

Bay-Lake Regional Planning Commission Narrative Information Sheet

1. **Applicant Identification:** Bay-Lake Regional Planning Commission
1861 Nimitz Drive
De Pere, WI 54115
2. **Website URL:** www.baylakerpc.org
3. **Funding Requested:**
 - a. **Assessment Grant Type:** Community-Wide Assessment Grant
 - b. **Federal Funds Requested:** \$500,000
4. **Location:** The Bay-Lake region includes eight counties located in northeast Wisconsin along 400 miles of Lake Michigan and Green Bay shoreland. Bay-Lake RPC (applicant) serves 185 Local Units of Government (8 counties, 17 cities, 40 villages, and 119 towns) and one Tribal entity (Oneida Nation) within Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan counties. The total area of the region is 5,433 square miles.
5. **Target Area and Priority Site Information (map attached):**

Target Areas:

 1. City of Two Rivers, Manitowoc County – Census Tract (CT) 55071005400 (CT54)
 2. City of Marinette, Marinette County – CT 55075961500 (CT9615)
 3. City of Oconto, Oconto County – CT 55083101000 (CT1010)
 4. City of Sheboygan, Sheboygan County – CT 55117011400 (CT114)

Addresses of Priority Sites:

 1. Former Mirro/Eggers Site – 1621 14th St., Two Rivers, WI 54220
 2. Former UW Green Bay Marinette Campus – 750 W. Bay Shore St., Marinette, WI 54143
 3. Former Oconto Hospital Site – 405 1st St., Oconto, WI 54153
 4. Sheboygan Riverfront Parcels – Parcels 59281112995 & 59281109510, Sheboygan, WI 53081
6. **Contacts:**
 - a. **Project Director**
Sydney Swan, Assistant Director
920-448-2820 (ext 108)
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1861 Nimitz Drive
De Pere, WI 54115

b. Chief Executive

Brandon Robinson, Executive Director
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1861 Nimitz Drive
De Pere, Wisconsin 54115

7. Population: The 2020 U.S. Census population of the eight-county region is 604,157.
2020 Census Population of Priority/Target sites located within:

- CT 54 (2,971) within City of Two Rivers (11,271), Manitowoc County (81,356)
- CT 9615 (3,791) within City of Marinette (11,119), Marinette County (41,872)
- CT 1010 (4,113) within City of Oconto (4,609), Oconto County (38,965)
- CT114 (2,549) within City of Sheboygan (49,929), Sheboygan County (118,034)

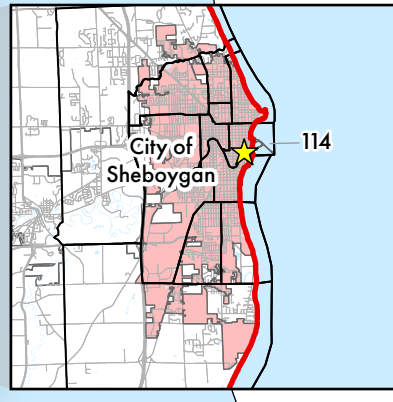
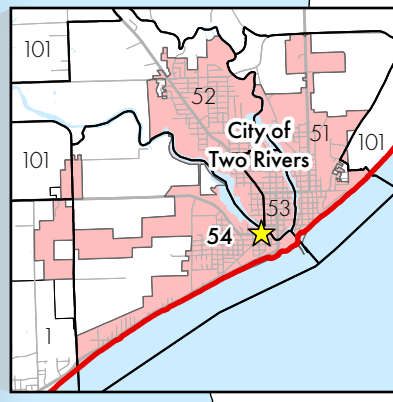
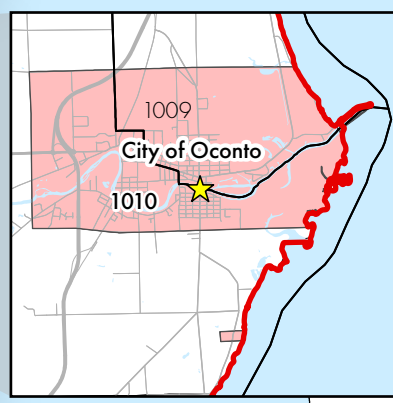
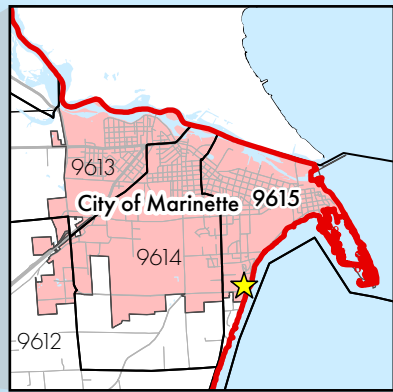
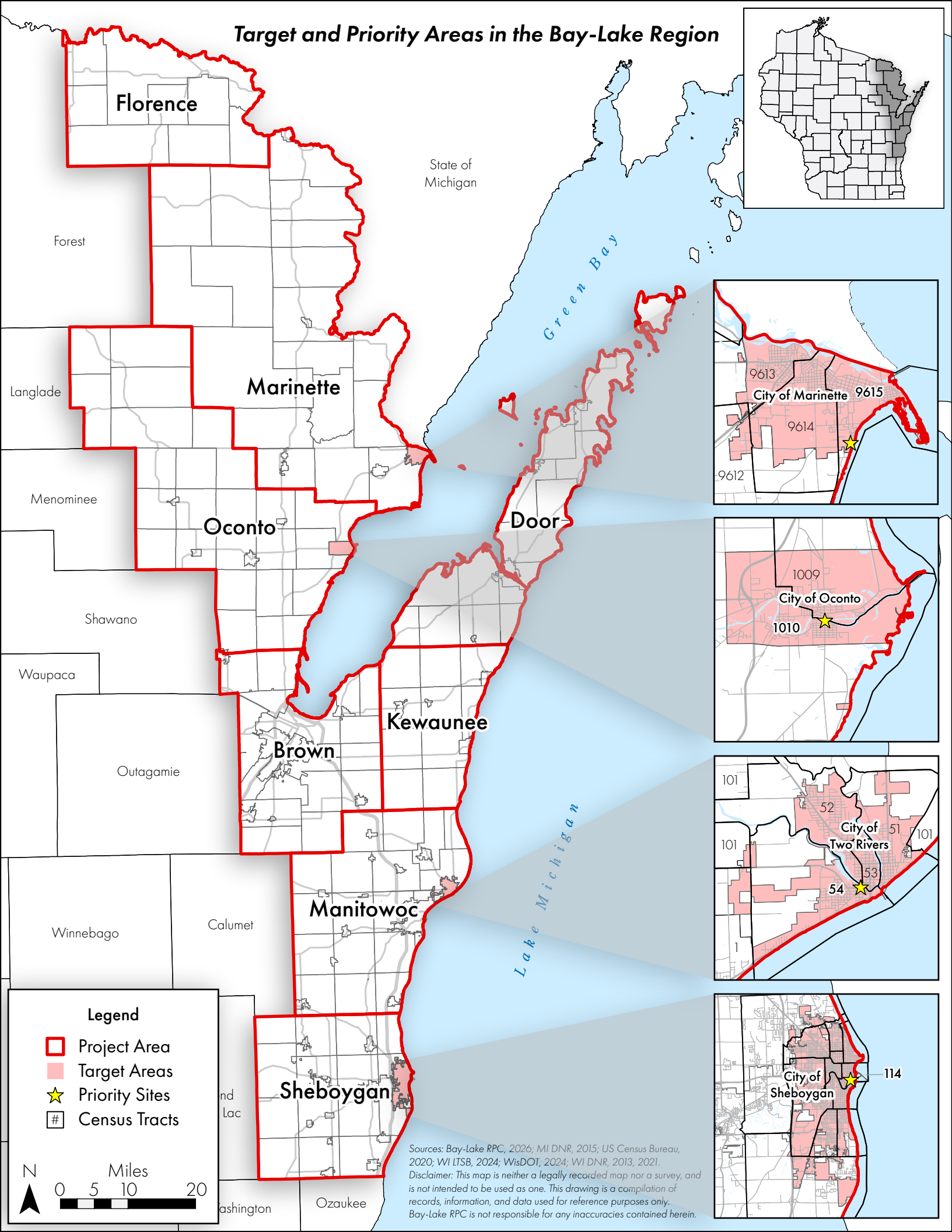
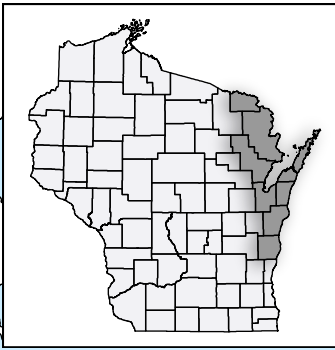
8. Other Factors

Other Factors	Page #
Community population is 15,000 or less.	1, 5
The applicant is, or will assist, a federally recognized Indian Tribe or United States Territory.	<u>N/A</u>
The priority site(s) is impacted by mine-scarred land.	N/A
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	1,3
The priority site(s) is in a federally designated flood plain.	4
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	<u>N/A</u>
The reuse of the priority site(s) will incorporate energy efficiency measures.	4
The proposed project will improve local resilience to the impacts of extreme weather events and natural disasters.	3,4
At least 30% of the overall project budget will be spent on eligible reuse/area-wide planning activities, as described in Section 3.A(2), for priority site(s) within the target area(s).	<u>N/A</u>
The target area(s) is impacted by a coal-fired power plant that has recently closed (2015 or later) or is closing.	1

9. Letter from State or Tribal Environmental Authority: A letter of acknowledgement from the Wisconsin Department of Natural Resources is attached.

10. Releasing Copies of Applications: Not applicable.

Target and Priority Areas in the Bay-Lake Region



Legend

- Project Area
- Target Areas
- ★ Priority Sites
- Census Tracts

N

Miles

0 5 10 20

Sources: Bay-Lake RPC, 2026; MI DNR, 2015; US Census Bureau, 2020; WI LTSB, 2024; WisDOT, 2024; WI DNR, 2013, 2021.
 Disclaimer: This map is neither a legally recorded map nor a survey, and is not intended to be used as one. This drawing is a compilation of records, information, and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies contained herein.

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DEPARTMENT OF NATURAL RESOURCES
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Madison WI 53707-7921

Tony Evers, Governor

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December 16, 2025

Sydney Swan
Assistant Director
Bay-Lake Regional Planning Commission
1861 Nimitz Drive
De Pere, WI 54115
Via Email Mail Only to sswan@baylakerpc.org

Subject: State Acknowledgement Letter for Bay-Lake Regional Planning Commission
FY26 EPA Community-Wide Assessment Grant

Dear Sydney Swan,

The Wisconsin Department of Natural Resources (DNR) acknowledges the application of the Bay-Lake Regional Planning Commission (Bay-Lake RPC) for the U.S. Environmental Protection Agency (EPA) brownfield grant identified above.

The DNR is fully committed to a collaborative partnership with the Bay-Lake RPC and is able to support your brownfield assessment and remediation efforts in many ways, including:

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

Obtaining U.S. EPA funding for this grant application is consistent with community needs, is 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,

Roxanne Chronert, Policy and Program Operations Director
Remediation and Redevelopment Program
Wisconsin Department of Natural Resources

cc:

Tauren Beggs, DNR NER – Tauren.Beggs@wisconsin.gov
Denise Danelski, DNR NER – Denise.Danelski@wisconsin.gov

1. PROJECT AREA DESCRIPTION & PLANS FOR REVITALIZATION: Target Area & Brownfields:

1.a. Overview of Brownfield Challenges and Description of Target Area: The Bay-Lake Regional Planning Commission (BLRPC) serves eight counties located in northeast Wisconsin along **400 miles** of ecologically vital **coastline along Lake Michigan and Green Bay** – the largest coastal stretch of any region in Wisconsin. The region includes 185 Local Units of Government (8 counties, 17 cities, 40 villages, and 119 towns) and one Tribal entity (Oneida Nation) located within Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan counties (geographic boundary). The region covers 10% of the state's land mass (sq. mi) with a population of 604,157 representing 10% of the state's population (2020 U.S. Census). Apart from one city, **every community within the region is considered small** according to the program's definition of population **under 50K**. Of those, 89% are considered micro (pop under 5K) and 7% are small (under 15K). Most rural communities in our region share social and economic challenges making it difficult to tackle brownfields, including limited well-paying jobs, growing poverty, aging population, and less active real estate markets. In rural communities, the absence of city-funded planning and brownfields staff—resources available in bigger metropolitan areas—means brownfields are much less likely to be assessed and cleaned up. As a result, these areas rely heavily on public financial support to make brownfield assessment possible. The region is known for its abundance of water and natural resources which have supported its economy for decades. According to Lightcast Economic Modeling, **the top 2 industries in the region in 2025 include: Manufacturing (location quotient [LQ] - 2.91) and Agriculture, forestry, fishing, hunting (LQ - 2.48)** which according to the U.S. Bureau of Labor Statistics, indicates that these two industries are **significantly higher** in the region compare to the nation (LQ >1). The manufacturing sector plays a critical role in both the regional and state economies, employing over 73,000 people in the region (22% all jobs in region) in manufacturing industries such as logging, papermaking, and shipbuilding ([Lightcast](#) available online via subscription). However, many manufacturers continue to face decline or relocation of operations in recent decades. This shift has left behind closed factories and industrial facilities that present challenges for redevelopment, particularly due to associated environmental, health, and financial risks. Over the last 5 years, the nation experienced a growth in manufacturing jobs (2.32%) while manufacturing jobs across the region **declined by 2%**, with some counties experiencing as much as a **18% decrease** ([Policy Map](#) available online via subscription). The BLRPC region (project area) includes many neighborhood and census tracts (CTs) with **elevated socioeconomic stressors** and environmental sensitivity indicators relative to surrounding regions and the state. These communities face measurable barriers related to income, housing stability, transportation access, and health risk factors. Targeting these areas improves the likelihood that public investment will address long-standing community needs and conditions for sensitive populations. Most economically challenged CTs are located along and near waterways which coincide with the industrial nature of the shoreline in parts of the region. Lakeshore communities face heightened vulnerability to irreversible impacts from weather events in all seasons, such as elevated water levels, flooding, erosion, drought, intense precipitation, and pressures from urbanization.

This grant will focus on **small communities** with lack of brownfield funding or financial resources to address **high concentrations of vacant industrial/blighted sites in their communities facing population loss, mean household incomes below the state and national averages, and aging housing stock valued well below state and national averages**. The Target Areas of this grant include CTs located within City of Marinette (CT9615), City of Two Rivers (CT54), City of Oconto (CT1010), and City of Sheboygan (CT114), all of which are located along important waterways including Lake Michigan. Industry closures and aging infrastructure resulted in vacant brownfields and unresolved environmental contamination as their legacy. These conditions exacerbate already challenging economic and natural conditions in our region, demonstrated by **41% decrease of jobs in the manufacturing industry** in the past 5 years (CT54) and **up to 25% of children under age 5 are living in poverty** (CT9615) ([Policy Map](#)). Pollutants like phosphorus, nitrogen, per- and polyfluoroalkyl substances (PFAS), estrogenic compounds, discarded pharmaceuticals, and polychlorinated biphenyls (PCBs) further impact the region's water features and lead to ongoing concerns to air and groundwater safety and quality. The City of Marinette is known for being significantly impacted by PFAS and other environmental contamination and most recently, the announcement of job loss at Fincantieri Marinette Marine due to the cancellation of Navy contracts. One of the hardest hit closures in the region occurred within this past decade when the Dominion Nuclear powerplant closed, located just outside of the City of Two Rivers, and the region lost 600 high paying/skilled positions and local governments and schools suffered from the loss of tax base ([lohud.com](#)).

As described in Section 1.d, the reuse plans for each of the Target Areas will guide this project. The greatest project needs to be addressed by redevelopment of priority brownfields with the aid of this grant are (1) increased affordable and workforce housing options; (2) economic stimulation by providing shovel-ready sites expanding commercial opportunities, additional employment opportunities, and municipal tax base; and (3) increasing public access and local multi-modal trail networks to connect the community to the vast waterways.

1.b. Description of the Priority Brownfield Site(s): Northeast Wisconsin, like many industrialized areas along the Great Lakes, has a high number of brownfields and blighted properties due to historical economic shifts, industrial legacies, and changes in land use. The Wisconsin Department of Natural Resource (WDNR) records indicate there are over 11,000 sites with known contaminated releases within the Target Area which include numerous gas stations, dry cleaners, and former/current manufacturing facilities. This number does not account for numerous additional properties with perceived

contamination that the BRLPC has identified throughout the years. While a significant number of these contaminated sites are found in urban communities along the lakeshore, such as Sheboygan, Manitowoc, and Green Bay, it's crucial to recognize that rural areas are also affected by brownfields. In these rural communities, the impacts can be even more severe, as a single contaminated site can disproportionately burden residents and local governments that lack the resources to manage and remediate the contamination. Four priority sites located within the Target Area have been identified to have the **greatest potential to be put back into productive reuse**, specifically **housing redevelopment and waterfront revitalization**, to address community needs. The following **Table 1** describes the four priority sites:

Table 1: Priority Sites – Historic/Current Use, Contaminants of Concern (COC), and Reuse Potential

Parcels & Acres	Current/Past Land Use & Current Site Conditions	Known/Potential COCs	Future Use/Reuse Potential & Why Selected
1. Mirro/Eggers Site 1621 14 th Street, Two Rivers, Manitowoc County (CT54)			
8 parcels 8.92 acres	Mixed industrial use since before 1885, including former aluminum goods manufacturing plant.	VOCs, PAHs, PCBs	Adjacent to the West Twin River, this historic industrial site has potential to expand multi-family affordable housing options and improve public waterfront access.
2. UW-Green Bay Marinette Campus 750 W Bay Shore St, Marinette, Marinette County (CT9615)			
1 parcel 17.76 acres	Former UW campus, likely abandoned with petroleum storage tanks for heat/fuel.	VOCs, lead, asbestos, lead-based paint, restricted wastes	Situated in a low-income community, this site is large and offers valuable reuse potential for affordable multi-family housing lacking in this area.
3. Former Oconto Hospital 405 1 st St, Oconto, Oconto County (CT1010)			
1 parcel 0.86 acres	Vacant building originally utilized as courthouse built in 1870s, then hospital until 2002.	VOCs, PAHs, RCRA metals, lead, asbestos	Reuse potential is similar to Priority Site #1 - location along the Oconto River offers significant improvements to an economically disadvantaged community by providing mixed-use commercial and residential space, and public waterfront access.
4. Sheboygan Riverfront Parcels 539 Riverfront Drive & 0 Pennsylvania Avenue, Sheboygan, Sheboygan County (CT114)			
2 parcels 2.46 acres	Vacant former industrial lot historically used for a stone mill, carpentry, bulk coal storage facility	VOCs, PAHs, RCRA metals, cyanide, (possible PCBs)	Reuse of this site along Sheboygan River's north bank will provide mixed-use residential and commercial options, strengthening Sheboygan's downtown and improving waterfront access.

KEY: PAHs = polycyclic aromatic hydrocarbons, RCRA= Resource Conservation and Recovery Act; VOCs = volatile organic compounds

1.c. Identifying Additional Sites: BLRPC has maintained an inventory of brownfield sites within the region since 2018. The process for identifying additional brownfield sites across the region will integrate local expertise, community input, and strategic analysis to identify potential brownfield sites. BLRPC will conduct outreach (see **2b**) and collaborate with county and municipal governments, county economic development corporations (EDC), state officials, tribal representatives, and local stakeholders to promote the program, educate, and identify properties with known or suspected contamination and high redevelopment potential. BLRPC and the brownfield advisory committee (BAC) will identify and analyze brownfield sites identified through community outreach as well as through review of state and federal environmental databases such as the EPA's Envirofacts and WDNR BRRS databases. The BAC will rank sites based on several criteria, including; (1) the impact on the distressed area; (2) degree of environmental impacts; (3) site redevelopment potential; (4) community priorities; and (5) alignment with local economic development goals. Funding will be directed to sites that will most benefit regional communities, many of which are unable to access funds for health and economic enhancement on their own.

Revitalization of the Target Area: 1.d. Reuse Strategy and Alignment with Revitalization Plans: Each year, BLRPC works with dozens of communities throughout the region to develop planning documents such as comprehensive, outdoor recreation, hazard mitigation, farmland preservation, bicycle and pedestrian plans, etc. By doing so, BLRPC staff are tuned into what communities need and can help them achieve their goals. Planning efforts recently completed or currently in the works to the Target Area include: **The former Mirro/Eggers site (Priority Site #1).** The City of Two Rivers specifically called out the need to redevelop former industrial sites along the City's waterfronts in their *2022 Comprehensive Plan (Comp Plan)*. The **Mirro/Eggers site was explicitly highlighted in the Comp Plan** as a community priority to help replace aging housing stock and add commercial business opportunity. According to the City's *Waterfront Land Use Plan*, the City has also placed a priority on developing a waterfront walkway system to improve public waterfront access to which the Mirro/Eggers site would further. **The Former UW Green Bay Marinette campus (Priority Site #2)** in the city of Marinette recently closed in June 2024 due to declining enrollment and budget shortfalls by the UW system. While the process of reuse planning is ongoing (through a \$2M grant from the state), the county has indicated their goal for site is multifamily affordable housing, alleviating the shortage described in the *City of Marinette 2020 Comprehensive Plan and County Housing Study (2019)*. **The Former Oconto Hospital site (Priority Site #3)** is an underutilized property situated on the south bank of the Oconto River. Several developers have shown interest in the hospital site since its closure but the uncertainties related to known and perceived contamination continues to deter redevelopment. The City is currently contemplating redevelopment plans and are considering reusing the current structure to provide housing units for the community or commercial space to provide jobs. The *City of Oconto 20-year Comprehensive Plan* identified "Smart Growth Areas" within

the City that “...enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns...” While not identified specifically in the plan, the former Oconto Hospital site meets this definition, and successful redevelopment will provide economic growth to the community. **Sheboygan Riverfront Parcels (Priority Site #4)** are located along the Sheboygan River flowing directly into Lake Michigan around Sheboygan’s harbor centre business district. The *Sheboygan Harbor Centre Master Plan* identifies vacant parcels as pedestrian connection barriers with opportunities for infill development within the city’s downtown core. Having already conducted a Phase I Environmental Site Assessment (ESA) on both parcels, the city is looking to continue assessment work to develop the parcels into residential/mixed use commercial. These sites are also being incorporated into the City’s 2026 Comprehensive Plan update currently underway.

Created in 1972, BLRPC is a multi-service entity within Wisconsin that provides planning and technical assistance to member local governments in Northeast Wisconsin, especially local municipalities unable to support their own planning services. As the **Economic Development District (EDD)** for the region, designated by the US Economic Development Association (EDA) in the 1970’s, BLRPC has developed a **Comprehensive Economic Development Strategy (CEDS)** for the 8 member counties. The CEDS contains numerous goals and objectives that directly relate to promoting the economic well-being and resiliency of the region through redevelopment. EPA brownfield assessment grant funds will be used to meet these goals. Activities performed under the grant will also support goals/objectives identified in other grant funded/regional planning efforts being carried out by BLRPC. These Planning efforts include *The BLRPC Regional Comprehensive Plan and Land Use Update*, *The Transportation Access To Public Health Options Study*, and Comprehensive and Hazard Mitigation Plans for the four Target Area counties. These plans acknowledge the challenges from brownfields by incorporating goals, actions, funding opportunities for implementation, etc. BLRPC will continue to incorporate language, goals, and actions to promote resiliency against extreme weather and natural hazards specific to the Target Area counties and the Priority Sites. **Housing Studies** – numerous housing studies developed at the local and county level throughout the region point to the importance of housing development to meet shortages for the workforce, low-income, and senior populations. Redevelopment of Priority Sites to incorporate housing, especially in low-income, underserved communities, and/or rural sites, will ultimately be prioritized to eliminate the region’s housing shortfalls. Past studies developed by BLRPC that directly support the grant’s Target Area approach to increase waterfront access include the **Lakeshore Coastal Recreation Plan**. This study identified coastal recreation access available for public use, assessed the public’s desires on recreation types, and provided implementation recommendations/action plan for three coastal counties in the region. According to the 2015 study Great Lakes Environmental Assessment and Mapping (GLEAM), this region of Wisconsin’s Lake Michigan coast is underutilized for recreation. Each identified Priority Site lies either along a river or the Lake Michigan shoreline. Cleaned up, these properties will provide clean, safe public access to these resources that promote the health and welfare of the community and environment.

1.e. Outcomes and Benefits of Reuse Strategy: Redevelopment and revitalization of brownfields will generate local and economic, social, cultural, and environmental benefits for small, sensitive communities of the Target Areas which will spread into neighboring communities. Like previously awarded EPA grants, FY26 funds are expected to stimulate construction of affordable housing, create jobs, develop workforces, preserve historic properties, improve public greenspace, and increase property values/tax base. Benefits and outcomes of brownfield assessment leading to redevelopment will:

Stimulate Economic Condition: Brownfield redevelopment enhances economic competitiveness by providing quality commercial, residential, and recreational amenities in the Target Areas or where BLRPC region lacks. Through the grant, in-fill sites will be assessed to reduce planning uncertainties to provide shovel-ready properties to prospective developers. Eliminating uncertainties helps small communities garner redevelopment investments on projects which would be normally overlooked. Additional housing near established commercial corridors also increases the customer base for nearby small businesses that offer essential services helping spur the local communities.

Increase Housing Options: Many brownfield sites identified within the region have the potential for residential redevelopment, especially in areas where housing demand is high or unaffordable. Cleanup and repurposing these sites can attract developers to build workforce housing, helping to address housing shortages for low to moderate-income families outlined in each of the Target Areas’ Community Comp Plans. Workers living close to places of employment will minimize transportation cost burdens to residents, especially those who do not own a vehicle or cannot afford one.

Public Greenspace/Recreational Opportunities: Each Priority Site is located along riverfronts or the Lake Michigan shoreline. Environmental assessment leading to cleanup will improve goals set forth in Target Area Comp plans to increase public access, create parks, and support tourism and recreational activities which make up a large portion of these Target Areas economies. **Redevelopment of Priority Sites is expected to increase property values, boost local business, reduce runoff and contamination** to each waterway, provide health and wellness opportunities, and foster community engagement by opening up scenic areas for public enjoyment.

Extreme Weather/Natural Disaster Resiliency: Northeastern Wisconsin is situated in the upper Great Lakes region of the US, an area of relatively low risk/history of natural hazards and disasters. However, the Target Areas are most likely to be

afflicted by extreme weather events including severe thunderstorms producing torrential rains, high winds, tornados, and flash flooding, evident by three of the four Target Area counties within federally designated 500-year floodplains ([FEMA](#)). County Hazard Mitigation Plans covering the Target Areas note these hazards and call for local and county governments to enact policies that encourage the use of green infrastructure including renewable energies to provide resiliency to these events. Each of these initiatives not only stimulates economic activity but also addresses specific needs in the region, such as affordable housing and workforce stability, while enhancing the quality of life for residents. Assessment leading to redevelopment opens up the opportunity to incorporate renewable energy and energy efficiency measures into the community. These could include installation of energy-efficient windows and appliances, low voltage lighting and Energy Star rated HVAC systems. BLRPC will strongly encourage the use of renewable or energy efficiency measures for brownfield redevelopment projects.

Strategy for Leveraging Resources: 1.f Resources Needed for Site Reuse:

BLRPC is eligible for state and federal grant funding and has a well-established network of partnerships with state and federal funding agencies, providing access to a range of complementary financial resources that can support brownfield redevelopment throughout our region. As the EDD, BLRPC receives technical assistance funding to support grant applications, funding identification, and support projects, which allows development and maintenance of an online inventory of grants and funding opportunities for local units of government. The tool is updated weekly and contains hundreds of opportunities categorized by project type (a brownfield and revitalization category currently exist). BLRPC's extensive experience in grant writing and administration will be utilized to ensure funding is leveraged with other sources. Our experience in securing and administering funds from the following agencies will be utilized to maximize the impact of EPA brownfield dollars and to ensure funding leveraged with other sources such as: Wisconsin Economic Development Corporation (WEDC), WI Dept. Natural Resources (DNR), WI Coastal Management Program, HUD/DOA Community Development Block Grant (CDBG), EDA, USDA, WI Dept of Transportation (WisDOT), and many more. In addition, most of the municipalities within the region have tax increment districts (TID) that could be further used to leverage funds. For example, the city of Two Rivers has 12 TIDs to leverage and spur economic development through offered incentives to developers. This grant will serve as catalyst, allowing BLRPC (and support regional municipalities) to access additional funding streams for environmental assessments, remediation, and site redevelopment.

1.g. Use of Existing Infrastructure: Whenever feasible, the project will focus on sustainable reuse of existing structures, roads, and utilities to limit the cost burden on the region's communities, many of which have populations of less than 5,000. Where demolition of buildings may be necessary, BLRPC will establish salvage goals to preserve historic architecture, reduce landfill waste and maximize recycling. Considering the proximity of the region to Lake Michigan, redevelopment of brownfield sites will include limiting uncontrolled contaminated stormwater runoff. This goal will protect clean water resources which are used by tens of millions of people not only in the Target Areas but across the State and Great Lakes region. Redeveloping brownfields will integrate long-term sustainable stormwater management systems into urban infrastructure, such as stormwater circulators, green landscaping, and green construction. Where new infrastructure is required, communities will use a mixture of private and public funds to complete projects. Available public funds may include grants through sources such as the WI DOA CDBG for Public Facilities, WI USDA Public Facilities and Utilities programs, WisDOT Urban and Local Roads Programs, Public Service Commission Broadband Grant program, EPA/DNR Drinking Water Grant program, and more.

2. COMMUNITY NEED & COMMUNITY ENGAGEMENT: Community Need: 2.a. The Community's Need for Funding: The region is rural in nature, with 157 micro communities (under 5K), 12 small communities (under 15K), 6 rural communities (under 50k), and **one nonrural** (under 100K). A total of **38% of the entire regional population live in micro communities** and a **quarter of those live in even smaller communities of 2,500** people or less. The Target Areas for this grant, all saw a decrease in population between 2000 and 2020, thus low population size eliminates the Target Areas' eligibility for Entitlement Funds from HUD ([HUD](#)). Most significantly, the population size in CT54 within the city of Two Rivers **declined 16% since 2000**. Population loss across Target Areas likely stems from a combination of aging demographics (15-25% of populations are over 65 years old), loss in jobs, and depleting affordable housing, thus reducing the Region's ability to retain younger households. Key indicators of the Region (**Table 2**) demonstrate a desperate housing need and persistent economic distress, amplified by limited funds to address brownfield assessment and remediation.

Target Areas in the region face persistent barriers to financial stability, healthy housing, and employment. In particular, the median household income in CT114 is **45% less than the US**. Economic decline tied to industrial closures and job losses has restricted opportunities for residents, evident by **low-income, high rates of business vacancies** and **mass layoffs** from major employers, such as Fincantieri Marinette Marine, Saputo Cheese USA, Inc, and Sheridan Random Lake. Brownfield site assessment, cleanup, and reuse will reduce environmental risk and encourage economic investment by creating new options for housing, commercial development, and workforce growth. Through EPA assistance, addressing brownfield sites will strengthen long-term economic resilience and improve quality of life for residents across the Target Areas.

Table 2: Indication of Community Need (PolicyMap) 2019-2023

Indicators	CT54 / City of Two Rivers		CT9615 / City of Marinette		CT1010 / City of Oconto		CT114 / City of Sheboygan		Comparisons	
									WI	US
Population (% change since 2000)	2,685 -16%	11,224 -11%	4,058 -6.5%	11,060 -8.9%	4,298 -3%	4,623 -4.4%	2,528 -4.1%	49,812 -4.5%	5.9 M 7.7%	332 M 17.8%
Poverty rate	10%	8.6%	9.2%	11%	8.33%	12%	11%	12%	11%	12%
Mean household income	\$55,505	\$58,716	\$63,802	\$57,461	\$76,712	\$62,704	\$49,808	\$62,953	\$75,670	\$78,538
Labor force participation rate	63%	61%	66%	64%	61%	61%	66%	68%	66%	64%
Vacant Businesses	10%	17%	15%	21%	14%	12%	18%	16%	9.4%	NA
Median Home Value	\$103,100	\$121,800	\$108,600	\$111,600	\$177,800	\$133,900	\$196,600	\$165,200	\$247,400	\$303,400
Homes Built Pre-1980	82%	83%	90%	79%	56%	73%	72%	75%	58%	51%

BOLD & RED indicates worse or equal conditions in CT/City than State/US; **shading** indicates worse than or equal to all comparisons.

2.b. Health or Welfare of Sensitive Populations: Sensitive populations – children, women of child-bearing age (15-44 years), elderly (>65 years), disabled, and low-income residents living in the Target Areas – are most susceptible to health threats posed by brownfields. The economic welfare of identified Target Areas is directly impacted by surrounding brownfield sites, resulting in increased rates of poverty and unemployment among certain populations, as seen in CT54 where **41% of disabled residents are unemployed**. Demographics presented in **Table 3** indicates a disproportionate impact on sensitive populations in all four of the Target Areas, especially seen in CT9615 where **87% of children living with household incomes below 300% of poverty level**. These factors pose an increased risk to environmental impacts caused by brownfield exposure.

Table 3: Sensitive Population Demographics (PolicyMap, 2019-2023)

Demographics	CT54 / City of Two Rivers		CT9615 / City of Marinette		CT1010 / City of Oconto		CT114 / City of Sheboygan		WI
Children (<18 years)	19%	20%	23%	19%	18%	17%	15%	25%	22%
Children below 300% poverty level	64%	65%	87%	82%	67%	82%	53%	68%	50%
Women (15-44 years) (Census Bureau, 2019-2023)	18%	16%	17%	18%	16%	16%	18%	20%	19%
Women in poverty (Census Bureau, 2019-2023)	3.1%	2.0%	2.2%	2.8%	0.9%	1.4%	2.7%	2.9%	2.6%
Elderly (>65 years)	19%	21%	19%	20%	25%	25%	23%	15%	18%
Elderly in poverty	15%	8.6%	9%	8%	8.6%	12%	6.6%	8%	9%
Disabled	25%	15%	14%	20%	15%	18%	14%	13%	12%
Disabled in poverty	9.8%	15%	16%	26%	27%	24%	14%	16%	19%

BOLD & RED indicates worse or equal conditions in CT/City than State

Housing. A significant need in the Region is stable healthy housing. High proportions of housing stock in the Target Areas (**56-90% of homes**) were constructed prior to the ban on consumer lead paint in 1978, limiting healthy housing options and increasing the risk for lead exposure, especially among children. Lead exposure in children has proven detrimental health impacts on development, hearing, speech, and cognitive functions (CDC). Between 2021 and 2024, the percentage of children testing positive for lead poisoning (birth to 6 years old with blood lead level greater than or equal to 3.5 µg/dL) in all Target Areas doubled the state rate (4.9%). The most concerning report was **29.6% of tested children were lead poisoned** in CT114 of Sheboygan County (WDHS). Additionally, the median house value across Target Areas is 51% less than the State (\$247K), confirming that income is not fairly distributed and obtaining healthy housing, particularly for sensitive populations, is near impossible. **Waterfront.** The BLRPC Region lies along 400 miles of Lake Michigan and Green Bay coastlines. WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) database lists 8,921 known environmental releases in our region with over 200 contaminated sites still open and unresolved. Contaminated sites in the region pose a significant environmental risk to the neighboring communities and adjacent water body, especially the Priority Sites located directly on the Lake Michigan coast. Assessment and eventual redevelopment of Priority Sites will positively impact sensitive populations within the Region by: (1) Reducing health threats to children, women of child-bearing age, elderly and disabled populations living near brownfield properties; (2) Protecting Lake Michigan waterfront from migrating contamination; (3) Providing accessible healthy housing; (4) Decreasing contaminant source of toxic chemicals in soil, groundwater, air, and direct contact exposure for area residents.

2.c. Greater Than Normal Incidence of Disease and Adverse Health Conditions:

Brownfield sites identified in the Target Areas pose threats of hazardous substance exposure, which are associated with greater-than-normal instances of cancer, asthma, and birth defects. **Cancer.** Known/suspect COC identified at the Priority Sites, including VOCs, PAHs, and RCRA metals are known to cause neurological damage and poor health outcomes, such as cancer. One or more Target Area counties have higher

Table 4: Cancer Incidence Rates per 100,000 persons

County	Kidney	Prostate	Lung	Colorectal
Manitowoc (CT54)	22.1	129.2	56.1	36.0
Marinette (CT9615)	27.0	127.1	60.1	37.0
Oconto (CT1010)	21.9	108.1	55.0	39.2
Sheboygan (CT114)	19.9	128.0	53.4	36.3
Wisconsin	19.1	126.5	54.7	34.6

BOLD & RED indicates worse rate in Target Area County vs. WI

incidence rates of cancer compared to the state between 2018-2022, which indicate the Region is more significantly affected by varying forms of cancer compared to the state (**Table 4, WDHS**).

Asthma. According to the Asthma and Allergy Foundation of America (AAFA), poor air quality caused by air pollution significantly correlates to triggering and worsening symptoms of asthma (**AAFA**). The EPA reported nearly three million pounds of toxic chemical waste generated from 115 facilities located in the Region in 2023 (**TRI**), tied to **Marinette County's ranking 4th in the state for highest rate of asthma-related hospitalizations** (3.4 per 10,000) and a greater-than-normal average prevalence of asthma among adults in the Target Areas (up to 11.5%) compared to the national average (9.8%) (**WDHS, CDC PLACES**). **Birth Defects.** Structural changes at birth have been tied to pregnant mothers living in polluted environments (**Stanford Medicine**). High annual average air concentrations of benzene and diesel particulate matter were monitored in the Target Areas in 2019. Average **benzene concentrations detected in CT9615** in the City of Marinette (**0.30 µg/m³**) significantly exceeded the state (0.19 µg/m³) (**CDC**). Birth defect rates are not available for the Target Area; however, the CDC indicates the prevalence of limb deficiencies per 10,000 live births is greater in three of the four Target Area counties (5.05 in Manitowoc, 4.77 in Oconto, and 5.52 Sheboygan) than the State (4.42) (**CDC**). Assessment and eventual redevelopment of Priority Sites in the Region will mitigate these health conditions by directly reducing the source of contamination and increasing healthy living opportunities.

2.d. Economically Impoverished/Disproportionately Impacted Populations

The Region faces disproportionate and adverse economic impacts as a condition of living near brownfield sites. The density of brownfields, as seen in half of the Target Area CTs above the 80th percentile rank for number of brownfields (CT114 in 92nd, CT1010 in 88th), increases the potential for contamination exposure, particularly among sensitive populations (**PEER**). In 2024, the Target Areas were exposed to a combined 817.5 tons of particulate matter (**WI DHS**). This exposure, coupled with an increased risk of lead contamination, high rates of asthma, and other health hazards, is further compounded by proximity to Superfund sites—nine of which are identified on the Superfund National Priorities List (**EPA**). These environmental conditions place a significant burden on communities that have grown accustomed to them and often lack the financial resources to relocate. Furthermore, WI and NE WI in particular continue to be impacted by the opioid pandemic. Wisconsin DHS explicitly notes that brownfields can create physical and safety hazards (unsafe structures, open holes, sharp objects, exposure risks), especially when properties are entered illegally or used as informal gathering places. This ongoing public health burden intersects with long-standing rural and small-city challenges such as older building stock, limited housing availability, constrained treatment/service access, and legacy industrial sites that remain underutilized.

These factors contribute to an elevated risk of environmental exposure. Economic challenges add to the strain: in 2025, over 100 employees were laid off from Fincantieri Marinette Marine with nearly 3,000 expected without securing international contracts, further stressing economic stability. Assessment and eventual redevelopment of the Priority Sites will reduce the risk of direct contact with environmental contaminants and prevent potential offsite migration through airborne dust, stormwater, or groundwater. Grant funding will support the assessment and potential reuse of contaminated land, improving health conditions for the sensitive populations within the Target Areas.

Community Engagement: 2.e. Project Involvement, 2.f. Project Roles: BLRPC has extensive experience in successfully engaging municipalities, residents and stakeholder groups during the implementation of their past two CWA grants and other previous large scale environmental restoration and revitalization projects involving State and Federal Grants. The following organizations in **Table 5** have been active participants in past and current grants/projects carried out by BLRPC in ways such as: providing input on potential brownfields and other community-driven projects; notifying the public about brownfields; promoting brownfield awareness, education, and planning; and/or promoting and contributing to sustainable and equitable developments. These organizations provide local, regional and state knowledge and will expand and further these efforts while implementing this grant. BLRPC will continue to identify additional partners.

Table 5: List of Organizations/Entities/Groups & Roles

Entity's mission	Point of contact (name & email)	Specific involvement
Directors of County Economic Development/Tourism Corporations		
<p>Florence Co. EDC - Recruit, grow and expand a diversified business pop. providing broad and varied job opportunities while safeguarding the area's natural surroundings.</p> <p>Oconto Co. Tourism and EDC. - Promote economic development and tourism in Oconto County, WI.</p> <p>New North Inc. (regional) - To be the catalyst for regional prosperity for all through collaborative action.</p> <p>Kewaunee Co. EDC - Promote economic growth in Kewaunee county.</p>	<p>Eric Printz 715-528-3294 Eprintz@florencecountywi.org</p> <p>Jayme Sellen 920-834-6969 jsellen@tedcor.org</p> <p>Barbara Koldos 920-336-3860 barbara.koldos@thenewnorth.com</p> <p>Ben Nelson 920-255-1661 ben.nelson@kcedc.org</p> <p>Michelle Lawrie 920-743-3113 michelle@doorcountybusiness.com</p>	<p>Assist in promoting BLRPC's EPA grant award throughout region, education, outreach and finding opportunities to leverage the funds towards programs as match. Play big role in development and housing within region. Will further assist with finding sites to assess and assist in redevelopment planning resources. Will help connect individual sites to developers and their financiers.</p>

<p>Door Co. EDC – Improving the economic vitality of the county and its residents. Manitowoc Co. Progress Lakeshore - Promote economic growth and enhance the quality of life in our area.</p>	<p>Jamie Zastrow 920-482-0540 jamie@progresslakeshore.org</p>	
<p>Community and Economic Development Director of Oneida Nation</p>		
<p>To strengthen and protect our people, reclaim our land and enhance the environment by exercising our sovereignty.</p>	<p>Troy Parr 920-562-7535 tparr@oneidanation.org</p>	<p>Site identification and prioritization, community engagement and provide input on tribal-specific redevelopment planning and efforts.</p>
<p>Coastal Engineering Outreach Specialist of UW Sea Grant</p>		
<p>Support and enhance the sustainable use, conservation and health of Great Lakes resources and the well-being of Great Lakes communities through research, education and outreach.</p>	<p>Adam Bechle 608-263-5133 Bechle@aqu.wisc.edu</p>	<p>Promote the program and brownfield impact on Lake Michigan shoreline and watershed, provide outreach, help identify brownfields impacting coastline</p>
<p>Regional Economic Development Directors of the Wisconsin Economic Development Corporation (WEDC)</p>		
<p>To strategically invest in Wisconsin to enhance the economic well-being of people and their businesses and communities.</p>	<p>Jim Rosenberg or Naletta Sanchez 715-212-3985 jim.rosenberg@wedc.org naletta.sanchez@wedc.org</p>	<p>Support outreach and assist as a funding matchmaker as WEDC has multiple brownfield grant programs available.</p>
<p>CEO of NeighborWorks</p>		
<p>Solves housing challenges to build stronger communities.</p>	<p>Noel Halvorsen 920-448-3075 Noel@nwgreenbay.org</p>	<p>Provide input on assessment and reuse for future housing needs in Target Areas.</p>

2.g. Incorporating Community Input: As an RPC, standard communication practices with partners are already in place, including monthly activity reports, regular Commission meetings, monthly newsletters, and social media. Once awarded funding, we'll issue a press release and our BAC (made up of select governmental leaders, community based organizations, private interests, and other leaders in our RPC area) will continue meeting and implementing our outreach strategy for the region. The community involvement plan (CIP) will include community meetings to provide the public with background information on and solicit input regarding: the sites slated for assessment and other sites of potential concern; health and welfare issues related to these sites; and reuse or redevelopment opportunities. Meetings may be in-person and held virtually we can accommodate sensitive populations and residents on the outskirts of our region. At a minimum, we plan to host three meetings open to the public: 1) to announce the grant award and explain the involvement process 2) to gather additional public input after the first year regarding site inventory and prioritization and 3) at the end of the assessment phase to discuss results and gather input for reuse planning and specific revitalization options for selected sites. We will use a variety of communication methods for announcements including local newspapers, BLRPC e-mail newsletter (nearly 1,200 subscribers), social media, our website, and through our partners and community-based organizations. Meeting dates, times, and venues will be chosen to accommodate ADA accessibility. Written correspondence (fact sheets, meeting announcements) and oral meeting content will be translated as necessary. Finally, public outputs will be posted on our website and at local libraries for residents without internet to review. To enhance public participation, meetings may occur at local events throughout our region.

3. TASK DESCRIPTIONS, COST ESTIMATES & MEASURING PROGRESS:

Description of Tasks/Activities & Outputs– 3.a. Project Implementation, 3.b. Anticipated Project Schedule, 3.c. Task/Activity Lead, 3.d. Outputs: The BLRPC is requesting \$500,000 of EPA CWA funding to assess and plan the cleanup/reuse of priority brownfield sites. The scope has been organized into four tasks described below in **Table 6. The BLRPC is not requesting any indirect costs.** Any proposed changes to tasks will be discussed with and approved by EPA.

Table 6: Summary of Tasks, Schedule, Leads, and Outputs

<p>Task 1: Grant Management, Reporting, and Conferences</p>
<p>3.a. – Project Implementation: The BLRPC will manage all aspects of the project, including internal/external coordination with the EPA and QEP. EPA required reporting including quarterly, ACRES, and grant closeout reporting. Maintain records on accomplishments, outputs, outcomes, and success stories. BLRPC will procure a QEP and oversee their work and any additional contractors needed. Two BLRPC staff members will attend EPA National Brownfield Conference. Note: direct admin costs have been separated in the budget/Table 7 and include financial record keeping/annual reporting, payment requests, and revisions to scope/budget.</p>
<p>3.b. – Anticipated Project Schedule: Management & reporting will be ongoing throughout the 4-year implementation period. Attendance of brownfield conference(s) is anticipated from 2026-2030.</p>
<p>3.c. – Task Lead: BLRPC Project Manager (PM) will lead this task with support from the QEP.</p>

3.d. – Outputs: meeting notes, QEP Procurement Documentation; (16) Quarterly Reports; (3) Annual Financial Reports; (1) Grant Closeout Report; ACRES updates, project records, Brownfield Conference(s) attended by BLRPC staff.
Task 2: Community Outreach
3.a. – Project Implementation: Comprehensive community outreach will be performed in accordance to the CIP and includes the development of a public participation plan, public meetings/forums, development/distribution of physical/online informational materials, and joint education efforts with partnering COs as detailed in section 2e. Community outreach meetings and materials will focus on priority sites, site identification, and also general info about grant implementation which goes beyond priority sites.
3.b. – Anticipated Project Schedule: Community outreach will begin during first month of signed Cooperative Agreement.
3.c. – Task Lead: The BLRPC PM and support staff, along with the BAC, will coordinate all outreach activities and participate in all public meetings. The QEP will assist in preparing materials and presentations for the meetings, participate in select meetings, and help prepare fact sheets, press releases, and materials to include on the webpage.
3.d. – Outputs: Public engagement plan; up to (12) BAC meetings; (8) regional/county-level public meetings; meeting agendas/minutes, sign-in sheets; BLRPC website and quarterly newsletters; project factsheets; and press releases.
Task 3: Brownfield Inventory and Prioritization Update
3.a. – Project Implementation: The brownfield inventory is designed to identify additional priority sites, including non-priority sites, within the Target Areas besides those already mentioned. An updated brownfield inventory will be completed in conjunction with the development of internal and public web-based tools (public informational website with a site inventory tool and success stories, internal brownfield site GIS map of potential sites and site assessment tracking); brownfield sites will be continuously evaluated for potential priority and assessment opportunities.
3.b. – Anticipated Project Schedule: Q1-Q2 FY27: preliminary site identification and database creation; Q3-Q4 FY27: development of internal brownfield mapping/tracking tool and public website with brownfield site identification survey tool; development of prioritization system. Brownfield Inventory and prioritization updates will continue during lifecycle of the grant.
3.c. – Task Lead: BLRPC PM and support staff will lead this task with support from the QEP and BAC.
3.d. – Outputs: (1) Public informational website w/ (1) identification tool/survey; (1) Brownfield application for internal mapping and tracking of site assessment work; (1) Brownfield site database and prioritization system
Task 4: Site Assessments and Revitalization Planning
3.a. – Project Implementation: Update QAPP annually. Prepare the following for priority sites identified within narrative and additional sites identified for assessment in Task 3; EDs/access agreements; Phase I ESAs; Sampling and Analysis Plans (SSSAPs), Health and Safety Plans (HASPs), Regulated Building Material (RBM) Surveys, and Phase II ESAs; Supplemental (Supp.) SSSAPs, SIs, and RAPs; and a Revitalization Plan (Revit. Plan) with public charrettes for priority brownfield. ED requests will be submitted to the EPA (for hazardous substance brownfields) or the WDNR (for petroleum brownfields) for approval. Phase I ESAs will comply with the All Appropriate Inquiry Final Rule and ASTM E1527-21. Phase II ESAs will be conducted per ASTM 1903-19. SIs and RAPs will be prepared per the WDNR requirements found in ch. NR 700 Wis. Administrative Code.
3.b. – Anticipated Project Schedule: Develop QAPP Q1 FY27, with work continuing throughout the grant performance period.
3.c. – Task Lead: BLRPC PM to coordinate work with QEP, secure access agreements, and review all reports/ plans. QEP to complete EDs, Phase I ESAs, QAPP updates, Supp./SSSAPs, RBM Surveys, Phase II ESAs, SIs, RAPs, and Revit. Plan.
3.d. – Outputs: (9) EDs, (7) Phase I ESAs, (1) QAPP, (3) QAPP updates; (6) HASPs/SSSAPs; (2) RBM surveys; (5) Phase II ESAs; (5) Supp. SSSAPs; (3) SIs; (3) RAPs; and (1) Revit. Plan.

3.e. Cost Estimates: All contracted services will be procured in accordance with 2 CFR 200.317-326, in addition to any more stringent state requirements. A summary of the overall proposed budget for grant funded activities is provided in **Table 7** below. **The BLRPC is not requesting any indirect costs.**

Table 7: Budget for Grant Funded Activities

Budget Categories	Task 1: Grant Management, Reporting, & Conferences	Task 2: Community Outreach	Task 3: Inventory & Prioritization Update	Task 4: Site Assessments & Revitalization Planning	Admin Costs	Totals
Personnel	\$12,750	\$7,700	\$8,400	\$14,250	\$3,995	\$47,095
Fringe Benefits (.573)	\$7,306	\$4,412	\$4,813	\$8,165	\$2,289	\$26,985
Travel	\$3,900	\$1,870				\$5,770
Equipment						N/A
Supplies		\$350				\$350
Contractual	\$6,000	\$1,800	\$6,000	\$405,250		\$419,050
Construction						N/A
Other	\$750					\$750
Total Direct	\$30,706	\$16,132	\$19,213	\$427,665	\$6,284	\$500,000
Total Indirect	N/A	N/A	N/A	N/A	N/A	N/A
Total Budget	\$30,706	\$16,132	\$19,213	\$427,665	\$6,284	\$500,000

Details for how the cost estimates for each task and budget category were developed, based on past brownfield/similar projects completed recently in the region, are provided below. **It is proposed that over 85% of the grant funds will be used for Task 4: Site Assessments and Revitalization Planning.**

Task 1: Grant Management, Reporting, and Conferences: Total Budget \$30,706
Cost Basis and Assumptions: <u>Personnel/Fringe Costs</u> of \$20,056 are budgeted for an estimated 255 hours (@ \$50/hour + fringe) of work by the BLRPC PM to complete Cooperative Agreement management including EPA reporting/ACRES updates/record management, internal/external progress meetings, conference training, record management. <u>Contractual Costs</u> of \$6,000 are budgeted for an estimated 40 hours (@ \$150/hour) of work by the QEP to assist with grant management and reporting. <u>Travel Costs</u> of \$3,900 are budgeted for expenses for the BLRPC PM and one other BLRPC staff member to attend a 3-day EPA-sponsored National Brownfield conference. Travel costs are estimated on air and ground transportation costs of \$600/person (\$600 x 2 = \$1,200), hotel costs of \$300 per person/day (\$300 x 2 x 3 = \$1,800), and costs for meals and incidentals of \$150/person/day (\$150 x 2 x 3 = \$900). <u>Other Costs</u> of \$750 are budgeted for conference registrations for two staff (@ \$375/person).
Task 2: Community Outreach: Total Budget \$16,132
Cost Basis and Assumptions: <u>Personnel/Fringe Costs</u> of \$12,112 are budgeted for an estimated 175 hours (@ averaged rate of \$44/hour + fringe) of work by the BLRPC PM and support staff (GIS and Env. Planner) to develop the CIP and outreach materials, organize/host quarterly outreach events, present at 8 local/regional community meetings. <u>Travel Costs</u> of \$1,870 are budgeted for attending meetings throughout region/state (Est. Mile rate of \$0.72.5). <u>Supply Costs</u> of \$350 are budgeted for large poster printing. <u>Contractual Costs</u> of \$1,800 are budgeted for an estimated 12 hours (@ \$150/hour) for the QEP to assist with community meetings and online training events.
Task 3: Inventory and Prioritization Update: Total Budget \$19,213
Cost Basis and Assumptions: <u>Personnel/Fringe Costs</u> of \$13,213 are budgeted for an estimated 175 hours (@ averaged rate of \$48/hour + fringe) of work by the BLRPC PM and GIS Planner for brownfield inventory updates and prioritization reviews and public website development and brownfield site mapping. <u>Contractual Costs</u> of \$6,000 are for an estimated 40 hours (@ \$150/hour) of work by the QEP to expand and update the GIS inventory and prioritization rubric.
Task 4: Site Assessments and Revitalization Planning: Total Budget \$427,665
Cost Basis and Assumptions: <u>Personnel/Fringe Costs</u> of \$22,415 are budgeted for an estimated 285 hours (@ \$50/hour + fringe) of work by the BLRPC PM to assist with site selection and access, participate in project meetings, and review submission of deliverables. <u>Contractual Costs</u> of \$405,250 are budgeted for the QEP to complete a QAPP (\$5,000) and 3 annual updates (\$1,000 each = \$3,000); 9 ED requests (\$1,500 each = \$13,500); 7 Phase I ESAs (\$6,500 each = \$45,500); 6 SAPs and HASPs (\$3,500 each = \$21,000); 5 Phase II ESAs (\$30,000 each = \$150,000); 2 RBM surveys (\$5,000 each = \$10,000); 5 Supp. SAPs (\$3,500 each = \$17,500); 3 Site Investigations (\$28,250 each = \$84,750); 3 RAPs (\$10,000 each = \$30,000); and one revitalization planning study (1 @ \$25,000).
Direct Admin Costs: Total Budget \$6,284
Cost Basis and Assumptions: <u>Personnel/Fringe Costs</u> of \$6,284 budgeted for an estimated 85 hours (@ averaged rate of \$47/hour + fringe) of work by the BLRPC PM and support staff (Managerial Assistant and Executive Director) to carry out administrative related duties including, annual EPA financial reporting, financial record keeping, changes to scope of work/budget, and payment requests/invoicing.

3.f. Plan to Measure and Evaluate Environmental Progress and Results: Progress in completing the anticipated **outputs** will be tracked and reported to EPA through ACRES, quarterly, annual, and close-out reporting. The BLRPC, with support from the QEP, will track and document the following project results through quarterly reporting: (1) # of potential brownfield sites prioritized; (2) # of Phase I ESAs performed; (3) # of Phase II ESAs performed; (4) # of environmental Site Investigations performed; (5) # of sites for which remedial planning is performed; (6) # of BAC meetings held and who attended; and (7) # of community engagement meetings held along with number of persons attending. Sites assessed will be linked to parcel identification numbers, to allow for better tracking and documentation using GIS. For measuring/evaluating progress, outputs will be compared to the project schedule proposed in Section 3(a); if a deviation of more than one fiscal quarter is reached, interventions (ex. increased team meetings) will be implemented to maintain the project schedule.

The BLRPC, with support from the QEP, will track and document the following **outcomes** on a quarterly basis through ACRES for brownfield sites on which assessment funding is utilized: (1) # of sites assessed; (2) # of sites for which off-site risks have been identified; (3) # of sites for which property title transfers are facilitated; (4) # of sites and acres set for redevelopment; (5) acres of parks or greenspace created; (6) amount of private investment leveraged for reuse projects; (7) amount of other funding leveraged for redevelopment projects; (8) # of jobs created or retained associated with reuse projects; (9) # of housing units created. If the timelines for advancing one or more phases of work do not align with the EPA grant project period, then the BLRPC and QEP will work with EPA to adjust the approach to maintain progress on achieving the project outcomes.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE: Programmatic Capability:

4.a. Organizational Capacity, 4.b. Organizational Structure, 4.c. Description of Key Staff: With over 55 years of service in our eight-county region, Bay-Lake RPC has a proven track record in managing grant-funded programs, facilitating multi-stakeholder projects, and assisting local governments with land use, environmental planning, and economic development. Our experienced team and strategic partnerships enable us to effectively leverage the EPA Brownfield grant for

transformative community outcomes. BLRPC's project management team is well-versed in EPA requirements, ensuring timely and budget-compliant grant activities. We have established protocols for financial management and oversight. Additionally, our extensive experience includes coordinating environmental site assessments (ESAs), remediation planning and land use studies, and collaborating with licensed environmental consultants to conduct Phase I and II assessments and develop site-specific remediation strategies. Our expertise also encompasses a thorough understanding of state and federal environmental regulations, including those from WI DNR and EPA. All those working on this grant have assisted with BLRPC's past EPA CWA award(s). Sydney Swan will be the main point of contact and Grant Administrator. Sydney is the Assistant Director/Economic Development Planner for BLRPC. She has successfully written and administered millions in state and federal grant awards and has been the point of contact for two EPA CWA awards (FY18&FY22). Lydia Bernhof, an Environmental Planner for BLRPC will assist Sydney in community outreach. Lydia leads BLRPC's DNR Green Tier program and works on sewer service area planning, hazard mitigation planning, and outdoor recreation planning. Natalie Blackert is BLRPC's GIS Specialist and will assist with site inventory and web/mapping development. Natalie leads the development, implementation, and management of GIS mapping and visualization for the region and brings experience with GIS-based environmental research and historical infrastructure analysis. Raquel Orta (Managerial Assistant) and Brandon Robinson (executive director) will assist with admin-related duties such as payment requests/invoicing, financial record keeping, and contracting and project/budget changes.

4.d. Acquiring Additional Resources: Upon notice of award, BLRPC will procure consulting, planning, and environmental expert services from a qualified firm (QEP) to carry out specific tasks. This procurement process will be carried out through an open solicitation process and be fully consistent with federal procurement requirements, 2 CFR. 200 and EPA's rule at 2 CFR Part 1500. BLRPC will initiate qualifications/equal-opportunity based selection for a consultant to execute the brownfields work based on understanding of Assessment Grant Process, QAPP, state and federal environmental expertise and understanding of laws, regulations, and policies, and understanding and ability to provide noted planning. BLRPC has the technical and administrative resources to implement the grant and ensure any future staff have the qualifications and experience to meet project schedules and benchmarks.

Past Performance and Accomplishments: 4.e. Currently Has or Previously Received an EPA Brownfields Grant: 4.e.(1) Accomplishments: BLRPC has successfully managed previously EPA CWA Brownfield grants. Previous grant awards are summarized below and have been accurately reflected in ACRES.

BF-00E03196 (FY22) - \$500,000 EPA Brownfields Cleanup Grant: BLRPC has completed all work under this grant and spent 100% of available grant funds within the 3-year grant period (prior to October 1, 2025) per the Cooperative Agreement. All completed outputs and outcomes were documented via ACRES which demonstrates BLRPC's compliance with the agreement. Grant outputs included assessments on 10 sites which included 4 Phase I ESAs, 6 Phase II ESAs, 6 Supplemental Assessments, and 1 cleanup plan. Remedial activities and redevelopment are planned or occurring on 7 of the assessed sites. Assessment under the grant successfully resulted in the following outcomes completed or currently under construction: Redevelopment of 20-acres of the former Bay Area Medical Center (Marinette, WI) into 22 residential homes and 174 apartment units; reuse of 5.50-acres of underutilized former railroad corridor into a public multi-modal trail (Marinette, WI); constructing the former Manitowoc Mall site into 40 single family homes, 168 apartments, and 3 commercial spaces (Manitowoc, WI); and repurposing 6.2-acres of a former rifle range into a private service center and office expected to net 65+ jobs for the community (Niagara, WI). These four sites are anticipated to bring over \$100-million in newly assessed value to the region.

BF-00E02379 (FY18) - \$300,000 EPA CWA Grant: BLRPC expended 100% of awarded funds and completed all reporting requirements as documented in ACRES. Grant outputs included 7 Phase I ESAs, 5 Phase II ESAs, and 3 supplemental assessments on parcels impacted by petroleum and hazardous substances. Outcomes included: redevelopment of the Bay Area Medical Center (see above); redevelopment of the Schneider Trucking Site (Ashwaubenon, WI) into Aldon Station, a multi-family residential neighborhood on the water; assessment of 21 acres of former railroad line for potential rails to trails (Sheboygan, WI), demo of a neighborhood eyesore for reuse as public green space (2117 Indiana Ave, Sheboygan); and the development of Fisherman's Point, a waterfront redevelopment from old industrial sites to community park and recreation space (Kewaunee, WI).

4.e.(2) Compliance with Grant Requirements: BLRPC has successfully administered two CWA grants (FY18; BF-00E02379 & FY22; BF-00E03196). In total, the grants represent \$800,000 of award for the assessment of petroleum and hazardous substance brownfields. Each grant has been completed in compliance with all requirements including preparation of outputs that included submitting all required reports and supplemental information on time via ACRES. Due to complications associated with the COVID-19 pandemic, BLRPC received an approved 1-year extension for the FY18 assessment grant in which time the grant was completed. Funds associated with each grant were fully expended and promoted redevelopment in multiple locations throughout the region served by the BLRPC.

**Threshold Criteria for Bay-Lake Regional Planning Commission FY2026 EPA
Community-Wide Assessment Grant Application**

1) Applicant Eligibility

The applicant for this combined EPA Community-Wide Assessment Grant is the Bay-Lake Regional Planning Commission (BLRPC). The BLRPC fulfills the definition of an “eligible entity” by being a regional planning authority, created in 1972 under Wisconsin Statutes s. 66.945 (re-titled 66.0309). The incorporation statement is included as an Attachment to this application. Bay-Lake Regional Planning Commission is a General Purpose Unit of Local Government, as a Regional Council, as defined in the eligibility requirements for this grant. Executive Order No. 35 from the State of Wisconsin is attached.

2) Community Involvement

Once funded, BLRPC will develop a Participation Plan for the region that will detail public outreach and engagement techniques and schedules in greater detail. The general public will be kept informed throughout the period of performance through public meetings, project updates posted through a dedicated public webpage and within newsletters, press releases/news articles, flyers and other publications. Distribution of flyers and other publications and the use of public meetings will ensure that the BLRPC and our stakeholders communicate with and seek input from those throughout the region. BLRPC will promote the program at Commission meetings, local government meetings, stakeholder meetings, and more. Throughout the life of the grant, BLRPC will continue to gather input as appropriate from private and public entities. The dominant language in the study area is English and is the language used by local newspapers to print legal announcements.

BLRPC will present brownfield information at local, committee, and regional meetings. BLRPC was successful in hosting a Brownfield Basics webinar with our last grant and plan to host a follow up webinar/workshop. If able, BLRPC will present at conferences and collaborate with state and federal partners to share information about available brownfield grant programs and funding, the planning process, success stories, and how to get involved.

BLRPC will regularly convene our Brownfield Advisory Committee (BAC) and other interested parties to discuss priority sites and inventory, project progress, redevelopment success, and more regarding the brownfield program within the region.

3) Expenditure of Existing Grant Funds

Previous EPA CWA award(s) are closed.

4) Contractors and Named Subrecipients

Contractors: Not applicable. BLRPC has not procured a contractor at the time of application submission.

Named Subrecipients: Not Applicable. BLRPC has not identified a specific subrecipient with this application.