



Town of Westerly

Town Hall • 45 Broad Street • Westerly, Rhode Island 02891

TEL: (401) 348-2530 • www.WesterlyRI.gov

Office of the
Town Manager

R01-26-C-025

FY2026 Brownfields Cleanup Grant Application
Funding Opportunity No.: EPA-I-OLEM-OBLR-25-07

Narrative Information Sheet
U.S. EPA Brownfield Cleanup Grant Application

1. Applicant Identification

Town of Westerly
45 Broad Street
Westerly, RI 02891

2. Website URL

<https://westerlyri.gov/>

3. Funding Requested

a. Grant Type: Single Site Cleanup
b. Federal Funds Requested: \$4,000,000

4. Location

Westerly, Washington County, RI

5. Property Information

Former Potter Hill Mill
198 Potter Hill Road
Westerly, RI 02891

6. Contacts

a. Project Director

Melissa Davy
Assistant Town Manager
Town Hall
45 Broad Street
Westerly, RI 02891
401-348-2526
mdavy@westerlyri.gov

b. Chief Executive/Highest Ranking Elected Official

Town Manager Shawn M. Lacey
 Town Hall
 45 Broad Street
 Westerly, RI 02891

7. Population

Town of Westerly - 23,359

8. Other Factors Checklist;

Other Factors	Page #
Community population is 15,000 or less.	N/A
The applicant is, or will assist, a federally recognized Indian Tribe or United States Territory.	N/A
The proposed site(s) is impacted by mine-scarred land.	N/A
Secured firm leveraging commitment ties directly to the project and will facilitate completion of the remediation/reuse; secured resource is identified in the Narrative and substantiated in the attached documentation.	N/A
The proposed site(s) is adjacent to a body of water (i.e., the border of the proposed 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).	Pg#1
The proposed site(s) is in a federally designated flood plain.	Pg#2
The reuse of the proposed site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	No
The reuse of the proposed site(s) will incorporate energy efficiency measures.	N/A
The proposed project will improve local resilience to the impacts of extreme weather events and natural disasters.	Pg#
The target area(s) is impacted by a coal-fired power plant that has recently closed (2015 or later) or is closing.	N/A

9. Releasing Copies of Applications

Not Applicable.

Town of Westerly, Rhode Island
Funding Opportunity No.: EPA-I-OLEM-OBLR-25-07

THE NARRATIVE/RANKING CRITERIA

PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

Target Area and Brownfields

a. Overview of Brownfield Challenges and Description of Target Area

The Town of Westerly was incorporated in 1669 and was named for its westernmost location in what is now the state of Rhode Island. At the nexus of what is now known as Block Island and Long Island Sounds, the Pawcatuck River meets Little Narragansett Bay in Westerly in a sheltered estuary shared by the states of Connecticut and Rhode Island. Beginning in the 1670s, lands adjacent to the lower Pawcatuck River were densely developed primarily for shipbuilding and associated industries. To the north and northwest, the Pawcatuck River provided power for mills and establishment of the Town's industrial villages of White Rock, Potter Hill and Bradford along its banks. Industry relied on hydropower from the river's waters to power grist and sawmills. These mills, along with some of the shipbuilding locations in Westerly, were later converted to produce textiles. Connected to regional points via rail and national/international points via sea, Westerly thrived as a regional hub of employment and economic activity throughout the 19th and mid-20th centuries, attracting European immigrants to work in the textile and granite industries. The decline of the textile industry and manufacturing led to building vacancies, disinvestment, and disrepair that persists. Nearby homes and commercial properties experience diminished valuation due to proximity to the blighted buildings and lands.

Westerly, located in Washington County, has a population of 23,359 residents (2020 Census). The Town has eight known and many more probable brownfield sites, three non-NPL superfund sites, 46 CERCLIS sites and 15 sites that have an Environmental Land Usage Restriction (ELUR) relevant to past environmental contamination. One of Westerly's Census Tracts, including the Town's most industrialized areas, is one of only three designated Opportunity Zones in Washington County. The Target Area is Census Tract 44003050901, a 9.7-square-mile area with 6,255 residents (2020 Census), encompassing the mill villages of White Rock and Potter Hill, as well as the Westerly downtown area and part of its urban services district and the area south to US-1 and east to Dunns Corner Road. The Target Area includes two of Westerly's historic mill sites - the White Rock Mill and the Potter Hill Mill. Textile production at the Potter Hill Mill ceased permanently in 1955, while Griswold Textile Print, an 88-year-old screen printing company operating in a portion of the White Rock Mill, announced its closure in May of 2025. Twenty-five percent of the population in the Target Area is >64 years old, which puts Westerly in the 76th percentile in the state and 80th percentile in the United States for that age group. The cleanup grant sought in this application will enable the Town to provide valuable, clean open space for outdoor activity, reduce the risks of exposure and improve the health of residents in the Target Area.

b. Description of the Proposed Brownfield Site(s)

The 4.55-acre Brownfield Site (Target Site) is located at 198 Potter Hill Road and identified by the Town of Westerly Assessor as Map 8, Lot 23. The property's use for industrial purposes commenced in 1762 with the establishment of a gristmill aside a dam in the Pawcatuck River, which in 1775 was purchased by the Potter family who then opened a sawmill at the location. In 1843 a three-story Westerly granite block building was constructed which began the Site's conversion to use solely as a woolen mill. The Site functioned as a woolen mill for more than a century, until its permanent closure in 1955. The Site has remained vacant ever since. The 2-1/2 story wooden mill building, constructed in 1835, was destroyed by fire in November 1977. The adjacent brick, wood, and even the 1843 granite block building are also currently in ruins. The Town's attempts to control the Site and see the buildings either reused or demolished date to the 1980's. After decades of legal wrangling, the Town successfully petitioned the Rhode Island Superior Court to have the property placed into a Court-supervised Mastership proceeding. As a result of orders entered in the court proceeding, the Town became owner of the property in August 2022.

Site investigations performed include a Phase I ESA in 2006 and additional site testing and provision of a Site Investigation Report (SIR) between April 2006 and March 2008. More recently, a Phase I ESA was completed in 2024, a Site-Specific Quality Assurance Project Plan (SS-QAPP) in October 2024, and a Phase II ESA/SIR in May 2025. These documents identify concentrations of metals (specifically arsenic and lead) and 11 PAHs (benzo(b)fluoranthene, chrysene, fluoranthene, pyrene, etc.) in site soils that exceed RI Department of Environmental Management (RIDEM)'s Residential and/or Industrial/Commercial Direct Exposure Criteria (RDEC, I/CDEC). Concentrations of arsenic in site groundwater were also identified that exceed RIDEM's GA groundwater objectives. The Target Site is located on the westerly shore of the Pawcatuck River, with associated riparian wetlands and millraces that still flow located under the building remains. The Site is located almost entirely within the FEMA mapped floodplain. The Target Site is an area classified by the EPA as the Pawcatuck sole source aquifer, meaning that the groundwater supplies >50% of the drinking water for that area and no reasonably available alternative source exists – the Town of Westerly's municipal wells are in this aquifer. Additionally, adjacent residences on Post Office Lane immediately west of the Target Site are on private groundwater wells. The Target Site's location and current condition make incidental exposure via wind, erosion, groundwater and surface water flooding a concern for area residents, especially the elderly.

Revitalization of the Target Area

c. Reuse Strategy and Alignment with Revitalization Plans

Reuse plans for the site focus on enhancing resiliency and public value of the site through site safety and resiliency improvements, public recreation and education, ecological restoration, and historic preservation. Reuse of the property in this manner is supported by the Town's Comprehensive Plan. The plan's vision for Westerly includes a safe and resilient community that has preserved and enhanced its quality of life, distinctive heritage, and cultural and natural resources for generations. The mill site's reuse plan touches on many of these aspects – including public benefit and quality of life improvements associated with outdoor recreation, resiliency and natural resource protection, through the cleanup and stabilization of an important riverfront property and reconnection of the river channel via dam removal/modification, economic development providing improvements for the marine and freshwater fishing industry, and fiscal responsibility of the government by reducing the Town's liability and financial operational and maintenance responsibilities of owning deteriorating mill structures. Transformation of the property for use as a public park came into greater focus when town officials applied for and received a NOAA grant in 2020 of \$110, 882 to conduct studies of the mill dam and how to remove or lower it to improve fish passage, improve aquatic safety and reduce potential flood hazards. A subsequent NOAA grant is being used to reduce the height of the dam. Work under the NOAA grants led to the creation of a partnership team that remains in place and includes NOAA, U.S. Fish & Wildlife, RIDEM, Southern Rhode Island Conservation District, Wood Pawcatuck Watershed Association, University of Rhode Island, and others. Work on the dam project, including discussions of the park plan, has included extensive public outreach through workshop meetings (both virtual and in-person), small group meetings with residents, local media coverage, and discussions and presentations during Westerly Town Council meetings.

d. Outcomes and Benefits of Reuse Strategy

Remediation of the site will allow for transformation of the property from a contaminated public nuisance that threatens public health and the environment into a public park that allows for use of the site for recreational fishing, boating, enjoyment of nature, and education all in and around the Pawcatuck River, part of the state's only National Wild and Scenic river system. The work will also act as the missing link between two existing open space areas located just upstream and downstream of the Potter Hill Mill site. Once connected by the redevelopment and opening of the Potter Hill Mill site, these

properties will provide an incredible opportunity for synergistic and transformative effects on the desirability of this property for recreational use. The abandoned mill buildings have been collapsing for many years and could result in direct injury if someone was to enter the site in its current state. Parts of the buildings have fallen into the river, and others will unless the property is remediated. Remediation activities are anticipated to include hazardous materials abatement and removal of building remnants and debris from the site, remediation of soil through removal or capping of areas containing soil at concentrations in excess of regulatory standards, and management of sediment and groundwater to the extent required to reuse the site for recreational purposes and protect nearby sensitive receptors. Planned additional site enhancements will include vehicular access and parking infrastructure, walking paths, landscape improvements, river access, and picnicking amenities. Efforts will also be made to highlight the property’s historic significance as a one-time driver of commerce and how the main mill building, with its block construction, ties to the town’s once thriving granite industry, which provided granite for monuments still standing in locations throughout the country. The project does not include any new construction and therefore will not interfere with floodplain function. Removal of the mill buildings will improve resiliency by removing the remnants which in some cases are falling into the river and could pose a significant threat in the event of flooding caused by extreme weather or natural disasters. Work on the mill dam, which is being conducted under a different grant, is intended to improve flood risks in the surrounding area of the mill property.

Strategy for Leveraging Resources

e. Resources Needed for Site Characterization

The Town plans to soon apply to the EPA Targeted Brownfield Assessment program seeking assistance with assessing hazardous building materials associated with the property. The Town was previously provided with Targeted Brownfield Assessment resources from the Rhode Island Department of Environmental Management. This assistance led to the production of Phase I and Phase II reports, and a Remedial Action Work Plan. The value of this assistance from RIDEM was \$49,276, according to RIDEM. Should additional assessments be required for site characterization, the Town will continue to leverage essential funding resources.

f. Resources Needed for Site Remediation

The Town was granted \$300,000 in RIDEM Brownfields Remediation and Economic Development funds and anticipates receiving an additional \$300,000 from RI Commerce, the state’s quasi-public economic development agency, and an additional \$250,000 from RIDEM to be used toward the remediation.

g. Resources Needed for Site Reuse

The Town has demonstrated the ability to leverage funds from diverse sources for various projects and anticipates pursuing all eligible funding sources to implement conversion of the Site for use as a public park. EPA funds are critical to the Town’s ability to leverage additional funding resources and will be used efficiently to ensure overall success of the is clean up program:

Name of Resource	Is the Resource for (1.e) Assessment, (1.f.) Remediation, or (1.g.) Reuse Activities?	Is the Resource Secured or Unsecured?	Additional Details or Information About the Resource
RI – DEM Outdoor Recreation Grant	1.g	Unsecured	\$500,000
RI- Legislative Grant	1.g	Unsecured	\$5,000
Wood-Pawcatuck Wild and Scenic	1.g	Unsecured	\$10,000

Stewardship Council			
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h. Use of Existing Infrastructure

The Town will use existing infrastructure (public water, gas, electricity and internet) readily available in the Target Area and Target Site, to support the proposed reuse activities.

COMMUNITY NEED AND COMMUNITY ENGAGEMENT

Community Need

a. The Community’s Need for Funding

The Town of Westerly does not have the resources to perform the prescribed cleanup activities without the assistance of this EPA cleanup grant. The population of Westerly is aging. As of the 2023 American Community Survey (ACS), residents >65 years old comprised 28.2% of the town’s population and 30.8% of the Target Area’s population. Residents aged >65 are also disproportionately impacted by low incomes, with 7.7% of Westerly’s elderly residents living in poverty. With nearly 1/3 of the population out of the workforce and eligible for various property tax exemptions, diminishing tax revenues are quickly consumed and municipal budgets are lean, leaving few financial resources available for environmental site cleanup. When analyzed in a local/regional context, Westerly’s Median Household Income (MHI) is 15% lower than the MHI for Washington County, and Westerly has the second lowest MHI of all 9 municipalities included therein. This cleanup grant will fill a demonstrated local funding gap and address the community’s needs for blight removal, promotion of local investment and creation of new outdoor recreational space.

b. Health or Welfare of Sensitive Populations

The Town of Westerly and the Target Area have several population groups that are sensitive to the environmental and health impacts of brownfields, including residents >65 years old, veterans, disabled individuals and residents living below the poverty line. As previously noted, 30.8% of the population in the Target Area is >65 years old, which represents a 76th percentile in RI and 87th percentile in the US. The portion of the Target Area population that are veterans (10%) is nearly double that of the US (5.9%) and more than double that of RI (4.8%). The disabled population in the Target Area (12.3%) is higher than the 11.7% figure for Washington County. According to Agency for Toxic Substances and Disease Registry (ATSDR) data, the Target Area has a Moderate-High Environmental Burden Ranking, attributable to ozone exposure at the 80th percentile, Transportation Infrastructure at the 94th percentile, and Water Pollution (including Impaired Surface Waters) at the 80th percentile as compared to other US communities. Exacerbating the sensitivity of these populations to environmental stressors and related health concerns, the percentage of the Target Area population that is without health insurance is nearly double that of greater Washington County. The health risks and welfare issues faced by residents are exacerbated by the blight and disinvestment caused by the presence of brownfield sites. With the assistance of this grant, the proposed cleanup will result in the removal of blighted structures and hazardous materials from the Target Site, will eliminate health risks from flooding due to the site’s proximity to the Pawcatuck River, and will improve overall community wellness. Through outdoor physical activity, residents will interact with one another and socialize, which will help strengthen social bonds and foster a sense of community.

c. Greater than Normal Incidence of Disease and Adverse Health Conditions

Residents of the Target Area are disproportionately exposed to environmental and socioeconomic stressors and exhibit greater than normal incidents of health conditions. According to the 2022 Westerly Hospital Community Health Needs Assessment, Westerly residents have a higher prevalence of health issues related to unhealthy housing, including child lead poisoning and child and adult asthma. The presence of blighted brownfield sites within the Target Area has a detrimental effect on local property

values, resulting in disinvestment in nearby residential properties and perpetuation of unhealthy living conditions. **Asthma:** 12% of adults (compared to Washington County (10.8%) and the US (9.8%)) and 8.7% of children in the Target Area have an asthma diagnosis. Asthma is the most common chronic condition among children and a leading cause of hospitalization and school absences, with 1,075 child hospitalizations with a primary diagnosis of asthma. According to ATSDR data, the Target Area has a high pre-existing chronic disease burden for Asthma (>75th percentile). **Cancer:** According to the Westerly Hospital Assessment, approximately 7% of area adults (compared to 6.6% nationally) have cancer and there is a higher prevalence of lung cancer. Similar to Asthma, ATSDR data indicates that the Target Area has a high pre-existing chronic disease burden for Cancer (>75th percentile). **Birth Defects and Lead:** Exposure to lead in soil and paint is widely documented to cause birth defects, disabilities, and longer-term health complications. In 2020, 2.6% of area children were found to have lead poisoning, and the number of children with lead poisoning in Westerly was four times higher than that of Charlestown, Hopkinton, New Shoreham, and Richmond, RI. There was also an average of 466 cases of babies born with defects per 10,000 live births (4.66%) from 2020-2023 (RI Department of Health). It was also found that 6.8% of babies had low birth weights and 8.4% of births were premature. Because area residents depend on groundwater for drinking (both private wells and municipal wells for public supply utilize this sole source aquifer), the proposed cleanup that will be funded by this grant is vital to eliminate direct exposure to site contaminants through groundwater and reduce threats to sensitive populations that already have greater than normal incidences of asthma, cancer, and birth defects.

d. Economically Impoverished/Disproportionately Impacted Populations

It is the sensitive populations identified in Section (2) b., that disproportionately share the negative consequences of the environmental contamination at the Target Site. The proposed cleanup and implementation of the riverfront public park/green space reuse strategy will aid the disproportionately impacted populations by: (1) removing blight and thereby increasing area property values and promoting local investment to boost economic growth; (2) improving public health by eliminating exposure pathways to site contamination including to the adjacent Pawcatuck River; (3) creating a public green space in a largely residential area to improve community connectivity, provide recreation opportunity, and promote mental and physical health; (4) mitigating flood impacts impacting nearby residents (as the target site is located in a FEMA flood zone), and (5) protecting groundwater supplies, whether individual on-site wells or municipal wells that rely on the sole-source aquifer that underlies the Target Site. No displacement will occur as the Target Site is currently not used.

Community Engagement

e. Project Involvement & f. Project Roles

The project will be overseen by the Assistant Town Manager and the Westerly Grant Administrator. The Grant Administrator will be responsible for applying for the cleanup grant, procurement, reporting, and will help the Assistant Town Manager to ensure implementation of the cleanup plan in coordination with an environmental cleanup contractor and the Town's Qualified Environmental Professional. In cooperation with municipal staff, additional stakeholders will ensure the project is compliant with environmental standards, applicable requirements and regional goals. The municipal finance department will keep accurate financial records, and assist with managing contracts, tracking and paying invoices, and requesting reimbursements. Final decisions regarding the site's reuse will be made by the Town Manager's Office with input from the Town Council and other Town staff. Input from residents and the project partners will inform these decisions to ensure the final reuse plan achieves maximum community benefit and aligns with local priorities.

g. Incorporating Community Input

The Town has a well-established program involving the community. The community outreach program developed for the related NOAA grant for the property’s dam, will serve as a model for community outreach under the EPA grant. Community feedback will be thoughtfully considered and integrated into the decision-making process at all stages. Public meetings held in person will take place in a facility that is handicapped accessible. Although language barriers are not anticipated, if any arise, the Town will provide translation services and will accommodate any communication or other barriers identified. If necessary, the Town will canvas the Target Area to notify and engage residents. The Town plans to notify the Target Area and general community by conducting the following: Websites: Town website will include notice of public meetings, meeting minutes, project updates, reports and solicit input and provide opportunities for community feedback. Information Repository: Town Hall will serve as the location for hard copies of all program-related documents for review by the public. Public Meetings: Meetings will be conducted outside of normal working hours to increase participation. Newspapers: Announcements of grant funding, public meetings, and success stories will be submitted to the local newspaper.

h. Brochures & Flyers:

The Town will distribute printed Brownfield brochures and meeting flyers at municipal offices and the information will be available on the Town website and social media platforms. E-Mail: Town will use email to announce and promote the program, communicate progress, solicit input, provide feedback, and advertise meetings. Social Media: Town will use Facebook to promote the program, communicate progress, solicit input, advertise meetings, and highlight successful Brownfield redevelopment. Quarterly meetings with partner organizations will also take place throughout the project period to share information and collect input from the organization's representatives.

Organization	Entity’s Mission	Point of Contact	Specific Involvement
Town Manager	Chief Administrative Officer for the municipality.	Shawn Lacey Town Manager slacey@westerlyri.gov	General administrative oversight.
Assistant Town Manager & Grant Coordinator	Coordination of grants from inception to completion.	Melissa Davy Assistant Town Manager Mdavy@westerlyri.gov Dale Faulkner Grant Coordinator dfaulkner@westerlyri.gov	Applied for cleanup grant. Administration, monitor for compliance with grant requirements, prepare reports including ACRES.
Southern Rhode Island Conservation District	To promote a healthy environment and sustainable use of natural resources.	gfuller@sricd.org	Provide input on site reuse and cleanup to preserve natural resources and the environment
U.S. Fish & Wildlife	Managing fish and wildlife resources in the public trust.	suzanne_paton@fws.gov	Provide input on site reuse and cleanup.

Rhode Island DEM	To protect, restore, and promote the state's environment.	Rachel Simpson, Environmental Scientist rachel.simpson@dem.ri.gov	Provide input on site cleanup to preserve the environment.
Wood-Pawcatuck Watershed Association	To preserve and protect the lands and waters of the Wood-Pawcatuck watershed.	Christopher J. Fox, Executive Director chris@wpwa.org	Input on recreational facilities along the river and ensure compliance with ecological goals.

TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

i. Proposed Cleanup Plan:

A cleanup plan has been developed, submitted, and approved by RIDEM in the form of a Remedial Action Work Plan. The plan includes the following remedial steps: **Removal of waste and debris:** 1,100 yards of waste and debris associated with former buildings, historic dumping, and previous site operations that is present in piles in several areas of the site will be removed and disposed of. **Excavation and Disposal of Contaminated Fill:** Contaminated fill is present in a large portion of the site which must be removed to facilitate the wetland restoration, dam modification, flood plain compensation, and cap installation necessary to construct the riverfront public park. A total of approximately 10,000 yards of soil require excavation and off-site disposal. **Site Capping:** Exposure to remaining contaminated fill that will remain at the site will be mitigated through the construction of an engineered cap, consisting of a combination of new limited hardscape areas, a gravel access road and parking area, and a landscape cap consisting of one-foot of clean fill overlying a geotextile fabric.

b., c., d., e. Description of Tasks/Activities and Outputs

Task 1 – Cooperative Agreement Oversight	
Project Implementation: A Selection Committee of key staff will initiate the grant by procuring a Qualified Environmental Professional (QEP) by competitive process. Includes ACRES data management and quarterly/annual reporting to comply with the Cooperative Agreement and communicate grant status. One staff member will attend National and Regional Brownfields Conferences to present and interact with our peers.	
Schedule: Grant Quarter (Q) 1 - Q16	Task/Activity Lead: Town, assisted by QEP
Outputs: Final ABCA, RFP for QEP, Quarterly Reports, ACRES Work Packages, Presentations	
Task 2 – Community Outreach & Engagement	
Project Implementation: Work with our QEP to direct community engagement activities. From previous project initiatives, we have a well-developed community action and stakeholder engagement strategy. We will leverage this experience and formalize a Community Engagement Plan to detail and track the actions and results. We will generate a fact sheet, mail 2 public notices, host 2 public meetings, and meet with our community partners quarterly (16 meetings).	
Schedule: Q1 - Q16	Task/Activity Lead: Town, assisted by QEP
Outputs: Community Engagement Plan, Fact Sheets, Public notice mailings (2), Community meeting minutes (2), Stakeholder meeting minutes (16)	
Task 3 – Cleanup Activities	

Project Implementation: Procure remediation contractors, site mobilization and preparation, remove 1,100 cubic yards of waste and debris, excavate and dispose 10,000 Cubic yards of contaminated soil, construct a soil cap at 4 acres of the site, site restoration and stabilization.	
Schedule: Q3 -Q12	Task/Activity Lead: Town, assisted by QEP
Outputs: RFP and contract for remediation contractors, field reports, compliance data	
Task 4 – Cleanup Oversight and Documentation	
Project Implementation: QEP and Town staff will direct, observe, and document the cleanup to ensure compliance with state requirements. QEP will provide owner representation to manage subcontractors, collect compliance samples, and issue construction direction. Construction meetings, minutes, and directive summaries will be generated, and compiled. Includes post cleanup verification and acquisition of formal regulatory approval and closeout.	
Schedule: Q3-Q16	Task/Activity Lead: Town, assisted by QEP
Outputs: Cleanup documentation records, completion report, regulatory approval	

f. Cost Estimates

Budget Categories		Task 1 CA	Task 2 Outreach	Task 3 Cleanup	Task 4 Oversight	Total
Direct Costs	Personnel	\$4,500	\$6,750	\$4,500	\$4,500	\$20,250
	Fringe Benefits	\$1,700	\$2,550	\$1,700	\$1,700	\$7,650
	Travel	\$3,100	-	-	-	\$3,100
	Equipment	-	-	-	-	-
	Supplies	-	-	-	-	-
	Contractual	\$24,000	\$30,000	\$60,000	\$275,000	\$389,000
	Construction	-	-	\$3,580,000	-	\$3,580,000
	Other	-	-	-	-	-
Total Direct Costs		\$33,300	\$39,300	\$3,646,200	\$281,200	\$4,000,000
Indirect Costs		-	-	-	-	-
Total Budget		\$33,300	\$39,300	\$3,646,200	\$281,200	\$4,000,000

Cost Estimate Breakdown:

Personnel: 450 hours for Town Planner/Project Manager at an average rate of \$45/hr salary plus \$17/hr fringe benefit cost for project duration.

Travel: Airfare, hotel, transportation, and incidentals for Town to attend 1 National Brownfield Conference (\$2,100) and 1 EPA Region 1 Brownfield Summit (\$1,000).

Contractual: QEP at an average rate of \$150/hr (Task 1: 160 hrs, Task 2: 200 hrs, Task 3: 400 hrs, Task 4: 1,500 hrs). Subcontracted laboratory and testing fees of \$50,000.

Construction: Based on design takeoffs and associated opinion of construction costs. Prep and mobilization (\$300,000), Clearing/grubbing (\$300,000), Erosion/water control (\$50,000), Debris and waste disposal (1,100cy @ \$300 = \$330,000), Soil excavation and disposal (10,000 cy @ \$180avg = \$1,800,000), Capping and restoration (4 acres @ \$200,000 = \$800,000).

g. Measuring Environmental Results

The ultimate indicator of success is the cleanup and opening of the Potter Hill Mill site for public use. The successful implementation of the cleanup to be funded by this grant is a critical step in achieving that overall goal. By proactively implementing this grant, we will manage, track, and expedite the incremental activities which collectively constitute the scope of work. Through disciplined implementation we know the ultimate goal can be achieved, and successful leveraging of the millions of dollars already acquired for the dam and wetland restoration portions of this overall project which are occurring concurrently. Our management efforts will maximize the focus, quality, timeliness, and effectiveness of the individual outputs. The Town maintains an internal project management culture, and we will meet with our partners quarterly and QEP at least monthly during the project, and at least weekly during active cleanup tasks. We will maintain a database and schedule of proposed, active, and completed outputs to ensure our team stays focused and on track to achieving specific and measurable outcomes. We will prepare a work breakdown structure, which will include grant tasks, responsibilities, interim and final deadlines. We will submit quarterly reports and project updates via ACRES, as well as draft and final reports to RIDEM and EPA for review and meet with both authorities on a regular basis to ensure timely resolution of issues. Through constant evaluation of the plan and schedule, we will be able to identify whether sufficient progress is being made and make course corrections in a timely manner.

PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

Programmatic Capability

a. & b. Organizational Structure & Description of Key Staff

The grant and project will be managed by Assistant Town Manager and the town's grant administrator with assistance from the town's finance and planning departments. The town has demonstrated success in the management of other EPA grants and other state and federal funds and will continue using these successful and collaborative approaches for effective program management. Assistant Town Manager Melissa Davy is managing the \$14 million NOAA grant associated with this project and is also managing a Community Learning Center project supported by federal American Rescue Plan Act funds. The partnership group comprised of Town personnel, stakeholders, and community partners, will facilitate meetings to ensure the cleanup program is successful in meeting the established deadlines and outputs and that all work is completed within four years. The Town has expertise in grant reporting requirements and will provide ACRES updates in a timely fashion to keep our program on track and has the capacity to oversee grant tasks.

Description of Key Staff – Assistant Town Manager Melissa Davy understands grant requirements and her ability to effectively communicate with contractors; stakeholders and the public is an asset to the program. Melissa has more than three years of municipal project management experience and served in a management role in her previous job. Melissa will be assisted by Grant Administrator Dale Faulkner, who has more than three years of grant experience. They will be assisted by Finance Director Sara Hassell, who has an MBA and four years of experience and finance director in Westerly and a different Rhode Island municipality. Sara also has more than two years of experience serving as an accountant. The Town solicitor will review contracts with QEP and remedial contractors.

c. Acquiring Additional Resources

The Town will hire QEP/RIDEM-approved Licensed Site Professionals (LSPs) through a competitive, qualifications-based selection process, adhering to town policies and Rhode Island law. LSP oversight is required to ensure work performed on brownfields sites is completed in accordance with state regulations. This process will comply with all relevant requirements under 2 CFR Part 200, 2 CFR Part

1500, 40 CFR Part 33, and EPA's Best Practice Guide for Procuring Services, Supplies, and Equipment. The EPA Cooperative Agreement Terms and Conditions will be included in the RFP and the final contract. Additionally, a qualified remedial contractor will be competitively procured to conduct cleanup activities at the site in the same manner. The town emphasizes local hiring and procurement, aiming to utilize local workforce as much as possible and meet or exceed EPA's Fair Share goals. This priority will be clearly stated in the RFP. The town has experience with state and federal procurement requirements.

Past Performance and Accomplishments

d. Currently has or Previously Received an EPA Brownfields Grant

(1) The Town was awarded a \$200,000 EPA Brownfields Assessment Grant in 2014. Successful closeout of the grant was documented through a June 5, 2019 letter from EPA Grants Manager Cheryl Scott to Former Town Manager Derrick Kennedy.

The project was completed following a 1 year no cost extension, which was sought due to delays caused by town staff turnover. The goals of inventories, characterization and site assessment of two brownfield sites in the Town's Northend and the former Bradford Dye property were met. According to Town records the Town used \$194,919 of the award. ACRES reporting requirements were followed.

D. Applicants Using Contractors and/or Subrecipients

Not Applicable.

FY2026 Brownfield Cleanup Grant Application
Town of Westerly
Funding Opportunity No.: EPA-I-OLEM-OBLR-25-07

THRESHOLD CRITERIA

Town of Westerly, RI
Proposal to US Environmental Protection Agency
Brownfields Cleanup Grant
Funding Opportunity No.: EPA-I-OLEM-OBLR-25-07

Response to Threshold Criteria for Cleanup

1. Applicant Eligibility

- a. The Town of Westerly is a “general Purpose Units of Local Government” as defined under 40 CFR Part 31 and is eligible to apply for funding through EPA Brownfields Cleanup Program.
- b. The Town of Westerly is an organization exempt from Federal taxation under section 501(c)(4) of the Internal Revenue Code.

2. Previously Awarded Cleanup Grants

The proposed site, 198 Potter Hill Mill Road, Westerly, RI has not received funding from any previous awards from U.S. Environmental Protection Agency (EPA) Brownfields Cleanup Grant.

3. Expenditure of Existing Multipurpose Grant Funds

Not Applicable. The Town of Westerly does not have an open EPA Brownfields Multipurpose Grant.

4. Site Ownership

The Town of Westerly is the current sole owner of the site.

5. Basic Site Information

- a. Site Name: Former Potter Hill Mill
- b. Site Address: 198 Potter Hill Road, Westerly, RI 02891

6. Status and History of Contamination at the Site

- a. *Whether this site is contaminated by hazardous substances or petroleum.*

The site is contaminated by hazardous substances.

- b. *The operational history and current use(s) of the site*

The property was formerly used as a gristmill and sawmill from 1762 until 1810, a cotton mill and small-scale boat building from 1810 until 1844, and a woolen mill from 1844 until 1955 when activities on-site ceased. In the years since the site has been vacant and the buildings have fallen in disrepair. A fire in the 1970s caused heavy damage. The site has not been used since 1955.

- c. *Environmental concerns, if known, at the site.*

Environmental investigations have identified concentrations of metals (specifically arsenic and lead) and 11 PAHs (benzo(b)fluoranthene, chrysene, fluoranthene, pyrene, etc.) in site soils that exceed RI Department of Environmental Management (RIDEM)’s Residential and/or Industrial/Commercial Direct Exposure Criteria (RDEC, I/CDEC). Concentrations of arsenic in site groundwater were also identified that exceed RIDEM’s GA groundwater objectives.

d. How the site became contaminated, and to the extent possible, describe the nature and extent of the contamination.

The site was used for a variety of industrial uses from 1810 until 1955 including as a woolen mill from 1844 until 1955. Constituents of concern detected in soil at concentrations at or above associated RIDEM RDEC and/or I/CDEC include the following: arsenic, lead, benzo(a)anthracene; benzo(a)pyrene, benzo(b)fluoranthene, benzo(g,h,i)perylene, benzo(k)fluoranthene, chrysene, dibenzo(a,h)anthracene, fluoranthene, indeno, phenanthrene, and pyrene. Constituents detected in ground water concentrations at or above applicable RIDEM GA Gos include the following: arsenic.

7. Brownfields Site Definition

The site meets the definition of Brownfields and is not:

- a. Listed or proposed for listing on the National Priorities List;
- b. Subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA; or
- c. Subject to the jurisdiction, custody, or control of the U.S. government. (Please refer to CERCLA §§ 101(39)(B)(ii), (iii), and (vii) and the Information on Sites Eligible for Brownfields Funding under CERCLA § 104(k).)

8. Environmental Assessment Required for Cleanup Grant Applications

The following ASTM International (ASTM) Phase II Environmental Site Assessment (ESA) equivalent environmental assessment reports have been completed in accordance with ASTM standards as well as in compliance with state regulations administered by RIDEM:

- a. Phase I Environmental Site Assessment Report, dated July 31, 2024
- b. Site Investigation Report, dated May 30, 2025

9. Site Characterization

A letter dated Dec. 4, 2025, from the State Environmental Authority, the Rhode Island Department of Environmental Management (RIDEM), has been attached affirming the following:

- a. The site is eligible to be enrolled in the state or Tribal voluntary response program.
- b. The site is enrolled in the state voluntary response program (assigned code SR-38-1074)
- c. There is a sufficient level of site characterization from the environmental site assessment performed to date for the remediation work to begin on the site.

10. Enforcement or Other Actions

There are no known ongoing or anticipated environmental enforcement or other actions related to the site.

11. Sites Requiring a Property-Specific Determination

The site does not meet any of the criteria of special classes that require a “Property-Specific Determination” from EPA to be eligible for grant funding.

12. Threshold Criteria Related to CERCLA/Petroleum Liability

a. Property Owner Eligibility – Hazardous Substance Sites

The property, which is owned by the Town of Westerly, is contaminated by hazardous substances. The Town is exempt from CERCLA liability.

i Exemptions to CERCLA Liability

(3) Property Acquired Under Certain Circumstances by Units of State and Local Government

(a) After decades of legal wrangling, the Town, in 2020, successfully petitioned the Rhode Island Superior Court to have the property placed into a Court-supervised Mastership proceeding. This process allowed the Town to obtain site control of the property while also protecting the property through the court-supervised process. As a result of the Order (attached) entered in the Superior Court proceeding, the Town became the fee simple owner of the property on August 18, 2022. Transfer of ownership of the property through the court process was a “uniquely governmental process” and therefore exempts the Town from liability.

(b) Property acquired by the Town on August 18, 2022.

(c) Disposal of all hazardous substances at the site occurred before the Town owned the site.

(d) The Town affirms it did not cause or contribute to any release of hazardous substances at the site.

(e) The Town affirms that it did not, at any time, arrange for the disposal of hazardous substances at the site or transport hazardous substances to the site.

13. Cleanup Authority and Oversight Structure

a. The cleanup will be completed under the jurisdiction of the applicable State of Rhode Island response program. The site has already been enrolled in the Site Remediation Program under the jurisdiction of the Rhode Island Department of Environmental Management (RIDEM) Office of Land Revitalization and Sustainable Materials Management and has been given a Site Remediation Code SR-38-1074. The RIDEM Project Manager for the site is Ms. Rachel Simpson, Senior Environmental Scientist. In addition, the Town will require additional technical expertise to assist in the implementation of the cleanup. To acquire this expertise, the Town will competitively procure a Qualified Environmental Professional prior to the initiation of the cleanup. The procurement process will comply with the Town of Westerly’s procurement requirements, as well as those requirements stipulated by the EPA as detailed in any forthcoming Cooperative Agreement executed between the Town and EPA upon award of the Cleanup Grant, as well as 2CFR 200.317 through 200.327.

b. Cleanup activities will be limited to the site itself. If access to adjacent properties not controlled by the Town is needed, the Town will cooperatively work with impacted stakeholders to facilitate access agreements to allow the implementation of activities necessary on neighboring land.

14. Community Notification:

The Town of Westerly published a notice of intent to apply for an EPA Brownfields Cleanup

Grant, including a notice of a public meeting, and request for comments on the draft application and Analysis of Brownfield Cleanup Alternatives (ABCA) on January 12, 2026. The notice was posted in the local Westerly Sun newspaper. The notice and ABCA were also posted on the Town of Westerly's website [here](#).

The in-person public meeting was conducted on January 22, 2026 and was attended by eight citizens, three Town staff members, and two environmental engineer consultants.

The following documents are included as attachments to this application:

- a copy of the draft ABCA; and
- a copy of the newspaper ad proof for public meeting
- summary of comments and answers from the public meeting
- meeting sign-in sheet

15. Contractors and Named Subrecipients

- **Contractors**

Not applicable. Contractor(s) will be selected in compliance with the fair and open competition requirements in 2 CFR Part 200 and 2 CFR Part 1500 subsequent to award. The Town of Westerly will follow public procurement best practices including 40 CFR Part 33, EPA's Best Practice Guide for Procuring Services, Supplies, and Equipment Under EPA Assistance Agreements and Brownfields Grants: Guidance on Competitively Procuring a Contractor, Rhode Island public procurement law, and Town of Westerly guidelines and ordinances, including equitable procurement practices.

- **Named Subrecipients**

Not applicable.

FY2026 Brownfields Cleanup Grant Application
Town of Westerly, Rhode Island
Funding Opportunity No.: EPA-I-OLEM-OBLR-25-07

NARRATIVE INFORMATION SHEET
ATTACHMENT

Letter from State Environmental Authority



RHODE ISLAND
DEPARTMENT OF ENVIRONMENTAL MANAGEMENT
OFFICE OF THE DIRECTOR
235 Promenade Street, Room 425
Providence, Rhode Island 02908

December 4, 2025

Dale Faulkner, Administrator
Office of Grant Administration
Town of Westerly
45 Broad Street
Westerly, RI 02891

RE: EPA FY026 Brownfields Cleanup Grant

Dear Mr. Faulkner:

The Rhode Island Department of Environmental Management (RIDEM) is pleased to provide this letter in acknowledgement of the Town of Westerly's proposal to the United States Environmental Protection Agency (EPA) for a FY2026 Brownfields Cleanup Grant for the former Potter Hill Mill located at 198 Potter Hill Mill Road in Westerly. As you know, the RIDEM strongly promotes the investigation, cleanup, redevelopment, and productive reuse of Brownfield properties. RIDEM recognizes the increased burdens and challenges that communities face and the importance of transforming Brownfield sites in the Town of Westerly into valuable and productive properties.

This site is eligible to be enrolled in the State's voluntary response program. To date, this site has been enrolled in RIDEM's voluntary program and has been assigned code SR-38-1074. The site has been fully characterized, and a Remedial Approval Letter was issued by the Department on November 3, 2025. Remediation can begin at any time.

The grant, if awarded, will be used to remediate the 4.55-acre town-owned property into a public waterfront park and recreational boating access facility. The site contains mostly wooded and overgrown land with approximately 1,000 feet of direct frontage on the Pawcatuck River. The site contains the dilapidated remains of a former three-story textile mill with accessory buildings and deteriorating millrace structures that connect the mill building to the river. Property surrounding the mill buildings is partially open grass and overgrowth, and the local area surrounding the site is developed primarily with residential properties. Recent investigations of the site in 2024 and 2025 have identified polycyclic aromatic hydrocarbons (PAHs), arsenic, and lead in soil and arsenic in groundwater.

The proposed reuse plans for the site focus on enhancing resiliency and public value of the site through site safety and resiliency improvements, passive public recreation and education, ecological restoration, and historic preservation. Removal of the Potter Hill Mill remnants and redevelopment of the remainder of the 4.55-acre property into a much-needed riverfront recreational space is a long-planned and often discussed initiative of the Town, all of which will

work together to enhance public value and resiliency.

Using the partnerships created and the lessons learned from our own efforts under Rhode Island's Targeted Brownfield Assessment (TBA) Grant program, we are as anxious as you are to see this Brownfield project become a success. RIDEM has actively been working with the Town of Westerly, and we strongly encourage the continuation of scheduled meetings with RIDEM on all future phases of this project so that we can provide assistance to help ensure that the project will proceed in compliance with the RIDEM Rules and Regulations for the Investigation and Remediation of Hazardous Materials Releases.

Please attach this letter to your proposal so that EPA will give it favorable consideration.
Sincerely,

A handwritten signature in black ink that reads "Terrence Gray". The signature is written in a cursive style with a large, sweeping initial "T".

Terrence Gray, P.E.