



R01-26-A-009

Application Information Sheet
U.S. EPA Brownfield Assessment Grant Application

1. Applicant Identification

The City of Haverhill
City Hall
4 Summer Street
Haverhill, MA 01830

2. Website URL

www.haverhillma.gov

3. Funding Requested

- a. Assessment Grant Type: Communitywide Assessment
- b. Federal Funds Requested: \$500,000
- c. Location: Haverhill, Essex County, Massachusetts

4. Target Area and Priority Site/Property Information

Target Area 1: Downtown Little River Corridor
Target Area 2: Bradford Riverfront Industrial Corridor
Priority Site 1: Stevens Street Mill (aka Pentucket Mills) – 14 Stevens Street, Haverhill, MA
Priority Site 2: Stevens Street Mill Parking Lot – Stevens Street (across from 14 Stevens Street), Haverhill, MA
Priority Site 3: Historic New England Essex Street Campus – 143–153 Essex Street, Haverhill, MA
Priority Site 4: Former Paperboard Mill – 100 South Kimball Street, Haverhill, MA

5. Contacts

- a. Project Director:
Andrew Herlihy, Director of Community Development Department
978-374-2344; aherlihy@haverhillma.gov
City Hall, 4 Summer Street, Haverhill, MA 01830
- b. Chief Executive/Highest-Ranking Elected Official
Mayor Melinda E. Barrett
978-374-2300; mayor@haverhillma.gov
City Hall, 4 Summer Street, Haverhill, MA 01830

6. Population: 67,787

7.

Other Factors	Page #
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	1

The proposed site(s) is in a federally designated flood plain.	4
The reuse of the priority site(s) will incorporate energy efficiency measures.	4
The proposed project will improve local resilience to the impacts of extreme weather events and natural disasters.	4

8. Letter from the State or Tribal Environmental Authority (not included in the three-page limit)

See attached

9. Releasing Copies of Applications

Not applicable, no confidential business information is included.



Commonwealth of Massachusetts
Executive Office of Energy and Environmental Affairs

Department of Environmental Protection

Address: 100 Cambridge Street, Suite 900, Boston MA 02114 | Phone: 617-292-5500

Maura T. Healey
Governor

Kim Driscoll
Lieutenant Governor

Rebecca Tepper
Secretary

Bonnie Heiple
Commissioner

January 28, 2026

[Via Email]

Attn: Andrew Herlihy
Community Development Director
City of Haverhill
4 Summer Street, Haverhill MA, 01830

RE: STATE LETTER OF ACKNOWLEDGMENT

City of Haverhill

Brownfields Community-Wide Assessment Grant

Dear Mr. Herlihy:

I am writing to support the application submitted by the City of Haverhill (the “City”) under the Fiscal Year 2026 U.S. Environmental Protection Agency (EPA) Brownfield Grant Program. We understand that the City is proposing to undertake several assessment projects to promote redevelopment in the target area of the Little River Corridor, a former industrial area, and the Merrimack Riverfront land proximal to the Haverhill Paperboard site. EPA funding will facilitate Brownfields redevelopment by providing resources to assess properties, conduct cleanup planning and redevelopment planning at properties in these areas, where actual and perceived contamination inhibits development. The target properties have each been deemed a priority by the City.

In Massachusetts, state and federal agencies have developed strong partnerships and work together to ensure that parties undertaking Brownfield projects have access to available resources and incentives. The Massachusetts Department of Environmental Protection (MassDEP), through our regional offices, provides technical support to Brownfield project proponents when regulatory issues arise. If this proposal is selected, MassDEP will work with our state and federal partners to support the City to help make this project a success.

We greatly appreciate EPA’s continued support of Brownfield efforts in Massachusetts.

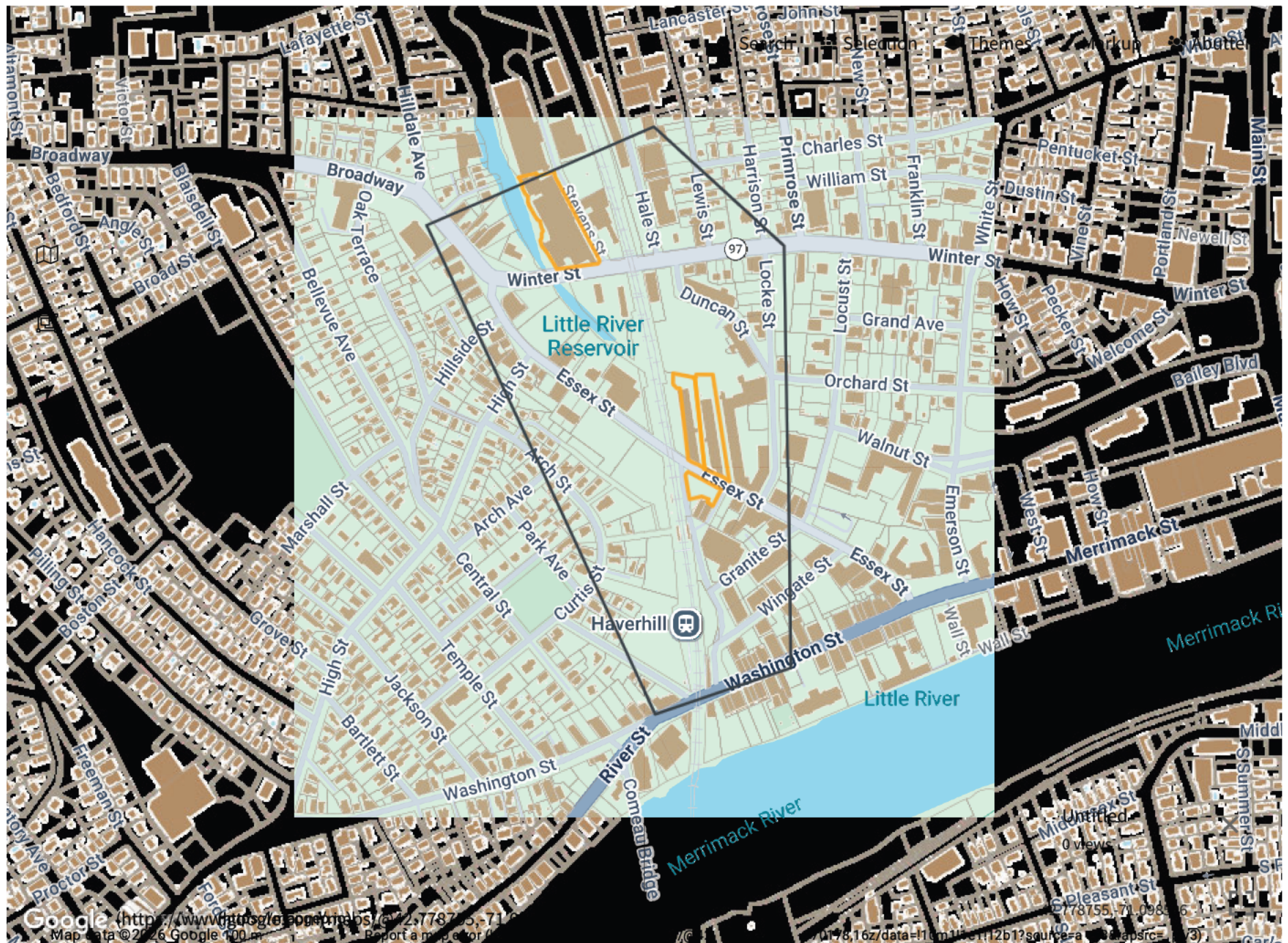
Sincerely,

David Foss, CPG, LSP

Statewide Brownfields Coordinator, Bureau of Waste Site Cleanup

cc: Kerry Fitzgerald, City of Haverhill
Katy Deng, US EPA Region 1
Tiffany Duhl, MassDEP Northeast Regional Office

Map 1: City of Haverhill
Target Area 1 (Downtown Little River Corridor)



Map 2: City of Haverhill
Target Area 2 (Bradford Riverfront Industrial Corridor)



NARRATIVE: City of Haverhill – EPA Brownfields Assessment Grant – FY26

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

a. Target Area and Brownfields -- the City of Haverhill (population 67,787), the 15th largest municipality in the Commonwealth, is located in northeastern MA along the Merrimack River. Haverhill's historic industrial development shaped its downtown and riverfront but also left a legacy of older buildings, former industrial uses, and aging infrastructure that continue to present environmental and redevelopment challenges.

Environmental risk in Haverhill is closely tied to the age of its building stock. Sixty-four percent of housing units were built prior to 1978, and more than 40 percent predate 1940, increasing the likelihood of hazardous building materials and legacy contamination. In 2021, the Massachusetts Department of Public Health designated Haverhill a High-Risk Community for childhood lead poisoning based on housing age, income levels, and elevated incidence rates. These conditions reflect systemic environmental risks that extend beyond individual parcels.

Like many Gateway Cities, Haverhill faces ongoing challenges associated with industrial decline, including vacant and underutilized properties, blight, and disinvestment. Former mills, warehouses, and mixed-use industrial buildings remain prevalent in and around the downtown core, where suspected or known contaminants such as asbestos, lead, petroleum products, and PCBs pose potential risks to public health and nearby waterways, including the Merrimack River.

This proposal focuses on two Target Areas where historic industrial development and limited prior environmental assessment have contributed to ongoing uncertainty and barriers to reinvestment. Target Area 1 (Downtown Little River Corridor) encompasses downtown Haverhill and properties along the Little River, while Target Area 2 (Bradford Riverfront Industrial Corridor) includes former industrial properties along the Bradford riverfront. Both Target Areas include older industrial and mixed-use properties, proximity to the Merrimack River or its tributaries, and conditions that heighten potential risks to public health and environmental resources. Target Areas will be tied to Census Tracts for EPA reporting and analysis.

The Haverhill 2035 Master Plan identifies downtown and river-adjacent districts as priorities for reinvestment through mixed-use redevelopment, affordable housing, improved green space, and climate-resilient design. This grant will enable the City to conduct environmental assessments and planning activities needed to reduce uncertainty, protect public health, and support informed decision-making, improving the likelihood that future reuse and redevelopment can proceed responsibly.

Target Area 1 extends along the Little River from Stevens Street to Washington Street. Target Area 2 is generally bounded by the Merrimack River, South Main Street, and historically industrial parcels extending inland toward Salem Street and South Porter Street. Initial assessment efforts in Target Area 2 will focus on the former Haverhill Paperboard Mill at 100 South Kimball Street.

Target Area 2 includes multiple former industrial properties associated with Bradford's historic manufacturing base. Past industrial uses, proximity to the Merrimack River, and limited prior assessment have contributed to uncertainty regarding environmental conditions, creating barriers to reinvestment and redevelopment along this underutilized riverfront corridor.

Brownfield challenges in both Target Areas stem from more than a century of industrial activity along the Little River and within Bradford's historic manufacturing district. Environmental issues include hazardous building materials, petroleum releases, historic fill, and contamination associated with former manufacturing operations and river-dependent industries. These conditions restrict redevelopment options, pose safety concerns, and delay reinvestment in both the downtown area and other areas of the City affected by legacy industrial uses.

Both Target Areas are designated Low-Moderate Income (LMI) under HUD criteria, with a majority of residents living below 80% of Area Median Income. In both Target Areas, the lack of current environmental assessment data creates uncertainty that private owners, nonprofit institutions, and the City cannot reasonably resolve without EPA Brownfields assistance. The proposed assessment grant will evaluate contamination, establish cleanup needs, and support prioritization of redevelopment strategies for these underused and high-risk properties. This work is essential to preparing sites for safe reuse, improving environmental conditions, and supporting ongoing economic development and transportation-related improvements in affected areas of the City.

b. Priority Sites: The City has identified four priority brownfield sites for assessment. Three of the sites are located within the Target Area 1 in downtown Haverhill, an active commercial and mixed-use area that includes restaurants, small businesses, community service providers, apartment buildings, and several low- to moderate-income senior living facilities, alongside former mill and industrial properties. One site, the former Haverhill Paperboard Mill, is located in the Bradford section of the City, outside the downtown core, near the Bradford business area, and surrounded by a mix of residential and industrial uses. All four priority sites are located in areas where people live, work, and access daily services, underscoring the importance of understanding environmental conditions prior to redevelopment or reuse.

Priority Site 1: Stevens Street Mills (aka Pentucket Mills), 14 Stevens Street, Target Area 1: The Stevens Street Mills is a former textile manufacturing complex located within Target Area 1. The site is comprised of one parcel totaling approximately 1.5 acres and includes a large, multi-story mill structure dating to the early 1800s. The property has been vacant for several years and has been condemned since a major fire in 2014, resulting in extensive structural damage and restricted access to interior areas.

Current site conditions include deteriorated and fire-damaged building materials, inaccessible spaces that prevent safe evaluation of interior conditions, and aging infrastructure associated with historic industrial use. The structure is suspected to contain hazardous building materials, including asbestos and lead-based paint, and potential polychlorinated biphenyl (PCB) contamination associated with historic electrical and mechanical systems. The site also includes a deteriorating dam and is located adjacent to the Little River, raising concerns about potential contamination in soils, building materials, and river-adjacent sediments.

While there is redevelopment interest in the site due to its size, location, and proximity to downtown services, reuse cannot advance without a clearer understanding of environmental conditions. Assessment funding is needed to characterize contamination within and around the building, evaluate environmental conditions associated with fire-damaged materials and inaccessible areas, and assess river-adjacent conditions influenced by historic industrial activity. These assessments are necessary to reduce uncertainty, protect public health, and support informed planning for future mixed-use redevelopment.

Priority Site 2: Stevens Street Mills Parking Lot (Stevens Street) in Target Area 1: Located directly across Stevens Street from the Stevens Street Mills building (14 Stevens Street), this approximately 0.5-acre parcel reportedly contains a 70,000-gallon underground storage tank historically used to store No. 6 fuel oil. The condition of the tank and potential soil or groundwater impacts are unknown. Assessment funding is needed to locate and characterize the tank, evaluate the presence of petroleum or hazardous releases and establish environmental risks to surrounding properties and the adjacent rail corridor, where potential releases could affect soils, groundwater, or construction feasibility.

Priority Site 3: Historic New England Essex Street Campus in Target Area 1: This priority site includes the Historic New England (HNE) Essex Street campus, a multi-parcel property located along Essex Street within Target Area 1. Historic New England is a regional nonprofit organization dedicated to historic preservation and stewardship of historic properties and collections across New England. The Essex Street campus includes two former manufacturing buildings, an associated parking lot located across Essex Street, and adjacent vacant parcels, which together function as an integrated campus supporting collections storage, preservation, and related institutional uses. The campus also includes a connecting strip of land between the two buildings that is intended for outdoor public uses and gatherings, increasing the importance of understanding environmental conditions across the full site footprint. The combined site totals approximately 1.5 acres.

Priority Site 4: Former Haverhill Paperboard Mill (100 South Kimball Street), Target Area 2: The Former Paperboard Mill is a previously developed industrial property encompassing approximately 23.4 acres that has undergone limited environmental cleanup; however, deeper subsurface conditions were not fully evaluated. Anticipated reuse concepts would require excavation to depths of approximately 15–20 feet below grade, underscoring the need to better understand subsurface soil and groundwater conditions prior to site disturbance.

The site is located near established residential neighborhoods and in proximity to a closed municipal landfill, increasing the importance of evaluating cumulative environmental conditions to support informed planning and community confidence. Without additional assessment, environmental uncertainty remains a barrier to safe design, permitting, financing, and community-supported reuse.

Assessment funding is needed to characterize subsurface conditions, evaluate potential soil vapor and groundwater impacts, and provide the environmental information necessary to support safe, predictable, and community-responsive redevelopment decisions.

Rationale for Selection: These four sites were selected because they represent significant redevelopment opportunities, contain known or likely contamination, and require environmental assessment before reuse, public access, or new construction can proceed. All the Priority sites are high-impact community redevelopment opportunities located near established residential neighborhoods and daily-use services. Specifically, the former Haverhill Paperboard Mill, has been under consideration for community-serving redevelopment, including potential recreation, childcare, health and wellness, and housing uses, but interest in reuse has been constrained by unresolved environmental conditions, particularly at depth. Assessment is therefore critical to reducing uncertainty, protecting public health, and enabling informed redevelopment decisions that support appropriate, community-responsive reuse.

c. Additional Sites: The City will use a structured, repeatable process to identify additional sites within the target areas as redevelopment progresses. The Project Management Team (PMT), led by the Community Development Department, will work with key partners, including the Department of Public Works, HNE, community organizations, and property owners, to identify sites with known or suspected contamination, redevelopment potential, or barriers to safe reuse. The PMT will maintain and update a working inventory of candidate properties using information from past brownfield grants, historical land-use records, inspection reports, and referrals from partners and property owners. As new projects emerge, the PMT will evaluate whether environmental assessment is needed to advance planning, support permitting, or reduce uncertainty associated with older industrial parcels.

Additional sites will be prioritized using clear criteria: evidence of potential contamination or hazardous building materials; alignment with ongoing redevelopment projects; public ownership or willing private owners; potential to support transportation, housing, or economic goals; feasibility of assessment within the grant period.

The City will meet with partners at least quarterly to review the inventory, evaluate new candidate sites, and determine which locations warrant Phase I or Phase II assessment. This approach ensures that assessment resources are directed toward sites with the strongest redevelopment potential and the greatest value to the overall corridor.

d. Reuse Strategy and Alignment with Revitalization Plans

Priority Sites 1 and 2: Stevens Street Mills and Associated Parking Lot (Target Area 1): Future reuse concepts for the Stevens Street Mills and the associated parking parcel support mixed-use redevelopment consistent with the City's Downtown Haverhill Vision Plan, the Little River Corridor Revitalization Framework, and transit-oriented development goals. The mill site is well suited for residential and commercial uses that reinforce downtown activity and take advantage of proximity to the MBTA station and existing services. The adjacent parking parcel supports this reuse by enabling site access, circulation, and infrastructure needs associated with redevelopment in a dense downtown setting. Environmental assessment is required to evaluate contamination and fire-related hazards so that reuse decisions can be made based on accurate site conditions and aligned with adopted planning objectives.

Priority Site 3: Historic New England Essex Street Campus (Target Area 1): Reuse at the Historic New England Essex Street campus is centered on expansion of the Center for Preservation and Collections, strengthening a cultural and educational anchor within the downtown core. This reuse strategy aligns with City goals to reinforce institutional and cultural assets near transit and to promote reinvestment in underutilized former industrial properties. Planned expansion would involve coordinated redevelopment across multiple parcels, including buildings, parking, and outdoor gathering areas. Environmental assessment will inform planning and design decisions and guide anticipated infrastructure improvements, including water and wastewater upgrades, roadway and sidewalk enhancements, and reconfiguration of site access and circulation in support of long-term campus use.

Priority Site 4: Former Haverhill Paperboard Mill (Target Area 2): Reuse concepts for the former Haverhill Paperboard Mill focus on community-serving uses compatible with the surrounding residential context, consistent with City land-use priorities for neighborhood-scale redevelopment. Potential reuse concepts have included facilities such as recreation, childcare, health and wellness, and related community services. Environmental assessment is needed to reduce uncertainty related to subsurface conditions and to support evaluation of reuse options that can proceed safely, protect nearby residents, and align with the City's goals for responsible reinvestment in legacy industrial properties.

Coordinated Revitalization Strategy: Together, these reuse strategies advance a coordinated approach to revitalization across Target Area 1 and adjacent neighborhoods by supporting housing production, cultural investment, and community-serving redevelopment in locations with strong transit access and existing infrastructure. Environmental assessment is a critical first step in enabling informed planning and ensuring that reuse of former industrial properties is grounded in accurate and complete environmental information.

e. Outcomes and Benefits of Reuse Strategy: Environmental assessment at the priority sites will reduce uncertainty that has constrained redevelopment and enable cleanup and reinvestment in long-underutilized areas of the City. In Target Area 1, revitalization of the area, including the Stevens Street Mills and associated parcels, is expected to expand housing opportunities, attract new businesses, increase public green space, and improve pedestrian connectivity to the nearby MBTA station. These outcomes will support surrounding high-density residential neighborhoods by providing safer walking routes, improved access to transit, and additional community-serving amenities, while generating new tax revenue, employment opportunities, and long-term economic stability.

Assessment activities will also support expansion of Historic New England's Essex Street campus, strengthening a regional cultural and educational destination with exhibition, visitor, and event space. Coordinated assessment and planning will help the City align adjacent redevelopment so that cultural, commercial, and infrastructure investments reinforce one another, increase visitation, and support sustained economic activity for nearby businesses.

In Target Area 2, assessment and potential redevelopment of the former Paperboard Mill will support community-serving reuse in an area characterized by dense residential development and limited access to large-scale facilities. Reducing uncertainty related to deeper subsurface conditions will support safe construction of uses such as childcare, recreation, and related community facilities, strengthening neighborhood stability and advancing the City's goals for responsible reinvestment in former industrial properties.

Across all priority sites, environmental assessment will enable redevelopment that incorporates current stretch energy codes, energy-efficient mechanical systems, and low-impact development techniques for stormwater management. Site-specific environmental information will support safer design of river-adjacent and flood-prone properties, improving resilience to extreme weather events by reducing exposure to flooding, supporting appropriate grading and drainage, and enabling long-term, climate-responsive reuse.

f. Resources Needed for Site Reuse: The proposed assessment work will position the City and its partners to access a range of funding sources needed to advance cleanup and redevelopment across both Target Areas. For Stevens Street Mills, environmental assessment results are required to finalize redevelopment financing, including Federal and State Historic Tax Credits and potential MassHousing or DHCD-supported housing resources. These incentives cannot be secured until contamination and structural hazards are fully understood.

At HNE's campus, assessment results will guide the next phase of capital planning for the Center for Preservation and Collections. HNE has a strong record of securing private philanthropic support and institutional capital, and the availability of clear environmental information is necessary before design development and fundraising can proceed.

At Former Paperboard Mill, environmental assessment is a prerequisite for advancing community-serving redevelopment concepts, including nonprofit, recreational, childcare, or health-focused uses, that would require substantial excavation and new construction. Previous cleanup activities did not evaluate deeper subsurface soils, and additional assessment is needed to reduce uncertainty related to construction feasibility, environmental risk, and project cost. Completion of assessment is expected to position the site to compete for State, philanthropic, and private financing appropriate for nonprofit and community facility use.

Eligible sites within the Target Areas may also access the Merrimack Valley Planning Commission's EPA-funded Revolving Loan Fund for cleanup once assessment results are available. In addition, property owners may pursue State brownfields support through Massachusetts Department of Environmental Protection and MassDevelopment programs, which require completed Phase I and Phase II assessments as part of eligibility review.

EPA's investment will provide the environmental certainty needed for public, private, and nonprofit partners to commit the substantial capital required for cleanup, infrastructure upgrades, and redevelopment. Assessment funding is the essential first step for leveraging these resources and moving priority projects toward implementation.

g. Use of Existing Infrastructure: All priority sites are served by existing municipal infrastructure, including water, sewer, stormwater, electricity, gas, broadband, and established transportation networks. The Downtown Little River Corridor (Target Area 1) is located adjacent to the Haverhill MBTA/Amtrak station, regional bus service, and public parking facilities, which support mixed-use and transit-oriented redevelopment. Roads, sidewalks, and utility corridors are already in place throughout the district, allowing redevelopment to build upon existing systems rather than requiring major new infrastructure extensions.

Assessment funding will allow the City and its partners to make effective use of this existing infrastructure by clarifying environmental conditions that must be addressed before reuse, utility connections, or site access improvements can proceed. At HNE's Essex Street campus and the adjoining Locke Street parcels, future expansion will require coordinated upgrades to water and wastewater systems, sidewalks, and roadway configuration. Environmental assessment results will guide engineering design, permitting, and sequencing of these improvements.

At Stevens Street Mills, redevelopment will rely on existing utility service, roadway access, and proximity to transit; however, environmental assessment is necessary before utility relocation, infrastructure rehabilitation, or site circulation improvements can be safely designed. Similarly, the former Paperboard Mill in Target Area 2 is served by existing roadway, water, sewer, and stormwater infrastructure, and assessment is required to determine how these systems can support new construction involving deeper excavation.

Future infrastructure upgrades are expected to be funded through a combination of City capital investments, private development financing, and applicable State and Federal infrastructure programs. EPA's assessment grant is the prerequisite step that enables these investments by providing the environmental information required for responsible design, permitting, and construction.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

a. The Community's Need for Funding: The City needs EPA Brownfields assessment funding because many former industrial properties are located in active residential and mixed-use neighborhoods, and neither the City nor most property owners can afford the cost of environmental assessment on their own. With a population of about 67,800, Haverhill is a non-urban community and does not have the tax base, staffing, or financial reserves that larger cities rely on to address complex environmental conditions without federal support.

Several of the priority sites are large former mill and manufacturing properties with long industrial histories, making environmental assessment expensive and technically complex. Without EPA Brownfields funding, environmental conditions at these sites remain uncertain, private investment stalls, and the City cannot move redevelopment forward. Assessment funding is needed to clarify site conditions, reduce risk, and support informed decisions that allow safe reuse and reinvestment to proceed.

b. Health or Welfare of Sensitive Populations: The priority sites are located within or adjacent to dense residential and mixed-use areas that serve sensitive populations, including young children, older adults, and individuals with disabilities. Citywide data show that approximately 15 percent of Haverhill residents are age 65 or older, about 5.5 percent are children under age five, and roughly 11 percent of residents under age 65 have a disability, a rate higher than both the Massachusetts and national averages. These populations live in, or regularly rely on, housing, transit, childcare, and community-serving facilities located within and surrounding the Target Areas.

Target Area 1 encompasses an active downtown environment with multifamily and senior housing, schools, childcare providers, transit facilities, and other daily-use destinations in close proximity to former mills and deteriorated industrial properties. Several senior housing complexes in and near the Washington Square area further reflect the concentration of older adults in and immediately adjacent to this Target Area.

Target Area 2 includes residential neighborhoods with many young families and older adults who depend on nearby childcare, recreational, and health-related services near the former Haverhill Paperboard Mill. In both Target Areas, older housing stock and close proximity to legacy industrial sites increase sensitivity to environmental hazards if site conditions are not fully understood prior to redevelopment or construction activity.

EPA Brownfields assessment funding will help protect these sensitive populations by clarifying site conditions, identifying hazardous building materials and potential contamination, reducing exposure pathways, and informing safe reuse planning that improves public safety for residents and users of surrounding neighborhoods.

c. Greater Than Normal Incidence of Disease and Adverse Health Conditions: Publicly available health data indicate that neighborhoods within and adjacent to the Target Areas experience higher-than-normal rates of certain adverse health conditions commonly associated with older housing stock and historic industrial land uses. Data from the CDC PLACES database show elevated asthma prevalence in Target Area 1, where census tracts encompassing 129 Essex Street and 14 Stevens Street report asthma rates of approximately 13.4% and 12.7%, respectively, compared to a national average of 10.6%.

In Target Area 2, the census tract encompassing 100 South Kimball Street shows a cancer prevalence of approximately 9.3%, slightly higher than the national average of 9.0%. These elevated health indicators reflect populations that may be more vulnerable to environmental exposures associated with legacy industrial activity, deteriorated structures, and unresolved subsurface conditions.

Brownfields assessment funding will help address these health risks by clarifying contamination pathways, reducing uncertainty related to hazardous materials and subsurface conditions, and informing protective measures for redevelopment. By limiting potential exposure and supporting informed reuse planning, the project will contribute to improved public safety and healthier living conditions in neighborhoods affected by historic industrial activity.

d. Economically Impoverished / Disproportionately Impacted Populations: Target Area 1 includes some of the City's highest-density downtown neighborhoods and Census block groups characterized by lower household incomes, higher unemployment, and language isolation relative to citywide conditions. Historic industrial development along the Little River, combined with dense residential patterns, proximity to rail infrastructure, and limited buffers between housing, community-serving uses, and former mill properties, has resulted in cumulative environmental burdens borne disproportionately by nearby residents. Vacant and deteriorated industrial buildings, subsurface uncertainty, and flood-prone river conditions have constrained safe reuse and reinvestment and increased exposure risks in this area.

Target Area 2 includes residential neighborhoods surrounding the former Paperboard Mill that exhibit lower median household incomes and language isolation compared to citywide averages, reflecting reduced capacity to absorb environmental and redevelopment risks associated with legacy industrial land uses. These neighborhoods developed in close proximity to historic mills and the Merrimack River, with limited separation between residential areas and former industrial activity.

The proposed assessment grant will help address these disproportionate economic and environmental impacts by clarifying site conditions, reducing exposure pathways, and supporting safe, community-serving, and flood-resilient reuse. By lowering barriers to reinvestment and enabling informed redevelopment decisions, the project will support improved environmental conditions and long-term neighborhood stability in areas that have historically borne a disproportionate share of industrial burdens.

2.e. & 2.f. Project Involvement & Roles

Name of Entity	Entity’s Mission	Point of Contact	Specific Involvement
Groundwork Lawrence	Environmental justice and brownfields outreach	Brad Buschur bbuschur@groundworklawrence.org	Brownfields outreach, resident education, community feedback
Haverhill Latino Coalition	Support and advocacy for Latino population	Manny Matias, Co-Chair [REDACTED]	Outreach, translation support & trust building
City of Haverhill Conservation Dept.	Stewardship of the City’s natural resources and waterways.	Robert Moore, Conservation Officer rmoore@haverhillma.gov	Community engagement coordination, site prioritization input, and environmental advisory support.
Historic New England (HNE)	Historic preservation and collections stewardship	Carissa Demore cdemore@historicnewengland.org	Site access, reuse visioning, & coordination of assessment activities
Merrimack Valley Planning Commission	Regional Planning Agency	Jerrard Whitten JJWhitten@mvpc.org	Access to EPA Revolving Loan Fund (RLF) and technical support

g. Community Input: The City will implement a comprehensive, multilingual engagement strategy to communicate project progress and meaningfully solicit and respond to community input throughout the assessment process. Outreach will focus on residents and organizations located within, and immediately adjacent to, the two target areas.

Community engagement will be coordinated through the City’s Conservation Office, which has led extensive outreach related to the Little River Dam removal and restoration and other environmental initiatives. The Conservation Assistant, who currently manages much of the department’s community-facing work, will serve as the primary point of contact for outreach activities and will ensure consistent communication with residents, neighborhood groups, and partner organizations. As needed, the City may re-engage former community liaisons or contract additional outreach support to ensure adequate capacity. Engagement activities will include at a minimum:

- At least 6 public forums over the 4-year grant period, held in English and Spanish, with meetings located in or near the Lower Acre, downtown Haverhill, Mount Washington, and Bradford neighborhoods
- Virtual engagement options, including Zoom meetings, online comment portals, email updates, and phone-based outreach, to provide alternatives to in-person participation
- In-person outreach at neighborhood events, such as National Night Out and community events
- Targeted outreach to renters, older adults, and households with limited English proficiency, coordinated through the Conservation Office and community partners
- Multilingual communication, including Spanish-language interpretation at public meetings, bilingual flyers, translated materials, and outreach through Spanish-language media and the Haverhill Latino Coalition
- Regular project updates posted on the City’s website, social media platforms, and Haverhill Community Television

Community input will be documented, summarized, and considered throughout the project, with feedback informing site prioritization, assessment scope, cleanup planning considerations, and reuse strategies, and responses shared through public updates and meetings.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

Description of Tasks/Activities and Outputs

Task I: Cooperative Agreement Oversight: All activities described under this task will be supported with EPA Brownfields Assessment Grant funding. No non-EPA funds will be used for these activities.
a. Project Implementation: The City will finalize the EPA cooperative agreement, procure a Qualified Environmental Professional/Licensed Site Professional (QEP/LSP), and establish a project management structure. The Community Development Director will serve as Project Manager and lead coordination between City departments, the QEP, MVPC, Groundwork Lawrence, and other partners. The City Solicitor will develop site access agreements for property owners. Project oversight will include ACRES reporting, MBE/WBE tracking, fiscal management, and contract administration. ACRES entries will be reviewed quarterly by the Project Manager and QEP prior to submission. <i>City staff time for project oversight (80 hours); participation by two City staff in two EPA-required Brownfields conferences; printing and meeting supplies; and quarterly ACRES reporting support provided by the QEP over the four-year grant period.</i>
b. Anticipated Project Schedule: Less than six months and continued ACRES updates

<p>c. Task/Activity Lead: Community Development Director (Project Manager), supported by Chief Financial Officer/City Auditor, the City Solicitor, and QEP/LSP.</p>
<p>d. Outputs: Authorization of EPA/municipal cooperative agreements; prioritization of investigative priority list; procurement of QEP/LSP; site access agreement templates; preparation of quarterly reports and ACRES updates.</p>
<p>Task II: Community Engagement: All activities described under this task will be supported with EPA Brownfields Assessment Grant funding. No non-EPA funds will be used for these activities.</p>
<p>a. Project Implementation: Community engagement will be led by the City’s Conservation Department. Conservation departments staff responsible for community facing engagement work will serve as the primary point of contact. This staff member will coordinate public meetings, outreach, and communication with neighborhoods, working closely with Groundwork Lawrence, the Latino Coalition, Community Action, MVPC, and HNE. The City will conduct public forums in English and Spanish, maintain project updates on the municipal website, and distribute bilingual materials. Community input will be collected, documented, and incorporated into site prioritization, assessment planning, and reuse decisions. Community Relations Plans (CRPs) will be prepared with support from the QEP. <i>City staff time to coordinate and document community engagement activities (160 hours); outreach and meeting supplies; QEP support for facilitation of eight community meetings; and preparation of four Community Involvement Plans (CIPs).</i></p>
<p>b. Anticipated Project Schedule: Project setup and procurement will occur in the first 3–6 months, with ongoing oversight throughout the grant.</p>
<p>c. Task/Activity Lead: Conservation Office, supported by the Community Development Director (Project Manager) and QEP.</p>
<p>d. Outputs: Conduct and attend community meetings in targeted neighborhoods to explain the assessment and evaluation process; record attendance and input related to site prioritization, including: Public meetings and outreach events, Bilingual materials and website updates, Documentation of community feedback; Integration of community input into site selection and reuse planning; CIP reports; Site access agreements; Updated site list and initial prioritization</p>
<p>Task III: Site Selection and Phase I & II Site Assessments: All activities described under this task will be supported with EPA Brownfields Assessment Grant funding. No non-EPA funds will be used for these activities.</p>
<p>a. Project Implementation: The City will complete Phase I Environmental Site Assessments in accordance with ASTM E1527-21. Sites requiring further analysis will proceed to Phase II investigations following EPA approval of site-specific Quality Assurance Project Plans (QAPPs). Phase II work may include sampling of soil, groundwater, soil vapor, surface water, and hazardous building materials. Assessment findings will be used to define contamination, evaluate exposure pathways, and support cleanup and redevelopment planning. <i>City staff time for coordination and oversight (160 hours); assessment-related supplies; Phase I ESAs for up to 15 sites; and Phase II ESAs for up to seven sites.</i></p>
<p>b. Anticipated Project Schedule: Phase I and Phase II assessments will occur over years 1–3, with QAPP development and EPA approval before any intrusive investigation activities.</p>
<p>c. Task/Activity Lead: Community Development Director (Project Manager) supported by QEP/LSP.</p>
<p>d. Outputs: Phase I and II site assessment reports detailing Recognized Environmental Concerns (RECs) and contaminants at target sites. QAPPs prior to Phase II investigations “including recommendations for further action”, as appropriate</p>
<p>Task IV: Site Reuse and Cleanup Planning: All activities described under this task will be supported with EPA Brownfields Assessment Grant funding. No non-EPA funds will be used for these activities.</p>
<ul style="list-style-type: none"> • a. Project Implementation: Assessment results will be used to develop site-specific cleanup plans and Analyses of Brownfields Cleanup Alternatives (ABCAs). Planning will incorporate the City’s adopted plans and consider redevelopment objectives identified by property owners and institutional partners, as appropriate. The QEP will work with the City to evaluate cleanup approaches, estimate costs, and align redevelopment feasibility with environmental conditions. A Market Study will be completed to support long-term planning for the Target Area 1. <i>City staff time for coordination and oversight (200 hours); planning-related supplies; preparation of ABCAs and other remedial planning documents for up to five sites; and completion of one market study.</i>
<p>b. Anticipated Project Schedule: Cleanup planning in years 2–3, following completion of Phase II ESAs.</p>
<p>c. Task/Activity Lead: Community Development Director (Project Manager), supported by QEP/LSP and partner organizations.</p>
<p>d. Outputs: ABCAs, updates to Community Involvement Plans (CIPs) as needed, and other plans for remediation of target sites with cost estimates based on the anticipated site reuse; reuse plans aligned with site conditions, market studies, and future EPA Cleanup and Redevelopment grants</p>

Cost estimates were developed using unit rates from recent MA brownfields assessment projects and reflect market-appropriate pricing for QEP/LSP services, community engagement, travel, and municipal project management. Costs are organized by task and include personnel, travel, supplies, and contractual services, as shown in the table below.

Total Budget Summary

Budget Categories		Project Tasks (\$)				Total
		Task 1 – Cooperative Agreement Oversight	Task 2 – Community Engagement	Task 3 – Site Selection and Site Assessments	Task 4 – Site Reuse and Cleanup Planning	
Direct Costs	Personnel	\$4,400	\$8,800	\$8,800	\$11,000	\$33,000
	Travel ¹	\$6,000	—	—	—	\$6,000
	Supplies	\$1,500	\$1,500	\$1,800	\$1,500	\$6,300
	Contractual	\$8,000	\$13,200	\$356,000	\$77,500	\$454,700
	Other	—	—	—	—	—
Total Direct Costs ²		\$19,900	\$23,500	\$366,600	\$90,000	\$500,000
Indirect Costs ²		0	0	0	0	0
Total Budget (Direct & Indirect)		\$19,900	\$23,500	\$366,600	\$90,000	\$500,000

Cost Alignment by Task

Task 1 – Cooperative Agreement Oversight: Costs support City project management, EPA compliance and reporting, ACRES entries, conference participation, and contract administration.

Task 2 – Community Engagement: Costs support City coordination of outreach activities, meeting and communication supplies, and QEP support for facilitation and community involvement materials.

Task 3 – Site Selection and Site Assessments: Contractual costs support QEP/LSP Phase I and Phase II ESAs; personnel and supplies support City coordination, site access, and oversight.

Task 4 – Site Reuse and Cleanup Planning: Costs support preparation of ABCAs and remedial planning documents, City coordination, and completion of a market study for the Little River corridor.

No indirect costs are requested; administrative costs remain below 5%.

f. Plan to Measure and Evaluate Environmental Progress and Results: The City will use a structured system to track, measure, and evaluate progress throughout the four-year grant period. The QEP will prepare all technical deliverables, including Phase I and Phase II ESA reports, QAPPs, ABCAs, CIPs, and cleanup or reuse planning documents. Each deliverable will be logged in the project tracking system and uploaded to ACRES at least quarterly, consistent with EPA requirements. ACRES entries will include site status, acreage assessed, contaminants identified, and cleanup/reuse recommendations, allowing the City to document progress toward the project outputs identified in this proposal.

Project milestones will be monitored against the approved work plan. The Community Development Director will review monthly progress reports from the QEP and convene the project team as needed to address delays, adjust sequencing, or resolve access or data issues. The Community Development Director has authority to adjust schedules, scopes, or sequencing as needed to maintain compliance with EPA requirements and the approved work plan. Metrics will include both output measures and outcome indicators, such as the number of sites prioritized and assessed, number of Phase I and Phase II assessments completed, number of community engagement events held, and the extent of cleanup and reuse planning completed.

To evaluate outcomes beyond the immediate assessment phase, the City will track environmental and redevelopment indicators over time, including changes in site control, applications for cleanup funding, private investment commitments, new housing units created, advancement of community-serving facilities currently under consideration, and improvements to public access or riverfront conditions. Tracking these indicators will allow the City to demonstrate long-term economic, environmental, and public health benefits that result from the assessment work and support future EPA funding applications.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

a. Organizational Capacity: The City has strong organizational capacity to administer federal grants and meet all programmatic, administrative, and financial requirements. The City has managed more than twenty federal and state funding programs, including over fifty years of continuous Community Development Block Grant (CDBG) funding. The Chief Financial Officer oversees financial management and annual third-party audits to ensure fiscal integrity and compliance with federal regulations. The Community Development Department will serve as the lead for grant administration and compliance, drawing on prior experience managing EPA Brownfields Assessment and Cleanup grants, including procurement, contractor oversight, ACRES reporting, and financial tracking. The City's Conservation Department will provide environmental advisory support and assist with community-facing coordination related to land

use, waterways, floodplains, and public open space, ensuring that assessment and reuse planning are informed by local environmental conditions. Together, these departments provide the institutional capacity needed to successfully implement the proposed Brownfields Assessment Grant.

b. Organizational Structure: The City’s organizational structure supports the timely and successful completion of all technical, administrative, and financial requirements associated with the Brownfields Assessment Grant. The Community Development Department will lead program implementation and overall coordination, drawing on established procedures for managing federal and state grants.

Fiscal oversight and compliance are provided through the City’s Chief Financial Officer (City Auditor) and established internal controls, including annual audits and financial reporting systems. Procurement will be conducted in accordance with 2 CFR 200 and municipal procurement policies to ensure competitive selection, transparency, and proper documentation. Coordination among Community Development, Finance, Procurement, Public Works, Inspectional Services, and the Conservation Department ensures efficient information flow, timely decision-making, and on-schedule execution of grant activities. This structure has been successfully used to administer prior EPA, HUD, and state-funded projects and will support effective expenditure of Brownfields funds.

The City uses a shared oversight model for Brownfields reporting and compliance. Technical deliverables and ACRES entries will be prepared by the QEP and reviewed quarterly by the Community Development Department, with environmental and site-status review support from the Conservation Department. This structure provides redundancy, early issue identification, and continuity of reporting regardless of staffing changes, ensuring timely submission and compliance with EPA requirements, and maintaining continuity of grant administration and reporting regardless of staff turnover. Key grant administration and reporting functions are shared across departments, with designated backup staff and consultant support, allowing work to continue uninterrupted in the event of staffing or contractor changes.

c. Description of Key Staff: The City’s team brings demonstrated expertise in federal grant administration, environmental assessment, and community engagement necessary for successful implementation of an EPA Brownfields Assessment Grant. Key staff involvement reflects a combination of grant-funded project management and in-kind administrative oversight provided through existing municipal operations.

Andrew Herlihy, Community Development Director (Project Manager): serves as Project Manager and is responsible for overall grant administration, consultant procurement and oversight, ACRES reporting, interdepartmental coordination, and alignment of assessment activities with redevelopment planning.

Angel Perkins, Chief Financial Officer/City Auditor: provides fiscal oversight for all federal and state grants, ensuring compliance with accounting, documentation, and reporting requirements through established internal controls and annual audits.

Steven Bucuzzo, Procurement Director: manages consultant procurement in compliance with MA Chapter 30B and federal requirements under 2 CFR 200, ensuring transparent, competitive selection and proper documentation.

Robert Moore, Conservation Officer (Community Engagement Support): oversees community-facing environmental engagement related to assessment activities, including outreach in neighborhoods adjacent to Target Area 1.

Together, this team provides the administrative authority, technical expertise, and community coordination required to successfully administer the proposed EPA Brownfields Assessment Grant.

Acquiring Additional Resources: The City conducts all procurement in accordance with MA Chapter 30B and applicable federal requirements under 2 CFR 200.317–200.327, ensuring open competition, transparent evaluation, and full documentation. For this project, the City’s Purchasing Department will competitively procure a Qualified Environmental Professional/Licensed Site Professional (QEP/LSP) through a formal RFQ process successfully used for prior EPA Brownfields grants. If additional technical expertise is required, the City will use the same procedures to secure supplemental contractors or subrecipients. Established oversight, invoice review, and progress-tracking systems ensure contractor performance, allowable costs, and alignment with the approved scope and schedule.

PAST PERFORMANCE OR ACCOMPLISHMENTS

e. Currently Has or Previously Received an EPA Brownfields Grant

(1) **Accomplishments:** The City has a demonstrated track record of delivering measurable outputs and outcomes under prior EPA Brownfields grants. The City has received three EPA Brownfields grants (two Assessment Grants and one Cleanup Grant), all of which are closed. Under these grants, the City assessed and/or cleaned up multiple former industrial and commercial properties, enabling redevelopment and community reuse, including:

Ted’s for Tires (57 Granite Street): EPA and state Brownfields funding supported assessment and cleanup of petroleum contamination associated with leaking underground storage tanks and historic fill. The site has been

redeveloped as a 315-space public parking garage serving the Haverhill MBTA/Amtrak station and supporting adjacent transit-oriented residential development.

Hooker Howe Costume Factory (46 South Main Street): EPA Assessment and Cleanup funding was used to identify and remediate chlorinated solvent contamination from historic dry-cleaning operations. The property has been redeveloped into multi-unit supportive housing for Department of Mental Health clients with active ground-floor commercial space.

Hamel Mills / Burgess Building Area (Essex and Locke Streets): Brownfields assessment activities supported evaluation of environmental conditions at former leather manufacturing facilities, enabling redevelopment into approximately 315 residential units across multiple rehabilitated mill buildings.

Across these grants, the City completed environmental site assessments, cleanup activities, and reuse planning that directly enabled redevelopment consistent with local planning goals. All outputs and outcomes were reported in EPA's ACRES system.

(2) Compliance with Grant Requirements: All previously awarded EPA Brownfields grants to the City are closed, and funds were expended on eligible assessment and cleanup activities in accordance with approved workplans, schedules, and grant conditions. The City completed the environmental work required under these grants, resulting in the redevelopment outcomes described above.

During earlier grant periods, ACRES reporting did not always occur on the original schedule. These issues did not affect completion of site assessments, cleanups, or the use of funds for eligible activities. The City worked with EPA to reconcile reporting, complete required documentation, and close all grants in good standing.

The City has since strengthened internal procedures for grant administration and reporting, including clear assignment of responsibilities and routine internal review of deliverables, to ensure timely and consistent compliance under future EPA Brownfields grants.

Financial Assistance Agreements

A. Purpose and Accomplishments: The City has managed multiple federal and state financial assistance agreements comparable in scope, structure, and complexity to the proposed EPA Brownfields Assessment Grant. These agreements have included environmental assessment, cleanup planning, consultant procurement, community engagement, and interdepartmental coordination.

Under prior EPA Brownfields Assessment and Cleanup grants, the City completed Phase I and Phase II assessments, addressed petroleum and hazardous substance contamination, and supported redevelopment of former industrial properties for housing, parking, and community-serving uses. These projects produced measurable outcomes, including sites assessed and cleaned, environmental risks reduced, and properties returned to productive use, as documented through required reporting systems. This experience demonstrates the City's capacity to manage grants with similar technical, regulatory, and community-facing requirements as the proposed project.

B. Compliance with Grant Requirements: The City has demonstrated compliance with the workplans, schedules, and terms and conditions of prior federal and state financial assistance agreements. EPA Brownfields grants were implemented in accordance with approved scopes of work, and all required deliverables were completed. Where administrative or reporting timing issues arose in earlier grant cycles, the City implemented corrective actions and strengthened internal procedures to improve oversight and continuity.

For current and future grants, the City has established clear roles, routine internal coordination, and redundant oversight to ensure timely performance and reporting. Technical work is performed by qualified consultants and reviewed by City staff, while financial tracking and compliance are supported through established internal controls and annual independent audits. These practices ensure that deliverables are completed on schedule, funds are expended on eligible activities, and performance data are accurately reported.



City of Haverhill FY26 EPA Brownfields Community-Wide Assessment Grant

Areas Affected by Project

The proposed EPA Brownfields Community-Wide Assessment Grant will support assessment and planning activities within the City of Haverhill, Essex County, Massachusetts.

All activities will occur within municipal boundaries and will focus on properties located in previously developed areas with historic industrial use.