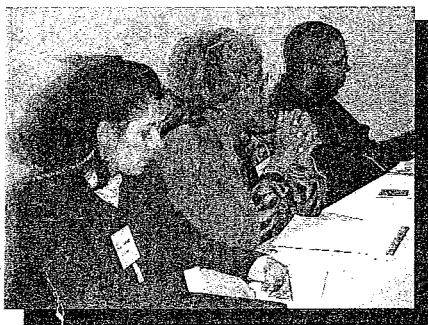


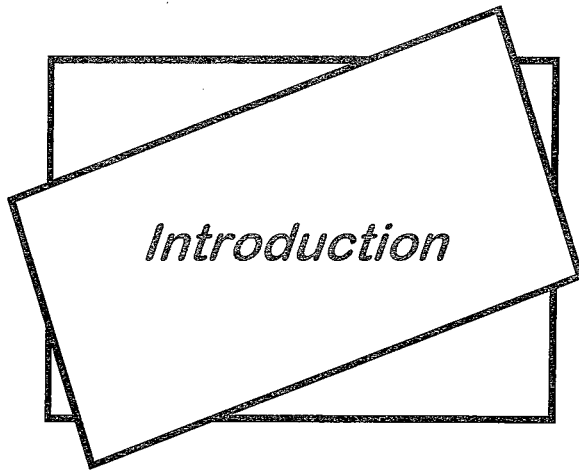
Environmental Information Forum Resource Guide



Region 5
U.S. Environmental Protection Agency
Environmental Justice Team







The environmental justice (EJ) movement in the United States questions inequities in environmental burdens that are borne by certain communities. The movement seeks to determine whether people of color, tribal communities, or low-income communities either bear a disproportionate share of the environmental burdens or lack equity in environmental protections. This issue deeply affects people who believe that they face daily a diminishing quality of life as well as exposure to significant health hazards.

Grassroots groups have grown to become the core of this multi-issue, multiracial, and multiregional EJ movement. Diverse community-based groups have begun to organize and link their struggles to issues of civil and human rights; land rights; racial, social, and economic justice; empowerment; and sustainable development. U.S. Environmental Protection Agency (EPA) Region 5 has partnered with state and local agencies and community organizations to form a Region 5 Environmental Justice Stakeholder Partnership Network (RESPN). The EPA Region 5 EJ team developed the RESPN concept as one of many steps to empower disadvantaged and minority communities and alleviate inequities throughout the region.

On November 10, 1998, EPA partnered with the City of Gary, Indiana, to host a one-day environmental information forum. This forum provided members of the Gary community with an opportunity to learn from each other and from professionals knowledgeable in the areas of partnering, illegal dumping, job

training, land redevelopment, community organizing, air pollution, and grant writing.

This resource guide contains the following information:

1. Background information on the EJ movement in the United States
2. The purpose of the RESPN project
3. Highlights from the Gary forum
4. The methodology used to develop the Gary RESPN project.

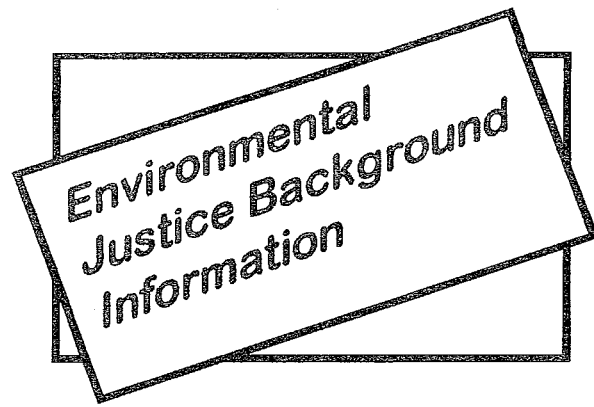
This resource guide is intended for use by:

- Community residents and groups
- Church and civic organizations
- Business owners
- Nonprofit organizations
- Federal, state, tribal, county, and local governments
- Industry
- Educational institutions

This resource guide can be found on the world wide web at "<http://www.epa.gov/region5>".







Environmental Justice

The fair treatment and meaningful involvement of all people regardless of their race, color, national origin, or income with respect to development, implementation, and enforcement of environmental laws, regulations, and policies

U.S. EPA Office of Environmental Justice

The EJ movement captured national attention in 1982 when local residents demonstrated against the siting of a hazardous waste landfill in Warren County, North Carolina, a county with a predominant African-American population. The movement seeks to determine whether particular population groups, such as people of color, tribal communities, or low-income communities, bear a disproportionate share of environmental burdens or lack equity in environmental protections. The EJ movement also promotes means by which such inequities can be eliminated. Because of this strong emphasis on eliminating inequities, the EJ movement has been linked to the civil rights movement, and EJ activists have used civil rights laws to file EJ enforcement cases.

This section provides information to more clearly explain the relationship between the civil rights movement and EJ in the United States. It describes (1) Title VI of the Civil Rights Act of 1964 (Title VI); (2) Executive Order 12898; and (3) various landmark EJ reports, including findings reported by the General Accounting Office, the United Church of Christ, and the *National Law Journal*. In addition, the EPA Office of Environmental Justice (OEJ), the National Environmental Justice Advisory Council (NEJAC), and selected EJ information sources are described.

Title VI of the Civil Rights Act of 1964

Increasingly, EJ advocates have been looking at Title VI of the Civil Rights Act of 1964 as a tool to help fight environmental racism. Title VI prohibits discrimination by recipients of federal financial assistance—namely state and local governments that typically receive funding from EPA for implementation of environmental programs. Specifically, Title VI asserts that federal funds and assistance should not be used to subsidize discrimination and that discrimination is prohibited on the basis of race, color, national origin, or gender. If found to be in violation of Title VI provisions, recipients of federal financial assistance may jeopardize millions of dollars in federal funds.

Executive Order 12898

In February 1994, President William Clinton issued Executive Order 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations." The executive order directs federal agencies to identify and address their programs, policies, and activities that result in adverse human health or environmental effects on minority communities and low-income communities. The order also requires that agencies conduct activities that substantially affect human health or the environment in a nondiscriminatory manner.

The executive order also requires federal agencies to develop plans for addressing



environmental injustices. EPA has responded to the order in many ways, including appointing an EJ contact person in each of its regional offices, establishing an EJ grants program, and establishing NEJAC to serve as an advisory board to the agency on matters related to EJ. EPA's Office of Solid Waste and Emergency Response (OSWER) was the first program office within the agency to develop an EJ justice action plan. One example of OSWER-sponsored activities is an environmental grant writing workshop that was held for 200 Chicago public school faculty members. The workshop aimed to help community organizations conducting EJ-related activities learn how to prepare applications that enable them to better compete for grant money.

Landmark Environmental Justice Reports

In 1983, the U.S. General Accounting Office (GAO) conducted a study of eight southern states to determine the correlation between the locations of hazardous waste landfills and the racial and economic status of the surrounding communities. It reported that three out of every four landfills in these states were located in poor, black communities.

In 1987, the United Church of Christ substantiated the findings of the GAO report. In a nationwide study, the church found that although economic status played an important role in the siting of commercial hazardous waste facilities, the race of the local residents proved to be a more significant factor. The study concluded that three out of every five African-Americans and Hispanics in the United States live in communities with toxic waste sites.

In 1992, the *National Law Journal (Journal)* reported that communities of color face discriminatory enforcement of environmental laws, disparate fines for environmental offenses, and long delays in cleanup activities. The *Journal* found that EPA took 20 percent longer to identify abandoned sites located in minority communities, when

compared to such sites in white communities. The article also noted that polluters of minority communities paid fines 54 percent lower than polluters of white communities.

EPA Office of Environmental Justice

EPA created its Office of Environmental Equity, now called the OEJ, in November 1992. The office coordinates EJ outreach and educational activities, and it established an Environmental Justice Hotline telephone number that concerned citizens can call to discuss EJ issues in their communities. The OEJ hotline number is (800) 962-6215.

National Environmental Justice Advisory Council

NEJAC is a federal advisory committee that was established by charter on September 30, 1993, to provide independent advice, consultation, and recommendations to the EPA Administrator on matters related to EJ. As of fall 1998, NEJAC expanded to include seven subcommittees to assist the Council in its deliberations. These subcommittees include: Air and Water, Enforcement, Health and Research, Indigenous Peoples, International, Public Participation and Accountability, and Waste and Facility Siting.

Selected Environmental Justice Information Sources

The following table summarizes selected EJ information sources.

For More Information

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Selected Environmental Justice Information Sources

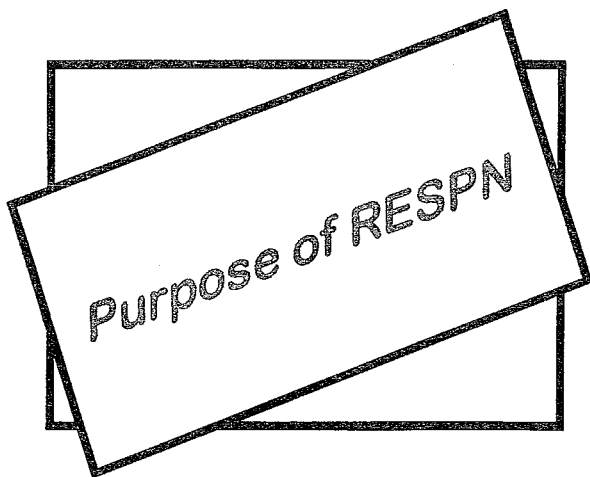
<i>Information Source</i>	<i>Reference</i>
Civil Rights Act, Title VI	40 <i>Code of Federal Regulations</i> Part 7 (contains information on enforcing Title VI)
Executive Order 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations"	http://www.pub.whitehouse.gov/search/executive-orders.html http://tamora.cs.umass.edu/info/envirot_ext/default.htm
"Waste Programs Environmental Justice Accomplishments Report - Executive Summary" (1996)	OSWER Directive 9200.3-20 EPA/540/R-97/009
"Toxic Waste and Race in the United States"	United Church of Christ (1987)
"Hazardous and Nonhazardous Waste: Demographics of People Living Near Waste Facilities"	General Accounting Office (1995)
"Environmental Justice Action Agenda"	EPA/540/R-95/023 (EPA OSWER)
"Environmental Equity: Reducing Risk for All Communities"	EPA/230/R-92/008 (EPA Office of Policy, Planning, and Evaluation)
"Brownfields Economic Redevelopment Initiative and Environmental Justice"	EPA/540/R-98/021 (EPA OSWER)
"Environmental Justice Through Pollution Prevention: Grant Guidance"	EPA/742/K-96/001 (EPA Office of Pollution Prevention and Toxics)
NEJAC homepage ^a	http://www.ttemi.com/nejac/
EPA OEJ hotline	1-800-962-6215
EPA Region 5 EJ homepage	http://www.epa.gov/Region5
EPA Region 5 EJ team manager, Karla Johnson	1-312-886-5993

Note:

- ^a OEJ has developed an electronic EJ bibliography as part of its continuing efforts to promote communication and public outreach. The bibliography is a searchable database that contains a range of information related to EJ resources.







EPA introduced the RESPN concept in Region 5 as part of its efforts to respond to Executive Order 12898 and to achieve EJ.

The goals of RESPN are to

- Bring community members together to share information and learn about issues of importance to them
- Provide environmental education to communities
- Assist communities in developing and enhancing leadership skills
- Facilitate development of local partnerships and networks by providing tools to help communities organize

EPA Region 5 includes the states of Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin. In November 1998, EPA focused its RESPN efforts in Gary, Indiana. EPA worked with the City of Gary, the local community, and other agencies to develop an informational forum that would be of interest and benefit to Gary residents. Community members and professionals from various fields exchanged information and ideas on environmental issues, job training, land redevelopment, and community organizing. An educational tool kit containing "how to" information on organizing a community and developing leadership skills was also

distributed to all participants. EPA may use the Gary forum as a model for future forums in other communities throughout the six-state region. A copy of the agenda from the Gary forum can be found on the next page.

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Environmental Information Forum



November 10, 1998
Genesis Convention Center
Gary, Indiana



- 10:00 am Welcoming Remarks
to Gail Ginsberg, U.S. EPA Regional Counsel
10:20 am Karla Johnson, U.S. EPA Regional EJ Team Manager
- 10:20 am Opening/Keynote Address
to Honorable Scott L. King, Mayor, City of Gary
10:45 am
- 10:45 am Morning Plenary Session
to Karla Johnson, U.S. EPA
11:15 am *Purpose: To explain what environmental justice is, environmental impacts to minority and low-income communities, why environmental justice is an important topic, and the importance of resident involvement in seeking solutions to environmental justice-related issues.*
- 11:15 am Illegal Dumping Breakout Session
to Chad Cliburn, U.S. EPA
12:45 pm Linda Cosgrove, South County Residents Opposing Dumps
Purpose: To explain what illegal dumping is, describe how local residents can get involved to decrease illegal dumping in their neighborhoods, and provide examples of community-based efforts to address illegal dumping.
- 11:15 am Air Quality Breakout Session
to Rosie Thomas, Lake County Minority Health Coalition
12:45 pm Fayette Bright, U.S. EPA
Purpose: To discuss health impacts (such as respiratory problems, asthma) to people of color communities from airborne pollutants, 'warning signs' that residents can look for to determine whether they are at risk, steps to minimize the risks, the role of nutrition, and tips for prevention.
- 11:15 am Grant Writing Breakout Session
to Suzanne Saric, U.S. EPA
12:45 pm Bowden Quinn, Grand Calumet Task Force
Purpose: To explain how to apply and describe common characteristics of "winning" grants.
- 1:45 pm Afternoon Plenary Session (Land Redevelopment Panel Discussion)
to Carol Ann Seaton, NWIN Brownfields Redevelopment Project
2:30 pm Taghi Arshami, City of Gary
William Stahle, Gary Regional Airport Project
Purpose: To describe ongoing land redevelopment projects, benefits accrued to local communities, how local residents can be involved in the process, and how to eliminate "blight" caused by abandoned buildings.
- 2:45 pm Job Training Breakout Session
to James McShane, Ivy Technical College Workforce Development
4:15 pm Noemi Emeric, U.S. EPA
Purpose: To raise awareness of various job training programs, benefits to local residents, how local residents can become involved in an existing program, steps involved in developing a program.
- 2:45 pm Community Improvement/Leadership Development Session
to JoJuana Lynn Meeks, Gary Urban Enterprise Association
4:15 pm *Purpose: To explain ongoing enterprise zone activities, the role of local residents, and how local residents can organize themselves and become involved in ongoing activities.*
- 4:20 pm Closing Remarks

Highlights of the Gary Forum

- 1991 - First National People of Color Environmental Leadership Summit held
- 1992 - Office of Environmental Equity (now called OEJ) established by EPA
- 1993, Earth Day - The nation's commitment to addressing environmental injustice announced by President Bill Clinton and EPA Administrator Carol Browner
- 1994 - Signing of Executive Order 12898 by President Clinton, which requires agencies to conduct

Morning Plenary Session

Gail Ginsberg (EPA Region 5 General Counsel), Karla Johnson (EPA Region 5 EJ team manager), and Scott King (City of Gary Mayor) opened the RESPN forum by introducing participants to the history of RESPN and the EJ movement in the United States as well as the role of economics in EJ. Mayor King stressed the importance of forming partnerships to identify solutions to EJ problems facing the Gary community. Ms. Ginsberg stated that RESPN was formed to bring information *to* the communities on topics identified *by* the communities. Ms. Johnson explained that the topics identified for discussion at the forum were compiled from responses to questionnaires and issues raised during preforum meetings held to solicit input from the Gary community.

History of Environmental Justice

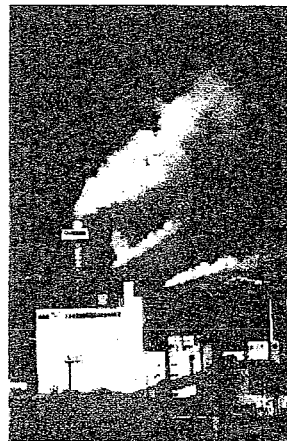
Ms. Johnson provided a historical overview of EJ in the United States, including the following events:

- 1982 - Public demonstration held against the siting of a landfill for polychlorinated biphenyls (PCB)-contaminated waste in Warren County, North Carolina
- 1987 - Study on toxic waste and race in the United States conducted by the United Church of Christ



activities that substantially affect human health or the environment in a nondiscriminatory manner

Issues Facing Low-Income and Minority Communities



Ms. Johnson provided several examples of environmental and economic problems that are often prevalent in low-income and minority communities:

- Unequal and disparate enforcement of laws
- Overtargeting or oversiting of waste facilities in disadvantaged communities
- Disproportionate exposure of sensitive populations



- Inflexible standards and criteria
- Limited financial resources
- Limited education and access to information
- Close proximity to pollution sources
- Limited access to adequate health care
- Poor housing
- Limited input in decisions affecting the community

Environmental Justice and Economics

Mayor King stated that the correlation between the environment, economics, geography, and race has only recently been recognized and that there is an increasing gap between the economic "have's" and "have not's." He acknowledged that economic discrimination occurs and stated that of the 15 million jobs created since President Clinton took office, 87 percent were outside urban areas. Mayor King reported that since the 1960s, urban sprawl has increased, the demand for industrial land has decreased, and the number of abandoned sites has increased. He stated that there is a growing trend in attempts to "maximize" the space near landfills by, for example, building public housing in those areas.

Mayor King stated his belief that economics is closely linked to historical racism. According to the mayor, a Bank of America study of investments in inner cities revealed three decades of ignoring the potential benefits of investing in inner cities. He stressed that a need exists to shift the focus from "problem partnerships" to "solution partnerships" and that more partnerships are needed between cities and suburbs. Mayor King stated that the gasoline shortage of 20 years ago marked the most recent effort to invest in cities, with a return of residents and businesses to inner cities. He emphasized that "solving the

economic part of the riddle will get us closer to solving the environmental part."

How to Make a Difference

Ms. Johnson encouraged community members to "make a difference" by taking the following steps:

- Be an advocate
- Be aware of events around you
- Become knowledgeable about environmental programs
- Ask questions
- Get involved

She also identified the following means for regulatory agencies to address the needs of low-income and minority communities:

- Increased partnerships between stakeholders
- Enhanced public participation
- Enhanced environmental education
- Increased federal, state, and local support
- Increased funding and technical assistance
- Technology advancements
- Increased private sector involvement

For More Information

- Scott King, Mayor
Gary City Hall
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Illegal Dumping

Chad Cliburn (EPA Region 5) and Linda Cosgrove (South County Residents Opposing Dumps) discussed the issue of illegal dumping in northwest Indiana.

What is Illegal Dumping?

Illegal dumping is disposal of waste in an unpermitted area such as along rural roads or railroad tracks. Illegally dumped wastes are primarily nonhazardous materials that are dumped to avoid disposal fees or the time and effort needed for proper disposal. These wastes typically include tires, "white goods" (such as refrigerators and stoves), and construction debris (such as shingles and drywall).



Profile of Illegal Dumpers and Motivating Factors

Mr. Cliburn characterized illegal dumpers in northwest Indiana as primarily construction contractors, waste haulers, auto repair shop workers, junkyard workers, and local residents who are "do it yourselfers." Motivating factors for illegal dumping include laziness, lack of awareness of proper disposal methods, lack of regulatory enforcement, and the cost of proper waste disposal. Other factors that may contribute to illegal dumping are lack of knowledge and authority on the part of local police, preoccupation of police with other crimes (such as gang violence), and the presence of waste transfer stations that are not equipped to handle small loads.

Hazards Associated with Illegal Dumping

Illegal dumping poses health risks because disease vectors such as mosquitos and rats are often found at the dump sites. Environmental threats associated with illegal dumping include tire fires and contamination of surface water and groundwater. In

addition, property values may drop where unsightly dump piles are present. The costs to clean up illegal dump sites are estimated to be in the millions of dollars.

EPA Region 5's Illegal Dumping Prevention Project

Mr. Cliburn described the role of EPA as adding value to local efforts to address the illegal dumping problem. In its Region 5 Illegal Dumping Prevention Project, EPA focused on five geographic regions, including northwest Indiana. EPA efforts included the following:

- Characterizing the problem and identifying stakeholders
- Continuing current, ongoing efforts to control illegal dumping
- Identifying practices that might be effective in eliminating the problem
- Identifying needed resources

The Illegal Dumping Prevention Project consists of five primary elements:



1. *Site maintenance and controls:* cleaning up and securing lots as well as putting up signs, fences, and lights after an illegal dump site is cleaned up to deter further dumping
2. *Community outreach and involvement:* making stakeholders aware of how they are impacted by illegal dumping (one impact involves children getting hurt when playing at the dump sites) and the cost of illegal dumping to them as taxpayers
3. *Enforcement:* regular policing of illegal dump sites
4. *Program measurement:* assessing costs associated with cleaning up illegal dump sites



5. *Partnerships*: getting more people and agencies involved in prevention efforts through meetings with stakeholders, including the Indiana Department of Environmental Management, Lake County Solid Waste District, Lake County Health Department, Planning Commission, Department of Public Works, and Gary Air and Land Pollution Control

Steps Taken by Community Members

Ms. Cosgrove shared her experience in exposing the identity of an illegal dumper before her appointment as a state environmentalist to the State of Indiana. She wore heavy gloves and sifted through garbage bags found at an illegal dump site. When she found some identifying information in the trash, she made an anonymous telephone call to the culprit, threatening to turn over the evidence to the authorities if the site was not cleaned up in 12 hours. The trash was removed by the next day. Ms. Cosgrove stated that another approach is to penalize culprits through embarrassment by publishing an article with their photographs in a local newspaper.

Community Concerns

Several forum participants voiced their concerns about other factors that could aggravate the illegal dumping problem. For example, one participant reported that the price paid for junk cars had dropped by \$7 per ton recently and as a result, junkyards were not accepting the cars as readily. The concern was that more abandoned cars would be found at illegal dump sites. Another participant stated more trash was being left behind by garbage trucks, as the workers did not bother to pick up trash that fell off the trucks. A representative of the police department stressed the need to strengthen local laws against illegal dumping. He reported that under current law, illegal dumpers must be caught red-handed before they can be arrested.

Additional Resources

Mr. Cliburn encouraged forum participants to read the "Illegal Dumping Prevention Guidebook" published by EPA Region 5 in March 1998 (EPA905-B-97-001). The document provides a tool kit to address illegal dumping and presents case studies from across the country.

For More Information

- George S. Kolettis
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Air and Land Pollution Control
504 Broadway, Ste. 1012
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- Leonard White
Lake County Solid Waste Management District
White Goods and Tire Collection Program
1473 E. 84th Place
Merrillville, IN 46410
Telephone: (219) 769-3820
- Lake County Solid Waste Management District
Household Hazardous Waste Program
1473 E. 84th Place
Merrillville, IN 46410
Telephone: (219) 769-3820
- Indiana Department of Environmental Management
Office of Solid and Hazardous Waste
Telephone: (317) 233-5102
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- Chad Cliburn
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Job Training

Noemi Emeric (EPA Region 5) and James McShane (Workforce Development Services) presented on-the-job training opportunities available.

Superfund Jobs Training Initiative

Ms. Emeric described EPA Region 5's Superfund Jobs Training Initiative (Super JTI), which provides hands-on cognitive thinking skills and environmental training and facilitates jobs and careers in the environmental remediation field for minority 18- to 25-year-olds. Super JTI training is provided in communities adjacent to a Superfund site. Upon completion of the training program, each student is encouraged and assisted to receive state certification for lead, asbestos, and underground storage tank removal. The students also receive a certificate of accomplishment.

Super JTI benefits residents, communities, and contractors. Through the program, residents

- Learn new career skills while earning wages
- Upgrade their knowledge of Superfund cleanups
- Participate in rebuilding and revitalizing their communities

Communities benefit from

- A stronger local economic base
- Participation in community involvement activities
- Increased worker skills while the local environment is being restored

Contractors benefit from

- Hiring trained local workers
- Potentially qualifying for tax incentives

- Building goodwill in the community

Super JTI's "Four Steps to Success" are as follows:

1. **Build partnerships:** for example, DePaul University and local community colleges conduct training sessions for EPA Region 5.
2. **Recruit participants:** for example, local not-for-profit organizations assist with recruitment efforts, including distributing flyers and contacting community leaders.
3. **Train participants:** for example, training is provided in life skills, technical environmental issues, and regulations.
4. **Facilitate employment:** for example, establish contacts with environmental cleanup firms such as On-Site Environmental and construction companies.

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Job Training at Ivy Tech

Mr. McShane described Ivy Tech's Workforce Development Services (WDS), a department that provides training services and job placement in Lake County for both environmental and nonenvironmental work. WDS develops a work history profile for each client and coordinates with employment offices to find its clients jobs. It also assesses each client's physical health, life management skills, and relationships among other factors that may contribute to job placement. Upon



client placement, WDS tracks one client for 2, 3, and 5 years to check on whether the client still has a job. Mr. McShane stated that WDS's desire is to start working more closely with unions because there is now a job demand for union jobs.

Mr. McShane presented the following addresses for local WDS offices:

- 1176 West 37th Avenue, Gary
- 5217 Hohman Avenue, Hammond
- 400 East Chicago, East Chicago
- 105 North Court Street, Crown Point

For More Information

- **James McShane**
Ivy Tech State College
840 Broadway, Suite 300
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Telephone: (219) 882-0033
- **Russ Consdorf**
City of Gary Workforce Development Services
840 Broadway, Suite 300
Gary, IN 46402
Telephone: (219) 882-0033
- **Indiana Department of Environmental Management**
Office of Human Resources
Telephone: (317) 232-8149

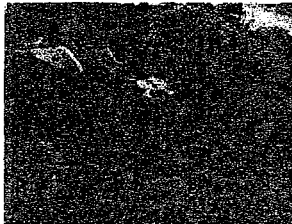


Afternoon Plenary Session

Ongoing Land Redevelopment Projects

Carol Seaton (Northwest Indiana Brownfields Redevelopment Project) presented a summary of brownfield activities in Gary, Indiana. Gary, Hammond, and East Chicago have a total of 2,000 brownfield sites. Ms. Seaton described brownfields as industrial sites that are potentially contaminated and have not been redeveloped because of environmental concerns. Typical brownfield sites

- Are underused
- Have health and safety hazards
- Degrade communities



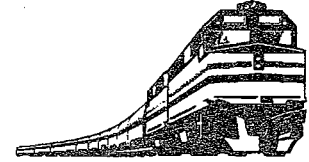
The brownfield project is the outcome of an empowerment zone application. Project personnel work to find redevelopment opportunities for brownfields to help

communities prosper. The project depends on citizen participation and a very active board of directors. Project personnel select sites that have good potential for successful redevelopment. Past sites that the project has addressed include a former hosiery plant, the former Gary Screw and Bolt facility, and the former Bailey Library. For sites like these, project personnel determine whether the sites are contaminated and how much it would cost to clean them up. This information is then provided to potential developers in order to encourage them to redevelop the sites. The project also educates landowners about selling or developing potential redevelopment sites, such as former gasoline stations. Ms. Seaton suggests that people interested in redeveloping brownfields contact banks to discuss obtaining funds under the Community Reinvestment Act. The brownfield project needs volunteers to contact community residents and encourage them to attend site cleanup meetings. The whole community

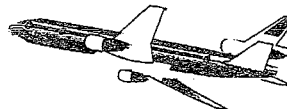
must be involved in helping to clean up and redevelop brownfield sites.

How Residents Can Become Involved in an Existing Land Redevelopment Program

Taghi Arshami (City of Gary) discussed how the city fought a plan for CSX and Norfolk and Southern to expand their railroad systems in northwest Indiana. Gary formed a consortium with four other northwest Indiana cities to deal with the issues associated with railroad expansion and increased freight activities. On the one hand, expanded railroad systems would create new jobs; on the other hand, the expanded systems would require large rights of way and might result in a lower quality of life for nearby neighborhoods. The consortium decided to petition the transportation board to fight the expansion of the railroad systems based on potential detriments to the region. A settlement resulted in \$1 million for the City of Gary and CSX to make improvements around the railroad tracks. The keys to the success of this effort and other EJ projects involving local residents are



- Open communication between all stakeholders working on the project;
- Allowing all community residents to present their views to all stakeholders involved; and
- Using the right people, tools, and groups to achieve project goals.



William Stahle (Gary Regional Airport Project) stated that the Gary Regional Airport is planning to be built. The project will create a significant number of jobs for the people of Gary. The city council will meet to determine whether it will appropriate casino funds for a maintenance hangar. Such a hangar is necessary for the airport project to be a success. With the hangar, jets could fly from



Gary to five cities in the first year and nine cities in the second year. Mr. Stahle stated that if the people of Gary do not take advantage of this opportunity now, it will not be offered again.

For More Information

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- **Carol Seaton**
**Northwest Indiana Brownfields
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720 West Chicago Avenue, Suite 211
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- **Taghi Arshami, Acting Director**
**City of Gary Planning and Community
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Gary, IN 46402
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- **Ted Smith**
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- **Audrey Frost**
Economic Development Corp.
487 Broadway #203
Gary, IN 46402
Telephone: (219) 886-2420

- **Indiana Department of Environmental
Management**
Indiana Development Finance Authority
Telephone: (317) 308-3055 or
(317) 233-4332



Community Improvement and Leadership Development

About 20 forum participants attended the community improvement and leadership development breakout session. During the session, JoJuana Meeks (Gary Urban Enterprise Association [GUEA]), provided an overview of GUEA programs and services, pointed out important factors to consider when forming a community group, discussed the importance of obtaining 501(c)(3) status under the Internal Revenue Code, and conducted an exercise to give participants an opportunity to role-play in the process of planning a project and going before a funding board to request funds for the project. In addition, participants took part in an exercise during which they assumed the roles of members of community groups and were tasked with developing a comprehensive yet concise mission statement.

The Gary Urban Enterprise Association

GUEA The purpose of GUEA is to stimulate business, community, and economic development in portions of the Gary Enterprise Zone (EZ) that are in decline. The association is governed by a board of directors who represent various facets of the community. Both residential and industrial corridor areas exist within 3 square miles of the EZ. Various tax and financial incentives have been established to improve the cash flow of businesses within the EZ and to enhance their access to capital. The incentives include

- Gross income tax exemptions
- Employee expense credits (a percentage of employee wages up to \$1,500 per employee)
- Inventory tax credits
- Employee tax deductions (equal to one-half of the adjusted gross income

up to \$7,500 for employees who live and work in the EZ)

- Loan interest credits
- Investment cost credits (up to a 30 percent tax credit for individual investors on the purchase of equity in startup or expanding companies within the EZ)

In addition, a small business technical assistance program was established to provide services such as assistance with market research efforts. Assistance in securing loans is also available for businesses interested in redeveloping a brownfield site for manufacturing or commercial use within the EZ. Additionally, the GUEA founded a "Kid's Enrichment Program" in 1991 in response to the EZ community's need for an afterschool care program.

Factors to Consider When Forming a Community Group

To ensure a smooth start, community groups should consider the following questions during their formative stages:

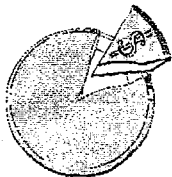
- Who lives in the community? Who will the community group serve?
- What needs exist within the community?
- What is the median age of the community?
- What resources are available within the community, the city, and the county?

Ms. Meeks stressed that groups should organize properly before seeking funding. Answering the questions listed above should help focus the purpose for a group. In addition, answering these questions can help prevent duplication of services already being provided. Participants were reminded planning takes time and a well thought-out



plan and well formulated group with by-laws are key to a community group's success.

Filing for 501(c)(3) Status Under the Internal Revenue Code



Securing 501(c)(3) status is essential for receiving funding. This status designates a community group as a nonprofit organization. According to Ms. Meeks, filing the forms

necessary to secure 501(c)(3) status takes about 180 days. The forms, she explained, are scrutinized to make sure that an organization will be properly (legally) set up to conduct the activities that it claims it will be conducting.

One participant pointed out that her group's experience in securing 501(c)(3) status "wasn't as bad as it initially appeared."

Participants described the required forms as "intimidating initially." However, the Internal Revenue Service provides assistance in completing the forms, and assistance may also be available within the community for startup community groups.

Community groups are important vehicles for providing residents "a say" in what happens in their community. Ms. Meeks pointed out that cities and local municipalities often have plans and even grant money available for community improvement projects. However, city plans may differ from residents' views of what identified needs exist.

Community Planning and Mission Development Exercises

Ms. Meeks facilitated an exercise during which participants were divided into groups of three to four members each. Each group was to assume that it was a community group and, given a purpose, had to develop a plan for carrying out its mission.

Each group presented its mission and action plan to Ms. Meeks (who represented a city council providing funding). The group had to

undergo a series of tough questions about its plans and funding request.

In addition, each group was tasked with developing a mission statement that incorporated the thoughts of all group members in a clear, concise fashion.

The purpose of the exercise was to get participants actively involved in walking through the planning process and give them an opportunity to experience presenting a proposal to a city council or other funding agency. Additionally, the mission development exercise demonstrated the collaborative process of incorporating collective input to form a unified mission statement.

Ms. Meeks also offered the following tips for starting a community group:

- Be prepared to present your plan.
- You must believe in the plan.
- You must be able to withstand tough questions from others about your plan.
- Include no more than 12 or 13 individuals on your group's board of directors.
- Learn as much as possible from existing groups.

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Air Quality

Rosie Thomas provided an overview of how the Lake County Minority Health Coalition provides health education to minorities throughout Lake County, Indiana. The coalition identified a major need for health education, especially for prenatal and infant care, in minority communities. As a result, 15 of the minority health coalitions in Indiana focus on infant mortality and prenatal and infant care issues. Stephanie Kemper is the president of the Lake County coalition. Other programs offered by the Lake County coalition include



- Smart Move, which is sponsored by the Indiana State Department of Health
- An educational program for teenagers to learn about drugs, sexual abstinence, gangs, and alcohol
- An education program that partners with boys and girls clubs to provide 20 workshops that incorporate interactive role-playing about learning to say no to drugs, sex, gangs, smoking, and alcohol



The Lake County Minority Health Coalition fosters community collaboration in an effort to ensure the health of children. For example, a great need exists to increase immunization in Lake County. The coalition received a grant to visit homes and talk to mothers about immunizing on schedule in order to ensure the health of their children. Initial results have shown that this approach is very effective but that more education is needed. The coalition identified possible barriers to immunizing children on schedule (such as lack of transportation) and how to remove those barriers.

Fayette Bright (EPA Region 5) introduced the Sesame Street Video "A is for Asthma." The



video's audience includes children and their care givers. EPA Region 5 plans to partner with the Lake County Health Department to visit Lake County schools with the video in order to educate preschoolers and their teachers. This video may be obtained from the American Lung Association.

Ms. Bright also gave a presentation titled "Taking Control of Asthma to Have a Healthier Life." This presentation focused on educating people with asthma on the benefits of working with a healthcare giver to identify their specific asthma triggers and develop an action plan to control their asthma. The presentation stresses people with asthma should work with healthcare givers to



- Receive the correct tests and diagnosis
- Develop a treatment plan
- Control asthma triggers such as dust, molds, and cockroaches

Ms. Bright introduced the "Making a Difference" video about asthma management in schools. EPA Region 5 will use this video in partnerships with schools to educate teachers and students about asthma. This video may also be obtained from the American Lung Association.



Ms. Bright conducted the "Straw Activity," which allowed participants to simulate the feeling of breathlessness associated with an asthma attack. Participants held a straw in their mouths and also held their noses. The only way to breathe was through the straw. Participants that actually had asthma felt that the activity accurately simulated an asthma attack.

Ms. Bright also discussed outdoor air quality issues such as ozone and particulate matter, which are considered to be triggers for asthma. These triggers are especially prevalent in vehicle emissions in summer. Children and the elderly, especially those with asthma, are at high risk during the summer because of ground-level ozone. The African-American mortality rate associated with asthma has increased 6 to 10 times over the last 10 years.

Poor indoor air quality can also affect people with asthma. Scientific studies are finding that poor indoor air quality poses a significant risk for people with asthma. EPA Region 5 has a "Tools for Schools" program that sends EPA personnel into schools to evaluate indoor air quality.

EPA Region 5 sponsored a Children at Risk Conference in July 1998 and plans to sponsor more conferences in the future. This conference provided speakers from around the country to discuss significant risk factors with regard to children's health. This type of conference underscores EPA's commitment to making children's health a national priority. EPA Region 5 is coordinating with local agencies to educate the public about mitigating the risks to children's health.

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Grant Writing

About 21 forum participants attended a breakout session that provided an overview of the grant application process and focused on the characteristics of a “winning” grant.



Overview of the Grant Application Process

Suzanne Saric (EPA Region 5) began the session by presenting a general overview of the grant funding process. Ms. Saric recommended organizations applying for grant funding first look at the “big picture.” *First*, an organization should identify its own mission, strengths, and priorities. *Second*, it should consider its proposal as a type of long-term plan to help guide its future steps. *Third*, it should do its homework. That is, it should research available funding opportunities, starting locally and targeting funders interested in the organization and its program. These three steps will allow the organization to develop a strong proposal that connects its request for funding with its bigger goals.

General Tips for Preparing a Competitive Grant Proposal

A number of general tips for preparing a grant proposal were then presented, including the following:

- Read the request for proposal (RFP) carefully, and organize the proposal according to the RFP.
- Explain things; don't declare them.



- Don't assume application reviewers know your organization.



- Avoid jargon and acronyms.
- Don't simply repeat buzzwords.
- Be innovative, creative, and passionate, but also be realistic.
- Be specific and state the basic information: “I'd like this much money in order to do this, and here is what the money will be used for.”
- Show the funder the return on its investment.
- Check grammar, spelling, and punctuation, and use numerous reviewers to help you.
- Solicit partners.
- If the funder says no, ask why. Then use the feedback the next time you prepare a grant application.

Participants reviewed “winning” and “losing” grant proposals to define the characteristics of each. A “winning” grant proposal usually includes the following important components.

Critical Components of a Grant Proposal

I. Introduction

- ✓ This is where you *hook* your reader. Tell a concise story of who you are, what you do, and why you care, thus building credibility for your organization. List past successes and your track record with previous grants.
- ✓ Reinforce the connection between you and your funder.
- ✓ Establish a context for your request—in brief, *who, what, where, when, why, and how much*.

II. Body

- A. **Problem Statement** -- Focus on the specific problem that you want to solve

or issue that you want to address. Demonstrate your knowledge of the issue.

B. Assessment of Need -- Use statistics to demonstrate the existence of your problem or issue. Make a case for your project, both locally and nationally. Set up the delivery of your goals and objectives.

C. Goals and Objectives

- ✓ Goals are general and give the reviewer an understanding of the focus of your proposal.
- ✓ Objectives are specific, measurable outcomes; they are not methods. They should be realistic and attainable. Objectives help solve the problem or address the issue. **Tip:** If your objectives refer to a number, make sure it is attainable.

D. Methods

- ✓ Describe in detail the activities that will be performed to achieve the desired results.
- ✓ Be realistic. Don't promise more than you can achieve.
- ✓ Justify your methods as better than other possible activities.
- ✓ Include a timetable of major milestones. List activities and the approximate date by which they will be completed. Although this timetable can and probably will be revised, it is important to demonstrate that your organization has foresight and a long-term perspective on the project.

E. Evaluation

- ✓ Identify numerous ways that you will monitor and record your organization's efficiency, effectiveness, and success.

This is very important and is often underestimated.

- ✓ Propose a mix of qualitative and quantitative evaluation techniques.
- ✓ Be ready to begin evaluating your project from Day 1.

F. Budget

- ✓ Typically, the budget includes three parts: personnel costs (salaries and fringe benefits), nonpersonnel costs (cost of work space, equipment rental, and supplies), and indirect costs (overhead). **Tip:** Think about your dream budget, and then cut it in half (or more) until it becomes realistic.
- ✓ Your budget should correlate with your objectives and methods. The budget often includes timelines.
- ✓ Justify salary requests. If someone is a new hire, describe his/her position and duties.
- ✓ A funding match by a partner or donor shows commitment and planning on the part of your organization.



G. Appendices

- ✓ Include resumes of key personnel.
- ✓ List other grants that you've managed.
- ✓ Provide letters of support (which imply partners), endorsements, or recommendations. **Tip:** These letters should be addressed to you or your organization; don't have them separately sent to the funder.
- ✓ Keep appendixes to a minimum (typically three letters plus resumes).



A Community Perspective on Grant Writing

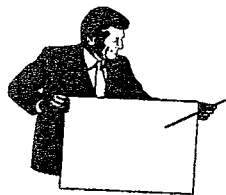
Bowden Quinn (Grand Calumet Task Force), an experienced grant writer, presented a community perspective on the grant application process. Noting that over 90 percent of the Grand Calumet Task Force's budget is funded by grant money, Mr. Quinn summarized the do's and don'ts of grant writing:

Do ...	Don't ...
Ask funders for advice	Put it off
Use an editor or other reviewer	Ignore guidelines
Cooperate with other groups	Complicate the proposal
Look for opportunities	Compartmentalize fundraising
Be persistent	Get discouraged

Questions and Answers

Following the presentations, a question and answer session was hosted by EPA Region 5 representatives and Mr. Quinn. Questions focused on specific details of grant proposal writing. Questions and answers included the following:

Q: "When do I submit a letter of intent showing my organization's nonprofit tax status?"



A: It depends on the funder of the grant. Some funders, such as EPA, do not require proof of tax status. If tax status proof is required, however, the funder will likely provide the specifications for presenting your tax status (a form or a line to present your tax identification number) in the RFP.

Q: "Do I need to include proof of commitment if my group partners with another organization?"

A: Usually it is expected, if not required, that you will submit a letter of intent addressed to your organization from the partner group with which you will be working. The letter can be a simple document stating that the group is committed to working with your organization if the grant is awarded.

Finally, Mr. Quinn noted that although proposal writing may be a lot of work and is not always fun, participants will only learn about the grant application process by actually doing the proposal writing. He also stated that grant applicants often receive notice of additional grant opportunities after applying for one grant award. In essence, *you can't win if you don't apply*, and you and your organization will benefit tremendously from participating in the proposal writing process.

Commenting on lessons learned from successful grant applications, Ms. Saric added that a promising proposal usually involves a program or project that is

- Sustainable
- Able to be replicated at various levels (local, regional, national)
- Efficiently created from the ground up
- Designed to use existing resources in innovative ways

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Summary of Evaluations

Evaluation forms were distributed to forum participants upon arrival at the registration desk. In the forms, EPA Region 5 asked participants to evaluate the educational and logistical aspects of the forum. Overall, the RESPN forum was extremely well received by the Gary participants, with over 85 percent ranking the forum's educational content as "excellent" or "good." In particular, the participants found the morning plenary session on EJ, the importance of resident involvement and Mayor Scott King's keynote address to be very relevant to Gary's current political climate. The breakout sessions on illegal dumping, air quality, and grant writing were judged to be "very useful" and "informative," and many participants recommended longer sessions in the future to allow more interaction and discussion among participants.

"I hope EPA will continue to spearhead environmental justice issues in northwest Indiana."

The afternoon plenary session on land redevelopment and the job training and community improvement breakout sessions were evaluated as very good efforts to address the local interests of the Gary community and raise awareness of training programs and benefits available to local residents. Participants also suggested that because these issues and activities affect and support one another, EPA should coordinate future information sessions to "unify" these related topics and help forge partnerships.

"Please continue to bring information and programs like this to our community. [The forum] made me realize that a lack of knowledge can cause citizens not to take advantage of what is already there [for them]. One example is the ability to apply for grants that are available."

Most participants recommended that EPA and the City of Gary sponsor more outreach programs like the RESPN forum for the residents of Gary and East Chicago. Some participants said they would like to see greater involvement of the local health department in such program and more advertising of city- and state-sponsored training programs. In addition, participants felt that more discussion was needed regarding Gary-specific air quality issues as they relate to respiratory illness, indoor pollution, and "ozone action days."

"It's time things change. We are taxpayers, homeowners, and voters. What can be done to help our standard of living?"





Planning the Forum

The Gary, Indiana, RESPN forum was the culmination of many efforts to obtain feedback from local residents on issues of concern to them, match those concerns to specific topics, and identify individuals who could provide useful information on each topic. The goal was to create a forum that residents would find beneficial because it offered concrete, specific "how to" information that each participant could immediately put to use. The process used to develop the forum is outlined below.

Planning Process

Site Selection

EPA Region 5 preselected Gary, Indiana, as the location for the forum before any project planning activities began. The City of Gary was selected for several reasons:

- Because of the existing environmental projects and industrial facilities in the area, EPA Region 5 was already aware of EJ concerns in the area.
- No similar forum had previously been targeted to Gary residents.
- Because of time and budget constraints, a forum location relatively close to the EPA Region 5 offices was preferred. (Because

the Gary forum was a pilot project, attendance by many EPA Region 5 staff was anticipated.) The large number of EPA staff persons was intentional in order to address each participants questions and comments.

- Conditions in Gary are typical of many low-income communities and minority communities, making it a prime candidate for conducting a pilot project with general applicability to other areas in the region.



- Because of ongoing Superfund and brownfields work in the Gary area, useful information such as mailing lists and community contacts was readily available and did not have to be assembled from scratch.

Forum Content

After Gary was chosen as the forum location, the next step was a needs assessment. This assessment was necessary to identify the appropriate format, topics, and speakers for the forum. Most importantly, a needs assessment was essential to give the community a voice in developing and planning the forum.

Before community input was solicited, several options for the forum's content, dates, and specific facility locations were generated. As the options were generated, several specific and general factors were considered. For example, specific topics that Gary residents had expressed interest in during EPA-sponsored public meetings or other forums were included on the initial list of potential forum topics. Also included were "universal" topics that might be of interest to any community facing EJ issues such as neighborhood improvement, air quality and related health issues, and economic redevelopment.



In addition, factors known to discourage people from attending similar forums were considered when the initial list of forum options was developed. For example, inconvenient times and days (such as Friday evenings and Sundays) for the meeting, and meeting locations that residents prefer to avoid (for reasons such as poor lighting during the evening or limited parking) were factors that might prevent people from attending the forum.

Soliciting Input from the Community



The initial list of forum options was then used to develop a questionnaire for distribution to local residents. In addition to contact information (which was used to help develop

a forum-specific mailing list), the questionnaire requested the following information:

- The resident's affiliation (such as a block club, nonprofit organization, or community or church group)
- Two forum date preferences (a list of options was provided)
- Three forum time preferences (several options were provided, such as full day, ½ day a.m., ½ day p.m., evening, and weekend)
- Two forum location preferences (options included a community center, a local school or university, a local church, and others)
- Three issues or topics of concern
- Three major areas in need of improvement within their community

Community organizations were contacted, and several appointments were made for an EPA Region 5 representative to attend various meetings of the local organizations, speak

about the RESPN project, and distribute the questionnaires. The objective for the information sessions was to provide a verbal explanation of the project, answer residents' questions about the project, and facilitate completion of the questionnaires (rather than mass-mailing the questionnaires and asking residents to mail back their responses). A one-page project description was also created to accompany the questionnaire for the benefit of people who received the questionnaire through means other than attending the scheduled information sessions. Some questionnaires were completed via a telephone survey, and others were given to community organizations and individuals for distribution.

Approximately 112 questionnaires were completed over a period of 3 to 4 weeks. The completed questionnaires formed the foundation for the forum.

Identifying and Selecting Speakers

Forum topics were selected based on the feedback provided in the completed questionnaires. A list of potential speakers was then generated for each topic.



The emphasis was on selecting potential speakers who were not only experts in the subject area but could also deliver the information in a dynamic, engaging way. Also, an effort was made to identify community members (either in Gary or elsewhere) who could serve as speakers—people with whom local residents might be able to more closely identify (as opposed to government or industry officials). Where it was not possible to identify community experts on various topics, an effort was made to create a panel format in which community members and agency personnel could both speak. Again, a conscious effort was made to choose a cross-section of speakers representing a variety of interests and areas of expertise.



Individuals within Gary and from community organizations provided suggestions for speakers. In addition, the list of potential speakers evolved as individuals on the list were contacted. That is, several potential speakers were not able to attend for various reasons; however, most of these individuals recommended others. All individuals on the speaker list were contacted, and the list was finalized based on individuals' availability, expertise, and willingness to speak on a no-fee basis. Several individuals employed as professional "experts" could not be invited to speak at the forum because they could not be paid for their services.

In addition to confirmation notices with logistical information (such as the day, time, and location of the forum), each speaker received a packet of project background information that included the one-page project description, a brochure announcement, an agenda with descriptions of each breakout session, a list of speakers for each breakout session (several sessions had more than one speaker), and a sample questionnaire.

Getting the Word Out About the Forum



Over 1,000 brochure announcements containing information about the purpose, agenda, time, date, and location of the forum were mailed to individuals and groups in Gary and surrounding areas. In addition, copies

of the brochure announcement were made available in public places (such as the city hall, healthcare facilities, and community organization meeting places).

EPA Region 5 also announced the forum on its Internet web site and called several city offices and nonprofit organizations to advertise the forum. Additionally, a subcontractor who was indigenous to Gary was hired to assist on the project participated in an interview about the forum, and the

interview was aired over a local radio station a few days before the forum.

Lessons Learned

The Gary, Indiana, RESPN project was planned and executed in about 90 days. Because of this extremely tight timeframe, some activities that otherwise would have required more time were expedited, and adjustments were made to accommodate unexpected circumstances that arose during project planning and execution. The lessons learned from the project, which are discussed below, may be of benefit during the planning phases of similar projects in the future.

The Community Input Process—Allowing more than 3 weeks for distributing and collecting questionnaires may have resulted in a larger number of completed questionnaires and thus an expanded list of forum topics. Additionally, the plan for the information sessions was to contact community groups, request space on their agendas during regularly scheduled meetings, and attend the meetings to explain the project and distribute the questionnaires. Because many organized groups have regularly scheduled meetings (such as on the first Tuesday of each month) and agendas that are planned in advance, it was difficult to meet the objectives within the three-week timeframe. Instead, a combination of the planned approach and meetings held solely to discuss the RESPN project was used. This method, however, proved to be effective—in fact, the sessions with pre-established agendas proved to be more of a challenge because little time was available to discuss the RESPN project, and attendees were not necessarily focused on that topic. *Future projects may benefit from a planned series of meetings organized specifically to discuss RESPN as well as attempts to share the podium during community meetings scheduled for other purposes.*

Selecting the Forum Speakers—Where possible, a portion of each future project budget should be set aside for speaker fees.



Planning for this expense in advance could help in getting the best speakers for each topic (which may, in some cases, mean involving professional speakers). During professional conferences, individuals may be more willing to speak free of charge if they perceive audience members to be potential clients or funders. Several potential speakers contacted for the forum who had conducted respected research in various areas indicated a willingness to speak free of charge to promote their research findings to an audience of potential research funders; however, they were not as willing to speak free of charge to community members who were not affiliated with a particular funding agency. *In short, future projects may benefit from considering the "what's in it for me" factor for speakers up front.*

Announcing the Forum—Of all the methods used to "get the word out" about for the Gary forum, the newspaper announcement that ran about 3 days prior to the event appeared to elicit the most response. Most people registered 2 or 3 days prior to the forum even though the brochure announcements were mailed several weeks in advance. Many people mentioned that they saw the newspaper announcement. For the Gary forum, the goal was 100 participants, and over 111 people were in attendance. *This may indicate that early newspaper and perhaps radio announcements followed by a mass mailing could yield a higher turnout.*

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