



RE: FY2024 EPA Brownfield Multipurpose Grant Application

The Downtown Dover Partnership is pleased to submit this proposal for FY2024 Brownfield Multipurpose Grant funding. Below we provide the information requested.

1. Applicant Identification:

Downtown Dover Partnership
101 W Lookerman Street, Suite 2B
Dover, DE 19904

2. Funding Requested:

- (a) Grant Type: Multipurpose
- (b) Federal Funds Requested: \$1,000,000

3. Location:

- (a) City: Downtown Dover
- (b) County: Kent
- (c) State or Reservation: Delaware

4. Target Area & Priority Site Information:

- (a) Target Area: Downtown Dover
- (b) Census Tract Numbers: 10001041400, 10001043300, 10001040900, 10001041300
- (c) Address of Priority Sites:

- **Railroad Avenue Target Area**
 - 12-16 Lincoln Street
 - 711 Slaughter Street
 - 680-684 Forest Street
 - 604 Forest Street
 - 222-238 Railroad Avenue
- **Lookerman Street Target Area**
 - 326 W Lookerman St
 - 239 W Lookerman St
 - 126 W Lookerman St
 - 1 Lookerman St
 - 7 Lookerman Plaza
 - 19901 E Legislative Ave
- **Governors Avenue Target Area**
 - 120 S Governors Ave
 - 127-145 S Governors Ave
 - 229 S Governors Ave
- **Memorial Park Target Area**
 - E Side of St Jones River

5. Contacts:

(a) Project Director:

Name: Tina Bradbury, CTA, Economic Development & Operations Manager
Phone: 302-678-2940 | Email: tina@downtowndoverpartnership.com
Mailing Address: 101 W Lookerman Street, Suite 2B, Dover, DE 19904

(b) Chief Executive/Highest Ranking Elected Official:

Name: Diane Laird, Executive Director
Phone: 302-678-2940 | Email: diane@downtowndoverpartnership.com
Mailing Address: 101 W Lookerman Street, Suite 2B, Dover, DE 19904



6. Population:

- Population of Downtown Dover: 14,713

7. Other Factors:

Other Factors Criteria	Page #
Community population is 10,000 or less.	5*
The applicant is, or will assist, a federally recognized Indian tribe or United States Territory.	NA
The priority site(s) is impacted by mine-scarred land.	NA
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	2**
The priority site(s) is in a federally designated flood plain.	2**
The 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 climate adaptation/mitigation capacity and resilience to protect residents and community investments.	4
At least 20% of the overall project budget will be spent on eligible reuse/area-wide planning activities, as described in Section I.B., for priority site(s) within the target area.	NA
The target area(s) is located within a community in which a coal-fired power plant has recently closed (2013 or later) or is closing.	NA

Notes: *The population of the Loockerman Target Area is 3,286. **Memorial Park is adjacent to a body of water and located in a federally designated flood plain. NA = Not Applicable.

8. Letter from the State or Tribal Environmental Authority: A letter of acknowledgement from the Delaware Department of Natural Resources and Environmental Control (DNREC) is attached.

9. Releasing Copies of Applications: Not applicable.



STATE OF DELAWARE
**DEPARTMENT OF NATURAL RESOURCES AND
ENVIRONMENTAL CONTROL**

DIVISION OF WASTE AND HAZARDOUS SUBSTANCES
391 LUKENS DRIVE
NEW CASTLE, DELAWARE 19720

REMEDIATION
SECTION

PHONE: (302) 395-2600
FAX: (302) 395-2601

November 9, 2023

Ms. Tina Bradbury, CTA
Brownfield Revitalization Program Director
Economic Development & Operations Manager
Downtown Dover Partnership
101 W. Lookerman Street
Suite 2B
Dover, DE 19904
tina@downtowndoverpartnership.com

RE: DNREC's Acknowledgement Letter for Downtown Dover Partnership's FY'24
Multipurpose Grant Application to the United State Environmental Protection Agency.

Dear Director Bradbury:

Please accept this letter as an acknowledgement that the Delaware Department of Natural Resources and Environmental Control (DNREC) is aware and supports the Downtown Dover Partnership's (DDP) FY'24 Multipurpose grant application to the U.S. Environmental Protection Agency (EPA) under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), as amended by the Brownfields Utilization, Investment, and Local Development (BUILD) Act.

DNREC acknowledges that the DDP is committed to driving an improved quality of life through collective collaboration, economic development and promotion of its unique historic properties. The DDP collaborated with community stakeholders in preparing "**Transforming Downtown Dover: Capital City 2030**" (the "**Downtown Plan**"). The Downtown Plan envisions creating a pedestrian-oriented downtown that caters to local residents, regional anchors, and tourists alike. The Downtown Plan identified DDP-owned properties, as well as other buildings and vacant lots, with the potential to increase vibrancy and energy. The DDP will leverage EPA Multipurpose Grant funding to address legacy contamination and Environmental Justice (EJ) issues and achieve its vision for a thriving downtown.

DNREC acknowledges that the geographic area includes all of Downtown Dover. The **Lookerman Street Target Area (TA)** consists of three Census Block Groups (13-001, 13-002

& 14-002) along a ~1.5-mile stretch of Loockerman St., considered “the spine” of Downtown Dover. It is bounded by Division Street to the north, the Dupont Highway to the east and the southeast, and Saulsbury Road (north of North St.) and Governors Avenue (south of North St.) to the west. The TA spans an area of 1.16 square miles and is home to nearly 3,300 residents. It is centered around The Green and includes Bayhealth Hospital (Kent Campus) to the south, and Delaware State University’s (DSU’s) “Downtown Campus” along its northern edge.

DNREC is excited to see the City of Dover’s revitalization. For any further assistance or questions, you may have regarding the DNREC’s Brownfield Development program please contact Melissa Leckie, Planner V and Brownfield Coordinator, at 302-395-2600, Melissa.Leckie@delaware.gov, or myself at Sandra.Woolston@delaware.gov.

Sincerely,



Sandra L Woolston
Planner I
DNREC – WHS – Remediation Section

cc: Qazi Salahuddin, Program Administrator, DNREC – WHS – Remediation Section
Melissa Leckie, Planner V, DNREC – WHS – Remediation Section
Tony Geiger, Region 3 Brownfield Coordinator, United States Environmental Protection Agency

1. PROJECT AREA DESCRIPTION & PLANS FOR REVITALIZATION.

1.a. Target Area & Brownfields.

1.a.i. Overview of Brownfield Challenges & Description of Target Area: The City of Dover was founded in 1683 on the St. Jones River. In 1781, it was established as the capital of the State of Delaware, and in 1787, Delaware became the “First State” admitted to the U.S. Dover’s central square, “The Green”, has hosted historic military rallies and patriotic events. Today it is the heart of the historic district, and includes the Delaware Supreme Court & Kent County Courthouse. With nearly 40,000 Delawareans, Dover is the 2nd most populous city in Delaware (pop. 1,030,000).

Downtown Dover, the geographic boundary, includes four Census Tracts (09, 13, 14 & 33). It spans an area of 7.24 square miles and is home to nearly 15,000 residents. The **Lookerman Street Target Area (TA)** consists of three Census Block Groups (13-001, 13-002 & 14-002) along a ~1.5-mile stretch of Lookerman St., considered “the spine” of Downtown. It is bounded by Division St. to the north, the Dupont Highway to the east and the southeast, and Saulsbury Rd. (north of North St.) and Governors Ave. (south of North St.) to the west. The TA spans an area of 1.16 square miles and is home to nearly 3,300 residents. It is centered around The Green, and includes Bayhealth Hospital (Kent Campus) to the south, and Delaware State University’s (DSU’s) “Downtown Campus” along its northern edge. During the 19th century Dover became a stop on the “Underground Railroad”. Today, DSU is Delaware’s only historically black university, and the City prides itself on being one of the most diverse and inclusive communities in Delaware. However, the TA qualifies as a **disadvantaged community**. 66% of residents are people of color (47% black), and **56% of residents qualify as low income**. The area ranks above the 80th percentile for potential exposure to lead-based paint, and above the 90th percentile for proximity to traffic and Superfund sites. The TA is a **non-attainment area for air pollution**, and ranks in the **93rd and 91st percentiles for asthma and lower life expectancy**. The TA also has **impaired waters, lacks access to transportation** and is a **food desert**.

The **Downtown Dover Partnership (DDP)** is committed to driving an improved quality of life through collective collaboration, economic development and promotion of its unique historic properties. The DDP collaborated with community stakeholders in preparing “**Transforming Downtown Dover: Capital City 2030**” (the “**Downtown Plan**”). The Downtown Plan envisions creating a pedestrian-oriented downtown that caters to local residents, regional anchors, and tourists alike. The Downtown Plan identified DDP-owned properties, as well as other buildings and vacant lots, with the potential to increase vibrancy and energy. The DDP will leverage EPA Multipurpose Grant funding to address legacy contamination and Environmental Justice (EJ) issues and achieve its vision for a thriving downtown.

1.a.ii. Description of Priority Brownfields: Centuries of development, followed by decades of disinvestment, decline and sprawl, have resulted in a large number of underutilized buildings and vacant lots in the Lookerman St. TA. A Delaware Dept. of Natural Resources & Env. Control (DNREC) inventory identified **over 80 brownfields in the TA, and over 100 in Downtown Dover**. These sites include a high concentration of former gas stations, auto repairs, drycleaners, and other commercial/ industrial facilities. For example, the inventory identified 167 underground storage tank (UST) sites and 94 leaking UST (LUST) sites. Common contaminants of concern (COCs) include: hazardous building materials (HBM), including asbestos-containing materials (ACM), lead-based paint (LBP), and polychlorinated biphenyls (PCBs); petroleum; heavy metals; polycyclic aromatic hydrocarbons (PAHs); and chlorinated solvents. EPA funding will be used to support the revitalization of the following focus areas and nearly 19 acres priority brownfields within the TA, as identified in the Downtown Plan:

Focus Areas	Addresses of Priority Sites	Size (Acres)	Owner	Former Use; Current Condition	Potential Env. Concerns (PEC) & Anticipated Funding Needs (AFN)	Reuse Plans
Railroad Avenue (West Edge of TA)	12-16 Lincoln Street	3.1	Private*	Vacant Warehouse Buildings	PEC: HBM; chlorinated solvents AFN: Phase I ESA; HBM Survey	Acquire & consolidate parcels for new 5-story mixed-use buildings with multi-family units on upper floors, ground floor commercial & outdoor amenities
	711 Slaughter Street	1.0	NPO*	Vacant Lot (Overgrown)	PEC: Illegal dumping AFN: Phase I ESA; Reuse Plan	
	680-684 Forest Street	1.0	DDP	Former Foundry; Vacant Building	PEC: HBM; LUST; petroleum AFN: Phase II ESA/Cleanup Plan.	
	604 Forest Street	0.5	Private*	Underutilized Auto Repair & Hair Salon	PEC: HBM, petroleum; solvents AFN: Phase I/II ESA, HBM Survey	
	222-238 Railroad Avenue	0.7	DDP; Private*	Former Auto Repair; Vacant Building/Lot	PEC: HBM; heavy metals; VOCs AFN: Phase I/II ESA; HBM Survey	

Focus Areas	Addresses of Priority Sites	Size (Acres)	Owner	Former Use; Current Condition	Potential Env. Concerns (PEC) & Anticipated Funding Needs (AFN)	Reuse Plans
Lockerman Street (E/W Spine)	326 W Lockerman St	0.7	Private*	Former Dover Machine Works; Parking Lot	PEC: Historic USTs; petroleum AFN: Phase I/II ESA	5-story mixed-use with commercial
	239 W Lockerman St	0.2	Private*	Former Apartment Burned in 2022 Fire	PEC: PAHs; heavy metals AFN: Phase I/II ESA	3-story mixed-use with commercial
	126 W Lockerman St	1.2	Public	Lockerman Plaza; Farmers Market	PEC: Impacted fill; historic spills AFN: Phase I/II ESA	Central civic/gathering space
	1 Lockerman St	0.53	Private*	Vacant Restaurant/Commercial	PEC: HBM. AFN: Phase I ESA; HBM Survey	Adaptive reuse as food hall
	7 Lockerman Plaza	0.7	City; Bank	Old City Hall & PNC Bank Building	PEC: HBM. AFN: Phase I/II ESA; HBM Survey	Adaptive reuse as part of new hotel
	19901 E Legislative Ave	1.3	City	Vacant Former Post Office Building	PEC: HBM; petroleum AFN: Phase I/II ESA, HBM Survey	New commercial & City Hall
Governors Avenue (N/S Artery)	120 S Governors Ave	1.8	DDP	Auto Parts & Surface Parking Lot	PEC: HBM; petroleum; solvents AFN: Phase II ESA; HBM Survey	6-story mixed-use with grocery store
	127-145 S Governors Ave	1.23	DDP, City, Private*	Dry Cleaner; Parking Lot	PEC: Drycleaner; solvents AFN: Phase I/II ESA; Cleanup	5-story mixed-use with transit hub
	229 S Governors Ave	0.2	Private*	Former Gas Station; Paved Lot	PEC: USTs; petroleum; solvents AFN: Phase I/II ESA; Cleanup	Expand adjoining business
Memorial Park (East Edge)	E Side of St Jones River	4.5	DDP	Underutilized; Areas within Floodplain	PEC: HBM; impacted fill; flooding AFN: Phase I/II ESA; Demo Plan for Water Treatment Facility	Vibrant gateway park with art walk, amphitheater & gathering spaces.

*Potential acquisition; NPO – Non-profit organization; HBM – Hazardous Building Materials; Polycyclic Aromatic Hydrocarbons (PAHs); ESA – Environmental Site Assessment; PEC – Potential Environmental Concerns; AFN – Anticipated Funding Needs.

1.a.iii. Identifying Additional Sites: The priority sites identified above include the anticipated need for 13 Phase I ESAs, 12 Phase II ESAs, 9 HBM Surveys, 4 cleanup/abatement plans and potential remediation activities at three DDP-owned sites. These sites are anticipated to require all of the requested EPA funding. Additional funding will be sought from DNREC to support supplemental assessment and cleanup activities, as needed. If EPA funding is available beyond the priority sites, the DNREC inventory includes a list of nearly 100 potential brownfields in Downtown. The DDP will work with the Brownfield Advisory Committee (BAC; see Section 2.b) to prioritize additional sites. The prioritization criteria may include: location within the Lockerman St TA (a disadvantaged community), or other underserved area within Downtown; ability to deliver near-term outcomes, including quality fair housing, job creation, and community services; equitable distribution of funding amongst stakeholders; ability to address health/welfare issues/EJ issues; and feasibility of proposed reuse plans.

1.b. Revitalization of the Target Area.

1.b.i. Overall Plan for Revitalization: The DDP collaborated with community stakeholders to create “Transforming Downtown Dover: Capital City 2030” (the “Downtown Plan”; January 2023). The Downtown Plan serves as a community guide to drive decision making and programming in Downtown through 2030. Dover prides itself on being one of the most diverse and inclusive communities in Delaware. Thus, it was essential to identify and implement inclusive and equitable development strategies that will promote community investment, local job training, shared services, and aligned housing programs. The Downtown Plan was guided by six principles: (1.) Create a vibrant and welcoming community; (2.) Provide a housing framework that supports all income levels; (3.) Create financial paths for local residents to participate in wealth building; (4.) Create opportunities to stabilize the community through workforce development programs; (5.) Support local businesses & property owners; & (6.) Ensure ongoing input from community representatives in the process.

To maximize collaboration, the planning process included “listen”, “discover” and “ideate” phases. During the listening phase, more than 30 community meetings were held with a diverse group of stakeholders to understand their past, present, and future objectives, key insights, and opportunities. The discovery phase included an in-depth examination of the architecture, infrastructure, historic character, public spaces, wayfinding, and zoning. It evaluated sidewalks, street grids, parking, multi-mobility programs, the transportation network, and best practices from other communities. During the ideate phase, design charrettes were held to solicit meaningful input on preliminary plans and strategies. Areas of focus included creating key destination points, business attraction and retention, architectural strategies, ground floor activation, multi-modal transportation, enhanced public spaces

and creating residential density. Downtown was envisioned as a vibrant, thriving, livable community and regional destination. This will require new developments that activate ground floor spaces, add nearly 1,000 residential units, include a boutique hotel, centralized parking, more contemporary architecture, adaptive reuse of existing structures, restaurants with outdoor seating, authentic retail, and programmed public spaces. Two of the primary recommendations were:

- Utilize City Owned (DDP) properties, as well as strategic acquisitions to jump-start development; &
- Develop empty lots to strengthen the “spine” of the Lookerman commercial district.

The Downtown Plan included an inventory of “Areas of Opportunity” and “Development Sites” within the TA, as well as detailed/feasible reuse plans and strategies for the priority sites, as summarized below. EPA funding will be utilized to conduct Phase I ESAs on sites targeted for acquisition, conduct Phase II ESAs, HBM Surveys & Cleanup Plans where needed, and support remediation of DDP-owned sites.

Areas	Priority Sites	Site-Specific Reuse Plans & Strategies
Railroad Avenue	12-16 Lincoln St; 711 Slaughter St; 604 & 680-684 Forest St; 222-238 Railroad Ave	Catalyst project at western gateway. Reuse plans include acquiring and consolidating additional parcels for up to 7-acres of new development. Improvements include two 5-story mixed-used buildings with up to 350 multi-family units, 30,000 SF of commercial & adjoining park/ greenspace with outdoor amenities. Potential to add an additional building & expand park area.
Lookerman Street	326 W Lookerman St	Near western gateway to TA. Potential acquisition by DDP. Reuse plans include 5-story mixed-use building with 77 multi-family units & 6,500 SF of commercial on ground floor.
	239 W Lookerman St	Raze 3-story building damaged by fire. Reuse plans include a new 3-story apartment with 8 multi-family units, 1,800 SF of commercial on ground floor & outdoor amenities.
	126 W Lookerman St	Enhanced central civic/gathering space. Reuse plans include two new 5-story mixed-use buildings with 144 multi-family units, 13,300 SF of commercial & a central plaza/market area.
	1 Lookerman Street	Historic building is in close proximity to DSU’s Downtown Campus. Adaptive reuse plans include a 12,000 SF food hall/commercial space to service students, workers and visitors.
	7 Lookerman Plaza	A new boutique hotel linking two historic buildings. PNC Bank will support a restaurant & City Hall is reimagined as the lobby. Includes 204-room hotel & 7,300 SF of restaurant/commercial.
	19901 E Legislative Ave	Raze former post office and replace with 2-story office building. Reuse plans include 38,800 SF of office space, including the potential for a new City Hall & outdoor courtyard.
Governors Avenue	120 S Governors Ave	Catalyst project in heart of the TA. Reuse plans include a 6-story mixed-use building, including 200 multi-family units, 27,500 SF grocery store & outdoor amenities.
	127-145 S Governors Ave	Transit-Oriented Development (TOD) in the heart of the TA. Reuse plans include consolidating multiple parcels into a 1.2-acre site with a 5-Story mixed-use building, including 146 multi-family units, a multi-modal transit hub, parking deck, commercial space & outdoor amenities.
	229 S Governors Ave	Former gas station/auto repair at key intersection along major N/S thoroughfare. Cleanup existing impacts to expand adjoining business with new 10,000 SF commercial (retail/office) building.
Memorial Park	E Side of St Jones River; Bounded by Park Dr (East), Lookerman (South) & Division (North)	Catalyst project at eastern gateway. Largest public open space in Downtown. Presently underutilized. Reuse plans include a new amphitheater, art walk, pedestrian bridge, and gathering spaces for events & activities. Designated areas for food trucks, a beer garden, and a dog park. Park Drive could be improved with features to support street fairs and other events.

1.b.ii. Outcomes & Benefits of Revitalization:

Redevelopment of the priority brownfields will result in an array of economic benefits, with a focus on larger mixed-use buildings to increase residential density in the TA and support new and existing businesses, create jobs and increase local revenue. The table summarizes the estimated amounts of new multi-family (M-F) residential units (844), hotel rooms (204), commercial space (94,900 SF), restaurant space (14,600 SF), office space (52,100 SF), and long-term (non-construction) jobs (299) that will be created. These projects will also result in hundreds of local construction and related supply industry jobs in Dover over several years.

Priority Site(s)	M-F	Commercial	Restaurant	Office	Jobs ^a
Railroad Ave Area	350	30,000	–	–	48
326 W Lookerman	77	6,500	–	–	10
239 W Lookerman	8	1,800	–	–	3
126 W Lookerman	144	9,000	4,300	–	20
1 Lookerman St	–	6,000	6,000	–	10
7 Lookerman Plaza	204*	3,000	4,300	–	26
19901 E Legislative	–	–	–	38,800	97
120 S Governors	196	27,500**	–	–	36
127-145 S Governors	146	5,500	–	8,300***	33
229 S Governors	–	5,000	–	5,000	16
Totals	1,048	94,900 SF	14,600 SF	52,100 SF	299

Hotel Rooms; **Grocery Store; *Transit Hub; SF = Square Feet; M-F = Multi-Family*

^a Based on data from U.S. Energy Information Administration. Table B2. Total & medians of floorspace & # of workers, Revised 2016. Includes 1 job per each of: 15 Multifamily Units; 10 Hotel Rooms; 1,200 SF of Commercial/Restaurant; & 400 SF of Office Space.

Redevelopment of the priority sites will also result in an array of **non-economic benefits**, including:

- **Improving Climate Adaptation, Mitigation & Resiliency:** The St Jones River is located along the eastern edge of the TA, which is prone to flooding. Reuse plans include incorporation of low-impact design (LID) to better manage stormwater across the TA and help mitigate flooding during wet weather events.
- **Creating & Enhancing Parks & Outdoor Amenities:** The revitalization of Memorial Park will draw people to Downtown as a gathering place for outdoor activities and events. Additionally, enhancing the central plaza/market space at 126 W Loockerman St will be a source of revenue for the City and local vendors.
- **Incorporating Energy Efficiency:** Reuse plans include solar panels & charging stations for electric vehicles.
- **Eliminating a Food Desert:** The inclusion of a grocery store at 120 S Governors Ave will provide a local source of healthy food for the community, which is identified as a food desert in EPA's EJ Screening Tool.
- **Increasing Access to Transportation:** The design of 127-145 S Governors Ave as a Transit-Oriented Development (TOD) and multi-modal transit hub will improve access to public transportation.

1.c. Strategy for Leveraging Resources:

1.c.i. Resources Needed for Site Reuse: The DDP has an impressive track record of securing and leveraging funding from multiple sources to support revitalization. For example, in 2009 the DDP purchased a former scrap yard in the TA, and completed the remediation of impacted soil and groundwater under the oversight of DNREC. The DDP ultimately deeded the property to the Inner-City Cultural League, Inc. (ICCL), a non-profit dedicated to promoting an awareness of the arts, and highlighting African American contributions to the nation. ICCL enhances the quality of life for area youth, and encourages youth to accept health, social, academic and civic responsibilities and serve as a cultural catalyst for the community. The former scrapyard was developed as a community center to support ICCL's mission. Further, DNREC provided funding to complete Phase I/II ESAs and remediation of 238 Railroad Avenue, one of the priority brownfields slated for a large mixed-use development.

This project will build on these and other success stories, starting with the development of site-specific financing strategies. For example, the Downtown Plan included a preliminary financing strategy for the 120 S Governors Avenue site. Reuse plans include a new six-story mixed-use building, including 196 multi-family residential units on upper floors and a 27,500 SF grocery store on the ground floor. The financing strategy includes the DDP leveraging the property value, estimated at \$1M, to become a limited partner in the redevelopment. To strategy to finance the residential units involves taking advantage of both New Market Tax Credits (NMTCs) and Low-Income Housing Tax Credits (LIHTCs). Tax Incremental Financing (TIF) will contribute to site preparation and constructing the parking garage.

The DDP will leverage similar resources and financing strategies to strengthen public-private partnerships that will play a key role in implementing specific projects. EPA funding will be leveraged with additional grants, and a variety of local financial incentives, subsidies and other grants, including:

- **General Funds:** The DDP is funded through a combination of a City of Dover appropriation, income from rental properties and parking lots owned/managed by the DDP, corporate fundraising, grants and loans.
- **Other Grants & Loans:** The DDP will leverage funding from other grants & loans, including:
 - Assessment & Cleanup:** The DNREC Brownfields Program can provide significant technical/financial assistance for supplemental assessment/cleanup activities for priority brownfield sites in the TA.
 - Site Readiness Fund (SRF):** The goal is to get sites ready for development focused on job creation. Funds issued as grants for demolition, infrastructure and sitework. Up to 50% of costs with no cap.
 - Community Reinvestment Fund (CRF):** A grant program for redevelopment, revitalization and capital projects that improve the economic, culture, historical, and recreational health of Delaware communities.
- **Local, State & Federal Incentives:** The DDP and its development partners can leverage several incentives:
 - Commercial Property Assessed Clean Energy (C-PACE) Program:** Provides low-cost loans for energy efficient upgrades in existing buildings or new construction.
 - Historic Preservation Tax Credits (HPTC):** Projects may receive up to 20% in credits for rehabilitation costs.
 - NMTC:** Provides ~25% of project costs in flexible, below market funding that is typically forgiven.
 - LIHTC:** Provides a source of financing for quality housing to low-income Delawareans.
 - Transportation Alternatives Program (TAP):** Provides funding for a variety of projects, including pedestrian & bicycle facilities; historic preservation & vegetation management; stormwater; & recreational trails.
- **Other Subsidies:** The DDP and its development partners can take advantage of several local subsidies:

Downtown Development District (DDD): Established in 2015 to spur capital investment, stimulate job growth & improve vitality. Offers rebates up to 20% of development costs, with a cap of \$2M per building.
Tax-Exempt Conduit Bonds: Offers lower interest rates & longer amortization periods. Proceeds available to private entities for projects housing, redevelopment, infrastructure, parks & other large-scale projects.
TIF: The DDP is leading efforts to create a TIF District, which will provide funds for acquiring property, demolition, infrastructure improvements, parks, parking, restoration and renovation projects in the TA.

1.c.ii. Use of Existing Infrastructure: The Lookerman St TA and Downtown geographic area are located within a fully developed urban area in the City and the priority brownfield sites are connected to existing infrastructure, including roads and utilities (waste/storm/potable water, power & communications). Whenever feasible, the project will focus on sustainable reuse of existing structures. Where demolition is necessary, the DDP will establish salvage goals to divert waste and maximize recycling. Additionally, the City has secured \$1.5M of State Funding to improve existing infrastructure within the TA, including utilities, roads and sidewalks. This funding will be used to design and construct the improvements. The design will accommodate the necessary capacity for the water and wastewater conveyance systems. The project will also evaluate the current stormwater system and improve locations prone to flooding. Finally, the project will design ADA compliant walkways throughout the TA.

2. COMMUNITY NEED & COMMUNITY ENGAGEMENT.

2.a. Community Need. 2.a.i. The Community’s Need for Funding: Downtown Dover has a rich history. As the “First State”, it is closely tied to the founding of the United States. Dozens of buildings in Downtown are listed on the National Register of Historic Places. However, decades of environmental injustice have diminished Dover’s cultural and economic vibrancy. With a population of 54.4% people of color, the Lookerman St Target Area (TA) has a per capita income of \$26,397, falling well below the Delaware average of \$38,917 and the national average of \$37,638. The target area has a poverty rate of 21.9%, nearly double Delaware’s average of 11.4% and well above the national average of 12.6%.^b CEJST provides further perspective on Dover’s economic status. Of the thirteen Census Tracts (CTs) in Delaware designated as disadvantaged, eight of them, nearly 62%, are in or adjacent to Dover.^c As shown in Table 1, the TA has a high percentage of households (29.4%) that rely on safety net programs like the Supplemental Nutrition Assistance Program (SNAP) to supplement low incomes. Such conditions create little disposable income for residents and reduced local sales tax revenues to further economic development. This grant will meet the needs of a disadvantaged community that otherwise lacks the resources to advance brownfield assessment and cleanup.

Data Type	Lookerman St. Target Area	Downtown Dover	City of Dover	Kent County	Delaware	United States
Total Population	3,286	14,713	38,940	180,078	981,892	330M
People of Color	54.4%	59.5%	55.80%	36.4%	34.3%	39.8%
% Black or African American	41.0%	46.0%	40.5%	25.7%	22.0%	12.6%
Poverty Rates	21.9%	23.6%	20.5%	13.3%	11.4%	12.6%
Median Household Income	\$39,282	\$40,984	\$51,073	\$63,715	\$72,724	\$69,021
Per Capita Income	\$26,397	\$22,753	\$28,098	\$30,804	\$38,917	\$37,638
Households with Food Stamps/SNAP	29.4%	22.3%	18.3%	14.3%	10.5%	11.4%
Cost Burdened Households	60.3%	61.7%	58.3%	55.6%	49.0%	49.4%
Home Ownership Rate	39.4%	39.9%	48.9%	70.2%	71.5%	64.6%
Median Home Value	\$202,560	\$197,776	\$197,600	\$238,700	\$269,700	\$244,900
Houses built prior to 1980	70.7%	51.8%	44.9%	35.0%	44.2%	52.0%
Vacant Housing Units	8.7%	9.2%	8.0%	7.6%	14.4%	11.2%
% Bachelor’s Degree or Higher	24.9%	27.8%	25.9%	25.7%	33.6%	33.7%
Land Area (Square miles)	1.16	7.24	23.97	798.33	1,948	3,533,038

Data from 2017-2021 American Community Survey. **Bold** indicates results that exceed or are less than DE and U.S., respectively.

Additional factors which inhibit the DDP and project partners from drawing upon local resources include: dozens of derelict properties which constrain tax-based revenue while generating substantial costs for

^b 2021 ACS 5-year estimate, accessed 10/25/23
^c CEJST, accessed 10/26/23

code enforcement, condemnation orders, and crime. These vacant lots have reduced the property tax base for the community, while attracting crime, deterring investment, and collecting illegally dumped waste. Furthermore, the City’s position as the regional/state seat of government and higher education result in tax exemption for 50% of the City’s tax base. Grant funding will assist the DDP in developing commercial and residential properties that will increase the tax-base, and provide vibrant commercial spaces to attract new businesses that will provide local jobs & reduce the community’s need for assistance.

2.a.ii. Threats to Sensitive Populations. 2.a.ii.(1) Health or Welfare of Sensitive Populations: As illustrated in the table below, EPA’s Environmental Justice Screening (EJSCREEN) Tool reports the target area is home to a high percent of people of color, persons with disabilities, and low income population. As shown in Table 1 in 2.a.i, the median household income for target area residents is 54% of the Delaware average. Additional **welfare issues** in the target area include:

- **Housing:** The target area has low rates of home ownership (39.4%), high rates of cost burdened households (60.3%), and an aging housing stock, with 70.7% of homes over 40 years old.^d
- **Crime:** In 2019, Dover had 334 violent crime cases. When paired with the US average of 369.8 cases per 100,000, Dover’s violent crime rate is 871 per 100,000, 2.4 times greater.^e Dover has the second highest concentration of violent crimes in the state, following Wilmington which has twice the population. In addition to assault, Dover has had over 665 incidences of vandalism, larceny, and motor vehicle thefts in the past 180 days, with most occurring in the downtown target area.^f

Lack of investment in the target area has resulted in additional welfare concerns such as high rates of commercial vacancy, vagrancy, limited business and job opportunities, and buildings and parking lots in disrepair. Redeveloping brownfield sites will further DDP’s efforts to create economic opportunities, reduce health disparities, and improve the safety and well-being for these sensitive populations. As

Table 2. Sensitive Populations Categories	Percentile in U.S.	
	Loockerman St. TA	Downtown Dover (CTs)
Low Income	81	74
People of Color	73	74
Persons with Disabilities	74	73

***Bold** indicates distress factors ≥ 60th %tile. Shaded indicates distress factors ≥ 70th %tile. EPA EJ Screen, (10/18/23).*

discussed in Sections 1.a.ii and 1.b., the priority brownfields are slated for quality fair housing projects and commercial uses that will create local jobs and generate tax-based revenue.

2.a.ii.(2) Greater Than Normal Incidence of Disease & Adverse Health Conditions:

High rates of obesity, premature death, and a few opportunities for exercise contribute to Kent County’s ranking of least healthy county in Delaware.^g Of primary concern is the predominance of respiratory distress for Dover residents. EPA’s EJScreen reports that residents in the TA and downtown Dover CTs rank in the 93rd and 94th percentile, respectively, for the highest rates of diagnosed asthma. CDC’s PLACES: Local Data for Better Health confirms Dover’s asthma prevalence is 25% greater than the US average, and Dover’s Chronic Obstructive Pulmonary Disease (COPD) incidences are 35% greater than the US average.^h Coupled with high instances of poor mental and physical health, low life expectancy outcomes for residents in the TA (85th percentile) and Dover CTs (73rd percentile) are concerning.

The table below includes prevalence rates for 10 chronic disease and health indicators for TA residents.ⁱ Included in the table are the average prevalence rates for the TA, Kent County and the US. Health measures for Dover are worse in all categories when compared to US averages.

Health Measure	TA	Kent County	U.S.	Health Measure	TA	Kent County	U.S.
COPD	7.7	6.7	5.7	Kidney Disease	3.4	3	2.7
High Blood Pressure	36.4	33.4	29.6	No Leisure/Physical Activity	32.9	29.4	23
Asthma	12.1	11.2	9.7	Mental Health	18.5	15.8	15.2
Diabetes	12.8	11	9.9	Obesity	44.2	41.3	33
Heart Disease	6.1	5.6	5.2	Poor Physical Health	12.4	12.1	10.3

^d See table in Section 2.a.i.

^e FBI, 2019 Crime in the United States [Link](#) accessed 10/30/23

^f City of Dover Police Department, Crime Map [Link](#) accessed 10/30/23

^g County Health Rankings & Roadmaps, 2023 accessed 10/26/23 [Link](#)

^h Centers for Disease Control and Prevention, PLACES: Local Data for Better Health, [Link](#) accessed 10/31/23

ⁱ Centers for Disease Control and Prevention, PLACES: Local Data for Better Health, [Link](#) accessed 10/31/23

The assessment and cleanup of priority sites in the TA will assist with decreasing residents’ exposure to harmful contaminants and improve public health. Sensitive populations that live near these sites, such as people of color and low-income residents, are disproportionately impacted. Limited financial resources present barriers for these residents to secure safer housing or working conditions. Redevelopment of the priority sites will aid in mitigating the potential exposure. For example: removal of soil impacts will reduce exposure to hazardous substances from dermal contact and inhalation of vapors; removal of dissolved contaminants that threaten aquifers and surface water will reduce potential exposure to carcinogens; and abatement of asbestos from aging/decaying structures will reduce potential health impacts (asthma, mesothelioma and other respiratory diseases). The project will result in the creation of safe housing and public spaces, improved transportation options, green space and walking paths, job creation, and economic vitality that will improve health indicators such as obesity, and poor mental and physical health.

2.a.ii(3) Environmental Justice (EJ) (a) Identification of Environmental Justice Issues: According to the Climate and Economic Justice Tool (CEJST), three of the four census tracts included in the Downtown Dover target area are classified as disadvantaged. All of the priority sites are in disadvantaged CTs, eight in CT 0414 and seven in CT 0413. Data from EPA’s EJSCREEN Tool in the table to the right provides further evidence that residents in the TAs are disproportionately exposed to environmental burdens that exacerbate the vulnerability of Dover’s low-income adults, people with disabilities, people of color, adults with low educational attainment, and cost-burdened households. The TAs have impaired waters, underground storage tanks, air non-attainment, and lead paint exposure. The target area is in the 98th percentile for proximity to a Superfund site, which increases the likelihood for residents to experience adverse health conditions.

Type	EJ Screen Indicators (10/25/23)	Percentile in U.S.	
		Loockerman St. TA	Downtown Dover
Air	Ozone	85	68
	Diesel Particulate	68	52
	Traffic Proximity	57	76
Hazardous Substances	Lead Paint	77	64
	Superfund	98	97
Petroleum	Underground Tanks	69	64

Bold indicates distress factors ≥ 60th %tile. Shaded indicates distress factors ≥ 70th %tile.

(b) Advancing Environmental Justice: EPA funding will support DDP in developing sustainable housing and restoring community serving spaces without causing displacement. Assessment & cleanup will also reduce threats to residents from exposure to contaminants from:

- **Air Emissions:** The target area has air quality issues associated with vehicle emissions. Infill development, transit-oriented development and enhancements to parks, trails and outdoor amenities will help reduce vehicle emissions and improve the air quality in Downtown.
- **Hazardous Substances, Petroleum, Soil and Groundwater:** The target area’s aging housing stock presents increased risk of exposure to hazardous materials such as asbestos and lead-based paint (77th percentile for target area)¹. Residents also live near industrial facilities, former gas stations, auto repair shops, and dry cleaners. As noted in Section 1.a.ii., this has resulted in area-wide impacts including metals in soils, and impacted groundwater. Funding will be used to assess contamination, evaluate remedial options, and implement cleanup at priority brownfield sites.

2.b. Community Engagement. 2.b.i. Prior/Ongoing Community Involvement: The Downtown Dover Partnership (DDP) is committed to driving an improved quality of life through collective collaboration, economic development and promotion of its unique historic properties. This was demonstrated by the listen, discover and ideate process used to create “**Transforming Downtown Dover: Capital City 2030**” (the “Downtown Plan”; January 2023). To engage with the community, the DDP-led team held more than 30 community engagement meetings within the first six months. They met with a diverse group of stakeholders including business/property owners, residents, homeless and low-income housing advocates, religious leaders, youth organizations, schools, workforce development agencies, the rotary club, chamber of commerce, tourism leaders, Dover Police, DelDOT, and other experts, elected officials, local agencies, arts and culture leaders. The team also interviewed key regional anchors such as Delaware State Hospital (DSU), Bayhealth Hospital, Dover Air Force Base, and the state government. They aimed to understand their past, present, and future objectives, key insights, and opportunities for synergy. The team collected over 600 unique connections from individuals and companies representing

¹ EPA EJScreen, accessed 10/25/23

the Dover community. They also met with key city, county, and state officials to discuss financial strategies, community investment, public safety, and transportation hubs. The DDP will continue regular meetings and publications to ensure the EPA grant aligns with community needs.

2.b.ii. Project Involvement/2.b.iii. Project Roles: The DDP has identified project partners who will bring important community voices to the table. Each of these partners participated in preparing the Downtown Plan, and this project will be a natural extension of those efforts. Each partner is committed to serving on the Brownfield Advisory Committee (BAC) and assisting with engagement. The BAC will establish prioritization criteria and be actively involved in all grant activities, in particular site identification, site selection, and cleanup and reuse planning activities.

Organization (Type)	Contact Name & Information	Organization Purpose & Project Roles
City of Dover (Local Gov't)	Dave Hugg, City Manager dhugg@dover.de.us	Role: Provide funding & technical assistance; advise on reuse options and zoning approvals.
Dover Parks & Recreation (Parks & Open Spaces)	Robin Eaton, Director reaton@dover.de.us	Role: Key part for improving Memorial Park & incorporation of outdoor amenities at priority sites.
Dover Historic District (Historic Preservation)	Ann Baker Horsev, Vice-Chair [REDACTED]	Role: Key partner in guiding the restoration and reuse of historic buildings within the TA.
Kent Levy Court (Regional Gov't)	Ken Decker, County Administrator admin@kentcountyde.gov	Role: Provide funding & technical assistance; advise on reuse options and zoning approvals.
Kent Economic Partnership (Economic Development)	Linda Parkowski, Exe. Director linda.parkowski@kentcountyde.gov	Role: Key partner for guiding economic development strategies for the region.
Kent Sussex Leadership Alliance (CBO)	Shelly Cecchett, Executive Director SC@TheKSLA.com	Role: Assist with strategies to increase prosperity & workforce development for low-income residents.
Neighborhood Partners (CBO)	Karen Speakman, Executive Director kspeakman@ncall.org	Role: Advocate for sensitive populations within Downtown. Promotes equitable development.
Restoring Central Dover (CBO)	Will Grimes, Director of Operations wgrimes@neighborgoodpartners.org	Role: Represents a wide range of stakeholder interests in improving the TA.
Delaware State University (Education)	Dr. Stacy Downing, VP Strategic Initiatives sdowning@desu.edu	Role: Key anchor in Downtown. Can represent student voices & interests in the project.
Habitat for Humanity (Affordable Housing)	Tim Bailey, Executive Director tbailey@centraldelawarehabitat.org	Role: Key advocate and champion for increasing quality affordable housing throughout the area.
Dover-Kent Metro Planning (MPO; Regional Planning)	Marilyn Smith, Executive Director marilyn.smith@doverkentmpo.org	Role: Connect project with regional transportation & economic development initiatives.
Delaware Housing Authority (State Housing)	Eugene Young, Director eugene@destatehousing.com	Role: Key partner for the financing of quality affordable housing in Delaware.
DNREC (State Env. Authority)	Melissa Leckie, Brownfields Melissa.Leckie@delaware.gov	Role: Key partner for technical & financial assistance for assessment & cleanup activities.

2.b.iv. Incorporating Community Input: The DDP believes that effective community engagement is imperative to the success of this project. To ensure that the community is actively involved in the project, the DDP will convene meetings with the BAC to solicit input on community priorities and provide status updates. The DDP will work closely with the BAC to connect with key stakeholders, conduct outreach/engagement activities, and facilitate the site inventory/prioritization/selection process. Within the 1st quarter, the DDP will establish a brownfield webpage that will include opportunities for interested community members to get involved in the project. In addition, the project partners will help disseminate information to their stakeholder networks via regular newsletters and meetings regarding grant funded activities that can support affordable housing projects. Other methods of communication will include posting project information on public notice boards at community centers and other gathering places in the Loockerman St TA, distributing project fact sheets, and drafting press releases and articles in local publications. Additionally, the following activities will be part of the DDP's community engagement plan:

- **Meetings with Property Owners & Developers:** The DDP regularly conducts meetings with property owners & developers and will leverage these relationships to solicit their input/participation.
- **Social Media:** The DDP and its partners have established social media channels that will be utilized to ensure that residents and stakeholders stay informed and feel included in the decision-making process.
- **Emails & E-Newsletters:** A comprehensive stakeholder list will be created, and emails and E-Newsletters will be sent periodically. These will be available in other languages (e.g. - Spanish) as needed.
- **Boots on the Ground:** Tactical events such as outreach campaigns with pop-up boards and listening posts at community events are tools that can capture the attention of youth, seniors, and busy parents.

This menu of community engagement methods will allow stakeholders to provide meaningful input that will influence each phase of work. Sustained outreach to the full range of stakeholders will ensure the assessment, cleanup and reuse planning process concludes with strong community backing.

3. TASK DESCRIPTIONS, COST ESTIMATES, & MEASURING PROGRESS

3.a. Description of Tasks (i. Activities; ii. Schedule; iii. Leads; & iv. Outputs): The DDP is requesting \$1,000,000 of Multipurpose Grant funding to assess, conduct cleanup/reuse planning and remediation of DDP-owned brownfields in the Lockerman Street Target Area (TA). The scope of work is organized into four tasks.

Task 1: Grant Management, Reporting & Other Eligible Activities
i. Activities: The DDP will manage all aspects of the project, including coordination with EPA, DNREC, project partners & the Qualified Environmental Professional (“QEP”). Reporting will include: 1) Quarterly Progress Reports (QPRs); 2) ACRES Updates; 3) Annual Disadvantaged Business Enterprise (DBE) & Federal Financial Reports (FFRs); & 4) A Final Performance Report documenting outputs, outcomes, and successes. Two DDP staff will attend up to three brownfield conferences over the five-year grant implementation period.
iii. Leads: The DDP will lead this task. The QEP will assist with reporting and other eligible activities.
iv. Outputs: 20 QPRs; five DBE/FFR Reports; ACRES Updates; one Final Report; up to three conferences.
Task 2: Community Engagement & Site Prioritization
i. Activities: <u>Community Engagement:</u> A detailed description of the DDP’s community engagement plan is provided in Section 2.b. This task includes: 1) facilitating up to 12 Brownfield Advisory Committee (BAC) meetings; 2) hosting public meetings and/or conducting outreach campaigns at events in the TA; 3) conducting meetings with property owners, businesses and developers; and 4) preparation of project webpage content, fact sheets, e-Newsletters, social media posts and press releases. <u>Site Selection:</u> As part of the site selection process, the DDP will engage with the BAC and other stakeholders to gather information on priority sites and reuse plans/strategies. The QEP will conduct file reviews and site visits to baseline existing conditions. The BAC will inform site prioritization and ensure the project provides the greatest outcomes. Site selection will include preparing site eligibility determination (ED) requests.
ii. Schedule: The fact sheets and webpage will be developed during the first quarter (1Q). A BAC kick-off meeting will be held during 1Q and convened quarterly for the first year, and semi-annually thereafter; other outreach activities will occur on an ongoing basis over the course of the project.
iii. Leads: The DDP will lead this task, with support from the project partners, QEP, and stakeholders.
iv. Outputs: Fact sheets; press releases/articles; webpage/social media content; 12 BAC Meetings (including presentations, minutes, etc.); output/outcome tracking spreadsheets; and site ED forms.
Task 3: Phase I/II ESAs, Hazardous Building Materials (HBM) Surveys & Reuse Planning
i. Activities: Includes completion of up to 6 Phase I ESAs (in accordance with AAI Final Rule/ASTM E1527-21 Standard), 6 Phase II ESAs and 6 HBM Surveys priority sites within the TA. This task also includes: 1) access agreements; 2) an EPA-approved Quality Assurance Project Plan (QAPP); 3) Site-Specific Sampling & Analysis Plans (SAPs) & Health & Safety Plans (HASPs); & 4) National Historic Preservation Act (NHPA) §106 and Endangered Species Act §7(a)(2) consultations. Finally, this task includes completion of up to 3 Site Reuse Plans for priority sites in the TA that require additional planning support.
ii. Schedule: Year 1: QAPP, 2 Phase I ESAs, 2 Phase II ESAs, 2 HBM Surveys, 1 Reuse Plan Year 2: 2 Phase I ESAs, 2 Phase II ESAs, 2 HBM Surveys, 1 Reuse Plan Year 3: 2 Phase I ESAs, 2 Phase II ESAs, 2 HBM Surveys, 1 Reuse Plan (the DDP anticipates completing the ESA/HBM/Reuse Planning activities in three years).
iii. Leads: The QEP will lead this task under the direction of the DDP, who will also assist with site access.
iv. Outputs: 1 Master QAPP; 6 Phase I ESAs; 6 Phase II ESAs; 6 HBM Surveys; 3 Reuse Plans; SAPs, HASPs, etc.
Task 4: Cleanup Activities
i. Activities: This task will include preparing up to 4 Analysis of Brownfield Cleanup Alternatives (ABCAs) and/or Cleanup Action Plans (CAPs) for priority sites in the TA. For up to 2 eligible DDP-owned sites where cleanup activities will be completed, the QEP will work with the State Historic Preservation Office (SHPO) and EPA to review compliance with the National Historic Preservation Act (NHPA). Cleanup activities will include 1) preparing site-specific QAPPs; 2) preparing Analysis of Brownfield Cleanup Alternatives (ABCAs) and Cleanup Plans; 3) preparing bid specifications and completing a Davis-Bacon Act (DBA) and EPA compliant (2 CFR § 200.317-326) request for proposal (RFP) process to select a cleanup contractor; 4) cleanup, including all permitting and pre-work submittals, HASPs, site security and appropriate controls, and

appropriate management, treatment and/or monitoring of the contaminants of concern per the recommendations in the ABCA, the CAP, and/or bid specifications. The QEP will provide oversight of all cleanup activities, including ensuring compliance with all DBA requirements; and 4) preparation of Closure Reports documenting all aspects of the cleanup activities.

ii. **Schedule:** Year 1: 1 ABCA and/or CAP | Year 2: 2 ABCAs and/or CAPs | Year 3: 1 ABCA and/or CAP; Initiate Site Cleanup Activities | Year 4: Site Cleanup Activities | Year 5: Complete Site Cleanup Activities.

iii. **Leads:** The QEP will lead the technical elements of this task under the direction of the DDP, EPA & DNREC.

iv. **Outputs:** 4 ABCAs and/or Cleanup Plans, 2 Cleanup Bid Packages (Plans/Specifications/RFP, Compliance Documentation), 2 Site Cleanups & Closure Reports for eligible DDP-owned sites.

3.b. Cost Estimates: A summary of the budget by task/category is provided in the table. 83.3% (= \$833,000) is allocated to site-specific activities. 49.4% (= \$494,000) is allocated to cleanup activities.

Budget Category	Task 1 Grant Mgmt., Reporting & Other Activities	Task 2 Community Engagement & Site Prioritization	Task 3 Phase I/II ESAs, HBM Surveys & Reuse Plans	Task 4 Cleanup Activities	Totals
Personnel	\$8,000	\$8,000	\$8,000	\$8,000	\$32,000
Fringe Benefits	\$4,000	\$4,000	\$4,000	\$4,000	\$16,000
Travel	\$10,800	\$0	\$0	\$0	\$10,800
Contractual	\$27,000	\$18,000	\$346,000	\$174,000	\$565,000
Construction*	\$0	\$0	\$0	\$320,000*	\$320,000*
Other	\$1,200	\$0	\$0	\$5,000	\$6,200
Total Direct Costs	\$51,000	\$30,000	\$358,000	\$511,000	\$950,000
Total Indirect Costs	\$12,500	\$12,500	\$12,500	\$12,500	\$50,000
TOTAL BUDGET	\$63,500	\$42,500	\$370,500	\$523,500	\$1,000,000

*Over 50% of the contractual budget for this task is estimated for cleanup. Cleanup costs are included in the construction category.

The following table provides a breakdown of the estimated costs for activities by task and budget category.

Task 1 - Grant Management, Reporting & Other Eligible Activities: Total Budget = \$63,500
Includes <u>DDP Personnel + Fringe Costs</u> of \$12,000 (200 hrs @ \$60/hr ¹ ; \$8,000 personnel/\$4,000 fringe) to complete grant management and reporting activities. <u>Travel Costs</u> of \$10,800 are budgeted for expenses for up to two DDP staff to each attend three conferences. Costs are estimated at \$1,800/person/event (\$700 airfare, \$700 hotel, and \$400 incidentals). <u>Other Costs</u> of \$1,200 are budgeted for conference registration fees (\$200/person/event). <u>Contractual Costs</u> of \$27,000 are budgeted (180 hrs at \$150/hr ²) for the QEP to assist with reporting and other eligible activities. <u>Indirect Costs</u> of \$12,500³ are budgeted.
Task 2 – Community Engagement & Site Selection: Total Budget = \$42,500
Includes <u>DDP Personnel + Fringe Costs</u> of \$12,000 (200 hrs @ \$60/hr ¹ ; \$8,000 personnel/\$4,000 fringe) to facilitate stakeholder engagement and site selection activities. <u>Contractual Costs</u> of \$18,000 are budgeted (120 hrs @ \$150/hr ²) for the QEP to assist with engagement/site selection. <u>Indirect Costs</u> of \$12,500³ are budgeted.
Task 3 – Phase I/II ESAs & HBM Surveys: Total Budget = \$370,500
Includes <u>DDP Personnel + Fringe Costs</u> of \$12,000 (200 hrs @ \$60/hr ¹ ; \$8,000 personnel/\$4,000 fringe) to oversee/help coordinate Phase I/II ESA, HBM Surveys & Site-Specific Reuse Plans. <u>Contractual Costs</u> of \$346,000 include costs for the QEP to complete one Master QAPP (\$7,000); 6 Phase I ESAs (\$5,000 each=\$30,000); 6 Phase II ESAs (\$40,000 each=\$240,000); 6 RBM surveys (\$7,500 each=\$45,000); & 3 Site Reuse Plans (\$8,000 each = \$24,000) . Costs for HASPs, SAPs and/or related consultations are included in unit costs for other outputs. <u>Indirect Costs</u> of \$12,500³ are budgeted.
Task 4 – Cleanup Activities: Total Budget = \$523,500
Includes <u>DDP Personnel + Fringe Costs</u> of \$12,000 (200 hrs @ \$60/hr ¹ ; \$8,000 personnel/\$4,000 fringe) to oversee cleanup activities. <u>Contractual Costs</u> of \$174,000 include costs for the QEP to complete up to four ABCAs and/or CAPs (\$10,000 each=\$40,000); and oversee two cleanups (\$67,000 each = \$134,000), including preparing bid packages, oversight of remediation contractors and confirmation sampling, and preparation of closure reports. <u>Construction Costs</u> of \$320,000 include remediation costs for two cleanups (\$160,000 each = \$320,000). <u>Indirect Costs</u> of \$12,500³ are budgeted. <u>Other Costs</u> of \$5,000 are budgeted for permits and fees.
¹ DDP Personnel (avg. \$40/hr) + Fringe (avg. \$20/hour) = avg. \$60/hr (total combined cost); ² Avg. QEP cost = \$150/hr; ³ The DDP is requesting 5% of the total budget (= \$50,000) for indirect costs, split evenly between each of Tasks 1-4 (= \$12,500/task).

3.c. Measuring Environmental Results: The DDP will track and monitor progress during (and beyond) the five-year grant implementation period. Upon notification of award by EPA, the tasks, milestones, and reporting requirements will be integrated into an overall project schedule. The DDP will establish bi-weekly calls with the QEP, inviting EPA and DNREC as necessary, to evaluate project status and act quickly to address any unanticipated changes or deviations from the Cooperative Agreement (CA) Work Plan and/or technical documents. The DDP will monitor the budget and track the status of milestones and deliverables on an ongoing basis. The project is expected to be completed within the five-year period, with the Phase I/II ESAs, HBM Surveys & Site-Specific Reuse Plans completed during the first three years, and the bulk of cleanup activities completed by the end of the fourth year. The status of outputs and short- and long-term outcomes will be tracked and reported to EPA via Quarterly Progress Reports (QPRs), ACRES and the Final Performance Report. QPRs will list accomplishments to date, as well as plans for the next quarter. Significant deviations will be discussed with the EPA Project Officer. Between QPRs, outputs will be tracked in a database including: (1) # of sites identified/prioritized/approved by EPA; (2) # of Phase I/II ESAs initiated/completed; (3) # of Cleanup/Reuse Plans initiated/completed; and (4) # of stakeholder meetings. Site information will be linked to assessors data, to allow for efficient tracking and analysis of project outcomes using GIS. The following short- and long-term outcomes will be tracked: (1) # of sites assessed and/or cleaned up; (2) # of property transfers; (3) # of sites and acres of land redeveloped; (4) types & # of units of housing generated; (5) \$ of private investment/leveraged funding; (6) # of jobs created/retained; & (7) increased property values. The DDP will update ACRES beyond the project end date, to ensure outcomes continue to be captured as priority brownfields are remediated and reused.

4. PROGRAMMATIC CAPABILITY & PAST PERFORMANCE.

4.a. Programmatic Capability. 4.a.i. Organizational Capacity/4.a.ii. Organizational Structure: The Downtown Dover Partnership (DDP) is committed to driving an improved quality of life through collective collaboration, economic development and promotion of its unique historic properties. The DDP recently collaborated with community stakeholders in preparing “Transforming Downtown Dover: Capital City 2030” (the “Downtown Plan”). The Downtown Plan envisions creating a pedestrian-oriented downtown that caters to local residents, regional anchors, and tourists alike. The Downtown Plan identified DDP-owned properties, as well as other buildings and vacant lots, with the potential to catalyze revitalization. The DDP will leverage EPA Multipurpose Grant funding to address legacy contamination and Environmental Justice (EJ) issues and achieve its vision for a thriving downtown.

As part of its mission to advance revitalization in the Loockerman St Target Area (TA), over the past 20 years the DDP has worked very closely with the Delaware Dept. of Natural Resources & Env. Conservation (DNREC) to conduct Phase I/II ESAs and cleanup activities at numerous sites in Downtown. Additionally, over the past three years the DDP has leveraged \$4.475M of funding from the U.S. Dept. of Housing & Urban Development (HUD) to acquire and complete improvements at priority sites in the TA. Through this experience the DDP has developed close relationships with key stakeholders, including property/business owners, developers, Qualified Environmental Professionals (QEPs) and remediation contractors. The DDP has the technical expertise and experience necessary to successfully manage EPA funding. Tina Bradbury and Ken Anderson will leverage their complimentary skillsets as Brownfield Grant Director and Grant Manager, respectively. Tina and Ken will have the support of DDP support staff, as well as support staff from the City of Dover & Kent County with a wide range of expertise.

4.a.iii. Description of Key Staff: The DDP’s key staff have extensive experience managing projects in the TA:

Brownfield Grant Director – Tina Bradbury, CTA, Economic Development & Operations Manager, will direct all aspects of the DDP’s EPA Brownfield Multipurpose Grant & Brownfield Revitalization Program. Tina has a BS in Business Administration, and is currently attending the Main Street America Institute to become a Nationally Certified Main Street Manager, and the Council of Development Finance Agencies to become a Development Finance Certified Professional. She is an experienced leader within the organization and externally and serves on numerous committees related to economic development and revitalization. She loves employing her skills in a community where she is deeply invested.

Brownfield Grant Manager – Ken Anderson, Property Development Director, will manage all aspects of the DDP’s EPA Brownfield Multipurpose Grant. Ken is a graduate of the U.S. Naval Academy and attended Thomas Jefferson School of Law. From 2007 until 2018, Ken was the Director of Small Business & Entrepreneurial Services for the Delaware Economic Development Office (DEDO), and chaired the

Governor's Supplier Diversity Council. As the owner of Capital City 360, LLC, Ken is experienced with managing successful redevelopment projects. He also brings a wealth of community engagement experience and local relationships, having served as the Property Development Director for the "**Transforming Downtown Dover: Capital City 2030**". Ken will be the primary point of contact for all grant activities, and will work closely with the EPA, DNREC, Qualified Environmental Professional (QEP), and key stakeholders to achieve project goals & maintain compliance with the Cooperative Agreement.

Grant Accounting Manager – Lori Peddicord, Controller/Treasurer will assist with grant management, administration and compliance activities. Lori currently assists with financial support on other grants and funds administered by the DDP. She assists the DDP in recording, reconciling, maintaining controls and reporting financial transactions, including loans, grants, payroll and numerous other financial data. She prepares monthly financial reports to the DDP's Board of Directors, management team and auditor.

4.a.iv. Acquiring Additional Resources: The DDP has access to additional expertise and resources through its partnerships and close relationships with the City of Dover and Kent County, including planning, engineering, environmental services, community engagement, GIS, and administrative support. The DDP routinely contracts with consultants and has established equal opportunity procurement procedures for ensuring a fair bidding process and complying with EPA's six "Good Faith Efforts" for involving disadvantaged business enterprises. The DDP has a procurement policy governing purchases of goods and services that sets forth the competitive selection processes. The procurement policy requires compliance with all federal funding source requirements. The DDP will comply with EPA's solicitation clauses in securing the services of a Qualified Environmental Professional (QEP) and remediation contractors, as required. The qualifications-based procurement process used by the DDP will conform with 2 CFR 200.317-200.326. The QEP will oversee the technical elements of assessment & cleanup.

4.b. Past Performance & Accomplishments. 4.b.ii. Has Not Received an EPA Brownfield Grant; Has Received Other Assistance Agreements. 4.b.ii.(1) Purpose & Accomplishments: Information for three recent assistance agreements administered by the DDP are as follows:

1. **FY24 Community Reinvestment Fund (CRF):** The DDP received \$3,131,350 in Congressionally Directed Spending (CDS) from the U.S. Department of Housing & Urban Development (HUD) for Downtown Dover Redevelopment & Building Improvements. The project is underway, and includes acquiring vacant & underutilized properties in the Downtown and preparing the sites for redevelopment to deliver up to 927 residential units along with related infrastructure improvements.

2. **FY23 CRF:** The DDP received \$1.2M from HUD for the Critical Improvements Program. For every CRF dollar, the DDP leveraged \$5 from private/other sources to create a total project investment of \$5.7M. Funding was used to purchase properties in Downtown and support public/private partnerships to bring commercial spaces and residential buildings up to code. The project was completed by 6/30/23.

3. **FY22 CRF:** The DDP received \$85,000 from HUD to prepare "**Transforming Downtown Dover: Capital City 2030**", the "Downtown Plan". The DDP used the funds to hire a consultant team to support the community engagement and technical components of the planning process. The Downtown Plan envisions creating a pedestrian-oriented downtown that caters to local residents, regional anchors, and tourists alike. The Downtown Plan identified DDP-owned properties, as well as other underutilized buildings and vacant lots, with the potential to catalyze revitalization efforts. It included conceptual reuse plans and financing strategies for the priority sites in the Loockerman St TA. The project was successfully completed on time and on budget. The DDP will leverage EPA funding to address legacy contamination and Environmental Justice (EJ) issues and achieve its vision for a thriving downtown.

4.b.ii.(2) Compliance with Grant Requirements: The DDP has complied with the terms and conditions of the agreements identified above. Due to excellent project management, no corrective measures have been required. All activities have been completed on time and on budget. The expected results were achieved, or are on track to be achieved. The DDP has accomplished the desired outputs and outcomes, and adhered to the schedules, budgets & terms/conditions. Through careful administration and oversight, the DDP was eligible for and received additional CDS awards from HUD.

ATTACHMENT A

Threshold Criteria Responses

1. APPLICANT ELIGIBILITY:

1.a. Applicant Type: The Downtown Dover Partnership (DDP) is an intergovernmental agency established in 2008. A copy of the DDP's Bylaws are provided as **Attachment B**.

1.b. Federal Taxation Exemption Status: Not applicable. (DDP is not a 501(c)(4). DDP is an intergovernmental agency.)

2. COMMUNITY INVOLVEMENT: The DDP believes that effective community engagement is imperative to the success of this project. To ensure that the community is actively involved in the project, the DDP will convene meetings with the Brownfield Advisory Committee (BAC) to solicit input on community priorities and provide status updates. The DDP will work closely with the BAC to connect with key stakeholders, conduct outreach/engagement activities, and facilitate the site inventory/prioritization/selection process. Within the first quarter, the DDP will establish a brownfield webpage that will include opportunities for interested community members to get involved in the project. In addition, the project partners will help disseminate information to their stakeholder networks via regular newsletters and meetings regarding grant funded activities that can support affordable housing projects. Other methods of communication will include posting project information on public notice boards at community centers and other gathering places in the Lookerman Street Target Area (TA), distributing project fact sheets, and drafting press releases and articles in local publications. Additionally, the following activities will be part of the DDP's community engagement plan:

- **Meetings with Property Owners & Developers:** The DDP regularly conducts meetings with property owners & developers and will leverage these relationships to solicit their input/participation.
- **Social Media:** The DDP and its partners have established social media channels that will be utilized to ensure that residents and stakeholders stay informed and feel included in the decision-making process.
- **Emails & E-Newsletters:** A comprehensive stakeholder list will be created, and emails and E-Newsletters will be sent periodically. These will be available in other languages (e.g. - Spanish) as needed.
- **Boots on the Ground:** Tactical events such as outreach campaigns with pop-up boards and listening posts at community events are tools that can capture the attention of youth, seniors, and busy parents.

This menu of community engagement methods will allow stakeholders to provide meaningful input that will influence each phase of work. Sustained outreach to the full range of stakeholders will ensure the assessment, cleanup and reuse planning process concludes with strong community backing.

3. TARGET AREA: Downtown Dover, the geographic boundary, includes four Census Tracts (09, 13, 14 & 33). It spans an area of 7.24 square miles and is home to nearly 15,000 residents. The **Lookerman Street TA** consists of three Census Block Groups (13-001, 13-002 & 14-002) along a ~1.5-mile stretch of Lookerman St., considered "the spine" of Downtown. It is bounded by Division St. to the north, the Dupont Highway to the east and the southeast, and Saulsbury Rd. (north of North St.) and Governors Ave. (south of North St.) to the west. The TA spans an area of 1.16 square miles and is home to nearly 3,300 residents. It is centered around The Green, and includes Bayhealth Hospital (Kent Campus) to the south, and Delaware State University's (DSU's) "Downtown Campus" along its northern edge.

4. AFFIRMATION OF BROWNFIELD SITE OWNERSHIP: DDP owns the following sites identified in the grant application:

- 680-684 Forest Street
- 222-238 Railroad Avenue
- 120 S Governors Ave
- 127-145 S Governors Ave
- E Side of St Jones River

These sites meets the CERCLA § 101(39) definition of a brownfield and are: a) not listed (or proposed for listing) on the National Priorities List; b) not subject to unilateral administrative orders, court orders, administrative

orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA; and c) not subject to the jurisdiction, custody, or control of the U.S. government.

5. USE OF GRANT FUNDS: Below we describe where to find the required information:

- As indicated on pages 1 and 2, the following sites are in need of Phase II ESA activities. As indicated on pages 9 and 10, the DDP anticipates completing six Phase II ESAs and will work with the BAC to prioritize sites for assessment activities.
 - 680-684 Forest Street
 - 604 Forest Street
 - 222-238 Railroad Avenue
 - 126, 239 & 326 W Loockerman St
 - 7 Loockerman Plaza
 - 1 Loockerman St
 - 19901 E Legislative Ave
 - 120 S Governors Ave
 - 127-145 S Governors Ave
 - 229 S Governors Ave
 - E Side of St Jones River
- As indicated on pages 1 and 2, the following sites are in need of cleanup activities. As indicated on pages 9 and 10, the DDP anticipates conducting cleanup activities at two sites.
 - 680-684 Forest Street
 - 127-145 S Governors Ave
 - 229 S Governors Ave (Cleanup activities to be completed after DDP acquires the property.)
- As described on page 2 of the proposal narrative, the DDP collaborated with community stakeholders to create “**Transforming Downtown Dover: Capital City 2030**” (the “Downtown Plan”; January 2023). The Downtown Plan serves as a community guide to drive decision making and programming in Downtown through 2030. The Downtown Plan included an inventory of “Areas of Opportunity” and “Development Sites” within the TA, as well as detailed/feasible reuse plans and strategies for 10 of the priority sites identified in the grant application. A list of these sites and additional information about reuse planning is provided on page 3 of the narrative.

6. EXPENDITURE OF EXISTING GRANT FUNDS: DDP does not have an open EPA Brownfield Multipurpose Grant or Assessment Grant.

7. CONTRACTORS AND NAMED SUBRECIPIENTS:

7.a. Contractors: Not applicable. (Contractor procurement will be completed upon grant award.)

7.b. Subrecipients: Not Applicable. (No subrecipients are named.)