



City of Oshkosh
Community Development Department
215 Church Avenue, PO Box 1130
Oshkosh, WI 54901

1. Applicant Identification
City of Oshkosh
215 Church Avenue
Oshkosh, Wisconsin 54901

2. Funding Requested
\$300,000 Community-Wide Assessment Grant.
\$200,000 for Hazardous Substances and \$100,000 for Petroleum.

3. Location
City of Oshkosh, Winnebago County, State of Wisconsin

4. Property Information
Not applicable. This is a community-wide assessment application.

5. Contacts

a. Project Director	Assistant Project Manager
H. Allen Davis III, Director	Darlene Brandt, Grants Coordinator
City of Oshkosh	City of Oshkosh
Community Development Department	Community Development Department
215 Church Avenue	215 Church Avenue
Oshkosh, WI 54901	Oshkosh, WI 54901
PH: 920.236.5055	PH: 920.236.5029
adavis@ci.oshkosh.wi.us	dbrandt@ci.oshkosh.wi.us

b. Chief Executive / Highest Ranking Elected Official
Mark A. Rohloff, City Manager
215 Church Avenue
Oshkosh, WI 54901
PHONE: 920.236.5002
mrohloff@ci.oshkosh.wi.us

6. Population
66,665

7. Other Factors Checklist

Other Factors	Page #
Community population 10,000 or less	
The applicant is, or will assist, a federally recognized Indian tribe or United States territory	
The priority brownfield site(s) is impacted by mine-scarred land.	
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).	2
The priority site(s) is in a federally designated flood plain.	2
The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	

8. Letter from the State or Tribal Environmental Authority

A letter is attached from the State of Wisconsin Department of Natural Resources acknowledging that the City of Oshkosh is applying for an EPA community-wide assessment grant for petroleum and hazardous substances.

State of Wisconsin
DEPARTMENT OF NATURAL RESOURCES
101 S. Webster Street
Box 7921
Madison WI 53707-7921

Tony Evers, Governor
Preston D. Cole, Secretary
Telephone 608-266-2621
FAX 608-267-3579
TTY Access via relay - 711



January 18, 2019

Mr. Allen Davis
Community Development Director/RDA Executive Director
215 Church Avenue
Oshkosh, WI 54901

Subject: State Acknowledgement Letter for the City of Oshkosh
Community-wide Assessment Grant (\$150,000 hazardous, \$150,000 petroleum)

Dear Mr. Davis:

The Wisconsin Department of Natural Resources (DNR) acknowledges the application of the City of Oshkosh for U.S. Environmental Protection Agency Brownfield Grant funds identified above.

The Wisconsin DNR is fully committed to a collaborative partnership with the City of Oshkosh, and will support your brownfield assessment and remediation efforts in many ways, including:

- The Wisconsin DNR can identify key state and federal contacts for your specific project and coordinate Green Team meetings with these individuals, in your community, to answer questions and discuss local plans, options and best practices.
- The Wisconsin DNR can assist you in identifying and obtaining additional financial assistance from state-managed grant and loan programs.

Obtaining EPA funding for this grant application is consistent with community needs, vital to the local economy and will help bring needed improvements to the quality of life for residents. Federal funding will also help initiate cleanup activities, create jobs and leverage local investments in brownfield redevelopment.

Sincerely,

Darsi Foss, Director
Remediation and Redevelopment Program
Wisconsin Department of Natural Resources

Copy: Tauren Beggs – DNR NER

City of Oshkosh, Oshkosh, WI

FY2019 Community Wide Assessment Grant - NARRATIVE / RANKING CRITERIA

1. Project Area Description and Plans for Revitalization

a. Target Area and Brownfields

i. Background and Description of Target Area

The City of Oshkosh is in the heart of Wisconsin's Fox River Valley along the Interstate I-41 corridor and within the triangle of Green Bay, Madison, and Milwaukee, of which more than 2 million people live. Some of the community's defining features include its recreationally-rich waterways and water-bodies which includes Lake Winnebago (Wisconsin's largest lake), Lake Butte des Morts, and the Fox River. The Fox River passes through the heart of the City's center, connecting Lake Butte des Morts to Lake Winnebago. Due to its location, the City has a long industrial history dating back to the late 1800's. Much of the early development in the City was centered on the Fox River. In the early to mid-1900's, the lumber industry fueled most of this development. Cut trees were shipped from northern Wisconsin via the Wolf River and Fox River to lumber mills located in the City, and then onto cities across the Midwest. The City of Oshkosh became known as the "Sawdust City." A large industrial base was soon established to support the lumber industry, which included foundries, manufacturing of logging tools, clothing manufacturing, finished wood products, paper industry, and railroad and river boat transportation. Many of the businesses were located in the Center City due to the location of the Fox River, which then splits the Center City into the north and south districts. The main artery of Center City is Main Street. The north shore district is the City's commercial downtown area with some industry along the river. The south shore district was primarily heavy industrial. By the mid to late-1900's, the logging industry came to halt and so did Oshkosh's economy. Many of the businesses that supported the lumber industry slowly went out of business throughout the late 1900's and into the 2000's. Recently, several of these remaining companies from that era have closed down, downsized, or were out sourced to other countries. This includes businesses such as Miles Kimball, Oshkosh B'Gosh Corporation, Buckstaff Furniture, and Jeld-Wen Premium wood doors (formally Morgan Doors). These employers were considered anchors of the Center City. The Center City district is the target area for the assessment grant.

Due to the loss of these businesses the City of Oshkosh's center city experienced job loss, declining property values, shrinking populations, concentration of poverty, blight, and crumbling infrastructure and buildings, leaving behind many blighted and underutilized industrial properties. From 2008 to 2016, Wisconsin WORKnet data showed a job loss rate up to 7,320 jobs in Oshkosh. According to EPA EJSCREEN 2012-2016 unemployment rate ranges from 8.20% to 12.66% in the Central City area. This area was also designated by the Department of Housing and Urban Development as Low to Moderate Income (LMI) census tract, with the median household income ranging from little or no income to \$35,424 (2017 Census Data), which is significantly lower than the U.S. median income of \$57,652 (2017 U.S. Census data).

Today, the most prevalent reminder of these former businesses is the remaining buildings that continue to deteriorate, and the brownfield sites where the businesses once thrived in the Center City. Based on field reconnaissance and assessment data gathered by City staff in 2018 as part of the Imagine Oshkosh initiative, roughly one in ten buildings are completely vacant, partially vacant, or underutilized. Many of the properties without buildings are uncapped brownfield sites that result in resuspension and redistribution of soil and debris contaminated with heavy metals, volatile organic carbons (VOCs), polycyclic aromatic hydrocarbons (PAHs), and other chemicals used in historical industrial practices into adjacent residential properties, as well as, the Fox River. The Wisconsin Department of Natural Resources (WDNR) Bureau of Remediation and Redevelopment Tracking System (BRRTS) online database identified 390 leaking underground storage tank (LUST) sites and environmental repair program (ERP) sites, and 75 Brownfield sites in and around the Center City. Winnebago County Health Department also listed Oshkosh as having the second highest risk to lead-based paint exposure in the State of Wisconsin which is due to the number of homes constructed before 1980.

The majority of these homes are located within the Center City area. The Winnebago County Health Department also indicated, the City of Oshkosh had greater than normal incidences of adverse health conditions including asthma and mental health related illnesses. Redeveloping blighted sites will help reduce public exposure to contaminants and bring back an optimistic public view of the Center City. These sites will need to be addressed for either redevelopment or to limit impacts to the public.

Not only do these Brownfield areas affect the public welfare, but also the environment. The migration of contaminants from the Brownfield areas via storm water and/or groundwater is a threat to Lake Winnebago and the Fox River ecosystems. Unfortunately, both Lake Winnebago and the Fox River have been listed on the 2011 State of Wisconsin and EPA Impaired Waters database for PAHs, PCBs, Mercury, and total phosphorus impairments. As noted above, many of these contaminants are found on Oshkosh brownfield sites that are located adjacent to the Fox River and its floodplains. Home to the world's largest concentration of fresh water sturgeon (2011 WDNR Website), it is important to reduce the risk of impacts through redevelopment of Oshkosh Brownfields areas. The Assessment Grant will provide the City the funds to continue to delineate the extent of Brownfields contamination, evaluate the contamination, and reduce impacts to human health and the environment in the Center City.

ii. Description of the Priority Brownfield Site(s)

Through the *Imagine Oshkosh* planning initiative (discussed further in Section 1.b.i), the following priority Brownfield sites have been identified in the Center City.

Site Name/ Location	Current/Past Land Uses	Potential Environmental/ Brownfield Issues	Priority for Assessment	Planned Reuse Based on Imagine Oshkosh Plan	Acreage
West 7 th Avenue Property - South Central / Sawdust District, Center City	Vacant Lot/ One block with industrial businesses that included paper manufacturing, vehicle repair, dry cleaning, and gas stations.	100+ years of manufacturing; health risks of inhalations, ingestion, and direct contact from chlorinated solvents, metals, petroleum, and USTs.	City razed the blighted buildings and removed hazardous materials, but due to lack of funding subsurface has not been fully investigated.	Commercial/ Residential/ Light Industrial	8 acres
Pioneer Inn - South Central / Sawdust District, Center City	Vacant Building/ Former prime hotel in Oshkosh at the mouth of the Fox River at Lake Winnebago.	Health risks of inhalations, ingestion, direct contact from lead, asbestos, and built on landfill.	Abandoned building in disrepair, attractive nuisance for vandals and trespassers. Located in floodplain adjacent to the Fox River.	Hotel/ Residential/ Public Space (Riverwalk)	6 Acres
East 7 th Avenue Property - South Central / Sawdust District, Center City	One block with vacant buildings/ Industrial commercial business that included a former foundry, former railroad yard, home repair company, and former landfill.	100+ years of manufacturing; Health risks of inhalations, ingestion, and direct contact from asbestos, lead, chlorinated solvents, metals, petroleum, and USTs.	Abandoned buildings in disrepair, attractive nuisance for vandals and trespassers. Located in floodplain adjacent to the Fox River.	Commercial/ Residential/ Public Space (Riverwalk)	10 acres
East 8 th Avenue Property - South Central / Sawdust District, Center City	Vacant city block with industrial business that included paper manufacturing, vehicle repair, gas station, salvage yard, and former landfill.	100+ years of manufacturing; Health risks of inhalations, ingestion, direct contact from chlorinated solvents, metals, petroleum, and USTs.	City razed the blighted buildings and removed hazardous materials, but due to lack of funding subsurface has not been fully investigated.	Due to its location in Center City this property has been designated for parking to support private redevelop- ment in the Center City.	10 acres

While the City will focus on the above priority brownfield sites, *Imagine Oshkosh* (Section 1.b.i) also noted another eighteen opportunity Brownfield sites in the Center City, owned by the City or Redevelopment Authority or private owners. Many of these sites are a threat to human exposure and are located within close proximity to residential neighborhoods, schools, parks, and to the Fox River and Lake Winnebago.

b. Revitalization of the Target Area

i. Redevelopment and Strategy Alignment with Revitalization Plans

In an effort to reverse this trend, the City has developed *The City of Oshkosh Central City Investment Strategy* initiative. *The City of Oshkosh Central City Investment Strategy* initiative was funded with a Wisconsin Economic Development Corporation \$200,000 Community Development Investment Grant. This initiative led to a public and private planning effort, in which a policy guide and action framework called *Imagine Oshkosh*, was developed. *Imagine Oshkosh* is a long-term vision and comprehensive investment strategy for the entire Center City directing growth, development, and infrastructure investment for both public and private investment. Through public input *Imagine Oshkosh* identified 145 specific action items with a "Top 5" list: 1) Activate the upper floor of existing mixed-use buildings, 2) Attract new businesses and employers to move to the Center City, 3) Encourage new affordable residential development in the Center City, 4) Apply the *Imagine Oshkosh* design and development guidelines to new development within the Center City, and 5) Activate and improve the local waterfronts as unique assets and extension of the existing public open space within the Center City development. Once the "Top 5" action items were identified an "Implementation Action Matrix" was developed as a tool to assist with the implementation of the Top 5 action items. This tool includes the following implementation activities: 1) Identify Priority Levels, 2) Identify Public Costs and Funding, 3) Ease of Implementation, 4) Lead Responsibility, and 5) Encourage, Coordinate, and Cooperate with Partnerships. Identifying and assessing Brownfields is a subset of the *Imagine Oshkosh* "Identify Priority Levels". *Imagine Oshkosh* identified the priority Brownfield Sites listed in Section 1.a.ii, and another eighteen sites in the Center City district. *Imagine Oshkosh* also identified funding sources which are outlined in Section c.i.

ii. Outcomes and Benefits of Redevelopment Strategy

The Center City District is framed by traditional lower income residential neighborhoods to the west with a variety of commercial sites intermixed throughout the district. While the district is experiencing change, there are environmental issues to address and opportunities for redevelopment, particularly vacant properties and current and former industrial sites. The priority of the *Imagine Oshkosh* plan is address brownfield sites in the entire Center City. The City is moving forward with *Imagine Oshkosh*, and with the assistance from the Wisconsin Economic Development Corporation in the form of a \$150,000 Brownfields Cleanup Grant, one of the priority brownfields sites has been redeveloped. The redevelopment of the former Buckstaff Furniture property into the Menominee Nation Arena, home of the Milwaukee Bucks G-league, has removed abandoned buildings, capped impacted soils, developed good paying jobs, and provided an event arena for the City. One of *Imagine Oshkosh's* target brownfield sites, and the City's main waterfront focal point, is the Pioneer Inn. A former resort and banquet facility along the shores of Lake Winnebago, The Pioneer Inn has been closed for about ten years and currently has no plans to reopen. Built on manmade land, developers have been reluctant to redevelop this property due to environmental unknowns and potential environmental costs associated with redeveloping this site. An economic gap analysis, performed through *Imagine Oshkosh*, indicated the Center City demand of goods and services is still undersupplied by \$62.6 million. The redevelopment of Pioneer Inn will provide the outcomes to bring back goods, services, and jobs to the underserved Center City, which is the center piece of the *Imagine Oshkosh* economic strategy.

Imagine Oshkosh's redevelopment plan will not only benefit the economy of the Center City, but also the quality of life and environment of the district. *Imagine Oshkosh* redevelopment plans incorporate a riverwalk and green space along the Fox River. Assessment of the former industrial parcels along the Fox River is necessary as part of the redevelopment. Developments will also look at creating landscaped buffers along the Fox River to reduce stormwater sheet flow into the river. Assessment grant Remedial Plans can also incorporate engineering controls that limit stormwater runoff from contacting impacted soils and assist with the

design of stormwater treatment controls (bio-swales). In addition, parking lots and decorative landscaping berms will be used to provide barriers to the fill soils. In this way, the impacted fill soils will be beneficially reused on site. Building design will also incorporate foundation designs that will be used as a cap over the impacted fill soils, which will limit the amount of soils going to a landfill.

c. Strategy for Leveraging Resources

i. Resources Needed for Site Reuse

Due to the diversity of benefits associated with implementation of the *Imagine Oshkosh* plan including environmental, economic, safety, quality of life, etc., there are numerous opportunities from state and federal sources, as well as private funds, to leverage additional funds. Obtaining brownfields funding is a critical step toward this goal. Assessment funding will allow for the completion of initial steps in this process, and include cost coverage for such crucial elements as public outreach, site selection, and site assessments to identify properties that would need to undergo remediation prior to redevelopment.

Oshkosh has a strong track record for leveraging funds for a wide variety of local projects ranging from economic development long term investment plans to critical infrastructure. The City has received about \$2 million in brownfields cleanup and assessment funds from Wisconsin Economic Development Association which in turn leveraged over \$20 million in private investment funds on new construction or rehabilitation projects.

The City has been similarly successful in receiving over \$5.5 million from Wisconsin Department of Natural Resources for construction of a Riverwalk/bike and pedestrian trail along the Fox River corridor in downtown Oshkosh. The City's matching funds were budgeted yearly in its Capital Improvements Program. The Riverwalk benefits not only the existing businesses along the Fox River corridor, but has created over \$20 million in taxable new developments upland from the riverwalk, and unlimited tourism dollars. The City also successfully implemented a \$2 million Department of Commerce Economic Development Assistance grant for installation of necessary infrastructure in the development of an aviation business park adjacent to the local Regional Airport.

Imagine Oshkosh identified several likely state funding sources including Wisconsin Economic Development Corporation Brownfields Funds, Tax Incremental Financing, Opportunity Zone funds, Revolving Loan Fund Program, Business Development Tax Credits (State), Enterprise Zone Tax Credits, Historic Preservation Tax Credits, or affordable Housing Tax Credit Program.

ii Use of Existing Infrastructure

For future development at the project sites, existing water, sewage, streets, and other utilities are already available. Developers that may be interested in building on these sites (or the relocation of businesses to restored historic buildings) can forego considerable infrastructure costs that would be associated with building on a new greenfield site. Brownfields redevelopment reduces public infrastructure costs, as opposed to development on new greenfield sites, which requires extension of public/private utilities, streets, and other transportation facilities. The revitalization of these idle properties will enable reuse of existing public infrastructure.

2. Community Need and Community Engagement

a. Community Need

i. The Community's Need for Funding

Additional financing options, such as borrowing, is not possible due to the fact the City has reached their borrowing cap limit, and would prefer to use the limited City funds and other developer incentives, such as creation of Tax Incremental Finance Districts, to support and encourage private investment of redevelopment projects. EPA funds will be used to complete site assessments, evaluate exposure routes for contaminants of concern, and prepare Remedial Action Plans for development of the sites. The areas of concern will be assessed via Phase I and Phase II Environmental Site Assessment plans to determine the degree and extent

of impacts and their possible threat to human health and the environment. The City can leverage its own resources, such as staff time, to match or encourage additional public and private funding.

ii. Threats to Sensitive Populations

(1) Health or Welfare of Sensitive Populations

The City has identified primary health and welfare concerns related to brownfields and sensitive populations (children, elderly, and/or low-income), and the migration of contamination from these brownfields within the Center City area (Target Area). The Center City area has an estimated population of 11,376, about 18% of the City's total population (EPA Environmental Justice Census Data 2010). Approximately 46% of residents in the Center City area are considered low-income (EPA Environmental Justice Screening Tool), which is much higher than the State average (30%) and National average (34%). Children and residents over the age of 65 account for nearly 35% of the population within the Center City area.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions

The historic and present uses of properties within the Center City area have attributed to cumulative environmental issues, including but not limited to, poly-chlorinated biphenyl (PCB) contaminated waterways, heavy metals in soil and groundwater, and air emissions including VOC gasses from soil and groundwater impacted sites. These issues may be linked to the City's higher than (Wisconsin's) average cancer and respiratory disease risk (Scorecard.com). Winnebago County is identified on a pollution tracking database (Scorecard.com) as being one of the worst counties for VOC emissions (the air monitoring station for Winnebago County is in Oshkosh). According to Scorecard.org, the pollution information site, the City is ranked in the top 80% of cities in the United States for the air releases of recognized air carcinogens. The Center City area ranks in the higher percentile (compared to State, EPA Region, and Nation) for particulate matter, ozone, petroleum contaminated soil and groundwater, cancer and respiratory risks, lead paint, and Superfund proximity. The table below highlights the Center City area's rankings compared to State of Wisconsin and Region 5 as provided by the EPA Environmental Justice Screening Tool.

Environmental Variables	Percentile in State	Percentile in EPA Region 5
Particulate Matter (PM 2.5 in $\mu\text{g}/\text{m}^3$)	76	68
Ozone (ppb)	76	67
NATA Diesel PM ($\mu\text{g}/\text{m}^3$)	69	64
NATA Air-Toxics Cancer Risk (risk per MM)	76	67
NATA Respiratory Hazard Index	74	66
Lead Paint (% pre-1960's housing)	52	40
Superfund Proximity (number of sites per distance in kilometers)	70	67

As a result, the Winnebago County Health Department, ranks the City's greater than normal incidences of adverse health conditions which includes, asthma, lead poisoning, and mental health related illnesses. For example, lung cancer rates are 62.2 new cases per 100,000 people as compared to the statewide average of 60 (Winnebago County Health Department). Currently, several sites are uncapped with public exposure to heavy metals and PAHs. Funding from the Assessment Grant will assist the City with further reducing public exposure to particulates and higher than average cancer risk.

(3) Economically Impoverished / Disproportionately Impacted Populations

This area was also designated by the Department of Housing and Urban Development as Low to Moderate Income census tract, with the median household income ranging from little or no income to \$35,424 (2017 Census Data), which is significantly lower than the U.S. median income of \$57,652 (2017 U.S. Census data). Additionally, approximately 15% of adult (18 years of age or older) residents within the Center City

area do not have a high school diploma. In 2017, the Oshkosh Area School District reported that 171 students were homeless, with only 2 homeless shelters in the entire county. The City of Oshkosh is listed on the United Way ALICE (Asset Limited, Income Constrained, Employed) Project which provides the framework, tools, and understanding of the struggles households who do not earn enough to afford basic necessities. The ALICE Project identified 41% of Winnebago County as ALICE, and 50% of Oshkosh residents as ALICE, which is higher than the overall ALICE Project average of 31% over thirteen states. The ALICE project also identified Winnebago County as being one the worst counties in Wisconsin for housing affordability. The vast majority of Oshkosh citizens who fall into the United Way ALICE category live in the Center City. According to the United States Department of Agriculture (USDA), a Food Desert has been defined as low-income communities without ready access to healthy and affordable food. The USDA has designated this area as a Food Desert (2011 USDA Food Desert Locator) further impacting the Center City populations.

b. Community Engagement

i. Community Involvement

Our target community includes: 1) impacted residents, 2) business and labor associations, 3) local developers, 4) economic development authorities, 5) community workforce development boards, 6) regulatory agencies, and 7) local non-profit groups. Many of these partners have been already established and have a commitment to redeveloping the Center City. Just a few of our partners are listed below with their involvement through the redevelopment process.

List of Project Partners

Partner Name	Point of Contact (name, email & phone)	Specific role in the project
Greater Oshkosh Economic Development Association	Jason White PH: 920-230-3322 Jason.white@greateroshkosh.com	Marketing of City's industrial park lands and scattered redevelopment sites. Revolving loan fund program. Identify potentially contaminated sites and promote the City's efforts in assessment and cleanup of brownfields sites.
Oshkosh Chamber of Commerce	Rob Kleman PH: 920-424-1101 x14 rob@oshkoshchamber.com	Business attraction, expansion and retention.
Art Dumke, investor	Art Dumke PH: 920.230.3628 Email: art@artdumke.com	Private investor in Sawdust District.
Oshkosh Area Community Foundation	Bill Wyman PH: 920.426.3993 Email: bill@oshkoshareacf.org	Partnered with the City in development of the Imagine Oshkosh Plan. Provide community meeting space and education.
Menominee Nation Arena	Greg Pierce PH: 920-230-2215 Email: gpierce@windwardwealthstrategies.com	Community meeting space and education. Private investment in Sawdust District.
Community at large		Obtain citizen input on proposed acquisitions by City or private investors for redevelopment projects

ii. Incorporating Community Input

The City will continue engaging the public through the process identified in the successful Imagine Oshkosh initiative. A variety of ongoing outreach efforts, both in-person and online will be used to gather the concerns, ideas, and aspirations of the community as that relates to the Center City. Feedback and input from these efforts are critical in identifying key issues, challenges, and assets of the Center City and forms the foundation of community input. The City's multimedia approach is to advertise meetings, encourage community participation, and provide responses to community concerns. Updates will be provided at a minimum at bi-monthly Redevelopment Authority meetings, and information will be disseminated through the City's newspaper, website, Facebook, and Twitter pages. Following completing specific assessments, if health risks are identified, written notices will be sent to impacted citizens or neighborhood groups. This is a two-way communication process. We have bilingual staff resources that can speak and translate materials to Spanish or Hmong.

3. Task Descriptions, Cost Estimates, and Measuring Progress

a. Description of Tasks and Activities

The below estimated costs were developed based on recent project and contractor estimates. The City anticipates these estimated costs will be carried out over the 3-year grant period.

Task 1-Programmatic Costs: The City is providing all personnel to track and appropriately bill programmatic costs related to overall program management (an in-kind contribution of \$31,448 for the Project Director and \$25,808 for the Assistant Project Manager over the 3-year period of performance). This will include activities such as development and public solicitation of a sealed bid to select a contractor(s), award and execute an agreement with the selected contractor(s), document activities undertaken, and overseeing contractors work for consistency with contractual obligations. All grant management activities will be included under Task 1 as well, which will include: execution of grant agreement, kick-off meeting with EPA, submittal of financial and performance reports, submittal of invoices for reimbursement, grant close-out processes, and records retention for at least three years after grant closure. This grant includes attending one USEPA Brownfields Conference for one person at an estimated cost of \$2,000 for attending EPA Brownfields Conference, split evenly between Petroleum and Hazardous grants.

Task 2-Community Outreach: Costs include \$1,000 for printing and mailing project information and documents to citizens and community stakeholders. Before performing any assessments, the City will host a public meeting where residents and stakeholders will have the opportunity to listen and comment on the assessment processes and be introduced to the contractor selected to work on the project. Costs for the contractor to attend the meetings and provide information are included (\$14,000). We anticipate two community kick-off meetings, six semi-annual project meetings, and five community outreach meetings with select events.

Task 3-Site Inventory Selection: The City will further review the inventory of the 22 sites identified in *Imagine Oshkosh* for further assessment. Contractor cost to assist with the review of \$7,000 is included. Output = 22 brownfield sites identified and scored on our site inventory list.

Task 4-Site Assessments: Sites will be evaluated through performance of Phase I and/or Phase II ESAs (conducted in accordance with All Appropriate Inquiry ASTM E1527-13 and other appropriate state WDNR standards). The City will work with a qualified environmental consultant to complete the scope of services listed in this task. The City estimates a hazardous grant budget of \$165,500 for completing 10 Phase I ESAs at approximately \$3,000 each (a total of \$30,000) and completing 10 Phase II ESAs at approximately \$13,550 each (a total of \$135,500), depending on the complexities and size of each site. The petroleum grant budget (\$80,500) includes contractual costs for completing 5 Phase I ESAs at an estimated cost of \$3,000 each (a total of \$15,000) and completing 5 Phase II ESAs at an approximate cost of \$13,100 each (a total of \$65,500). This task also includes QAPP, SAP, eligibility determinations, and HASP preparation related and are included in the anticipated assessment costs.

Task 5-Cleanup Planning: Cleanup/redevelopment planning will be conducted as required by the WDNR for brownfields, where redevelopment is imminent and such activities will facilitate the redevelopment. The City will

work with a qualified environmental consultant to complete the scope of services listed in this task. This may include assessment and preparation of Remedial Action Options Reports or Analysis of Brownfields Cleanup Alternatives (RAOR/ABCAs), and evaluation of institutional and engineering controls. Contractual costs for this task is estimated at 4 RAOR/ABCAs for the hazardous substances grant (total of \$20,000) and 2 RAOR/ABCAs for petroleum (total of \$10,000)

b. Cost Estimates and Outputs

Budget Categories		Project Tasks					
(programmatic costs only)		Task 1	Task 2	Task 3	Task 4	Task 5	Total
Travel	HS	\$1,000					\$1,000
	Pet	\$1,000					\$1,000
Contractual	HS		\$10,000	\$3,500	\$165,500	\$20,000	\$199,000
	Pet		\$5,000	\$3,500	\$80,500	\$10,000	\$99,000
Total – HS		\$1,000	\$10,000	\$3,500	\$165,500	\$20,000	\$200,000
Total – Pet		\$1,000	\$5,000	\$3,500	\$80,500	\$10,000	\$100,000
Total Direct Costs		\$2,000	\$15,000	\$7,000	\$246,000	\$30,000	\$300,000
Indirect Costs							
Total Budget		\$2,000	\$15,000	\$7,000	\$246,000	\$30,000	\$300,000

Project Outputs:

The ultimate goal of this project is three-fold. First, to identify contaminated soil and groundwater sites within the Center City redevelopment area, and to what extent they are contaminated. Second, to determine the extent of clean-up necessary, and the proper actions necessary to remediate the contaminated sites. Third, to achieve remediation success that promotes a healthy, clean, redeveloped site that contributes to new affordable living areas, new businesses that contribute to job growth in the Center City area, and an increased tax revenue for the local government. Approximately 94% of the total budget will be allocated to environmental assessment and rehabilitation efforts. The Outputs of this project will be the attendance for one staff person to attend a USEPA Brownfields Conference; two community kick-off meetings, six semi-annual project meetings, and five community outreach meetings with select events; 22 brownfield sites identified and scored on our site inventory list; 15 Phase I and 15 Phase II ESAs; and 6 RAOR/ABCAs.

c. Measuring Environmental Results

The City will develop a detailed schedule and work plan for implementation of planned outputs under the proposed grant. We will document, track, and evaluate the following outcomes on an on-going basis: (1) running tally of sites assessed, including a tally of tax delinquent sites; (2) number of brownfield sites that change ownership; (3) acres of land redeveloped and square footage of buildings positioned for adaptive reuse; (4) acres of parks or green space created; (5) length of walking or bike trails created; (6) private investment dollars leveraged; (7) other funding leverage, including other local, state and federal grant funds; (8) number of FTE/LTE jobs created or retained; (9) increased property and sales tax revenue generated; (10) number of buildings seeking LEED certifications; and (11) reduced health risks and reduction in storm water impacts. Anticipated project outputs will include a Work Plan, Quality Assurance Project Plan (QAPP), community meetings, Site Eligibility Determinations, ASTM Phase I ESAs and Phase II ESAs, and ABCAs. The City will track the success of the outputs and outcomes through quarterly reports, which will be submitted to USEPA via ACRES and on the City's website along with other social media outlets as well as providing updates at public meetings. ACRES will be updated throughout the life of the project. The City will also update the public with successful outputs and outcomes on the City's website and the Brownfield Inventory Tool (BIT).

4. Programmatic Capability and Past Performance

a. Programmatic Capacity

i. Organizational Structure

The City has successfully managed numerous grants in accordance with individual funding requirements and 24 CFR Part 200. Ms. Trena Larson is the Director of Finance and is responsible for comprehensive financial administration and planning for the City. The City has always received a 'clean' audit opinion with no adverse findings. Based upon our previous grant management experience, the City is well qualified to undertake the responsibilities associated with an Assessment Grant including completion and submittal of a Cooperative Agreement and Work Plan to the EPA, and submittal of progress reports to the EPA Region 5 Office, including specifying the assessment tasks completed, financial tracking and proposed grant activities. This project will be managed by Mr. Allen Davis, Community Development Director, and Assistant Project Manager / Grants Coordinator Ms. Darlene Brandt, who will be the main point of contact and oversee day-to-day operations.

Mr. Allen Davis has a Master's Degree in Urban and Regional Planning and over 32 years of experience in planning and development. He is highly knowledgeable about the development in the community and believes in a hands on approach in overseeing (re)development projects and grant administration. Mr. Davis was a key figure in the development of the *Imagine Oshkosh* plan.

Ms. Darlene Brandt also has over 20 years of experience administering a variety of grants awarded to the City, including the City's annual Federal community development block grant entitlement funds, US Department of Commerce Economic Development Administration grant, Wisconsin Economic Development Corporation site assessment and cleanup grants, and Wisconsin Department of Natural Resources Stewardship Riverwalk grants, to name a few. She has also successfully managed previous EPA pilot, assessment, and cleanup grants awarded to the City.

ii. Acquiring Additional Resources

The City does not have the staff expertise to conduct environmental assessment or cleanup activities. The City will follow the procedures in 24 CRF Part 200 and will request proposals from qualified professional consulting firms with expertise in environmental assessments and brownfields redevelopment to assist with the prioritization process, site assessment, community outreach, and other eligible programmatic activities allowed.

b. Past Performance and Accomplishments

i. Currently Has or Previously Received an EPA Brownfields Grant

(1) Accomplishments

EPA Cooperative Agreement	Year of Award	Accomplishments
BF-00E04601 (Cleanup)	2006	Cleanup for development of a commercial center. Leveraged \$4,412,000 and created 16 jobs
BF-00E67201 (Assessment)	2007	The assessment of 45 properties; developed 5 RAPs/ABCAs
BF-00E00369 (Cleanup)	2009	The proposed redevelopment of this site did not proceed during the grant period. The City felt the best use of the EPA grant and the City's funds set aside for this site, was based on a development plan for the site. No additional redevelopment projects came forward, and the City returned all the grant funds to EPA. During the grant period, however, all grant requirements regarding progress reports and ACRES updates were met by the City. The City regularly communicated with Region 5 EPA Office staff regarding the status of this grant.

(2) Compliance with Grant Requirements

The City of Oshkosh was successfully awarded 3 EPA grants since 2006. The grants complied with approved workplans, schedules, and grant deliverables, terms and conditions. Quarterly performance reports and ACRES reporting was submitted on time and accepted by EPA for all grants. Even though the 2009 cleanup grant was returned to EPA due to non-development of the site, the City complied with all terms and conditions of the grant.

LEVERAGING

No cost sharing or matching funds are required under this grant. The *Imagine Oshkosh* plan was approved to provide investors and the City with a road map for making decisions and investments in the Center City. Using the EPA assessment grant funds, along with private investment dollars, and other state and federal funds, will have a significant impact on the Center City, and the community as a whole, and will lead to more jobs, a higher tax base, and multiple quality of life amenities for citizens of Oshkosh to enjoy.

Documentation of All Applicable Threshold Criteria
Hazardous Substances and Petroleum
Community-Wide Assessment Grant
Oshkosh, Wisconsin

The City of Oshkosh has reviewed the required Threshold Criteria relative to the FY19 *EPA Proposal Guidelines for Brownfields Assessment Grants*. Based on this review the City has determined that the application and the City is eligible to apply for EPA Hazardous Assessment Grant funds. The eligibility criteria are addressed below.

1. Applicant Eligibility

The City of Oshkosh, Wisconsin is an eligible entity for the U.S Environmental Protection Agency's Brownfields Cleanup Grants as a "General Purpose Unit for Local Government" as presented in Section III.A of the Guidelines for Brownfields Cleanup Grants.

2. Community Involvement

The City will continue engaging the public through the process identified in the successful Imagine Oshkosh initiative. A variety of ongoing outreach efforts, both in-person and online will be used to gather the concerns, ideas, and aspirations of the community as related to the Center City. Feedback and input from these efforts are critical in identifying key issues, challenges, and assets of the Center City and forms the foundation of community input. The City's multimedia approach is to advertise meetings, encourage community participation, and provide responses to community concerns. Updates will be provided at a minimum at the bi-monthly Redevelopment Authority meetings, and information will be disseminated through the City's weekly newspaper, website, Facebook, and Twitter pages. Following completing specific assessments, if health risks are identified, written notices will be sent to impacted citizen or neighborhood groups. The City has bilingual staff resources that can speak and translate materials to Spanish or Hmong.

3. Previously Awarded EPA Grants

The City was last awarded an EPA Assessment Grant in 2007 in which all funding was used and the grant was closed. During the grant period all grant requirements regarding progress reports and ACRES updates were met by the City. The City regularly communicated with Region 5 EPA staff regarding the status of the grant.