



400 Ahnaip Street, Suite 100  
Menasha, WI 54952  
920-751-4770

RE: Grant Proposal by East Central Wisconsin Regional Planning Commission to the United States Environmental Protection Agency for a FY2026 Brownfield Community-wide Assessment Grant

East Central Wisconsin Regional Planning Commission (ECWRPC) is pleased to submit the enclosed proposal to the United States Environmental Protection Agency (USEPA) for a Community Wide Assessment Grant for \$500,000 as part of the USEPA Fiscal Year 2026 Brownfield Grant Competition. ECWRPC is well positioned to inform Counties and Municipalities in our seven-county region about Brownfields and build a regional comprehensive brownfield program across a five-county region.

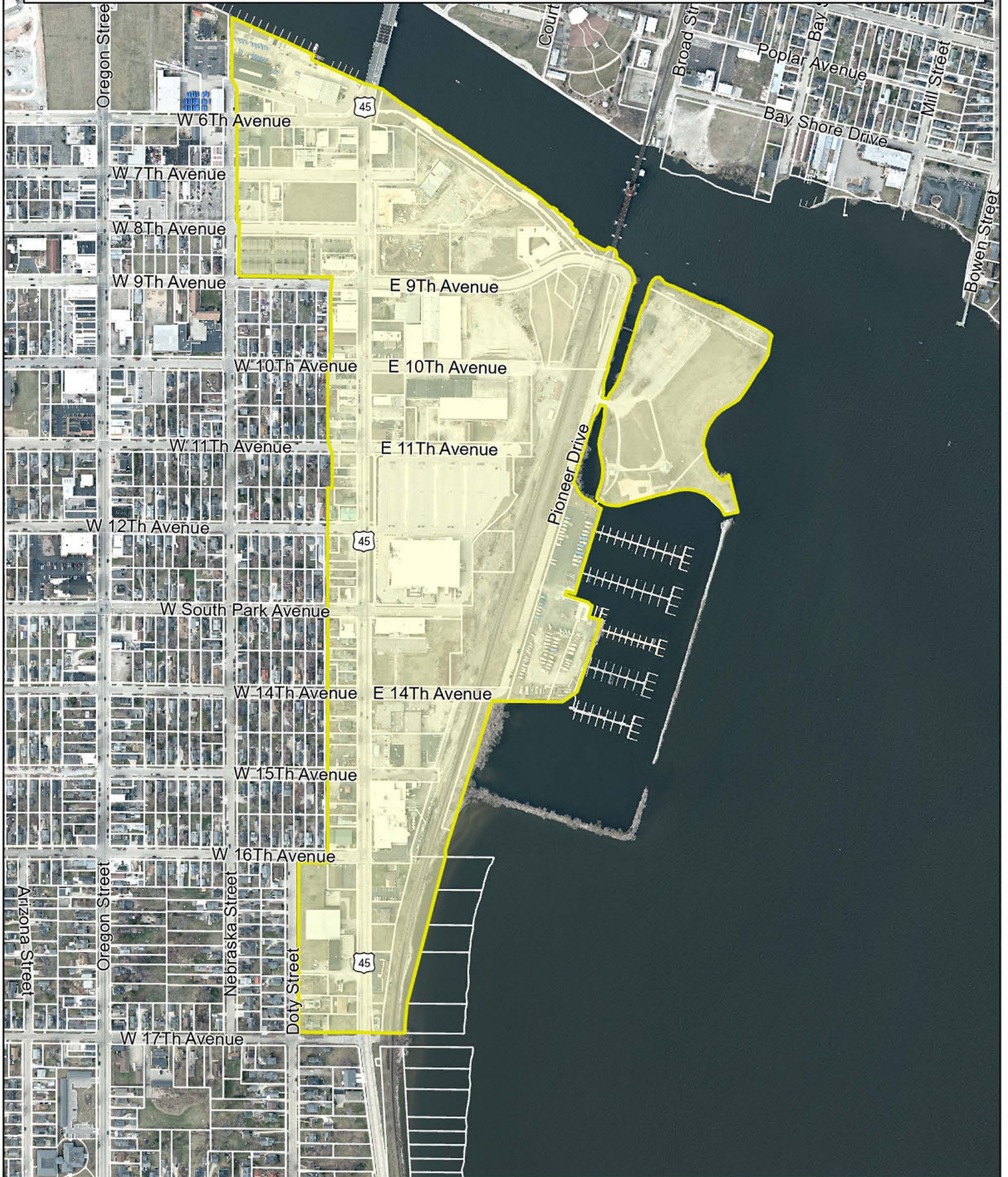
Per the grant guidelines, the following is provided.

1. Applicant Identification	East Central Wisconsin Regional Planning Commission 400 Ahnaip Street, Suite 100 Menasha, WI 54952
2. Website URL	<a href="https://www.ecwrpc.org/">https://www.ecwrpc.org/</a>
3. Funding Requested	Grant Type: Community-wide Assessment Federal Funds Requested: \$499,328.17
4. Location	The geographic boundary for this application encompasses five counties within the East Central Wisconsin Regional Planning Commission (ECWRPC) seven-county region. These include Winnebago, Waupaca, Fond du Lac, Shawano, and Menominee Counties and the Menominee, Ho-Chunk, and Stockbridge-Munsee Tribal lands.

5. Target Area and Priority Site Information		
Target Area	Census Identifier	Priority Brownfields
Oshkosh Sawdust District	55139001200	700 S Main Street 900 Block of S Main Street – between 9 <sup>th</sup> & 10 <sup>th</sup> Avenue 1000 Block of S Main Street – between 10 <sup>th</sup> & 11 <sup>th</sup> Avenue
Neenah Downtown West	55139003300	355 Millview Drive – Arrowhead Park 100 - 600 block of Main Street – between Neenah slough & Millview Drive 200 - 300 block of Smith Street – between the railroad and Brien Street
Waupaca Downtown Gateway	55135101000	219 & 205 W Fulton Street
Clintonville Riverfront	55135101100	19 S Main Street
6. Contacts		
	Project Director	Chief Executive
Name	Joe Stephenson Economic Development Planner	Melissa Kraemer Badtke Executive Director
Phone Number	(920) 886-6832	(920) 886-6828
Email Address	<a href="mailto:jstephenson@ecwrpc.org">jstephenson@ecwrpc.org</a>	<a href="mailto:mbadtke@ecwrpc.org">mbadtke@ecwrpc.org</a>
Mailing Address	400 Ahnaip Street, Suite 100 Menasha, WI 54952	400 Ahnaip Street, Suite 100 Menasha, WI 54952
7. 2023 Total Population	Population of ECWRPC Region and Target Areas: <ol style="list-style-type: none"> <li>1. Region = 682,115               <ol style="list-style-type: none"> <li>a. Winnebago County = 171,357</li> <li>b. Waupaca County = 51,714</li> <li>c. Fond du Lac County = 104,053</li> <li>d. Shawano County = 40,927</li> <li>e. Menominee County = 4,256</li> </ol> </li> <li>2. Target Area Census Tracts = 24,363               <ol style="list-style-type: none"> <li>a. Oshkosh Sawdust District = 2,158</li> <li>b. Neenah Downtown West = 5,058</li> <li>c. Waupaca Downtown Gateway = 5,809</li> <li>d. New London Library/Museum = 6,030</li> <li>e. City of Clintonville = 5,308</li> </ol> </li> </ol> <p>Source: American Community Survey (ACS) 2023</p>	

8. Other Factors	Narrative Page #(s)
Community population is 15,000 or less.	Priority Sites 3 & 4 page 3
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	1
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).	Priority Sites 1, 2, 4 pages 2-3
The priority site(s) is in a federally designated flood plain.	Priority Sites 1 & 4 pages 2-3
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	page 4
The reuse of the priority site(s) will incorporate energy efficiency measures.	page 4
The proposed project will improve local resilience to the impacts of extreme weather events and natural disasters.	page 4
At least 30% of the overall project budget will be spent on eligible reuse/area-wide planning activities, as described in <a href="#">Section 3.A.(2)</a> , for priority site(s) within the target area(s).	89% of project budget is site-specific work Page 9
The target area(s) is located within a community in which a coal-fired power plant has recently closed (2015 or later) or is closing.	N/A
9. Letter from State Environmental Authority	See attached letter from the Wisconsin Department of Natural Resources
10. Releasing Copies of Applications	n/a; the application does not have confidential, privileged, or sensitive information

# Sawdust District Oshkosh, Winnebago County



# Neenah Downtown - West Neenah, Winnebago County



# Downtown Gateway Block Waupaca, Waupaca County



# Riverfront Clintonville Clintonville, Waupaca County





January 16, 2026

Melissa Kraemer Badtke  
Executive Director/MPO Director  
East Central Wisconsin Regional Planning Commission  
400 Ahnaip Street, Suite 100  
Menasha, WI 54952  
*Via Email Mail Only to [mbadtke@ecwrpc.org](mailto:mbadtke@ecwrpc.org)*

**Subject: State Acknowledgement Letter for East Central Wisconsin Regional Planning Commission  
FY26 EPA Community-Wide Assessment Grant**

Dear Melissa Kraemer Badtke,

The Wisconsin Department of Natural Resources (DNR) acknowledges the application of the East Central Wisconsin Regional Planning Commission (ECWRPC) for the U.S. Environmental Protection Agency (EPA) brownfield grant identified above.

The DNR is fully committed to a collaborative partnership with the ECWRPC 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 N. Chronert, Policy and Program Operations Director  
Remediation and Redevelopment Program  
Wisconsin Department of Natural Resources

cc:

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## **(1) PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION**

### **Target Area and Brownfields**

#### **a. Overview of Brownfield Challenges and Description of Target Area:**

The geographic boundary for this application encompasses five counties within the East Central Wisconsin Regional Planning Commission (ECWRPC) seven-county region. These include Winnebago, Waupaca, Fond du Lac, Shawano, and Menominee Counties and Menominee, Ho-Chunk, and Stockbridge-Munsee Tribal lands. While Outagamie and Calumet Counties have a successful brownfields program with dedicated staff, many communities within the remaining counties lack the capacity, financial resources, and environmental expertise necessary to identify, assess, and plan for the reuse of brownfield sites. This application is intended to address that regional gap by expanding brownfields capacity across both urban and rural communities that have historically been underserved in environmental assessment and redevelopment efforts. Today, the Wisconsin Department of Natural Resources (WDNR) has identified more than 3,500 brownfield or contaminated sites within the five-county geographic area, with additional sites suspected of contamination based on historic land uses. Sites are found in former industrial districts, highway commercial areas, along our shorelines, and throughout downtowns from large cities to rural villages. Common contaminants of concern associated with historic regional land uses include petroleum hydrocarbons, volatile organic compounds (VOCs), polycyclic aromatic hydrocarbons (PAHs), heavy metals, industrial solvents, and asbestos-containing materials (ACM). In many cases, environmental uncertainty, rather than confirmed contamination, remains the primary barrier to redevelopment, particularly in smaller communities without access to professional environmental assessment services. East Central Wisconsin has a long and well-documented history of industrial, manufacturing, and agricultural activity, much of which predates modern environmental regulations. The region emerged as a statewide and national center for paper manufacturing, lumber processing, furniture production, rail-served industry, food processing, metal fabrication, petroleum storage, and agricultural support services. Industrial development was concentrated along the Fox River, Lake Winnebago, regional rail corridors, and downtown commercial districts, where paper mills, sawmills, foundries, warehouses, rail yards, dry cleaners, fuel stations, and equipment facilities supported generations of economic growth. As these industries declined, many properties were converted to secondary uses, or abandoned altogether, leaving behind a legacy of vacant, underutilized, and environmentally challenged sites. Within this regional boundary, ECWRPC has identified several target areas located in the Cities of Oshkosh, Neenah, Waupaca, and Clintonville, each encompassing one or more Census Tracts (CTs) with shared historic development patterns and redevelopment challenges. Demographic analysis of these target areas indicates lower household incomes, elevated poverty rates, older housing stock, and higher proportions of elderly and youth populations. These conditions, combined with proximity to ongoing industrial uses and transportation corridors, contribute to health concerns for sensitive populations including 11% crude asthma prevalence in adults in and blood lead reference levels in children higher than the Center for Disease Control's (CDC) previous nationally accepted level of 5.0 micrograms per deciliter (now 3.5 ug/dL), in all target areas<sup>1</sup>. Without targeted assessment and planning assistance, these communities face continued disinvestment, prolonged exposure to environmental risk, and limited access to redevelopment opportunities. Even where redevelopment interest exists, the cost and complexity of environmental assessment frequently prevent communities from advancing projects or leveraging private investment. As a result, properties with strong locational advantages, such as downtown gateways, waterfront sites, and former industrial parcels, remain underutilized. Target areas identified in this application contain clusters of former industrial, commercial, and service-related properties supported by existing infrastructure and adopted local plans. However, unresolved environmental conditions continue to limit reinvestment and redevelopment. These areas illustrate a broader regional pattern in which brownfields constrain housing development, economic diversification, public access to waterfronts, and downtown revitalization. ECWRPC believes that a regionally coordinated, community-wide brownfields program, supported by EPA funding, will significantly expand local capacity, reduce redevelopment risk, and improve environmental decision-making across the East Central Wisconsin Region. ECWRPC will conduct brownfield inventory activities, Phase I and II Environmental Site Assessments, and redevelopment and reuse planning necessary to redevelop blighted and abandoned brownfields, helping restore economic vitality. ECWRPC will prioritize sites that align with local comprehensive and master plans, advance economic development and housing goals, and address disproportionate impacts to economically impoverished areas. This collaborative approach will ensure that communities, regardless of size or staffing capacity, can equitably access brownfields resources and participate in the region's long-term revitalization.

**Table 1. Number of Brownfield Sites in Geographic Area**

County	Open Activity	Closed Activity	Continuing Obligations Apply	Affected by Contamination from Another Property
Fond du Lac	27	579	256	134
Menominee	1	12	3	0
Shawano	13	276	120	49
Waupaca	16	266	110	92
Winnebago	57	916	395	236
<b>Total</b>	<b>114</b>	<b>2049</b>	<b>884</b>	<b>511</b>

<sup>1</sup> WI DHS Lead-Safe Wisconsin: Childhood Lead Poisoning Data

**Table 2. Target Areas & Priority Sites**

Target Area	Census Identifier	Brownfield Sites within Target Area			
		Open	Closed	Continuing Obligations	Priority Brownfield Sites
Oshkosh Sawdust District	CT 5139001200	6	44	25	700 S Main Street 900 Block of S Main St between 9 <sup>th</sup> & 10 <sup>th</sup> Ave 1000 Block of S Main St between 10 <sup>th</sup> & 11 <sup>th</sup> Ave
Neenah Downtown West Corridor	CT 5139003300	4	71	40	355 Millview Drive – Arrowhead Park 100-600 block Main St between Neenah slough & Millview Dr 200-300 block of Smith St between railroad & Brien St
Waupaca Downtown Gateway Block	CT 5135101000	2	2	17	219 & 205 W Fulton St
Clintonville Riverfront	CT 5135101100	1	-	19	19 S Main St
<b>Total</b>		<b>13</b>	<b>117</b>	<b>101</b>	

**b. Description of the Priority Brownfield Site(s):**

**Priority Site #1: Sawdust District – South Shore Gateway Area**

The Sawdust District (~106 acres), located within the City of Oshkosh (population 66,081 - ACS 2023), is a historic industrial area located along the south shore of the Fox River at its confluence with Lake Winnebago, immediately adjacent to Downtown Oshkosh. The District contains a concentration of former lumber, manufacturing, rail, and waterfront industrial properties that are now vacant or underutilized with suspected or documented brownfield conditions typical of legacy industrial development. Potential contaminations of concerns include petroleum (fuel oil), industrial chemicals, PAHs, heavy metals, and volatile organic compounds (trichloroethylene (TCE) & chlorinated solvents)<sup>2</sup>. These contaminants pose environmental risks from soil, groundwater and surface water contamination. Human health risks associated with these contaminants include potential inhalation of hazardous vapors. The VOC, TCE, poses a short-term or acute health risk in indoor air at certain concentrations that justifies expedited assessment, investigation and mitigation<sup>3</sup>. This priority site is located partially within a federally designated floodplain, increasing the importance of addressing environmental uncertainty prior to redevelopment. Previous funds have been used for environmental assessments, testing, and limited environmental cleanup, including the removal of above and underground storage tanks. However, soil and groundwater contaminant exceedances have persisted. This area has already demonstrated strong redevelopment potential through successful brownfield projects, including the removal and redevelopment of the former Buckstaff manufacturing complex and the Mill on Main riverfront redevelopment. These projects illustrate how environmental assessment and public investment can catalyze reinvestment in legacy industrial areas. While there is momentum, much of the District remains a mix of former industrial parcels, vacant land, railroad property, and aging infrastructure that continues to face environmental uncertainty. Targeted environmental assessment will reduce redevelopment risk, support coordinated planning across multiple sites, and enable future mixed-use and residential development consistent with the Sawdust District Master Plan and the City’s revitalization efforts, while ensuring protection of public health and environmental resources.

**Priority Site #2: Neenah Downtown West Corridor**

The Neenah Downtown West site (~87 acres) encompasses the City of Neenah’s (population 27,360 – ACS 2023) downtown core, including all of Tax Increment District (TID) No. 10, Arrowhead Park, and adjacent riverfront and redevelopment sites along the Fox River and Little Lake Butte des Morts. This area includes 135 Millview, a former warehouse and papermill location suspected of contamination, anticipated to be acquired by the City in early 2026. Additional former industrial, waterfront, and underutilized properties present suspected or known brownfield conditions. The northern limits of the target area along Little Lake Butte des Morts & the Neenah Slough are located within a federally designated floodplain. Potential contaminants of concern at this priority site include chlorinated solvents, VOCs (Trichloroethylene, Tetrachloroethene, Benzene, Dichlorobenzene, Monochlorobenzene) and petroleum<sup>4</sup>. These contaminants pose environmental risks from soil, groundwater and surface water contamination. Human health risks associated with these contaminants include potential inhalation of hazardous vapors and exposure through contaminated groundwater and soil, potentially causing health issues. Environmental assessment will support demolition of obsolete structures and prepare sites for development. Assessment activities will support continued reinvestment around Arrowhead Park, a former mill sludge disposal site, being transformed into a regional destination for recreation, green space, and waterfront access along Little Lake Butte des Morts. Advancing reuse across the Downtown West Corridor will strengthen Neenah’s downtown core by expanding housing supply, improving walkability and riverfront connectivity, and protecting public health and environmental resources.

<sup>2</sup> WDNR Bureau for Remediation & Redevelopment Tracking System

<sup>3</sup> US EPA Document #740-R1-4002, TSCA Work Plan Chemical Risk Assessment Trichloroethylene

<sup>4</sup> WDNR Bureau for Remediation & Redevelopment Tracking System

### **Priority Site #3: Waupaca Downtown Gateway Corridor**

Located within the City of Waupaca, (population 5,872 – ACS 2023) 205 & 219 W Fulton Street (~1.6 acres) along with two adjacent municipal public safety facilities, form a full city block at a key gateway into downtown Waupaca. Both properties have a history of automotive-related uses, including former gasoline service stations and auto repair operations. The property at 205 W Fulton Street is currently vacant and is known to have residual contamination requiring further environmental assessment prior to redevelopment. The adjacent property at 219 W Fulton Street, contains a building currently leased for office use and has multiple closed cases with the WDNR. Known contaminants of concern at these sites include VOCs (Tetrachloroethene), chlorinated solvents, and petroleum (leaded and unleaded gasoline)<sup>2</sup>. The sites have been capped, however further cleanup and assessment will be necessary in order to redevelop the properties. Further environmental assessment, including groundwater and soil sampling, will be used to identify and map the extent of contamination across the block, reduce uncertainty, and support evaluation of site acquisition for the remaining privately controlled parcels. Clarifying environmental conditions at a block scale will allow the City to assess the feasibility of future redevelopment scenarios. Advancing assessment and reuse planning at this location will support informed decision-making for a project that strengthens downtown connectivity, enhances land use efficiency, and aligns with local comprehensive plan goals.

### **Priority Site #4: Clintonville Riverfront**

Located downtown in the City of Clintonville (population 4,850 – ACS 2023), this vacant site (~1.1 acres) is now owned by the City. The former “Merc Building,” a grocery and dry goods store, is located at the intersection of South Main Street & 11<sup>th</sup> Street along the Pigeon River and completely within a federally designated floodplain. Contaminants of concern include lead and PAHs, which were identified during a Phase II ESA completed in 2022<sup>5</sup>. Exposure to lead and PAHs can have serious adverse health effects, especially in children. The building has been removed and is being utilized for downtown parking and has an electric vehicle (EV) charging station. Due to the site being situated along the Pigeon River and downtown, it has great redevelopment potential for the City. The Downtown Clintonville Revitalization Plan, adopted in 2018, indicates long-term plans to extend the Riverwalk south to Olen Park, physically linking the community’s primary park with downtown and improving access to the river corridor. The City received grant funding in 2025 to kick-start planning for development, however more funding is necessary to fully assess the environmental contamination and cleanup needed at the site through an ABCA and site reuse assessment. Assessment-informed reuse will allow future development to better address floodplain conditions, shoreline stability, and stormwater management while supporting reinvestment in the downtown core. Reuse outcomes focus on river-oriented infill development and activating spaces for public use.

#### **c. Identifying Additional Sites:**

An initial inventory of existing brownfields sites has been completed by WDNR, however, there are additional suspected contaminated sites within the region based on historic land use. While sites pose environmental concerns and human health risks, they also have redevelopment potential. ECWRPC will connect with Counties and local municipalities to identify additional sites, creating a brownfields site inventory. GIS (Geographic Information System) and other staff at ECWRPC will create and maintain the inventory, including creation of community engagement page and map for public viewing. Community members will have the opportunity to submit sites of concern with any relevant information known about the site. A Brownfield Project Team (Team) will be formed including Economic Development and Environmental Management Planners, and Environmental Consultants (Qualified Environmental Professionals) contracted through the grant. ECWRPC’s existing Economic Development and Environmental Management Standing Committees will provide support and guidance. The identified sites through the inventory will then proceed through an evaluation which will the Team will prioritize and rank additional brownfield sites based on specific criteria seen below. Additional sites in the region have already been identified, should one of the priority sites become a non-viable site for use of the funding. Each site would be ranked and/or scored based on the following criteria: 1) Proximity to waterways & wetlands or within federally designated floodplain, 2) Known or suspected environmental contamination (soil, groundwater, etc.), 3) Known or suspected contaminants that pose immediate human health risk, 4) Current or historic land use, 5) Redevelopment potential including location and readiness for development, 6) Located within an area with high susceptibility to groundwater contamination, 7) Aligns with local land use & comprehensive plans, 8) Proximity to a school or childcare facility, & 9) Located within areas of persistent poverty.

#### **Revitalization of the Target Area d. Reuse Strategy and Alignment with Revitalization Plans:**

The ECWRPC Community-wide Brownfields Assessment Grant is intentionally aligned with adopted regional and local plans that identify brownfield identification, assessment, and reuse as necessary steps to responsible land use, redevelopment, and long-term community resilience. At the regional level, the Comprehensive Economic Development Strategy (CEDS) establishes brownfield redevelopment as a clear priority. Under Goal 3: Objective 3.4 calls for ECWRPC to “assist efforts in the region that address brownfield identification and redevelopment.” This grant directly implements that objective by providing environmental assessment capacity to communities that otherwise lack the resources to advance redevelopment. In addition, ECWRPC is currently preparing an updated Regional Comprehensive Plan, scheduled for adoption in 2026. Through the Steering Committee process, one of the identified regional goals is the reuse, redevelopment, and identification of brownfield and underutilized properties, reinforcing the importance of this program as an implementation tool for emerging regional land use and reinvestment priorities. At the local level, priority areas in Oshkosh and Neenah are supported by adopted plans that explicitly link redevelopment to former industrial and brownfield properties. The Sawdust District Master Plan in Oshkosh

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<sup>5</sup> [WDNR Bureau for Remediation & Redevelopment Tracking System](#)

identifies redevelopment of legacy industrial land along the Fox River as a catalyst for downtown expansion and riverfront access, recognizing environmental assessment as a prerequisite to implementation. In Neenah, the Waterfront Design and Development Master Plan and Arrowhead Park Conceptual Master Plan prioritize reuse of former industrial and landfill-impacted sites, with goals emphasizing waterfront access, redevelopment of underutilized land, shoreline protection and resilient infrastructure, of which depends on addressing environmental conditions prior to redevelopment. Collectively, these plans establish a clear planning framework in which brownfield assessment is not speculative, but a necessary and plan-driven step toward implementation.

**e. Outcomes and Benefits of Reuse Strategy** The outcomes of this reuse strategy focus on reducing redevelopment risk, enabling infill development, and supporting reinvestment in downtown and riverfront areas while protecting public health and natural resources. Across both urban and rural priority areas, environmental assessment will allow communities to move from planning concepts to implementation-ready redevelopment.

**Urban Priority Areas: Oshkosh and Neenah** - In Oshkosh and Neenah, assessment activities will support coordinated reinvestment in established downtown and waterfront districts where former industrial uses, fill areas, and aging infrastructure create environmental uncertainty. In Oshkosh, assessment and reuse planning will support a redevelopment framework encompassing approximately 23.5 acres of targeted redevelopment sites across the Sawdust District, South Shore Gateway Area, and South Main Street corridor, including entertainment and hospitality uses, mixed-use development with first-floor commercial and multi-story residential, residential infill, and expanded public space. In Neenah's Downtown West Corridor, assessment activities will support a coordinated program encompassing approximately 42.5 acres of identified redevelopment sites, including significant parkland expansion, mixed-use development, high-density multifamily housing, and residential infill. Collectively, assessment-enabled redevelopment across both communities has the potential to support approximately 800 to 1,100 new housing units, leverage \$135 to \$185 million in private investment, and create 400 to 650 permanent on-site jobs, based on recent redevelopment projects and prevailing market dynamics in each corridor. Across both cities, redevelopment will emphasize improved stormwater management, shoreland buffering, flood-resilient site design, and energy-efficient building practices to reduce runoff to the Fox River, improve water quality, expand public riverfront access, and strengthen downtown cores while ensuring redevelopment occurs in a manner protective of water resources. These outcomes represent the long-term redevelopment potential of the project areas, recognizing that buildout will occur incrementally.

**Rural Priority Areas: Waupaca and Clintonville** - Assessment activities will support reuse of highly visible downtown sites in small rural cities where legacy contamination constrains reinvestment and vacant properties negatively affect local economies. In communities such as Waupaca (2025 population 6,280) and Clintonville (4,653), limited tax base makes brownfield redevelopment for housing, commercial use, or public amenities especially impactful. In Waupaca, priority sites include approximately 0.73 acres suitable for residential redevelopment. In Clintonville, priority sites include approximately 0.88 acres of redevelopment area with partial infill potential and 0.18 acres of recreational land to expand riverfront trail access. Collectively, assessment and reuse planning could support approximately 20 to 40 new housing units while strengthening downtown activity and improving waterfront connectivity. Collectively, redevelopment of rural priority sites in Waupaca and Clintonville could support approximately \$3.8 to \$6.1 million in private and public investment, based on recent rural infill projects and prevailing market conditions. Redevelopment will emphasize environmental resilience and regulatory compliance. Three of the five rural priority sites are located at least partially within a federally designated floodplain. The Project Team will ensure redevelopment options comply with WDNR Chapter NR 116 Floodplain Management requirements and incorporate green infrastructure, enhanced green space, improved stormwater management, and energy-efficient design. These measures will reduce pollutant runoff, improve water quality, and support resilient, durable redevelopment that enhances quality of life and long-term community sustainability.

**Strategy for Leveraging Resources: f. Resources Needed for Site Reuse:** EPA funding would be a catalyst for securing additional funds, especially those requiring matching funds. ECWRPC receives and manages funding from a variety of sources including county, state, federal, and private grants. ECWRPC has a designated Grants Coordinator on staff to facilitate coordination with partner agencies, submittal of grant applications and managing grants and reporting. Our staff works closely with our member counties including elected officials and municipal staff to coordinate projects and secure funding for our region. ECWRPC will make every effort to secure additional funding to further our Brownfield Program and to redevelop properties. We have identified a variety of opportunities, and communicated with partner agencies, to leverage additional funds to support remediation and reuse of priority sites.

**Tax Incremental Financing District (TID).** Perhaps the most important source of funding is TIDs which can be used for environmental cleanup, demolition of buildings and infrastructure improvements needed to support redevelopment of brownfield sites.

**Wisconsin Economic Development Corporation (WEDC)** Brownfields Site Assessment Grants (SAG) up to \$150,000 with 20% match including asbestos abatement, demolition and investigation; Brownfields Grant Program up to \$250,000 to assist with the remediation of environmental contamination of abandoned, idle, or underused industrial or commercial facilities or sites; Idle Sites Redevelopment Program up to \$250,000 for redevelopment of large commercial, institutional, or industrial sites that have been idle/abandoned/underutilized for two years; Community Development Investment (CDI) Grant Program provides financial incentives for catalytic shovel-ready projects with emphasis on community-driven commercial corridors.

**Wisconsin Department of Natural Resources (WDNR)** Wisconsin Assessment Monies (WAM) up to \$20,000 for Phase I & II site assessments, NR 716 Site Investigations, and Remedial Action Planning; Ready for Reuse (R4R) for local government units, funding for: Soil Management, Excavation, Soil Vapor Extraction Systems, Cap Placement, and Groundwater Testing.

EPA Cleanup Grants provide funding to carry out cleanup activities at brownfield sites owned by the applicant. Applicants may request up to \$500,000 or up to \$4 million to address one or more brownfield sites contaminated by hazardous substances, pollutants, contaminants or petroleum. Some programs may overlap and/or come from the same federal funding source making them ineligible for utilization on the same project. ECWRPC will coordinate with agencies to identify the best use of available funding sources for each project. WDNR offers Green Team Meetings to assist with this coordination effort throughout the state. ECWRPC has a close working relationship with WDNR, WEDC, and local economic development organizations to leveraging resources and coordinate efforts.

**g. Use of Existing Infrastructure:**

The target areas and priority sites are within developed areas in each city and are served with municipal water, wastewater and storm water systems, electricity, natural gas, and existing road infrastructure. The use of existing infrastructure will reduce redevelopment costs. Some existing infrastructure within the target areas however, are in need of upgrades or replacement. The City of Neenah has confirmed lead (Pb) water service line connections to parcels within Priority Site #2, the Neenah Downtown West Corridor<sup>6</sup>. The lead service lines are in need of replacement to protect public health. Lead service line inventories have been completed in the other target area communities as well, and replacement of the lines will be considered during the reuse planning phases of the projects. The WDNR has several funding options for lead service line replacement, including grants and loan programs<sup>7</sup>. In addition, the target area communities may have sewer mainlines that are in need of replacement, which will also be a consideration during reuse planning. The WDNR also has a list of funding resources for wastewater infrastructure and green infrastructure projects that the target area communities could take advantage of<sup>8,9</sup>. Additional infrastructure needs in the target area communities includes integration of renewable energy and energy-efficient technologies, and additional green spaces and green infrastructure for promotion of water infiltration and extreme weather event resilience. These will be integrated into the reuse plans for priority sites, where deemed appropriate, by the Project Team, Environmental Contractor, and potential developers.

**(2) COMMUNITY NEED & COMMUNITY ENGAGEMENT**

**Community Need**

**Table 3. Demographic Indicators for Community Need in Target Areas<sup>10, 11</sup>**

Location	2023 Median Household Income	2023 Households Below Poverty Level (ACS 5-yr): Percent	2023 Households w/Food Stamps/SNAP (ACS 5-Yr): Percent	2023 Median Home Value (ACS 5-Yr)
Oshkosh Sawdust District CT	\$47,753	13.55%	11.16%	\$124,157
Neenah Downtown West CT	\$70,129	9%	13.37%	\$147,877
Waupaca Downtown Gateway CT	\$65,989	8.22%	9.63%	\$180,893
Clintonville Riverfront CT	\$60,219	22.1%	18.3%	\$121,277
Wisconsin	\$75,569	10.58%	10.76%	\$247,364

**a. The Community's Need for Funding**

Over the past six years, net new construction, the primary driver of allowable levy growth under Wisconsin's levy limit, has averaged approximately 1.35% in Oshkosh and 1.29% in Neenah, while Clintonville has averaged just 0.58%. This disparity highlights the structural fiscal constraints facing smaller and slower-growth communities, where limited levy capacity restricts the ability to absorb rising service demands and professional costs. None of the communities evaluated maintain in-house environmental engineering staff and must rely on contracted environmental assessment and remediation services. Constrained levy growth limits the ability to competitively procure these services or establish new technical positions in a highly competitive market for environmental professionals. By contrast, Waupaca's higher average net new construction rate of 1.68% provides greater annual levy flexibility and more consistent access to technical expertise.<sup>12</sup> These conditions underscore the need for funding to provide the technical capacity to assess, plan, and advance redevelopment of brownfield properties in levy-constrained communities. Demographic indicators in target CTs demonstrate clear and consistent disproportionate economic need when compared to Wisconsin statewide conditions. In several CTs poverty rates are nearly double the statewide average, SNAP participation reaches up to 18% of households, and median household incomes fall \$13,000 to nearly \$28,000 below the state median. These conditions are concentrated in CTs that directly correspond to priority brownfield sites and historic industrial areas, rather than being evenly distributed across the region.

**b. Health or Welfare of Sensitive Populations**

Target-area sensitive populations include those living in poverty, children, elderly populations, pregnant women, and people with a disability. Between 8-22% of households are below poverty levels in the target areas. The population of elderly (65 and

<sup>6</sup> [City of Neenah Water Utility Lead Service Line Inventory](#)

<sup>7</sup> [WDNR Lead Service Line Replacement](#)

<sup>8</sup> [WDNR Water & Wastewater Funding Sources](#)

<sup>9</sup> [WDNR Urban Nonpoint Source & Storm Water Management Grant Program](#)

<sup>10</sup> ESRI 2023 Demographics

<sup>11</sup> US Census Bureau, American Community Survey 2023

<sup>12</sup> Wisconsin Department of Revenue

over) and children (14 and below) equates to over 35% of the total population between the target areas. The average disability status between the four target areas is 15.8%, which is above the statewide percentage of 12.0%. Couple this with the target area communities relying on government food assistance as seen in 2.a., Community’s Need for Funding, and it is clear the vulnerability of these populations and importance of redeveloping these underserved areas. Lead poisoning usually results from exposure to lead paint and lead pipes, but also can be found in the soil, such as in play areas or playgrounds. Children are more prone to health effects from lead poisoning, which causes reduced IQ, learning, and behavioral issues. Studies have shown early-life exposure to air pollution increases the risk of developing asthma.<sup>13</sup> According to the National Council on Aging, among the most common chronic conditions in adults 65+ include hypertension, heart disease, cancer, COPD, and asthma<sup>14</sup>. In addition, in elderly populations asthma is typically underdiagnosed.<sup>15</sup> Generally, these sensitive populations are more at-risk when it comes to health concerns and conditions, and exposing them to factors such as environmental contaminants from brownfields sites increases their risk to a greater degree.

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

Potential ingestion, inhalation, or dermal contact with contaminated soil, water or vapor is a public health risk, especially with sensitive populations. The National Toxicology Program has a list of chemical substances that are known human carcinogens (cancer-causing). This list includes benzene, PAHs, and VOCs including trichloroethylene, which are confirmed contaminants found within the target areas<sup>16</sup>. Although the target area CT cancer rates seen below are lower than the national average, the brownfields contamination could be a risk factor contributing to cancer rates. Coronary heart disease rates reach levels as high as 8% in the target areas. Chronic obstructive pulmonary disease (COPD) rates for all target areas are at least 2% higher than the national average of 4.2%. The asthma rates for the target areas are most notably consistently higher than the national average of 8.6%, which points to potential exposure to contaminants such as benzene, VOC & PAHs.

**Table 4. 2023 Percent Crude Prevalence of Health Conditions Among Adults<sup>17</sup>**

Health Condition	Oshkosh Sawdust District CT	Neenah Downtown West CT	Waupaca Downtown Gateway CT	Clintonville Riverfront CT	U.S National Average
Cancer (non-skin) or Melanoma	7%	7.3%	9.3%	9%	10.3%
Chronic Obstructive Pulmonary Disease (COPD)	8%	6.1%	7.6%	8.7%	4.2%
Coronary Heart Disease	6.6%	5.5%	7.4%	8%	5%
Asthma	11.8%	11.4%	11.3%	11.7%	8.6%

Long-term effects of childhood lead poisoning include low IQ, learning difficulties, developmental delays, kidney and liver damage, and hearing and speech problems. Blood lead levels in the target areas ranged from 3.9% to as high as 9% in 2014-2017, with most of the CTs decreasing by 2018-2021, with the exception of Oshkosh, which almost doubled. Most lead poisoning is attributed to lead paint or lead water service lines, however additional sources of lead associated with brownfield sites increase the risk for children that are already at risk. Lead poisoning also may have long-term effects on adults, usually at a lesser rate and intensity, however there is limited data on prevalence due to the lack of testing in adults.

**Table 5. Percent of Children Under Age 6 Tested for Lead with Lead Poisoning within Target Area Census Tracts (Blood lead level greater than or equal to 5 ug/dL)<sup>18</sup>**

Year	Oshkosh Sawdust District CT	Neenah Downtown West CT	Waupaca Downtown Gateway CT	Clintonville Riverfront CT	Wisconsin
2014-2017	3.90%	4.90%	4.30%	9%	4.71%
2018-2021	6.90%	0%	3.20%	6.50%	3.64%

ECWRPC will use funding to identify, assess, and prepare sites for cleanup, recognizing that the prevalence of health conditions may be caused by the contaminants found at the brownfield sites. Completing site assessments, ABCAs, and reuse planning within the target areas will lead to a reduction in exposure of contaminants and protect public health.

**d. Economically Impoverished/Disproportionately Impacted Populations**

Median household income analysis demonstrates concentrated economic disadvantage within several CTs encompassing priority target areas when compared to Wisconsin statewide and ECWRPC regional benchmarks. These areas remain below statewide and regional medians and are located within areas experiencing elevated poverty, SNAP reliance, and environmental burdens. In the highest-need CTs, approximately one in five households relies on food assistance, reflecting limited household financial resilience and heightened sensitivity to environmental and redevelopment impacts. The convergence of elevated poverty, high reliance on food assistance, and substantially lower household incomes indicates limited household financial resilience and reduced local capacity to address environmental uncertainty without federal support.

<sup>13</sup> [Pediatric Asthma, National Library of Medicine](#)

<sup>14</sup> [National Council on Aging](#)

<sup>15</sup> [Asthma in Older Adults, Asthma & Allergy Foundation of America](#)

<sup>16</sup> [National Toxicology Program](#)

<sup>17</sup> [CDC Places](#)

<sup>18</sup> [Childhood Lead Poisoning Data, WI DHS](#)

These socioeconomic conditions heighten vulnerability to environmental exposure and constrain redevelopment readiness. As a result, targeted brownfield inventory, assessment, and redevelopment planning in these CTs is necessary to reduce redevelopment risk, advance equitable revitalization, and ensure that EPA Brownfields Community-Wide Assessment funding is directed to communities with the greatest demonstrated need and the least capacity to act independently.

**Community Engagement e. Project Involvement & f. Project Roles**

ECWRPC is a contributing member of NEW North, a regional marketing and economic development Corporation partnering with WEDC, the [State of Wisconsin](#), and representing more than 150 private Investors. Designated by the U.S. Department of Commerce’s Economic Development Administration (EDA), ECWRPC is the Economic Development District (EDD) for a 10-County Region. Through these efforts we work with the region’s County Economic Development staff and Economic Development Corporations including: Greater Oshkosh Economic Development Corporation, Fox Cities Chamber Regional Partnership, Waupaca County Economic Development Corporation, Envision Greater Fond du Lac, Shawano County Economic Development Corporation, Wolf River Development Company for Menominee Tribe. ECWRPC will work closely with these organizations and, more local economic development agencies, to implement revitalization and reuse strategies in the target areas as well as to identify other brownfields assessment sites throughout the region. If health monitoring activities are needed at a priority site, ECWRPC will collaborate with local health agencies to ensure coordinated public communication.

**Table 6. Partner Organizations**

Organization	Point of Contact	Project Involvement and Assistance Roles
New North	Rebecca Deschane (920) 336-3860, <a href="mailto:Rebecca.Deschane@thenewnorth.com">Rebecca.Deschane@thenewnorth.com</a>	Support project outreach as part of 18-county economic development organization with experience in brownfield redevelopment.
Wisconsin Economic Development Corporation	Naletta Sanchez (608) 210-6830 <a href="mailto:naletta.sanchez@wedc.org">naletta.sanchez@wedc.org</a>	Leverage state funding: SAG program for demolition on eligible sites, Idle Sites & other grants for site redevelopment.
Wisconsin Department of Natural Resources	Tom Coogan (608) 219-2148 <a href="mailto:Thomas.Coogan@wisconsin.gov">Thomas.Coogan@wisconsin.gov</a>	Green Team Meetings to discuss local plans & coordinate efforts, WAM & R4R programs. State & federal connections.

**g. Incorporating Community Input**

Within the first quarter of the award, the Brownfield Project Team (Team) will develop a Community Engagement Plan (CEP) to outline outreach efforts, engagement activities and timelines. The Team will utilize our community engagement software platform to seek and gather input about potential sites, including a method for the public to report suspected brownfield sites. The Team will review and evaluate submissions monthly, responding to all inquiries. The Team will meet quarterly to update site information, make determinations on appropriate site actions, and inform communities and the public. Additional forms of media will be used to keep the public informed at key points throughout the project and gather additional information as needed. Public meetings and direct engagement will occur in communities in which project activities are actively taking place. ECWRPC will coordinate those efforts with local stakeholders to ensure engagement activities are tailored to specific communities and lead by local officials and agencies.

**(3) TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS**

**a. Description of Tasks/Activities and Outputs:**

**Table 7. Tasks, Activities, and Outputs**

Task 1: Outreach	
a.	<i>Project Implementation:</i> ECWRPC Staff will develop a brownfields community engagement software page (CESP), and public survey, and a Community Engagement Plan (CEP), Project kick-off will begin with local government/community meetings taking place in each of our member Counties. Pop-up outreach events will take place in each of the four target areas.
b.	<i>Anticipated Project Schedule:</i> By the end of the 2 <sup>nd</sup> quarter, staff will draft the CEP, the brownfields CESP & public survey. Local government/community meetings will take place throughout the 1 <sup>st</sup> year. Timing of pop-up events will be determined by local stakeholders for each target site.
c.	<i>Task/Activity Lead:</i> Project Director & Planner
d.	<i>Outputs:</i> CEP, Brownfields CESP, 5 Local Government/Community Meetings, Public Survey, Spreadsheet of project contacts throughout region, Summary in Quarterly Reports
Task 2: Site Inventory	
a.	<i>Project Implementation:</i> Staff will work with municipalities throughout the region to identify potential brownfield sites. We will create an online site inventory & map showing location/info on known sites. Users will be able to report additional known/suspected brownfield sites including the location, historic use, suspected contamination, and any other applicable information. Identified sites through the inventory will then proceed through an evaluation which will prioritize and rank additional brownfield sites based on the specific criteria stated above.

b.	<i>Anticipated Project Schedule:</i> The inventory process will begin at the start of the project with database development, GIS mapping, and spatial analysis, completed end of 2 <sup>nd</sup> quarter. Site inventory, mapping, and the evaluation ranking process will continue through the length of the project, with field visits conducted as needed to confirm site conditions.
c.	<i>Task/Activity Lead:</i> Project Director, Planner, GIS Manager, GIS Analyst
d.	<i>Outputs:</i> Site Inventory Database & Map, Evaluation Criteria & Prioritization Strategy for Brownfields Sites
<b>Task 3: Assessment</b>	
a.	<i>Project Implementation:</i> ECWRPC will contract with environmental consultants(s) to conduct Environmental Site Assessment (ESA) activities at sites selected and ranked through the Site Inventory Task, starting first in the target areas identified in this application. ASTM-AAI compliant Phase Is; Generic Quality Assurance Project Plan (QAPP); Phase IIs which will include the Site Specific-QAPP. Monitoring & site characterization activities as deemed necessary based on assessment results Prior to assessment, site access agreements and property eligibility determinations approval will be obtained.
b.	<i>Anticipated Project Schedule:</i> Assessment activities will begin in the 3 <sup>rd</sup> quarter of the project and continue throughout the grant period.
c.	<i>Task/Activity Lead:</i> Project Director, Planner, Qualified Environmental Consultant (QEP)
d.	<i>Outputs:</i> 20 Phase I ESAs, 7 Phase II ESAs/SS QAPP, 1 generic QAPP, agreements for site assessments & property eligibility
<b>Task 4: Remediation/Reuse Planning</b>	
a.	<i>Project Implementation:</i> Environmental consultant(s) will prepare Analysis for Brownfields Cleanup Alternatives (ABCA) for sites identified to be in need of cleanup. The ABCA/Cleanup Planning will include evaluating alternatives for cleanup, cost estimates for cleanup, and remediation/reuse planning for each site. ECWRPC Staff will host visioning sessions for select sites. The QEP & ECWRPC Staff will develop Site Reuse Assessments for select sites.
b.	<i>Anticipated Project Schedule:</i> Remediation/reuse planning & visioning sessions will begin in the 5 <sup>th</sup> quarter of the project and continue throughout the grant period.
c.	<i>Task/Activity Lead:</i> QEP will lead technical aspects with oversight from Project Director & Planner
d.	<i>Outputs:</i> 10 ABCAs, 6 Site Reuse Assessment Plans, 4 Visioning Sessions, 1 Market Analysis, ACRES reporting
<b>Task 5: Programmatic Support</b>	
a.	<i>Project Implementation:</i> Cooperative agreement & grant implementation oversight to ensure compliance with EPA, financial & quarterly reporting, quarterly project team meetings, procuring QEP and any additional programmatic support for the grant term.
b.	<i>Anticipated Project Schedule:</i> Quarterly reporting to begin in the 2 <sup>nd</sup> quarter & continue through grant period, procurement of QEP to begin in 1 <sup>st</sup> quarter
c.	<i>Task/Activity Lead:</i> Project Director & Planner
d.	<i>Outputs:</i> 4 Annual Financial Reports, 16 Quarterly Reports, 16 Quarterly Project Team Meetings

**e. Cost Estimates**

**Table 8. Estimated Budget**

Budget Categories	Project Tasks (\$)					Total
	Task 1 (Outreach)	Task 2 (Site Inventory)	Task 3 (Assessment)	Task 4 (Remediation Reuse Planning)	Task 5 (Programmatic Support)	
Personnel	\$5,779.00	\$15,242.00	\$3,752.00	\$24,352.96	\$4,978.00	\$54,103.96
Fringe Benefits	\$2,667.59	\$7,035.71	\$1,731.92	\$11,241.33	\$2,297.84	\$24,974.39
Travel	\$783.00	\$435.00	\$1,218.00	\$426.00	\$0.00	\$2,862.00
Equipment	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Supplies	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Contractual	\$0.00	\$0.00	\$265,000.00	\$127,500.00	\$0.00	\$392,500.00
Construction	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Other	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Total Direct Costs	\$9,229.59	\$22,712.71	\$271,701.92	\$163,520.29	\$7,275.84	\$474,440.35
Indirect Costs	\$2,658.34	\$7,011.32	\$1,725.92	\$11,202.36	\$2,289.88	\$24,887.82

Total Budget (Total Direct Costs + Indirect Costs)	\$11,887.93	\$29,724.03	\$273,427.84	\$174,722.65	\$9,565.72	\$499,328.17
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The proposed budget reflects anticipated costs based on ECWRPC's experience implementing comparable brownfield assessment and reuse planning projects throughout the region. Cost estimates are grounded in staff time required to manage and deliver project activities, expected travel for site visits and community engagement, and contractual services procured at prevailing local market rates for environmental, planning, and design professionals. Personnel costs reflect actual hours by staff role and task, with fringe benefits and indirect costs applied in accordance with ECWRPC's approved FY 2026 Negotiated Indirect Cost Rate Agreement (NICRA). ECWRPC has a federally approved indirect cost rate of 70.57%; however, for this cooperative agreement, ECWRPC will apply a voluntarily reduced indirect rate of 46.0% to eligible costs to remain within the administrative cost limitation. A total of **\$435,222.21, or 87.16% of the total project budget**, is dedicated to site-specific work under direct costs in **Tasks 3 and 4**, ensuring that the majority of funding directly supports environmental assessment, remediation planning, and site reuse implementation. The Project Director and GIS Manager are budgeted at an average rate of \$46 per hour, Planner at \$31 per hour, and GIS Analyst at \$34 per hour. Hourly rates are multiplied by **46.16% fringe benefit rate** and **46% voluntary reduced indirect cost rate. Administrative costs total \$24,887.82 or ~4.98%.**

**Task 1 – Outreach (\$11,887.93)** Personnel (including fringe benefits): \$8,446.59 includes Project Director (67 hours) and Planner (87 hours) time supporting development of a project community engagement page and public survey, preparation of a community engagement plan, coordination and facilitation of five community/local government meetings, and participation in four pop-up outreach events. Time assumptions include meeting and event preparation, travel time, facilitation, and follow-up activities. Meetings are estimated at four hours per meeting per staff member (1 hour preparation, 1-hour round-trip travel, 2 hours meeting time). Pop-up outreach events are estimated at five hours per event per staff member (1 hour preparation, 1-hour round-trip travel, 3 hours on-site engagement). Mileage costs total \$783.00 and are based on approximately 1,080 miles of outreach travel. This assumes an average 60-mile round trip per event, two staff attending each event, and reimbursement at the federal mileage rate. Travel supports attendance at meetings and events throughout the project area. Indirect costs of \$2,658.34.

**Task 2 – Site Inventory (\$29,724.03)** Personnel (including fringe benefits): \$22,277.71 includes Project Director (52 hours) and Planner (50 hours) support for site inventory development and evaluation criteria, and GIS Manager (100 hours) and GIS Analyst (200 hours) support for database development, GIS mapping, and spatial analysis. Mileage costs of \$435.00 reflect approximately 600 miles of site review travel, equivalent to up to ten site visits. Not all candidate sites will require in-person visits; the primary method of site identification will be online engagement and database review, with field visits conducted as needed to confirm site conditions. Indirect costs of \$7,011.32.

**Task 3 – Assessment (\$273,427.84)** Personnel (including fringe benefits): \$5,483.92 includes Project Director (60 hours) and Planner (32 hours) time for contractor procurement and oversight, site access coordination, QAPP coordination and EPA review, assessment report review, reporting, and ongoing grant coordination. Contractual: Phase I ESAs (20 × \$6,000 = \$120,000); Phase II ESAs with Site-Specific QAPPs (7 × \$20,000 = \$140,000); Generic QAPP (1 × \$5,000 = \$5,000). Total Contractual: \$265,000. Contractual costs reflect typical market rates for environmental assessment services in the region. Travel: Mileage costs of \$1,218.00 reflect staff travel associated with assessment coordination and site visits (up to 28 sites), assuming an average 60-mile round trip per site reimbursed at the federal mileage rate. Indirect costs of \$1,725.92.

**Task 4 – Remediation/Reuse Planning (\$174,722.65)** Personnel (including fringe benefits): \$35,594.29 includes Project Director (283.75 hours) and Planner (191.50 hours) support for reuse planning, plan development, and facilitation of community visioning sessions, along with GIS Manager (22 hours) and GIS Analyst (42 hours) support for mapping, spatial analysis, and 3D visualizations. All site reuse plans will have community outreach and public engagement but not all will need a Visioning Session. Visioning Sessions are in person all day events that include municipal staff, chamber of commerce, economic development corporation, business owners and other community stakeholders. Contractual: ABCAs (10 × \$6,000 = \$60,000); site reuse plan technical drawings and consultant support (6 × \$10,000 = \$60,000); market analysis (1 × \$7,500 = \$7,500). Total Contractual: \$127,500. For reuse plans, consultant scope is intentionally limited primarily to architectural and landscape architectural drawings; ECWRPC will lead site identification and prioritization, draft reuse plan narratives, run all visioning sessions, and complete GIS analysis and 3D renderings in-house. Consultant reuse-plan costs assume concept-level drawing support at approximately \$100/hour (blended rate) per plan package, consistent with local market conditions for landscape architecture and planning support. Travel: Mileage costs of \$426.00 reflect approximately six reuse plan site visits and four community visioning sessions, assuming an average 60-mile round trip reimbursed at the federal mileage rate. Indirect costs of \$11,202.36.

**Task 5 – Programmatic Support (\$9,565.72)** Personnel (including fringe benefits): \$7,275.844 includes Project Director (88 hours) and Planner (30 hours) time supporting required performance reporting and considered direct costs per FY 26 Guidelines for Brownfield Assessment Grants. Indirect costs of \$2,289.88

**f. Plan to Measure and Evaluate Environmental Progress and Results**

The Project Team, including the Environmental Contractor (a Qualified Environmental Professional), will work together to ensure the project stays on track and within the grant requirements and will follow the federal regulations to administer this project. The Project Team will meet quarterly to track all outputs identified in 3.a. using an Excel spreadsheet and will report

all progress in fulfilling the scope of work, goals, and objectives to the EPA via quarterly reports. All pertinent files will be saved in a Brownfields Project folder. The Brownfield Project Manager will schedule meetings and assign tasks to each member of the Project Team to ensure outcomes are staying on track. In addition, project expenditures and activities will be tracked closely and cross-referenced with the project's schedule to ensure the grant project will be completed within the four-year time frame. Site-specific information will be entered and tracked in the ACRES database. The outputs to be tracked include the number of meetings with public and/or communities, environmental assessments, ABCAs, and site reuse assessment or other site-specific plans. The outcomes to be tracked include community participation, acres assessed, acres ready for reuse, redevelopment dollars leveraged, and assessed value added. In the event the project is not being completed in an efficient manner, the Project Team will address the problem by contacting the EPA Project Office. If necessary, a Corrective Action Plan in alignment with 2 CFR 200 will be created and followed to ensure compliance with EPA requirements.

#### **(4) PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

##### **Programmatic Capability a. Organizational Capacity, b. Organizational Structure, c. Description of Key Staff:**

ECWRPC is the designated regional planning commission under state statute (Wis. Stats. § 66.945) and will manage the following programs in 2026 through the Federal Highway & Transit Administrations, totaling over \$1.7 million: Metropolitan Planning Organization (MPO) designated governing body for Appleton/Fox Cities and Oshkosh, and staff for the Fond du Lac MPO; the Regional Transportation Program; and the Regional Safe Routes to School Program. ECWRPC is also designated by the U.S. Department of Commerce's Economic Development Administration (EDA) as the Economic Development District (EDD) operating as EDA's service provider through the Commission's Economic Development program for a 10-county region. ECWRPC will oversee a 2026 EDA Planning Partnership Grant (\$115,482) and United States Department of Agriculture (USDA) Strategic Planning and Action for Revitalizing Communities grant (\$51,943). Melissa Kraemer Badtke (23 years w/ECWRPC), Executive & MPO Director, has secured over \$5 million in federal and state grants for the transportation program, manages and provides oversight of federally funded programs, reporting requirements for Agency Audit and Federal Single Audit. Sara Otting (5 years w/ECWRPC), Controller, has held a CPA license since 2002 and manages the reporting requirement for audit and federal single audit. Joe Stephenson (2 years w/ECWRPC), Economic Development Planner, will oversee the ECWRPC Brownfields Program, and EPA Brownfields CWA grant, if funded. Carmen Ebert (1 year w/ECWRPC), Environmental Management Planner, oversees the Sewer Service Area (SSA) Planning and other environmental programs, and will assist with implementation of the Brownfields Program. Kari Hopfensperger (1 year w/ECWRPC), Grants Coordinator, experienced with leveraging funds and managing grants, will assist with grant oversight and reporting. ECWRPC maintains an online GIS Hub including Economic Development, Transportation, and Water Quality, and Regional Map Viewer (spatial data for each county). Mike Zuege (26 years w/ECWRPC), GIS Manager oversees all GIS Analysis and Visualization for ECWRPC and provides data to each of our five member Counties and local municipalities. ECWRPC is well positioned to implement a regional Brownfields Program with existing staff, has financial policies and procedures approved by the Commission Board, and follows procurement standards outlined in 2 CFR 200 along with the federal code related to that particular federal funding source.

##### **d. Acquiring Additional Resources**

ECWRPC currently has twenty full time staff, including the addition of a full time Grants Coordinator to pursue and apply for funding opportunities for various projects. ECWRPC also has contractual employee to assist with additional needs and creation of plans and organizational documents and policies including an organizational communication plan. In 2021, ECWRPC created and implemented, with assistance from a contractor, the SPARC (Strategic Planning & Action for Revitalizing Communities) Program. SPARC is a one-day workshop in which ECWRPC staff and landscape architects visit a small rural community for a downtown revitalization visioning session producing a "plan in a day" for the community to utilize for their planning and grant applications. ECWRPC has demonstrated experience working with qualified contractors for program areas when additional expertise is necessary in order to fulfill project requirements. For projects receiving federal funding, ECWRPC follows procurement standards outlined in 2 CFR 200 along with the federal code related to that particular federal funding source.

##### **Past Performance and Accomplishments f. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Financial Assistance Agreements**

ECWRPC manages the Water Quality Management Program/Sewer Service Area (SSA) Program under a contracted agreement with the WDNR, partially funded through EPA pass through funds in 2026 (\$116,000). The SSA program has been funded through a combination of state and federal funds for several decades, proving successful grant implementation and the ability to meet outcomes and reporting requirements. This program administers SSA Plans within the region through delineating environmentally sensitive areas to protect water quality, working directly with communities to ensure smart and efficient growth, and ensuring compliance with state and federal requirements. Additionally, ECWRPC was recently awarded a \$842,876 Safer Streets and Roads for All (SS4A) grant through the U.S. Department of Transportation. ECWRPC will coordinate the completion of a Highway Corridor Study, in partnership with two Counties and four local municipalities, and a Bicycle and Pedestrian Master Plan for the Appleton/Fox Cities MPO. The continuation of ECWRPC's federally funded programming proves the organization's ability to successfully manage and implement federal funds.

## **Threshold Criteria**

### **1. Applicant Eligibility**

**a.** East Central Wisconsin Regional Planning Commission (ECWRPC) is eligible to apply for the EPA Brownfields Community-wide Assessment Grant as it is a designated regional planning commission by the state of Wisconsin (**SS 66.0309**). ECWRPC is the Metropolitan Planning Organization (MPO) designated governing body for Appleton (Fox Cities) and Oshkosh and staff for the Fond du Lac MPO. ECWRPC is also the designated by the U.S. Department of Commerce's Economic Development Administration (EDA) as the Economic Development District (EDD) operating as EDA's service provider through the Commission's Economic Development program for a 10-county region.

**b.** ECWRPC is tax exempt from Federal taxation under section 501(c)(4) of the Internal Revenue Code.

### **2. Community Involvement**

ECWRPC is directly involved in our seven member counties. The basic representation on the Commission's policy body consists of three commissioners from each county with additional representatives from counties with a population of 50,000 or greater including the mayor or council president of the largest city in the county. The Executive Committee is comprised of seven members, one representative of each of the member counties. Annual Local Government meetings are held in each County and attended by the County's municipal leaders, staff and local citizens. Initial efforts for starting a region-wide Brownfields Program will be direct contact and coordination with all seven member counties, 34 Cities, 61 Villages, 153 Towns, and three tribes. Their involvement will be to identify possible brownfields to build the site inventory, assist with outreach efforts, and coordinate redevelopment projects within their local municipality/County.

Through our work in the MPOs, ECWRPC works with all jurisdictions, operating agencies and the public to carry out cooperative, continuing and comprehensive transportation and land use planning including:

- Unified Transportation Work Program
- Public Participation Plan
- Transportation Improvement Program
- Metropolitan Transportation Plan

Staff at ECWRPC participate in a multitude of partner agencies including serving as advisers and on boards and committees. Relevant to engagement for Brownfields is New North which is comprised of Economic Development organizations throughout an 18-county region. We will work closely with those organizations located in each target location, and throughout the five participating Counties, to identify possible brownfields to build the site inventory, assist with outreach efforts, and coordinate redevelopment projects in their community.

Building from our existing regional Community Engagement Guidebook, we will create a Community Engagement Plan (CEP) specific to the Brownfields Program that will outline activities to occur for each task: outreach, site inventory, assessment, remediation and reuse planning, and any post-grant actions.

Key actions will include:

- public meetings in five participating Counties including local municipalities
- pop-up events and public meetings in target areas
- utilize community engagement software to create a Brownfields page & gather public input
- media/press releases to promote the program and communicate progress to the public
- pop-up events, public meetings, and media/press releases for specific projects

ECWRPC will meet one on one with agencies, businesses, and property owners involved with prospective sites and coordinate efforts to leverage resources for individual projects.

### **3. Expenditure of Existing Grant Funds**

ECWRPC affirms that it does not have an open EPA Brownfields Assessment Grant or Multipurpose Grant.

### **4. Contractors and Named Subrecipients**

A contractor has not been procured and a subrecipient has not been named. If awarded, we will solicit requests for qualifications for qualified consultants in compliance with the fair and open competition requirements in 2 CFR Part 200 and 2 CFR Part 1500.