



Community & Economic Development Department
100 North Jefferson Street - Room 608
Green Bay, Wisconsin 54301-5026
www.greenbaywi.gov

R05-26-A-050

Phone 920.448.3400
Fax 920.448.3426

Application Information Sheet
FY26 U.S. EPA Brownfields Community-Wide Assessment Grant Application

1) Application Identification:

City of Green Bay, Wisconsin
100 North Jefferson, Room 608
Green Bay, WI 54301

2) Website URL: <https://www.greenbaywi.gov/>

3) Funding Requested:

- a. **Assessment Grant Type:** Community-wide
- b. **Federal Funds Requested:** \$500,000 in total funding

4) Location: The project will serve the City of Green Bay, WI, which is located in Brown County in the State of Wisconsin.

5) Target Area and Priority Site Information:

a. **List of Target Areas:** The Target Areas for this Community-Wide Assessment (CWA) Grant consist of four census tracts (CTs) within the City, encompassing the Velp Avenue (CT1), Shipyard (CT8), University Avenue (CT9 and CT11) and Olde Main Street (CT11) corridors. CT1 includes the Velp Avenue and portions of the North Broadway corridors, which serve as a primary western gateway to the City's downtown. This area is characterized by a concentration of underutilized and legacy industrial properties, including multiple auto salvage yards, a former rail yard, and numerous automotive repair facilities. CT8 encompasses the Shipyard and South Broadway corridors along the west bank of the Fox River in the downtown area. This census tract has a long history of heavy industrial use associated with rail and port operations, resulting in a high likelihood of environmental contamination. CT9 and CT11 cover the University Avenue corridor, with CT 11 including the Olde Main Street neighborhood. Lying east of the Fox River and north of the East River to U.S. Highway 43, these tracts contain a mix of aging commercial properties and large industrial sites, including a 44-acre former paper mill, many of which present redevelopment challenges due to their size, age, and potential environmental conditions.

b. Priority Sites:

1. C. Reiss Coal, 115 W. Mason St., 1101 State St.
2. Green Bay Drop Forge, 1381 State St.
3. Georgia Pacific Mill, 500 Day St.
4. 1400 Main St. Property, 1400 Main St.
5. Hurckman Mechanical, 1470 Velp Ave.

c. Target Area and Priority Site Map: Included as attachment.

6) Contacts:

a. Project Director:

Rebecca Finco
920-448-3395
rebecca.finco@greenbaywi.gov
City of Green Bay
100 North Jefferson, Room 608
Green Bay, WI 54301

b. Chief Executive/Highest Ranking Elected Official:

Mayor Eric Genrich
920-448-3005
eric.genrich@greenbaywi.gov
City of Green Bay
100 North Jefferson, Room 200
Green Bay, WI 54301

7) Population: 106,585

8) Other Factors Checklist:

Other Factors	Page #
Community population is 15,000 or less.	N/A
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	N/A
The 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).	1-4
The priority site(s) is in a federally designated flood plain.	3
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	4
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.	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).	N/A
The target area(s) is impacted by a coal-fired power plant that has recently closed (2015 or later) or is closing.	N/A

N/A – Other Factor is Not Applicable

9) Letter from the State Environmental Authority: A current letter of acknowledgement from the Wisconsin Department of Natural Resources (WDNR) has been included in the application packet.

10) Releasing Copies of Applications: Not applicable.

FY2026 EPA Brownfield Community-Wide Assessment Grant

City of Green Bay, Wisconsin



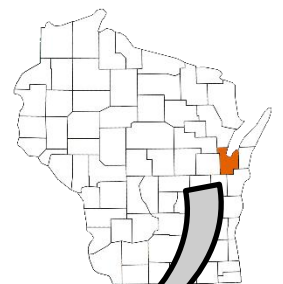
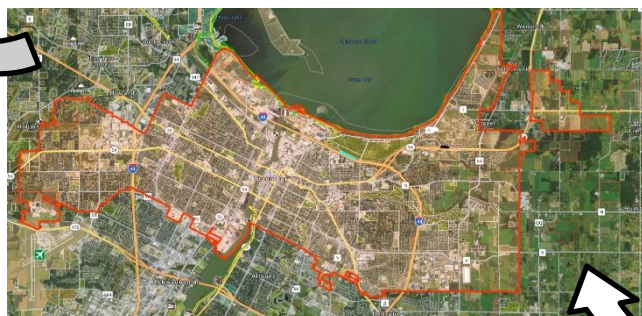
Earthstar Geographics | Sources: Esri; U.S. Department of Commerce, Census Bureau; U.S. Department of Commerce (DOC), National Oceanic and Atmospheric Administration (NOAA), National Ocean Service (NOS), National Geodetic Survey (NGS) Brown County Location within the U.S. state of Wisconsin by David Benbennick Public Domain, <https://commons.wikimedia.org/w/index.php?curid=573813>; Green Bay City Map <https://www.greenbaywi.gov/documentcenter/view/9665>

City of Green Bay

Brown County

PRIORITY SITES:

1. C. Reiss Coal
2. Green Bay Drop Forge
3. Georgia Pacific Mill
4. 1400 Main Street
5. Hurckman Mechanical





January 16, 2026

Rebecca Finco
Economic Development Specialist
City of Green Bay
100 North Jefferson Street, Ste 608
Green Bay, Wisconsin 54301
Via Email Mail Only to rebecca.finco@greenbaywi.gov

Subject: State Acknowledgement Letter for City of Green Bay
FY26 EPA Community-Wide Assessment Grant

Dear Rebecca Finco,

The Wisconsin Department of Natural Resources (DNR) acknowledges the application of the city of Green Bay (the City) for the U.S. Environmental Protection Agency (EPA) brownfield grant identified above.

The DNR is fully committed to a collaborative partnership with the City 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:

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 City of Green Bay (the City), with a population of 106,585 people, is the third-largest municipality in Wisconsin (WI) and flagship community of the Northeast region.¹ The City is located in coastal Brown County, nestled along a major freshwater estuary where the Fox River flows into the Bay of Green Bay (the Bay), an arm of Lake Michigan. The City was once the epicenter of the world's largest concentration of pulp and paper mills, enjoying many decades of prosperity with its port access for delivery of manufactured paper goods through the Great Lakes.² While residents are proud of the industrial past, historic uses have contaminated soil, groundwater, and surface water as indicated in the Fox River/Bay's status as a Superfund site ("Fox River Natural Resource Damage Assessment [NRDA]/Polychlorinated bi-phenyl [PCB] Releases") and recognition by the US Environmental Protection Agency (EPA) as a US Great Lakes Areas of Concern ("Lower Green Bay and Fox River AOC").³ The geographic boundary for this Community-Wide Assessment grant is the municipal limits of the City, with focused activities occurring in four Target Areas encompassing census tracts (CT) 1, 8, 9, and 11.

From the 1800s to the late 1970s, industrial businesses thrived within the City, providing working-class jobs to residents who lived in the adjacent neighborhoods. However, like other "rust belt" cities in the US since the 1980s, Green Bay has been forced to diversify its industrial economy to incorporate more service-based businesses. As manufacturing faltered, industrial facilities were divested or closed. Many City residents became unemployed and the former industrial properties became blighted brownfields. For decades, the presence of these brownfields stymied reinvestment in the City's downtown and adjoining corridors as evidenced by 10 CTs in the City, designated as qualified CTs, in which **over 50% of households have an income less than 60% of the area median income and/or have poverty rates of 25% or more.**¹ Seeking respite, many locals left the City center, resulting in a **10% decrease** in population in downtown neighborhoods from 2000 to 2020. However, the **City's most sensitive populations remain in these neighborhoods, including a high percentage of children under 5 years of age living in poverty (up to 45%) and disabled (up to 24%).**¹ These residents are living in older homes (many built in the early 1900s) likely to contain lead paint and asbestos building materials, and are subject to the City's highest concentrations of poverty and greatest exposure to contamination from brownfields.¹

Recognizing the need to restore economic vitality and mitigate potential health risks, the City has turned its attention to **four CTs that include Velp Avenue (CT1), Shipyard (CT8), University Avenue (CT9 and CT11), and Olde Main (CT11) corridors, which make up the Target Areas** of this community-wide assessment (CWA) grant application. CT1 borders the Bay and encompasses Velp Avenue and portions of North Broadway, a western gateway to the City's downtown. CT1 is dominated by underutilized industrial sites, including multiple automotive salvage yards, a former rail yard, and automotive repair businesses. CT8 includes the Shipyard corridor along South Broadway on the west bank of the Fox River in the City's downtown. CT8 has a long history of industrial use including rail and port facilities. CT9 and CT11 cover the University Avenue corridor. CT11 also contains the Olde Main neighborhood. These CTs lie east of the Fox River and north of the East River (a tributary of the Fox River), extending to US Interstate 43 (a critical highway connecting the City to other coastal communities in WI). CT9 and CT11 include a mix of old commercial and large industrial properties, such as a 44-acre former paper mill which closed in 2023 after over 122 years of operation, resulting in a mass layoff of 190 jobs.^{4,5}

The Wisconsin Department of Administration (WDOA) projects the City's population will decrease by 8% (~9,000 people) by 2050.⁶ Since expansion is hindered by geography (the Bay) and neighboring municipalities, population and economic growth is dependent on redevelopment of brownfields and underutilized parcels. The WDOA also notes strategic investment in housing opportunities could shift these projections. With nearly 2,000 known environmental releases within the City, per Wisconsin Department of Natural Resource (WDNR) records, the City lacks the financial resources to address brownfield burdens without support.⁷ To achieve reuse and area-wide plan (AWP) goals, the City recognizes EPA funds are essential to leverage investments to revitalize brownfields that will **address long-standing environmental and socioeconomic challenges and promote economic and environmental resiliency** in the Target Areas.

Assessment to be completed under this grant will remove the barriers (i.e. liability, financing, uncertainty) hindering redevelopment in the Target Areas. As described in Section 1.d, the City's reuse plans for each of the Target Areas will guide this project and redevelopment of priority brownfields will address the City's greatest project needs, which include: (1) increasing affordable and diversified housing options to support rebuilding the downtown commercial districts; (2) expanding commercial and industrial opportunities for economic growth and additional employment opportunities; and (3) increasing greenspace and local multi-modal trail networks to connect the community to the vast waterways.

1.b. Description of the Priority Brownfield Site(s): As part of past EPA-awarded assessment grants and AWP efforts, three comprehensive brownfield inventories identified over 145 brownfield sites in the Target Areas. These sites include numerous commercial/manufacturing facilities, gas stations, dry cleaners, and auto repair facilities which pose known risks to human health and the environment from hazardous substances and petroleum spills.⁸ **Five Priority Sites were selected based on their size, proximity to sensitive populations and waterways, redevelopment potential, and alignment with adopted reuse plans.** These sites represent the most significant opportunities to advance environmental cleanup and catalyze reinvestment in the Target Areas. **Table A** summarizes the Priority Sites, including acreage, historic and current use, known or potential contaminants of concern, and reuse rationale.

¹ <https://www.policymap.com/> 2019-2023 data available online via subscription

² <https://www.wipaper.org/>

³ <https://www.epa.gov/great-lakes-aocs/lower-green-bayfox-river-aoc>

⁴ <https://www.greenbaypressgazette.com/>

⁵ <https://dwd.wisconsin.gov/>

⁶ 2025 Green Bay Housing Market Study (DRAFT)

⁷ <https://apps.dnr.wi.gov/rbotw/botw-search>

⁸ Stantec. University Avenue Brownfield Inventory (10/2013); Velp Avenue Brownfield Inventory (8/2018); Shipyard Corridor Brownfield Inventory (10/2020)

Table A: 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
Priority Site 1: C. Reiss Coal 115 W. Mason St. & 1101 State St. (CT8)			
2 parcels 35.29 acres	Coal storage and transferring facility on Fox River since 1880s.	PAHs, RCRA metals, PVOCs, (possible PFAS)	This site has high redevelopment potential due to its size and location along the Fox River. Cleanup will pave the way for residential, commercial, and recreational uses that will stimulate the economy, add housing, and expand waterfront greenspace. Reuse will also improve water quality of the Fox River and complement ongoing brownfield redevelopments nearby such as the Shipyard and Badger Sheet Metal Projects.
Priority Site 2: Green Bay Drop Forge 1341 State St. (CT8)			
1 parcel 11.67 acres	Metal forging facility since early 1900s. The City acquired in 2025 and is leasing back to the former owners.	PAHs, RCRA metals, CVOCs & PVOCs	Reuse potential is similar to that of Priority Site 1 in that the size and location along the Fox River are suited to provide significant improvements to economically distressed neighborhoods by providing new housing options, jobs, and waterfront access. The City negotiated acquisition of the site and relocation of the current business to another City industrial park to repurpose this prime real estate for better use.
Priority Site 3: Georgia Pacific Mill 500 Day St (CT9)			
1 parcel 44.27 acres	Vacant paper mill which ended operations in 2023 after 122 years.	PAHs, RCRA metals, PVOCs, (possible PFAS)	Situated near low-income neighborhoods, this site is large and recently rezoned to promote efficient redevelopment for expanded commercial and recreational use while maintaining some space for industrial development. Redevelopment will stimulate economic growth in a distressed location through job creation and will offer quality of life improvements for area residents by providing waterfront amenities.
Priority Site 4: 1400 Main Street (CT11)			
1 parcel 0.93 acres	Vacant former industrial and commercial lots.	PAHs, RCRA metals, PVOCs	Adjacent to the East River and within 500 ft of residential homes, this site is currently blighted with potential to connect segments of the East River Trail and promote healthy recreation. Redevelopment into a public park would improve East River water quality and provide entertainment and mobile vending spaces lacking in the Olde Main Neighborhood.
Priority Site 5: Hurckman Mechanical 1470 Velp Ave. (CT1)			
1 parcel 3.76 acres	Vacant lot formerly an automotive salvage yard.	PAHs, RCRA metals, PVOCs	This site is vacant and undeveloped but ready to accept mixed-use commercial and industrial operations that will address the community need to provide living wage jobs, which will increase economic development in this low-income part of the community.

KEY: PAHs = polycyclic aromatic hydrocarbons; RCRA = Resource Conservation and Recovery Act; VOCs = volatile organic compounds; PVOCs = petroleum VOCs; CVOCs = chlorinated VOCs; PFAS = Per- and polyfluoroalkyl substances

1.c. Identifying Additional Sites: The City has completed brownfield inventories for Velp Avenue (CT1), Shipyard (CT8), and University Avenue corridors (portion of CT9) as part of previous EPA-funded assessments and reuse planning. Properties other than the Priority Sites will be selected from this inventory of previously identified sites and prioritized by the City’s Redevelopment Authority (RDA). The RDA is a quasi-governmental body established in 1967 to combat blight, promote economic growth, and revitalize struggling urban areas by planning and implementing redevelopment projects and programs. As such, the RDA is tasked with providing oversight of the City’s Brownfields programs and has served as the Brownfield Advisory Committee (BAC) for the past decade. City staff will initially screen sites for funding eligibility by conducting desktop studies and/or windshield surveys to verify existing site conditions. Staff will then consult with local developers and other stakeholders to clarify development potential for each site. Following initial screening, RDA will prioritize sites based on: (1) severity of environmental conditions/impact on the community; (2) redevelopment feasibility/potential; (3) alignment with City reuse plans; and (4) ability to address community needs. The City has successfully used this process for site selection and prioritization for past EPA-funded grants but also realizes site prioritization is an ongoing process. Site prioritization will occur at monthly RDA meetings.

Revitalization of the Target Area – 1.d. Reuse Strategy and Alignment with Revitalization Plans: Reuse of each Priority Site has been identified in one or more of the City’s strategic revitalization and reuse planning efforts over the past decade and assessment under this grant is the necessary next step to implement those plans. Specifically, the City has engaged in AWP efforts to address socioeconomic and environmental issues in the City’s Target Areas. The City’s challenge is now implementing and advancing these plans, understanding that assessment of brownfields in these Target Areas is the crucial first step to meet the objectives of each AWP. The *Shipyard Corridor Redevelopment Plan* (Shipyard Plan) was approved in 2021 and identifies brownfield redevelopment opportunities within the **CT8 Target Area**.⁹ *The Shipyard Plan* will be executed through four major redevelopment opportunities (the Shipyard, C. Reiss Coal [Priority Site 1], Green Bay Drop Forge [Priority Site 2], and Badger Sheet Metal [ongoing EPA cleanup grant] sites). The RDA’s \$50M public Shipyard redevelopment is currently under construction with support from the EPA’s Cleanup and Great Lakes Restoration Initiative grants. EPA Brownfields Assessment funding was instrumental in improving the Shipyard’s 15 acres of brownfields along the Fox River from vacant industrial land to redevelopment-ready sites. The project will deliver major public amenities, including riverfront access, recreation areas, and event space, along with 225 units of workforce housing and supporting retail. The success of the Shipyard redevelopment demonstrates the capacity of the City and RDA to effectively utilize EPA Brownfields Assessment grants to move complex sites through assessment, cleanup, and redevelopment. The City has

⁹ *Shipyard Corridor Redevelopment Plan*, <https://www.greenbaywi.gov/>

consistently leveraged assessment funding to attract additional EPA cleanup dollars, reduce financial risk, and catalyze transformative reinvestment in environmentally challenged properties. This proven track record positions them to immediately deploy assessment funds to generate measurable environmental, economic, and community benefits.

One block south of the Shipyard, the City is negotiating for the cleanup/reuse of the 35.29-acre C. Reiss coal transfer facility situated along the Fox River in the **CT8 Target Area (Priority Site 1)**. Over \$57.4M has been secured (\$2.2M committed by the City) to relocate the current facility to a more suitable location, an industrial corridor and location of the former Pulliam power plant site near the mouth of the River in CT1. Significant assessment work is needed at the C. Reiss site prior to the proposed public recreation, multi-family residential, small commercial, and/or clean industrial redevelopment. Property values following redevelopment are expected to rise by \$145M.

The 11.67-acre Green Bay Drop Forge site (**Priority Site 2**), purchased by the City in 2025, is also in the **CT8 Target Area** and situated along the Fox River. As part of the City's purchase agreement, the site is currently being leased back to Green Bay Drop Forge, a 112-year-old metal forging business, as they construct a new \$20M factory in the City's industrial park. Initial assessment activities were completed prior to acquisition using the City's FY23 CWA grant; however, due to long-time industrial use and complex environmental history, additional assessment is needed to develop a remedial action plan for future reuse. City reuse options range from industrial to expanding commercial/residential developments to this part of the City to take advantage of the waterfront access, addressing a key Target Area need.

In 2013, EPA funded the **University Avenue Corridor Brownfields Redevelopment Plan** identifying the Georgia Pacific Mill as a catalyst site within the **CT9 Target Area (Priority Site 3)**, a 44.27-acre 122-year-old paper mill situated at the confluence of the East and Fox Rivers. To offset the 2023 plant closure and the loss of 190 jobs, the City has already started positioning the site for redevelopment and has rezoned the property to allow for redevelopment as a combination of housing, commercial space, light industrial, and public waterfront access. These plans align specifically with University Avenue Corridor goals to: (1) *"encourage a profitable, positive, and safe environment by redeveloping the corridor with coexisting industrial, retail, commercial, and residential land uses"*; and to (2) *"target new land uses to fill and improve vacant and underutilized sites"*.¹⁰ The City will use grant funds to conduct assessments and reuse planning for the site. Redevelopment and site cleanup will increase the tax base and provide modern housing/jobs in this area of the City.

Situated in the **CT11 Target Area**, 1400 Main Street (**Priority Site 4**) is a vacant 0.93-acre parcel adjacent to the East River. Commercial businesses including a drycleaner, restaurants, and retail stores formerly occupied the site which the City seeks to transform into a community greenspace suitable as a small outdoor entertainment venue, trailhead, and mobile food hub. Per the **Olde Main Street Design Plan**, redevelopment of the site to public green space fulfills the plan goal to *"preserve and improve green space at the corner of Main and Baird Streets"*.¹¹ According to the City's **Park, Recreation, and Open Space Plan**, public parks and recreation should ensure all individuals have access to quality programs, facilities, and spaces that enhance their lives and communities, a value shared with the National Recreation and Park Association.¹²

Situated on the City's northwest side, Velp Avenue is a main artery into the City's downtown core and the primary transportation route in the **CT1 Target Area**. According to the **Velp Avenue AWP** developed in 2017, the corridor is dominated by industrial properties often situated incompatibly with small commercial and residential parcels.¹³ One of these industrial sites is the 3.76-acre former Hurckman Mechanical automotive salvage yard (**Priority Site 5**). The site is currently vacant and underutilized with known soil and ground water impacts. A planned mixed-use commercial and light-industrial future for the Site will fulfill the Velp Avenue AWP goals of: (1) *"providing a gateway to jobs and opportunities"*; (2) *creating an appealing public realm*; and (3) *fostering a bustling hub of economic activity* along the corridor.

In addition to the various plans and community priorities described above, the City relies heavily on its **Comprehensive Plan** to guide redevelopment within the City. Reuse plans for each Priority Site align with the City's Comprehensive Plan goal to *"...promote sustainable/inclusive neighborhoods, provide a range of housing options, preserve community character, and enhance quality of life for residents."*¹⁴ The Comprehensive Plan also ensures compliance with Wisconsin's Smart Growth requirements and provides leaders with guidance to assess policy and development proposals. Priority Sites 1, 2, and 4 are located partially within a federally designated floodplain. Per the Comprehensive Plan, reuse planning will consider management of flood waters to provide solutions to address contamination.

1.e. Outcomes and Benefits of Reuse Strategy: The reuse strategy for the Priority Sites will foster economic growth within the Target Areas through new or adaptive residential, commercial, industrial, and recreational uses following site remediation. The City's revitalization initiatives are set to safeguard the community and their investments, ensuring that existing residents and businesses are not displaced. Environmental assessments and cleanup planning under this grant will decrease redevelopment uncertainties, enabling the City to generate these benefits/outcomes.

- **Economic Development Stimulation:** Focus will be on redeveloping underutilized parcels (**Priority Sites 3, 4, and 5**) to attract new businesses, promote living-wage employment opportunities, and raise median household incomes and property values. The Target Areas overlap three of the City's Tax Increment Districts (TIDs), a funding mechanism attractive to developers that dramatically increases the likelihood of sites advancing beyond assessment to desired cleanup and redevelopment. **Priority Sites 1, 2, and 5** also lie within federally designated Opportunity Zones (OZs) which encourage long-term investments in low-income communities nationwide through tax incentives for re-investment of

¹⁰ Green Bay University Avenue Corridor Brownfields Redevelopment Plan, <https://www.greenbaywi.gov/>

¹¹ Olde Main Street Design Plan, <https://www.greenbaywi.gov/>

¹² Park Recreation & Open Space Plan, <https://www.greenbaywi.gov/>

¹³ Velp Avenue Area Wide Plan, <https://www.greenbaywi.gov/>

¹⁴ Go Big Green Bay 2050 Comprehensive Plan, <https://www.gobiggreenbay.com/>

- unrealized capital gains into “Opportunity Funds” that fuel economic growth and job creation. EPA funds will also help pivot Priority Sites, as well as other unproductive in-fill sites into community assets by reducing planning uncertainties.
- **Expanding/Diversifying Housing Options:** The City understands the need for additional housing options, especially for low-to-moderate income (LMI) households and the local workforce. The City’s 2025 Housing Market Study identifies a shortage of 2,795 rental units affordable to households earning 30% or less of Area Median Income, demonstrating a significant gap in housing supply for the City’s lowest-income residents.¹⁵ Therefore, the City has proposed to promote residential options to be a part of redevelopment of **Priority Sites 1 and 3** with housing also a possible option for **Priority Site 2**. Additional housing in the Target Areas will address the City’s workforce and LMI housing burden. To keep living costs low for LMI tenants, all new construction will be encouraged to incorporate energy efficiency measures to qualify for Leadership in Energy and Environmental Design (LEED) certification. Studies indicate that buildings constructed to LEED standards contribute 50% fewer greenhouse gases compared to conventional construction and 25% less energy use over conventional buildings. These efficiencies are passed along to tenants via lower utility bills.¹⁶
 - **Enhancing Green Space/Increasing Recreational Connectivity:** Brownfield assessment will expand and improve access to the City’s waterways by converting former industrial sites such as **Priority Sites 1, 2, 3, and 4** that were previously unsafe or inaccessible, into public green/recreational spaces. Redevelopment along the Fox and East Rivers will increase access to non-motorized trail systems that promote walk/bike-friendly routes. Connected trails alleviate crowded local roadways, reduce fossil fuel consumption, and promote wellness, all strategies established in the City’s **Parks, Recreation, and Open Space Plan** and **Safe Walk and Bike Plan**. Greenspace will also promote community gatherings and nature-based education promoting environmental awareness.
 - **Extreme Weather/Natural Disaster Resiliency:** Situated in the Upper Great Lakes region of the US, extreme weather and flooding are historically the most significant natural hazards to have impacted the City. Guided by the City’s Sustainability Commission, the City promotes policies and engineering practices that support green infrastructure and renewal energies. The Common Council has committed to 100% renewable energy and community-wide carbon neutrality by 2050, advancing these goals through solar installations at municipal facilities such as Green Bay Fire Station #5 and in downtown’s Leicht Park; efficiency upgrades across its buildings; and a municipal greenhouse gas inventory. Green stormwater infrastructure (GSI) is increasingly considered when undertaking road and commercial construction projects. GSI benefits the community by minimizing contamination migration to the Fox and East Rivers and Lake Michigan while also reducing stress on current stormwater conveyance systems, thereby improving local resilience to flooding. Buildings certified through LEED will also reduce carbon emissions and strain on local infrastructure.

Strategy for Leveraging Resources – 1.f Resources Needed for Site Reuse: Leveraging and coordinating public funding have been the cornerstones of the City’s brownfields program for the past decade. This has been achieved through a proven record of partnering with developers, private businesses, and community partners to catalyze redevelopment of high priority brownfields. The City is eligible for a broad array of federal, state, and local funding sources to support reuse of brownfield properties (Table B). Many of these funding sources will continue to be used to support assessment, cleanup, and reuse of brownfields in Green Bay. This grant will provide a catalyst for securing external funds as a “match” for state grants, resources that could not be accessed without the EPA assessment funds.

- **City’s History of Leveraging Success.** The most significant example of leveraging funding is the \$8.8M initial revitalization of the Shipyard Phase I, for which the City received \$500,000 in an EPA cleanup grant, \$1M in state grants for remediation, \$304,500 in Natural Resource Damage Assessment (NRDA) funds for outdoor recreational infrastructure and habitat improvements, and \$565,000 in EPA Great Lakes Restoration Initiative funds for green infrastructure. The remaining \$6,430,500 in project costs is being funded locally with bonded TID funds. In addition, Merge Urban Development Group has committed \$21M in private investment for a 225-unit workforce housing project with ground-floor commercial space on the site. The Shipyard project, projected as a \$50M public/private investment, all began with EPA-funded Phase I Environmental Site Assessments (ESAs) in October 2016 under the City’s FY17 CWA grant.

The City will continue to use TIDs, which overlay portions of the Target Areas, as a major source of funding to successfully revitalize brownfields sites. Another major source of funding is the Community Development Block Grants (CDBG), which the City receives from the US Department of Housing and Urban Development annually as an entitlement community. CDBG funds acquisition of brownfield sites as well as demolition of blighted structures on those properties. When appropriate, the City may seek funding from private capital or over 700 foundations dedicated to funding brownfield projects such as general obligation bonds, state and federal Historic Tax Credits, state brownfield assessment and cleanup grants, or US Department of Energy grants. Commonly used City resources are included in **Table B**, with a notation if the funding status is potential or already secured for use at priority brownfield sites.

Table B: Potential Key Funding Sources

	Source	Purpose/Role at Brownfield Sites	Amount (\$)
Secured	City of Green Bay Econ. Dev. Contractual Services Budget	A portion of funding can be used for assessment but strongly needed for other contractual services required for reuse planning/implementation.	\$63,000
	Tax Increment Districts (TIDs) Financing	TID funding is available and aimed at promoting redevelopment and eliminating blight. Funding can be used for assessment but primarily needed for cleanups, infrastructure improvements, and competing needs.	\$7.2M
	City’s Tax Increment Affordable Housing Fund	Funding available to support affordable housing redevelopment projects.	\$109,000

¹⁵ Green Bay Housing Market Study <https://www.greenbaywi.gov/>

¹⁶ <https://www.usgbc.org/articles/top-10-reasons-certify-leed>

	Community Development Block Grant (CDBG)	Annual funds supporting LMI households through elimination of neighborhood blight and conditions detrimental to health, safety, and welfare.	\$1M
Potential	WDNR Assessment Monies and Ready for Reuse Loan/Grant Program	State resource providing property owners and developers with funds to perform Phase I and II ESAs at brownfields and to support cleanup planning and remediation	Up to \$54,000 for Assessment/ \$200,000 for Cleanup
	WEDC Brownfield Assessment/Cleanup Grants	Property and developer assistance with funding available for assessment and remediation of brownfields in the Target Area.	Up to \$150,000 for Assessment/ \$250,000 for Cleanup
	EPA Brownfield Cleanup and TBA assistance Grants	Assist property owners and developers with funds specifically for remediation of eligible brownfield sites.	\$500,000

1.g. Use of Existing Infrastructure: All Priority Sites are located within core areas of the City and will reuse existing transportation systems (roads, sidewalks, bike lanes, etc.) and utilities (water, sewer, gas, and telecommunication). While most Target Area sites are already served by existing networks, additional infrastructure may be required depending on the final redevelopment plan for each site and the results of assessment conducted under this grant, which will inform infrastructure reuse, capacity needs, and upgrade requirements prior to redevelopment. If such improvements are necessary, the City will pursue the most appropriate combination of identified funding resources, including TIDs, CDBG, state and federal grants, tax credits, and private or philanthropic capital, to support those infrastructure needs and ensure they do not impede redevelopment. Saving historic buildings will also be prioritized, such as with the former Larsen Green Cannery of the City’s Railyard district, where 1920s era brick factory buildings were repurposed for modern retail and office space. When new utilities or buildings are required, energy efficiency measures such as sustainable stormwater management systems, green landscaping, and green construction will be implemented in alignment with the City’s Sustainability Commission goals to promote the use of clean energy, strengthen community resiliency to weather-related hazards, reduce the amount of organic waste entering the landfill system, and create a healthy habitat for all.¹⁷

2. COMMUNITY NEED & COMMUNITY ENGAGEMENT:

Community Need - 2.a. The Community’s Need for Funding: The City recognizes that EPA funding is essential to adequately address community needs for quality housing, public greenspace and riverfront access, and broader economic revitalization. The majority of Target Areas have seen a **decrease in population**, up to **74% increase in poverty** (CT11) and a **40% decrease in manufacturing jobs** (CT8) since 2000.¹ This grant will meet the needs of a community that has an inability to draw on other sources of funding to conduct investigations due to decreased income resulting from job losses, compounded by restricted state/local funding.

Table C: Demographic Indicators for Sensitive Populations¹

Indicators of Community Need	Target Areas				Local/State/US Comparisons		
	CT1	CT8	CT9	CT11	City	WI	US
Population (% change since 2000)	2,740 <i>(-2.3%)</i>	1,720 <i>(-16.8%)</i>	3,876 <i>(3.7%)</i>	2,225 <i>(-1.0%)</i>	106,585 <i>(2.4%)</i>	5.9 M <i>(7.7%)</i>	332 M <i>(15%)</i>
% of Population in poverty	12%	20%	25%	17%	17%	11%	12%
Median household income	\$61,886	\$55,610	\$43,598	\$55,978	\$62,546	\$75,670	\$78,538
Rental households	45%	67%	46%	57%	44%	32%	35%
Population in subsidized housing	11.4%	12.2%	2.4%	6.6%	4.0%	1.9%	2.7%
Housing built before 1980	94%	69%	87%	90%	67%	58%	51%

BOLD & RED = worse/equal conditions than City/WI/US.

Low Income. Average household incomes for all Target Areas are up to 57% less than the US with **CT9 seeing a 10% decrease** in income over the past five years alone, which appears tied to the closure of the Georgia Pacific Mill.¹ Low income has contributed to the City’s gradual decline in economic conditions over the past 20 years with up to **25% of Target Area residents living in poverty**. Due to low household incomes, 45-67% of households in the Target Areas are currently rented with low vacancies, despite their condition. Almost a quarter (24%) of rented households in the City experience at least one of the following severe housing problems: high housing costs (cost burden ≥ 50% of income spent on rent), lack of kitchen facilities, or lack of plumbing facilities.¹⁸ The average income of renters in CT9 is \$22,188, **less than half of Brown County** (\$47K), of which 30% of household income is spent on rent.¹ Housing costs strain finances with 12% of CT8 residents living in subsidized housing, further solidifying the desperate need for affordable housing, through which brownfield redevelopment will alleviate.

Job Loss. The closure of Georgia Pacific Mill in CT8, which eliminated 190 jobs in 2023, emphasizes a broader trend of industrial decline that has contributed to rising unemployment in the City, especially in CT8 and CT11 which have seen a **209% and 169% increase in unemployment over the past five years**, respectively.^{5,1} The Target Areas – located along key transportation routes near the Fox and East Rivers and downtown – were once anchors of the City’s manufacturing economy. Priority Sites in these areas were left vacant or underutilized, resulting in job loss and weakened local employment base in surrounding neighborhoods with limited opportunities to attract new employers. Without financial assistance from EPA, the environmental conditions at these sites hinder the City’s ability to remediate and redevelop Target Area brownfields.

Limited Funding. Revenue reductions and stagnant tax receipts have strained the ability to self-fund brownfield projects. Declining revenues have been dealt with through creative efficiency implementations and cost reductions in the past; however, the limits of utilizing these options have largely been reached. Rising inflation, economic volatility, and supply

¹⁷ <https://www.greenbaywi.gov/961/Sustainability-Commission>

¹⁸ <https://www.huduser.gov/portal/datasets/cp.html>

chain issues have left the City uncertain about future finances, forcing conservative budgetary measures. These measures often mean reductions of non-essential services, including City investment toward brownfield redevelopments. Despite the turbulent economic outlook, increased revenue through redevelopment that expands the tax base remains the best option to maintain budgets and avoid detrimental reductions in municipal services.

Brownfields are a financial strain on the City, diverting money from municipal projects, eroding the tax base and reducing property tax revenue. Brownfields also often associated with increased criminal activity. During 2025, City police responded to over 63,000 emergency calls.¹⁹ City efforts to reduce the number of unproductive properties is expected to reduce criminal activity and strain upon the local police force, making the area a safer place for local residents to live.

Another critical factor limiting the City’s ability to fund brownfields assessment is budget cutting at the State level. According to the Environmental Integrity Project’s report *State of Decline*, Wisconsin ranks in the top 10 states cutting environmental agency budgets by 29% over the past 15 years.²⁰ While State-offered aid still exists, access to the increasingly limited environmental assessment funds is becoming a challenge and no longer a reliable resource. Further, State imposed limits on municipal levies have also made it increasingly challenging to fund assessment activities on brownfield sites that may require years of upfront investment before becoming “shovel ready.” This assessment grant is a critical step toward reinvestment in safe and affordable residential reuses in the Target Area communities.

2.b. Health or Welfare of Sensitive Populations:

Sensitive populations – including children, women of child-bearing age (15-44 years old), elderly, and low-income residents living in the Target Areas experience **increased economic and health impacts** caused by brownfield sites. Nearly half of children under five years old in CT11, 46% of elderly citizens in CT9, and 69% of single female-led families with children in CT8 are living in poverty (**Table D**). Impoverished sensitive populations are at greatest risk of contaminant exposure living alongside brownfields due to their vulnerable immune systems and lack of financial resources to relocate. Key welfare issues to sensitive populations include lack of affordable, healthy housing; lack of diverse commercial amenities providing jobs and contributing to the community; and quality of life for children, young mothers, and the elderly.

Table D. Impoverished Sensitive Populations¹

Demographics	Target Areas				WI
	CT1	CT8	CT9	CT11	
Children (<5 years)	4.5%	6.2%	8.1%	6.4%	5.4%
Children (<5 years) in poverty	30%	27%	4%	45%	14%
Women (15-44 years) ²¹	21%	22%	19%	18%	19%
Women (15-44 years) in poverty ²¹	2.3%	3.4%	4.8%	4.0%	2.6%
Elderly (>65 years)	8%	14%	11%	10%	18%
Elderly in poverty	7%	15%	46%	13%	9%
Single female-led families	12%	11%	22%	20%	9%
Single female-led families in poverty	9%	69%	27%	36%	29%

BOLD & RED = worse/equal conditions than WI

Lack of Healthy Housing. Like most municipalities across the US, the City faces an affordable housing shortage impacting workforce options. As of 2023, WI was short almost 128,000 rental units for extremely low-income earners, which is reflected in **substantially undersupplied rental housing units in CT9**.^{22,1} Blight associated with nearby brownfields contributes to low home values (<\$100K in 39% of homes in CT8 and 43% in CT9 vs. state 10% and nation 12%), which is likely associated with aging housing stock in the City.¹ Between 69-94% of houses in the Target Areas were built before the 1978 lead-based paint ban, resulting in **high risks** for lead exposure (**Table C**). The lack of affordable safe housing forces families with young children to live in older homes with high risk of lead exposure.

Assessment and eventual reuse of brownfield sites initiated by this grant will improve welfare conditions by (1) decreasing contaminant source areas, in turn reducing health threats to children, women of child-bearing age, elderly, and low-income populations, (2) providing shovel-ready sites suitable for construction of healthy housing, (3) introducing new commercial development and job opportunities, and (4) reducing blight to improve walkability and neighborhood safety.

2.c. Greater Than Normal Incidence of Disease and Adverse Health Conditions: Brownfield sites pose significant health risks for residents in the Target Areas, exacerbating greater-than-normal incidences of disease and related conditions. In CT9, proximity to large industrial operations likely contributes to 30% of adults self-reporting fair or poor health – well exceeding Brown County (17%) and national (19%) averages.²³ As pollution and contamination linger in the environment, these exposure risks accumulate over time and are associated with a pattern of illness and chronic diseases that are felt more severely in the City than surrounding communities.

Cancer. Identified COCs at the Priority Sites, including VOCs, PAHs, and heavy metals, are known to cause a variety of severe health effects including cancer, which is the leading cause of premature death under age 75 in Brown County.²⁴ Given the presence of PAHs, it is not surprising that the incidence rate of bladder cancer is higher in Brown County (24 per 100,000) than in WI (21.5 per 100,000).²⁵ Compared to WI and one or more of six adjacent counties, incidence rates of esophageal, kidney and renal pelvis, pancreatic, and thyroid cancers are also higher in Brown County.

Asthma. The EPA Toxics Release Inventory reported 125,379 lbs. of toxic chemical waste released into the air from 28 facilities in the City in 2024.²⁶ Of the reported chemicals released, ozone accounts for 37% of toxic chemicals, which has been described as a trigger for developing or worsening cases of asthma, evidenced by **increased rate of hospitalizations for asthma in Brown County (2.5 per 10,000), the 10th worst ranking in the state**.^{27, 28} Poor air quality puts vulnerable residents with asthma (**11-12% of Target Areas vs. 9.8% of nation**) at risk for developing serious illnesses or death.²³

¹⁹ <https://www.wearegreenbay.com/>

²⁰ <https://www.wpr.org/>

²¹ <https://data.census.gov/> (2019-2023)

²² https://nlihc.org/sites/default/files/SHP_WI.pdf

²³ <https://www.cdc.gov/places/index.html> (2018-2022)

²⁴ <https://www.countyhealthrankings.org/>

²⁵ <https://www.dhs.wisconsin.gov/epht/cancer.htm>, (2018-2022)

²⁶ <https://edap.epa.gov/public/extensions/TRIToxicsTracker/> (2024)

²⁷ <https://www.epa.gov/ground-level-ozone-pollution/health-effects-ozone-pollution>

²⁸ <https://www.dhs.wisconsin.gov/asthma/facts.htm>, (2022-2024)

Birth Defects. Structural changes at birth have been tied to pregnant mothers living in polluted environments.²⁹ Elevated annual ambient concentrations of benzene (up to 0.33 µg/m³ in CT8) and diesel particulate matter (PM) (up to 0.20 µg/m³ in CT8) were observed in all Target Areas, compared to the county (benzene at 0.22, diesel PM at 0.10) and state (benzene at 0.19, diesel PM at 0.08).³⁰ Birth defect rates are not available for the Target Area; however, the CDC indicates the prevalence of cleft lip with cleft palate per 10,000 live births is greater in Brown County than five of the six adjacent counties, based on the CDC National Environmental Public Health Tracking Network.³⁰

This grant and planned reuse of Target Areas will offer respite for communities burdened with poor health associated with contaminated sites. Removal of contaminant sources will eliminate exposure pathways and enable reinvestment in neglected properties, providing new healthy living opportunities via construction of LMI and multigenerational housing.

2.d. Economically Impoverished/Disproportionately Impacted Populations: The City’s dense population (2,344 people per square mile) heightens residents’ exposure to hazardous substances from over 2,000 known environmental releases in the City.³¹ CT1 and CT8 rank in the 97th and 98th percentiles nationwide for brownfield density, and the proximity of these sites – along with Fox River NRDA/PCB Release Superfund Site – has contributed to disproportionate economic impoverishment.³² **Between all Target Area CTs, 76-96% of children (6-17 years old) are living with household incomes under 300% of the poverty level,** compared to 49% statewide.¹ These conditions force low-income residents to live near brownfield sites without the financial means to relocate, thus rooting families in areas with greatest health threats.

Lead Exposure. Lead is a known COC in the Target Areas, where **69-94% of homes** were built before the lead paint ban was instituted by the federal government in 1978. Children are especially vulnerable to lead poisoning, which can impair development, hearing, speech, and cognitive function.³³ Cognitive difficulties are present in 3% of children (5-17 years old) in CT9 – more than the State rate (0.8%).³⁴ Between 2021 and 2024, 8% of children tested for blood lead levels (birth to 6 years old) in CT8 were lead poisoned, significantly higher than Brown County (1.4%) or the State (4.9%).³⁵

Assessment of Target Area brownfield sites will identify and characterize hazards that degrade environmental quality, health of residents, and overall quality of life for residents living adjacent to these sites. Benefits will be most meaningful to impoverished and sensitive residents unable to escape or contribute toward site cleanups. Grant funds will be used to conduct assessments as the first step toward remedial planning to ultimately coincide with redevelopment. Planned reuse of Priority Sites into mixed-use residential and commercial projects with expanded greenspace and riverfront access will address community needs and build on the City’s record of success transitioning brownfield sites into community assets. Redevelopments will provide affordable housing options for economically impoverished residents, reduce exposure to contaminants in neighborhoods and homes, eliminate blight, incentivize neighborhood reinvestments, and create working class jobs close to low-income communities to alleviate economic strain.

Community Engagement – 2.e. Project Involvement & 2.f. Project Roles: The City will engage the community through this grant as they have conducting past EPA grants and planning efforts, such as those of the Shipyard, University Avenue, and Velp Avenue AWP. The City will continue to collaborate with local project partners and community organizations (COs) including neighborhood organizations that represent residents directly affected by the priority sites and environmental/redevelopment groups that serve economically disadvantaged and sensitive populations living in/near the Target Areas, summarized on **Table E**. The RDA will continue to lead as the City’s BAC and bring in COs and project partners to involve them in decision-making and project planning processes. Community outreach will identify critical brownfield details such as site selection, cleanup, and future reuse. Both input from the community and community partners will be documented and presented to the BAC, which will formally consider recommendations when approving site selection, assessment sequencing, and reuse planning priorities, with responses provided through follow-up emails, website updates, or meeting summaries explaining how feedback influenced decisions.

Table E: Community Partners

Name of CO	CO mission	Point of contact	Specific project involvement/assistance provided
Broadway Business Improvement District	<i>“Promotes the Broadway District as Green Bay’s cultural core for entrepreneurs, creatives, residents, and visitors to engage and succeed in a welcoming environment.”</i>	Brian Johnson, Director Brian@onbroadway.org 920-437-2531	Community-based organization providing business and property owner outreach in CTs 1 and 8, supporting information sharing and input on assessment and reuse planning for Priority Sites.
Neighbor Works Green Bay	<i>“Solves housing challenges to build stronger communities.”</i>	Noel Halvorsen, CEO Noel@nwgreenbay.org 920-448-3075	Local non-profit community housing development organization providing input on assessment and reuse planning for future housing needs for all CTs.
Greater Green Bay Chamber of Commerce	<i>“Brings together a powerful network of ambitious leaders, innovative thinkers, and community builders to strengthen our region’s economy and create lasting impact.”</i>	Lisa Jossart, VP ljossart@greenergb.org 920-496-2108	Business community outreach, assisting in sharing information and gathering input on assessment & reuse planning for Priority Sites in all Target Areas.
Green Bay Neighborhoods Association	<i>“Improves the quality of life in neighborhoods throughout the city of Green Bay by empowering citizens through neighborhood associations.”</i>	Tarl Knight, Chair Info@gbneighborhoods.org 920-593-3716	Residential property owner outreach, assisting in gathering input on assessment and reuse planning for Priority Sites in all Target Areas.

²⁹ <https://pmc.ncbi.nlm.nih.gov/articles/PMC4837606/>

³⁰ <https://ephracking.cdc.gov/DataExplorer/>

³¹ <https://apps.dnr.wi.gov/rrbotw/botw-results>

³² <https://lattice.shinyapps.io/peer/>

³³ <https://www.cdc.gov/lead-prevention/symptoms-complications>

³⁴ <https://data.census.gov/> (2019-2023)

³⁵ <https://www.dhs.wisconsin.gov/epht/lead.htm>

Name of CO	CO mission	Point of contact	Specific project involvement/assistance provided
University of Wisconsin Sea Grant	<i>“Bring science to coastal communities to foster thriving economies and lifestyles.”</i>	Julia Noordyk, Outreach Specialist Noordykj@uwgb.edu 920-465-2795	Research, education and outreach partner focusing on water quality and climate resiliency , providing input on assessment and reuse planning within all Target Areas due to proximity to the Fox River.

2.g. Incorporating Community Input: Following the award, the City will update their existing Community Involvement Plan (CIP) to inform residents about brownfields and gather/incorporate meaningful community input. The City, BAC, and a Qualified Environmental Professional (QEP) will use a combination of traditional and innovative outreach strategies to reach a broader audience, reduce participation barriers, and engage historically underrepresented groups. The City will host a public kick-off meeting in the Target Area to inform stakeholders and residents directly affected by project work and will hold additional public meetings as sites are selected for redevelopment/cleanup and when additional brownfield project information becomes available. In-person meetings will be held at an Americans with Disabilities Act (ADA)-compliant facility to accommodate the needs of the sensitive disabled population. While the City holds in-person meetings, public meetings are also offered virtually via Zoom, Microsoft Teams, etc. A dedicated webpage will provide project updates, interactive mapping tools for nominating sites, and online surveys to the local community to inform site prioritization, assessment sequencing, cleanup planning, and reuse strategies.

Public communication will focus on sharing assessment results, health and environmental impacts, and opportunities for input. Outreach methods will include: (1) press releases and public meetings (with interpreters) to present grant information and solicit/respond to feedback on site prioritization; (2) email updates to community organization members; (3) posting project information in local newspapers, on the City website, and on social media; and (4) posting notices at area libraries. Although most communication will be in English, the City will provide materials in Spanish and offer translation and interpretation services to ensure non-English-speaking residents can participate.

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 City is requesting \$500,000 in EPA CWA funding to assess and plan the cleanup/reuse of the Priority Sites and other in-fill sites. The scope of work is organized into four tasks described in **Table F** below. The City will retain a QEP per the requirements of 2 CFR 200.317 - 200.326 to assist with the grant.

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

Task 1: Grant Management, Reporting & Conferences
a. Project Implementation: The City will manage all aspects of the project, including retaining and contracting with a QEP, and coordination with the EPA & QEP. Reporting will include quarterly & annual reports; Assessment, Cleanup and Redevelopment Exchange System (ACRES) database updates; and a grant closeout report documenting accomplishments, outputs, outcomes, and success stories. Two City staff members will attend local/state conferences and/or the FY27 EPA National Brownfield Conference. Any proposed scope changes will be discussed with and approved by EPA.
b. Anticipated Project Schedule: Management, reporting & ACRES updates will be ongoing throughout the 4-year implementation period. Contract with QEP will be finalized by October 1, 2026. Quarterly progress reports will be submitted by Jan. 30th, April 30th, July 30th, and Oct. 30th of each year, with the first due on Jan. 30, 2027. Annual financial reports will be submitted by Oct. 30th of each year, with the first due on Oct. 30, 2027. Attendance of at least one conference in 2026-2030 (e.g., FY27 National Brownfield Conference in Q3 FY27). Grant closeout expected Q4 FY30.
c. Task/Activity Lead: City Project Manager (PM) and City Project Coordinator, with input from QEP.
d. Output: Administrative Records & ACRES updates; QEP Procurement Documentation; (16) quarterly reports; (3) annual financial reports; (1) grant closeout report; presentation materials from Brownfield Conference(s) attended by City staff.
Task 2: Brownfield Inventory & Prioritization Update
a. Project Implementation: An inventory of brownfield sites was completed in each Target Area as part of previous EPA-funded assessments and reuse planning and catalogued by parcel identification number into the City’s Geographic Information System (GIS) database. Task 2 will include a review of these properties within each Target Area to ensure they meet the EPA eligibility criteria to assist in the prioritization of additional sites for assessment. As part of the site selection process, the City will meet with the BAC, local developers, and other stakeholders for information on potential sites, and conduct desktop studies and/or windshield surveys to verify existing site conditions. The City will work with the QEP and BAC to update GIS inventory and establish criteria to prioritize brownfields that align with reuse plans (identified in Section 1) and address community needs (Section 2).
b. Anticipated Project Schedule: Brownfield inventory and prioritization will begin Q1 FY27 and continue through grant lifecycle.
c. Task/Activity Lead: City PM, with support from City GIS staff, QEP, and BAC.
d. Output: Updated GIS Inventory files; list of additional brownfields prioritized for assessment; agendas/minutes from meetings
Task 3: Site Assessments & Revitalization Planning
a. Project Implementation: Update existing Quality Assurance Project Plan (QAPP) with annual updates. Prepare the following for Priority Sites identified in Table A of Section 1.b. and additional sites prioritized for assessment in Task 2: Eligibility Determinations (EDs)/access agreements; Phase I ESAs; Sampling and Analysis Plans (SSAPs), Health and Safety Plans (HASPs), Regulated Building Material (RBM) Surveys, and Phase II ESAs; Supplemental (Supp.) SSSAPs, Site Investigations (SIs), and Remedial Action Plans (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. No health monitoring is proposed under this task.
b. Anticipated Project Schedule: QAPP update, first EDs & first Phase I ESAs by Q1 FY27. Work to continue through grant lifecycle.
c. Task/Activity Lead: City PM to coordinate with QEP, secure access agreements, and review all reports/ plans. QEP to prepare QAPP updates, EDs, Phase I ESAs, SSSAPs/HASPs, Supp. SSSAPs, RBM Surveys, Phase II ESAs, SIs, RAPs, and Revit. Plan.

d. Output: (9) EDs; (9) Phase I ESAs; (1) QAPP & (3) annual QAPP updates; (6) HASPs/SSSAPs; (4) RBM surveys; (6) Phase II ESAs; (3) Supp. SSSAPs; (3) SIs; (3) RAPs; and (1) Revit. Plan.

Task 4: Community Outreach

a. Project Implementation: Update existing CIP with input from BAC. Perform comprehensive community outreach in accordance with the CIP, including public meetings, development/distribution of informational materials, project updates on City website, and joint education efforts with partnering COs as detailed in Section 2.f. Community outreach meetings and materials will focus on Priority Sites and include general information about the grant implementation extending beyond Priority Sites. The City will provide traditional and virtual options to ensure equal opportunity for citizens and stakeholders to participate in decision making.

b. Anticipated Project Schedule: CIP update Q1 FY27. First BAC meeting Q1 FY27, then monthly through FY30. Up to (3) public outreach meetings in Target Areas on an annual basis from FY27 to FY29.

c. Task/Activity Lead: The City’s PM and the BAC will coordinate all outreach activities and participate in BAC & public outreach meetings. The QEP will assist in updating CIP, preparing materials and presentations for meetings, participate in (3) public outreach meetings, and help prepare fact sheets, press releases, and materials to include on the webpage.

d. Output: (1) Updated CIP; meeting minutes and sign-in sheets from monthly BAC meetings and public outreach meetings; City website updates, project factsheets & press releases.

3.e. Cost Estimates: All contracted services will be procured in accordance with 2 CFR 200.317-326, in addition to any more stringent City or state requirements. A summary of the overall proposed budget for grant funded activities is provided in **Table G** below. To maximize funds available for assessments of priority brownfields in the community, please note that the City is not requesting EPA funds for administrative costs, equipment, personnel, fringe, or indirect benefits.

Table G: Proposed Project Budget for Grant Funded Activities

Budget Categories	Task 1	Task 2	Task 3	Task 4	Admin. Costs	Totals
	Grant Management, Reporting, & Conferences	Inventory & Prioritization Update	Site Assessments & Revitalization Planning	Community Outreach		
Personnel	\$0	\$0	\$0	\$0	\$0	\$0
Fringe	\$0	\$0	\$0	\$0	\$0	\$0
Travel	\$4,000	\$0	\$0	\$0	\$0	\$4,000
Equipment	\$0	\$0	\$0	\$0	\$0	\$0
Supplies	\$0	\$0	\$0	\$1,600	\$0	\$1,600
Other	\$750	\$0	\$0	\$0	\$0	\$750
Contractual	\$2,700	\$6,750	\$481,500	\$2,700	\$0	\$493,650
Total Budget	\$7,450	\$6,750	\$481,500	\$4,300	\$0	\$500,000

Details for how the cost estimates for each task and budget category were developed are provided in **Table H** below and are based on similar projects completed recently by the City. **It is proposed that over 96% of the grant funds will be used for Site Assessments and Revitalization Planning.**

Table H: Proposed Project Budget Breakdown

Task 1: Grant Management, Reporting & Conferences: Total Budget \$7,450
Cost Basis and Assumptions: Contractual Costs of \$2,700 are budgeted for an estimated 18 hours (@ \$150/hour) of work by the QEP to assist with grant management & quarterly/annual/ACRES/closeout reporting. Travel Costs of \$4,000 are budgeted for (2) City staff to attend the 3-day FY27 National Brownfield Conference: air & ground transportation costs of \$650/person (\$650 x 2 = \$1,300); hotel costs of \$300 per person/day (\$300 x 2 x 3 = \$1,800); and costs for meals & incidentals of \$150/person/day (\$150 x 2 x 3 = \$900). Other Costs of \$750 are budgeted for (2) National Brownfield Conference registrations (\$375 x 2 = \$750).
Task 2: Inventory & Prioritization Update: Total Budget \$6,750
Cost Basis and Assumptions: Contractual Costs of \$6,750 are budgeted for an estimated 45 hours (@ \$150/hour) of work by the QEP to complete brownfield inventory updates and prioritization reviews.
Task 3: Site Assessments & Revitalization Planning: Total Budget \$481,500
Cost Basis and Assumptions: Contractual Costs of \$481,500 are budgeted for the QEP to prepare: existing QAPP update (\$5,000) & 3 annual updates (\$1,000 each = \$3,000); 9 ED requests (\$1,500 each = \$13,500); 9 Phase I ESAs (\$6,500 each = \$58,500); 6 Phase II ESAs (\$30,000 each = \$180,000); 6 SSSAPs/HASPs (\$3,500 each = \$21,000); 4 RBM surveys (\$5,000 each = \$20,000); 3 Supp. SSSAPs (\$3,500 each = \$10,500); 3 SIs (\$30,000 each = \$90,000); 3 RAPs (\$10,000 each = \$30,000); and Revit. Plan (\$50,000)
Task 4: Community Outreach: Total Budget \$4,300
Cost Basis and Assumptions: Supply Costs of \$1,600 are budgeted for printing outreach materials. Contractual Costs of \$2,700 are budgeted for an estimated 18 hours (@ \$150/hr) of work by the QEP: to assist with CIP updates; prepare community outreach documents (e.g., fact sheets, press releases, presentations); and attend (3) public outreach meetings.

3.f. Plan to Measure and Evaluate Environmental Progress and Results: Progress completing the anticipated **outputs** and overall results will be tracked and reported to EPA through, quarterly, annual, and close-out reporting via ACRES. The City, with support from the QEP, will track and document project outputs through quarterly reporting, including the number of: (1) potential brownfield sites prioritized; (2) Phase I ESAs performed; (3) Phase II ESAs performed; (4) SIs performed; (5) sites for which remedial planning is performed; (6) BAC meetings held, and who attended; and (7) 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(b) above; 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 City, supported by the QEP, will track and document the following eventual brownfield site **outcomes** on a quarterly basis through ACRES on which assessment funding is utilized, including the amount of: (1) sites assessed; (2) sites with identified off-site risks; (3) sites for which property title transfers are facilitated; (4) sites and acres set for redevelopment;

(5) acres of parks or greenspace created; (6) private investment leveraged for reuse projects; (7) other funding leveraged for redevelopment projects; (8) jobs created or retained associated with reuse projects; and (9) housing units created in Target Area CTs. If the timelines for advancing one or more phases of work do not align with the EPA grant project period, then the City 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 (combined response): The project will be managed by the City's Community & Economic Development Department, the same high-performing and experienced team of development specialists, planners, administrators and financial professionals (with input from the BAC) that have successfully managed and implemented previous EPA CWA grants. This grant will be administered by the City's Economic Development Specialist, Rebecca Finco. Ms. Finco will oversee the implementation of grant activities and serve as the EPA's primary point of contact. Ms. Finco has 16 years of experience in economic and community development and has managed previous EPA CWA and Cleanup grants which included all tracking, reporting, and coordination with the EPA and the QEP per programmatic requirements. To ensure project continuity, Ms. Finco's work will be overseen by Mr. Matt Buchanan, the City's Deputy Development Director. Mr. Buchanan (a certified planner) has 14.5 years of experience in urban development, including oversight of brownfield redevelopment and green infrastructure projects. Together Mr. Buchanan and Ms. Finco have managed more than \$3.6M in EPA grant funds. The skills of three additional City Planners, two Community Development Specialists, an Urban Design/GIS Specialist, Real Estate Specialist, and three administrative assistants may also be drawn upon. City Finance professionals, independent of program staff, will reinforce internal controls by providing financial tracking and documentation support to achieve timely and successful expenditure of funds.

4.d. Acquiring Additional Resources: The City procures hundreds of thousands of dollars in professional engineering and environmental services annually and may acquire additional expertise necessary to implement this grant. Through a competitive and qualification-based selection process, the City will retain a QEP per the requirements of 2 CFR 200.317 - 200.326 to assist with this grant. If needed, additional contractors and resources can be retained following the same procurement methods.

Past Performance and Accomplishments – 4.e. Currently Has or Previously Received an EPA Brownfields Grant

4.e.(1) Accomplishments: The City has successfully managed previous EPA Brownfield grants as summarized below.

BF-00E03556 (FY23) - \$500,000 EPA CWA Grant: Set to expire in 2027, the City has spent approximately 95% of awarded grant funds. While the grant remains active, grant funds are expected to be fully expended within the 3-year grant period. Most funds were spent on sites associated with the Shipyard and Velp Avenue Corridors including Badger Sheet Metal and Green Bay Drop Forge. To date, the grant has funded assessments on 14 sites, 5 which have active plans for cleanup and reuse. These outputs are reflected in ACRES, demonstrating that the City has completed all reporting requirements on time. Upon completion of the grant, all leveraged funds/redevelopment outcomes will also be reflected in ACRES.

BF-00E02894 (FY20) - \$800,000 EPA Brownfields Revolving Loan Fund (RLF) Grant: The City was awarded a FY20 EPA Brownfields RLF Grant and implemented the program in accordance with the approved workplan. Program activities completed to date include establishing policies and procedures; procuring a QEP; developing application materials; conducting outreach activities including 5 annual local redevelopment conferences, updating the City's website, and sharing RLF grant information with potential developers to support brownfield redevelopment. The City is currently evaluating an eligible project application. EPA has approved an extension of the project period, with a current period of performance ending August 9, 2027. The City will complete all approved activities within the grant period, and all reporting requirements have been met and are documented in ACRES.

BF-00E02715 (FY19) - \$300,000 EPA CWA Grant: The City fully expended the FY19 EPA Brownfields Assessment Grant within the 3-year project period, with most funds directed to sites in the Shipyard Corridor. Grant funds supported assessments at 12 sites, including environmental review of 31 individual parcels totaling approximately 49 acres. Completed activities included 8 Phase I ESAs, 3 Phase II ESAs, 3 SIs, 3 RBM assessments, and one RAP. The completed work surpassed the number of output items included in the workplan. All activities and deliverables are documented in ACRES, demonstrating timely reporting and full compliance with EPA grant requirements.

4.e.(2) Compliance with Grant Requirements: The City has a strong record of compliance with EPA Brownfields grant workplans, schedules, and terms and conditions. All quarterly performance reports, federal financial reports, and ACRES entries for previously awarded EPA Brownfields grants have been submitted accurately and on time. The City has consistently demonstrated progress toward eligible grant activities, outcomes, and deliverables, and no corrective actions have been required. The City is currently administering a FY23 CWA Grant (BF-00E03556; FY2023–FY2027). Workplan tasks are being implemented as approved, and grant funds are on track to be fully expended in FY2026, more than one year ahead of schedule. All reporting and ACRES documentation are current. The City was awarded an \$800,000 FY20 Brownfields RLF Grant (BF-00E02894) and launched the program in mid-2021. One loan application is currently in underwriting. The City received EPA approval to extend the project period through August 9, 2027, and the approved workplan will be completed within the extended performance period. Across all open grants, the City continues to track progress toward anticipated outcomes via ongoing ACRES reporting and final grant closeout documentation.



THRESHOLD CRITERIA RESPONSES
City of Green Bay - FY26 EPA Community-Wide Assessment Grant Application

Threshold Criteria for Brownfields Assessment Grants

1. Applicant Eligibility:

- a. The City of Green Bay, Wisconsin is a “general purpose unit of local government” as defined in 2 CFR 200.64 and is therefore eligible to receive USEPA funds for Brownfields Assessment.
- b. The City of Green Bay, Wisconsin is not a 501(c)(4) organization, and it does not receive federal tax-exempt status under § 501(c)(4) of the IRC. Its tax exemptions arise from its status as a municipal government and relevant statutes, not as a § 501(c)(4) social welfare organization.

- 2. Community Involvement:** Community involvement and communication for the Target Areas identified in this grant will build upon successful public outreach, engagement, and planning efforts conducted over the past several years through prior U.S. EPA Brownfields Assessment grants and multiple Area-Wide Planning initiatives. These past efforts have yielded key lessons that will guide the City’s approach to community engagement under this grant. Specifically: (1) outreach is most effective when framed around the impacts of brownfields on community health, quality of life, and economic opportunity rather than on the technical aspects of brownfields alone; (2) the use of multiple communication strategies tailored to diverse audiences, including public meetings, social media, traditional media, direct mail, and other methods, is essential; and (3) a successful engagement program must be multi-tiered to meaningfully involve residents, property owners, businesses, community-based organizations, and other stakeholders.

The City of Green Bay will implement a comprehensive engagement strategy consistent with these lessons learned. Following the grant award announcement, the City will prepare and distribute a press release through local media outlets. Upon receipt of the award, the City will also host an initial public meeting within the Target Areas at an ADA-compliant facility to ensure accessibility for all residents, including sensitive populations. This meeting will inform community members and stakeholders about the project and provide an opportunity for meaningful input. During the meeting, the City and its partners will present background information and solicit feedback regarding sites proposed for assessment and other sites of potential concern, potential health and welfare issues associated with these properties, and opportunities for reuse and redevelopment.

While most communications are anticipated to be conducted in English, the City recognizes the importance of ensuring that non-English-speaking households are informed about environmental activities that may directly affect them. Accordingly, the City will work closely with community-based organizations to develop and distribute outreach materials in Spanish and Hmong, and to provide translation and interpretation services as needed.



ATTACHMENT B: THRESHOLD CRITERIA
City of Green Bay - FY26 EPA Community-Wide Assessment Grant Application

Printed outreach materials will be made available at local businesses and public facilities within the Target Areas and in proximity to priority sites.

- 3. Expenditure of Existing Grant Funds:** The City of Green Bay currently has an open FY23 EPA Brownfields Communitywide Assessment Grant (CA BF00E03556), which it anticipates closing out in 2026. As of January 5, 2026, 96% of FY23 CWA grant funds have been drawn down. As shown below, a copy of the ASAP.gov financial record demonstrates that as of October 1, 2025, \$472,551.82 or 94.51% of grant funds were drawn down on October 1, 2025. This exceeds the 70% requirement.

ALC/Region:		Agency Short Name:		Account ID:		Date:	
68128933		RTP-Grants		BF00E03556		01/05/2026	
Recipient ID:		Requestor ID:		Account Status:		As of Date:	
5536660		5536660		Open		Oct 1, 2025	
Inquiry Results:							
Recipient ID	Short Name	Account ID	Cumulative Authorizations	Cumulative Draws/RP/BE	Current Available Balance		
5536660	Green Bay	BF00E03556	\$500,000.00	-\$472,551.82	\$27,448.18		
Totals:			\$500,000.00	-\$472,551.82	\$27,448.18		

4. Contractors and Named Subrecipients

- a. Contractors: Not applicable. The City has not procured a contractor at the time of application submission.
- b. Named Subrecipients: The City has not identified a specific subrecipient with this application.