management functions for product development projects. He holds a Bachelor of Science in Electrical Engineering, a Master of Business Administration and is completing work towards a Master of Urban and Regional Planning at Portland State University with a specialization in Land Use. Mr. Chapman has been a volunteer and held leadership positions with a number of environmental organizations.

**Martin Custred**

Martin Custred brings diverse planning experiences and interests to the project team. Martin has a Bachelor of Arts in German Language and Literature and is earning his Masters in Urban and Regional Planning at Portland State University with an emphasis in land use. Mr. Custred co-authored the annual “State of the City Report” for the City of Arcata, California. Mr. Custred has worked for a press office in a German governmental agency and has also worked for a planning department in Berlin, Germany, where he conducted surveys and gathered information for the completion of a neighborhood revitalization grant. He has gained local experience by assisting METRO council members during the latest urban growth boundary expansion. Mr. Custred is currently employed at the Department of Policy and Planning at the Port of Portland, where he is involved in land use planning issues.
Kirsten Krane

Kirsten Krane received a Bachelor of Arts in International Politics from the University of Oregon in 1993, and anticipates receiving a Master of Urban and Regional Planning from Portland State University in 1998. Ms. Krane specializes in environmental planning and has a strong interest in urban environmental management. Her interest in environmental issues has developed through several years of volunteer work with various non-profit environmental organizations. Ms. Krane has had experience working in the field of environmental issues at both the federal and local government levels. Ms. Krane is currently interning on a state-wide project aiming to bring community leaders from around the state together to discuss respective issues.

Camron Parker

Camron Parker is a masters candidate in urban and regional planning at Portland State University. With an academic emphasis of community development, he has specialized in the organizational dynamics of neighborhood and commercial associations. Concurrent with his studies, Mr. Parker has undertaken a long term internship with the Portland Development Commission where he is assisting in the implementation of the Lents Town Center Conceptual Revitalization Plan. Past work experience includes a similar internship with the City of Portland Bureau of Housing and Community Development which included work on Community Development Block Grant funded loan programs for community facilities and microenterprises. Prior to his graduate work, Mr. Parker was employed by the City of Yakima, Washington. His work in Yakima included managing the citizen involvement process and writing the 1996 Yakima CorePlan, a ten year planning policy document for Downtown Yakima. The CorePlan received the 1996 Municipal Achievement Award from the Association of Washington Cities. Mr. Parker is a native of Snohomish, Washington and received his Bachelor of Arts in Design and Planning Studies from the University of Washington College of Architecture and Urban Planning.