



**NARRATIVE INFORMATION SHEET:
City of Jacksonville, Illinois**

1. Applicant Identification:

City of Jacksonville
200 West Douglas Avenue
Jacksonville, Illinois 62650

2. Funding Requested:

- a. Grant Type: Community-Wide Assessment – Hazardous Substances & Petroleum
- b. Federal Funds Requested: \$500,000

3. Location:

- a. City: Jacksonville
- b. County: Morgan County
- c. State: Illinois

4. Target Area and Priority Site/Property Information:

• **Community-Wide Assessment Grant Applicants, other than Tribes:**

○ **List the Target Area(s) discussed in the Narrative:**

The City of Jacksonville has identified two Target Areas for their Brownfields Application: the Historic Core and the Morton Avenue Corridor. The Historic Core more or follows Main Street, running north/south, through the original core of the City and the downtown area. This Target Area starts at IL-72 on the south end, and stretches to IL-78 on the north end of the Historic Core Target Area. The Morton Avenue Corridor follows IL-72, or Morton Avenue, as it runs east to west along the southern section of Jacksonville.

○ **For each Target Area that is smaller than a city/town, list the census tract number(s) within the target area:**

- Historic Core: 17137951700, 1713795200, 17137951600
- Morton Avenue Corridor: 1713791900, 17137952000, 17137951500, 17137951600



- **Provide the address of the Priority Site(s) proposed in the Narrative:**
 - Former Jacksonville Development Center – 1201 South Main Street, Jacksonville, IL 62650
 - Former A.C. Humko – 1201 E. Morton Avenue, Jacksonville, IL 62650
 - Former Norris Hospital Building - 446 E. State Street, Jacksonville, IL 62650

5. Contacts:

a. Project Director: Mr. Brian Nyberg, Director of Community Development
200 West Douglas Avenue, Jacksonville, IL 62650
Phone: 217.479.4620
Email: bnyberg@jacksonvilleil.org

b. Chief Executive: Mr. Andy Ezard, Mayor
200 West Douglas Avenue, Jacksonville, IL 62650
Phone: 217.479.4610
Email: mayor@jacksonvilleil.gov

6. Population: 17,616 (US Census, 2020)



7. Other Factors Checklist:

Other Factors	Page #
Community population is 10,000 or less	N/A
The applicant is, or will assist a federally recognized Indian tribe or United States territory	N/A
The priority brownfield 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).	N/A
The priority site(s) is in a federally designated flood plain	N/A
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy	N/A
The reuse of the priority site(s) will incorporate energy efficiency measures	N/A
The proposed project will improve local climate adaptation/mitigation capacity and resilience to protect residents and community investments.	N/A
At least 30% 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(s).	N/A
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	N/A

8. Letter from the State Environmental Authority:

Please find attached the Letter of Acknowledgement from the Illinois Environmental Protection Agency regarding Jacksonville’s Community-Wide Assessment Grant Application.

9. Releasing Copies of Applications:

Not Applicable. This application does not have confidential, privileged, or sensitive information included that cannot be shared.



ILLINOIS ENVIRONMENTAL PROTECTION AGENCY

1021 NORTH GRAND AVENUE EAST, P.O. BOX 19276, SPRINGFIELD, ILLINOIS 62794-9276 • (217) 782-3397

JB PRITZKER, GOVERNOR

JOHN J. KIM, DIRECTOR

**Subject: State Acknowledgement Letter for the City of Jacksonville
FY2024 US EPA Brownfield Community Wide Assessment Grant Application**

11/7/2023

City of Jacksonville
ATTN: Mayor Andy Ezard
200 West Douglas Avenue
Jacksonville, IL 62650

Dear Mayor Andy Ezard,

The Illinois Environmental Protection Agency (Illinois EPA) has received your request for a letter of acknowledgement for an upcoming Community Wide Assessment Grant application to U.S. EPA. City of Jacksonville is applying for a \$500,000 Community Wide Assessment Grant.

The grant will be a Community Wide Assessment for Hazardous Substances.

Illinois EPA acknowledges City of Jacksonville's efforts to obtain federal Brownfields funds for this project. If you have any questions, I may be contacted at the above address or telephone numbers below, or at Jacob.fink@illinois.gov.

Sincerely,

Jacob Fink
Brownfield Program Administrator
Bureau of Land/Office of Site Evaluation
Office# (217) 785-8726
Cell# (217) 986-0818
Jacob.fink@illinois.gov



2125 S. First Street, Champaign, IL 61820 (217) 278-5800
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412 SW Washington Street, Suite D, Peoria, IL 61602 (309) 671-3022
4302 N. Main Street, Rockford, IL 61103 (815) 987-7760

1.PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION:

1.a. Target Area and Brownfields

1.a.i. Overview of Brownfield Challenges and Description of Target Area

The City of Jacksonville, a town of 17,616¹, is located in west central Illinois, 35 miles west of Springfield, the State Capital of Illinois. Founded in 1825, the City of Jacksonville is where Abraham Lincoln spent time practicing law and visiting before becoming the 16th United States President. Jacksonville is proud to be the home of two state educational institutions – Illinois School for the Visually Impaired and Illinois School for the Deaf – and at one point was home to three colleges, MacMurray College, Illinois College, and Lincolnland Community College. Jacksonville also has a strong manufacturing history, dating back to 1864 when J. Capps & Sons Ltd. Employed 450 workers producing clothing sold around the country. The prosperous nature of the City’s railroad and agricultural businesses allowed for Jacksonville to become industrialized, becoming home to numerous major industrial businesses. Even with Jacksonville’s historical industrial successes, the City still fell victim to recessions, economic lapses, and a recent regression for heavy industry and manufacturing due to the economic impacts of COVID-19. A recent survey of business owners revealed that most suffered from being forced to close for several weeks during the beginning of the pandemic, and others continue to suffer due to ongoing supply chain issues created by the pandemic. Jacksonville has experienced significant job loss over the last 20 years, with the loss of major employers including Capital Records, A.C. Humko, Lundia, MacMurray College, and the State of Illinois Jacksonville Mental Health and Development Center. At their peak, these employers accounted for over 2,500 jobs (approximately 14% of the total population of Jacksonville). Unfortunately, due to these business closures, brownfields became a part of the City’s landscape – vacant lots, abandoned buildings and storefronts, and dilapidated manufacturing facilities loom throughout the City, impeding economic revitalization and slowing progress for Jacksonville. The City is working on manufacturing and commercial sector revivals, but even that presents new challenges with the presence of brownfields throughout the City: first, the environmental conditions at the available blighted and underutilized sites are unknown, and secondly, the City needs more workforce housing to accommodate for the jobs that they are planning to bring in their brownfield revitalization efforts.

The geographic boundary of this application will be the City of Jacksonville’s corporate boundaries – within that geographic boundary there are two Target Areas: Jacksonville’s Historic Core and the Morton Avenue Corridor. Jacksonville’s Historic Core follows Main Street north from Illinois State Route 72 until the end of the City’s northern border, and runs east to State Street and west to Prairie Street. The Historic Core Target Area encompasses the original limits of the City and its downtown area – the redevelopment focus of this Target Area will be on infill development. While commercial and retail businesses were once very strong in the Historic Core Target Area, it’s now filled with blighted, vacant, and underutilized properties. The Jacksonville Historic Core Target Area runs through two disadvantaged Census Tracts: 17137951600 and 17137951600². Jacksonville’s second Target Area is the Morton Avenue Corridor – this Target Area follows Morton Avenue, or Illinois State Route 72, and runs east to west through the City. The Morton Avenue Corridor contains more former industrial and manufacturing facilities that cannot be positioned for reuse until the unknown environmental conditions are determined. This second Target Area includes the former Jacksonville Development Center campus that has sat vacant since 2012, completely blighting the area and acting as an impetus for disinvestment in the surrounding neighborhoods. The Jacksonville Development Center is a state-owned, 80-acre property that once operated as a mental health facility and development center. When manufacturing and industrial facilities left Jacksonville, these two Target Areas suffered the most economic impact, resulting in increased blight and the severe underutilization of property in the City’s most prominent development areas. Due to proximity to the brownfield sites, the City’s brownfield sites are disproportionately threatening the health and economic well-being of Jacksonville’s most sensitive residential populations, including minorities, the impoverished, elderly, and children under the age of 10.

1.a.ii. Description of the Priority Brownfields Sites

Within the Historic Core and the Morton Avenue Corridor target areas, the City has designated three priority project sites. These three sites were selected as Jacksonville’s priorities based upon the sites’ significant underutilization, blighting of the neighborhood, health and safety threats to the sensitive populations located adjacent to the site, the redevelopment potential of these sites to meet the City’s critical economic development and housing needs, and the powerful impact the environmental assessment and eventual remediation of these sites is anticipated to have on the City’s revitalization efforts.

¹ US Census, 2020 Census Data, www.census.gov

² Climate & Economic Justice Screening Tool, <https://screeningtool.geoplatform.gov/en/#3/33.47/-97.5>

PRIORITY SITE #1: Former Jacksonville Development Center (JDC), 1201 South Main Street, Jacksonville, 80 acres.
Historic Site Use: Former Jacksonville Development Center – a state-owned mental health and development facility
Current Site Conditions: Closed and abandoned. Buildings still on-site that are deteriorating and subject to chronic vandalism and entry by those attempting to “ghost hunt” at the building. There are tunnels underneath the facility as well.
Potential Contaminants: PNAs, heavy metals, lead based paint, and asbestos
Health Effects of Potential Contaminants: Cancer, neurological disorders, mesothelioma
Affected Neighborhood: Morton Avenue Corridor and southern Main Street neighborhoods
Planned Site Reuse: Workforce housing development with a combination of new construction and the adaptive reuse of existing buildings – this will meet the City’s critical need for housing development

PRIORITY SITE #2: Former A.C. Humko, 1201 E. Morton Ave., 61 Acres
Historic Site Use: Former Food Manufacturing facility. Starting in 1953 as Mrs. Tuckers Foods, it has since been owned/operated by Anderson, Clayton and Co., Kraft Food Ingredients, ACH Food Co., and Steel Recovery Solutions. The site is currently owned by a local Jacksonville developer.
Current Site Conditions: The 61-acre site has three buildings on site and extensive parking available. The three buildings are still in relatively good shape.
Potential Contaminants: PNAs, solvents, rodenticides
Health Effects of Potential Contaminants: Cancer, neurological and reproductive disorders
Affected Neighborhood: Southeast corner of the Historic Core Target Area, and the East Side of the Morton Avenue Corridor
Planned Reuse: The most recent redevelopment interest for the site is for a marijuana growing facility that will invest approximately \$14M in the site once the environmental conditions are fully known.

PRIORITY SITE #3: Former Norris Hospital Building; 446 E. State St., 1.21 Acres
Historic Site Use: Former Norris Hospital Building, closed in 1981
Current Site Conditions: Building still on site & in good condition. Roof needs work; Asbestos Abatement will be the major redevelopment obstacle with estimates over \$1M. The building was set to be demolished a few years ago, but was saved due to its good shape and redevelopment potential. This building is subject to chronic break-ins, with both the City’s Police and Fire Departments having to address the issue on a continual basis.
Potential Contaminants: PNAs, heavy metals, lead based paint, and asbestos
Health Effects of Potential Contaminants: Cancer, neurological and reproductive disorders
Affected Neighborhood: East side of the Historic Core Target Area; the building makes up a significant portion of the E. State Street blocks.
Planned Reuse: Mixed-Use Redevelopment in the Downtown

1.a.iii. Identifying Additional Sites

The City of Jacksonville will use the procured QEP to create a comprehensive brownfield inventory with these funds and will include all eligible brownfields sites located throughout the entire City in their brownfield inventory. The City will form a Brownfields Advisory Committee (BAC) to assist with the prioritization of the site by developing factors/criteria specific to The City to rank each site. If assessment funds are still available after the Priority Sites and Target Area sites are assessed, the City will determine where next to apply assessment grant funds based on site location, its ability to provide health and economic benefit to underserved populations and disadvantaged census tracts in the City, and the site’s redevelopment potential.

1.b. Revitalization of the Target Area

1.b.i. Reuse Strategy and Alignment with Revitalization Plans

Jacksonville’s brownfields program will be led by the City of Jacksonville’s Housing Needs Assessment & Community Revitalization Plan, which was just completed in September 2022. When households contribute more than 30% of their income towards housing costs (including mortgage/rent, utilities, taxes, homeowner’s association fees, etc.), they are considered “cost-burdened.” At a rate of 12.3% of owner-occupied households with a mortgage, the percentage of cost-burdened homeowners within Jacksonville is much higher than those in the comparable geographies³. The City leaders realized that something needs to be done to revitalize their community, and clean up the blighted

³ Climate and Environmental Justice Screening Tool, <https://screeningtool.geoplatform.gov/en/#3/33.47/-97.5>

neighborhoods in the Target Areas. Fixing their deteriorating infrastructure, solving affordable housing needs, and a desire for more recreational opportunities were high priority items according to members of the community who participated in the outreach efforts for the Community Revitalization Plan. Jacksonville took those identified needs into account, and synergized them with the City's plans to overcome the challenges of brownfields throughout the City with meeting their revitalization goals. This brownfields assessment grant funding is a vital tool to help the City achieve their priority goals of the Target Areas. Jacksonville's brownfields revitalization plans for the priority sites includes the construction of critically needed Workforce Development Housing facilities to accommodate the workforce needing housing in Jacksonville, the facilitation of a new Marijuana Growing facility, and a Mixed-Use Redevelopment facility in downtown Jacksonville. These reuse plans will help Jacksonville encourage infill, meet the critical housing needs of the City, promote neighborhood well being, preserve the historic downtown, and improve the appearance of the City's most visible neighborhoods. Based on community input in the City's Housing Needs & Community Revitalization planning process, there is strong interest in providing a diverse mix of housing, including downtown multifamily and elderly housing above stores, as well as in adjacent neighborhoods within walking distance of downtown. The former Norris Hospital priority site located in the just to the east of the City's historic downtown would be a great housing redevelopment. The owner-occupancy rates for Jacksonville are lower than the State average, while the costs for both renter and owner occupied housing is slightly higher. These trends can be attributed to the presence of the colleges in Jacksonville, plus several state institutions. Jacksonville's slow but steady population decline compared to an increase in County population since 1980, is a more significant indicator of the need for reinvestment in neighborhoods, businesses, and the housing stock of the City of Jacksonville.

1.b.ii. Outcomes and Benefits of Reuse Strategy

Jacksonville's brownfield revitalization plans play a critical role in ensuring the health and economic success of their community. These local redevelopment efforts will help increase access to higher wage jobs, provide more housing opportunities to the workforce and residents, and provide other amenities that are essential in creating opportunity and choice for Jacksonville's most disadvantaged households. As brownfields are redeveloped with mixed-uses, especially housing, Jacksonville will attract residents from surrounding communities and diversify its workforce. If awarded, these grant funds will also facilitate the development of much-needed housing. Jacksonville's existing job base is built on a diverse mix of manufacturing, education, services and communication sectors. Jacksonville's Reuse Strategy focuses on continuing to develop quality infill standards that permit developments of different forms and intensities to co-exist with established neighborhoods, and then actively pursue infill projects that meet the City's standards, diversifying the housing stock and maximizing the use of existing infrastructure investments. Jacksonville's Historic Core Corridor has traditionally served as the retail and service center of the community. It has been the primary gathering place for parades, festivals, celebrations, and other community events. It gives the community its sense of history and "place", even to the extent that the identity of a community is closely tied to the image projected by its downtown. While the downtown is no longer Jacksonville's retail center or primary gathering place, the future redevelopment of the downtown is a critical issue in the community, as evidenced by input from the public meetings and key person interviews for the City's Community Revitalization Plan efforts. Jacksonville's Historic Core Target Area is essentially built out. There are opportunities for infill and redevelopment but few, if any, opportunities for significant new building construction, forcing any new developments to build in undeveloped areas outside existing corporate limits, deepening the issues the Target Areas are facing. The improvements that the City's redevelopment efforts will make will encourage adjacent businesses and property owners to make their businesses more attractive to customers and/or their properties more attractive to tenants. These assessment funds will be a positive redevelopment catalyst for the City.

1.c. Strategy for Leveraging Resources

1.c.i. Resources Needed for Site Reuse

The City's staff, led by this proposal's Project Director Brian Nyberg, and Mayor Andy Ezard, knows exactly how to make vital community development projects happen. Within the last five years alone, the City has obtained and utilized various funding sources to successfully redevelop public infrastructure projects throughout the City, including downtown revitalization and streetscaping projects, injecting approximately \$15 million of public and private investments back into the City of Jacksonville. The City was also recently awarded a RISE Grant from the State to develop an Economic Recovery Plan. While the focus of the plan will be on addressing the City's critical housing needs, the plan is not yet completed or implemented. The City's identified Target Areas, which includes the three priority sites, are located within two City incentive areas: TIF Districts and Enterprise Zones. The City of Jacksonville has the capacity and capability to partner with developers, located in these areas, with allocated public dollars for site assembly, public infrastructure improvements, and monetary incentives. Jacksonville also has an Opportunity Zone located in one part of the Target Area, which

will provide tax benefits to any developers in the area. Jacksonville's financial strategy to fund more assessment and remediation work is to apply for State and Federal Historical Tax Credits; apply for New Market Tax Credits; pursue Community Development Block Grant public infrastructure funds when applicable; and seek more Department of Transportation road and streetscaping funds for applicable redevelopment plans. But by completing the proposed assessment work and identifying the environmental site conditions with secure funding like this EPA Grant, the City is eliminating future financing barriers by addressing the unknown environmental conditions for the sites. The proposed assessment work is key for preparing brownfield sites for future redevelopment, which makes financing options become more immediately available to assist the City with their planned brownfield work, including the following:

- Historic Preservation District credits in the Jacksonville Historic Core Target Area
- Enterprise Zone benefits in both Target Areas
- \$550,000 in CDBG Public Infrastructure grant funds applied to both Target Areas
- Downtown TIF funds for the Historic Core Target Area
- Opportunity Zone benefits for the Morton Avenue Corridor Target Area

1.c.ii. Use of Existing Infrastructure

The planned reuse/redevelopment plans for the Target Area and priority project sites will primarily utilize existing infrastructure – this includes adapting existing building structures on-site for redevelopment, parking lots/facilities, site access roads, local roads, sidewalks, curb and gutters, water, sewer, gas, and electricity infrastructure. The location of the sites in the Target Area allows for walkability through the downtown, providing more community connectivity for the City. Jacksonville's redevelopment priority is infrastructure reuse, but the City will work with developers when new infrastructure is required. New infrastructure may be required for broadband capabilities or any energy efficiency installations like solar power, as they do not currently exist at the priority sites. New infrastructure for redevelopment could be funded from the resources listed in the previous section.

2.COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a. Community Need

2.a.i. The Community's Need for Funding

The City of Jacksonville does not have the adequate resources to tackle the vital assessment work described in this proposal without financial support. The education and manufacturing industries were the cornerstone of the City's economic base, and with the education industry leaving Jacksonville and the manufacturing industry having flatlined in growth, the City must find new ways to revitalize the economy and its neighborhoods. Jacksonville has allocated any available funding for significant capital improvements to public infrastructure and public street/transportation projects in the queue. In addition, Jacksonville has allocated and invested millions in revitalization efforts in the downtown area already to date. With these ongoing efforts, Jacksonville does not have extra funds on-hand to fund brownfield assessment activities, on their own.

Jacksonville's Historic Core Target Area is located in two disadvantage census tracts: 17137951700 and 17138951600. These disadvantaged census tracts have a low income population in the 65th and 80th percentiles, have low median income populations in the 85th and 87th percentiles, have populations in poverty in the 54th and 85th percentiles, unemployment populations in the 59th and 73rd percentiles, and have 10% and 11% of the population with an education less than a high school diploma.

Jacksonville is also home to one Opportunity Zone located in this project's Morton Avenue Corridor Target Area. This Opportunity Zone make up 22% of the City's total population. The Opportunity Zone's Median Household Income is \$38,000, almost half of the Median Household Income of the State of Illinois. 26% of the population of Jacksonville's Opportunity Zone lives below the poverty level, which is 15% higher than the State of Illinois' poverty rate. The Target Areas are in desperate need of revitalization and redevelopment efforts. For the City as a whole, Jacksonville has a 15.8% minority population, a Median Household Income of \$43,976, a Per Capita Income of \$21,517, and a Poverty Rate of 16.5%⁴. Both the State of Illinois and the Nation have a vastly higher Median Household Income and Per Capita Income, as well as a much lower Poverty Rate. Brownfields contribute to impoverishment and unemployment in the City, and their heavy concentration in the City's two identified Target Areas complicates the City's ability to solve vital redevelopment issues. Potentially hundreds of acres of brownfields exist in the City's target Areas, representing lost opportunities for job development, economic diversification, and much-needed additional property and sales tax revenue. These sites hinder the expansion of the City's housing opportunities, particularly for the elderly and low-income populations. In addition, brownfields sites have the potential to create unhealthy living conditions, which can complicate residents' ability to work and prosper. Without

⁴ US Census Data – 2020 ACS - <https://data.census.gov/>

assessment activities funded by these grant funds, these brownfield sites also represent lost opportunities for job creation in Jacksonville.

2.a.ii. Threats to Sensitive Populations

(1) Health or Welfare of Sensitive Populations

Jacksonville's most sensitive populations include children under the age of 10, minorities, elderly residents over the age of 65, and low-income people. Jacksonville's Historic Core Target Area has two disadvantaged census tracts: 17137951700 and 17137951600. Tract 17137951700 has an 18% minority population, with 14% of that comprised of Black/African American residents. 11% of the population in this tract is home to children under the age of 10, and 15% of this tract's population is elderly residents over the age of 65. In this tract, the low income percentile is 65, the low median income percentile is 87, the poverty percentile is 54, and the unemployment percentile is 73. Tract 17137951600 has a 22% minority population, with 10% comprised of Black/African American residents, and 9% comprised of Hispanic/Latino residents. 16% of the population in this tract is home to children under the age of 10, and 10% of this tract's population is elderly residents over the age of 65. In this tract, the low income percentile is 80, the low median income percentile is 85, the poverty percentile is 85, and the unemployment percentile is 59. These vulnerable populations live within the Target Areas, which are highly concentrated with brownfields. By addressing the environmental contaminant issues in the Target Areas with these grant funds, any threat of exposure by nearby sensitive populations to contaminants via direct contact, inhalation, vapor intrusion or ingestion will be eliminated. In addition, redevelopment in our Target Areas will help to attract businesses, leading to more jobs and improved economic conditions that can help to lower poverty rates and better the lives and quality of life of the sensitive populations that live there.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions

Residents located within close proximity to the priority project sites are potentially exposed to potential site contaminants through dermal contact, ingestion, particulate inhalation, and vapor migrations. Per the Climate and Economic Justice Screening Tool, the two Target areas have the following Adverse Health Conditions and percentiles: the Morton Avenue Corridor: Asthma – 56th percentile, Diabetes – 75th percentile, Heart Disease – 75th percentile, and Low Life Expectancy – 60th percentile; the Historic Core Target Area has the following: Asthma – 68th percentile; Diabetes – 65th percentile, Heart Disease – 69th percentile, and a Low Life Expectancy in the 98th percentile⁵. By addressing the environmental contaminant issues in the Target Areas with these grant funds, any threat of exposure by nearby sensitive populations to contaminants via direct contact, inhalation, vapor intrusion or ingestion will be reduced. In addition, the redevelopment plans for the priority sites and target areas include greenspace and recreational development, which will provide opportunities for free physical activity. This will help mitigate the risks of obesity, diabetes, and heart disease that is prevalent in the Target Areas.

(3) Environmental Justice

a. Identification of Environmental Justice Issues: According to US EPA's EJSCREEN tool, due to Jacksonville's industrial and manufacturing history, the Historic Core and Morton Avenue Corridor target areas are located in a higher cancer risk percentile than other areas of the City – 50% higher percentile. The types of expected contaminants associated with the three priority sites are known carcinogens, and the suite of other health effects associated with chronic exposure to the contaminants listed include respiratory problems, developmental delay, central nervous system effects, and reproductive system effects. The Target Areas are located in designated disadvantaged census tracts and a federally designated Opportunity Zone, have not experienced any meaningful investment in decades and need the intentional revitalization efforts that this funding provides. Extreme poverty, disinvestment, health burdens like asthma from poor air quality and limited access to greenspace, housing needs, food access, limited economic opportunities and job loss are prevalent in the Target Areas. Vacant site break-ins are chronic and crime is also more common in the Target Areas than anywhere else in the City – both the Police and Fire Department have been tracking calls and they have been to the priority sites over 100 times to check on the property due to people accessing the site.

b. Advancing Environmental Justice:

Throughout their site assessment efforts, the City of Jacksonville will work to educate stakeholders on the importance of integrating principles of environmental justice and equitable development into the cleanup and redevelopment of the cleanup site, including: ensuring equitable access to amenities such as health clinics, housing and grocery stores by expanding the existing bike/pedestrian paths on the site, working with minority and women-owned businesses on the redevelopment efforts, ensuring jobs with living wages for those living the adjacent neighborhoods to the site, partnering with community-based organizations and neighborhood leaders to enhance the understanding of environmental and

⁵ Climate & Economic Screening Tool - <https://screeningtool.geoplatform.gov/en/#11.52/39.7133/-90.2232>

health-related issues at the site at a community level, and reusing this brownfield cleanup site for greenspace, recreational bike and pedestrian path use, connecting to other healthy, safe and walkable areas. Jacksonville will also work to provide accessible and culturally appropriate opportunities for low-income, minority and linguistically isolated stakeholders to meaningfully participate in decision-making processes on the proposed brownfield cleanup activities during their community outreach efforts. These actions will help to ensure that low-income and minority residents in the project area, which has historically consisted of blighted properties and perceived or known environmental contamination, reap the benefits of this environmental assessment project.

2.b. Community Engagement

2.b.i. Project Involvement and 2.b.ii. Project Roles

Organization Name	Specific Role in the Project	Point of Contact (name and email)
Jacksonville Regional Economic Development Corporation	Marketing of City’s industrial and manufacturing properties, vacant properties & redevelopment sites. Revolving loan fund & City grant programs. Identify potentially contaminated sites & promote City’s efforts in assessment & cleanup of brownfield sites. Business attraction, expansion & retention; Entrepreneurial development & recruitment. Sit on BRAC.	Kristen Jamison KRISTIN@JREDC.ORG
IHDA	Jacksonville worked with the Illinois Housing Development Authority to conduct a Housing Needs and Community Needs Survey. This data will help the City with their Brownfield redevelopment plans.	Nicki Pecori Fioretti npecori@ihda.org
Jacksonville Area Chamber	Assist with Community Outreach efforts and help identify/locate new development/redevelopment opportunities for brownfield sites. Sit on BRAC.	Keith Lape, Chairperson Phone Only: 217.245.2174
Jacksonville Main Street	Assist with Community Outreach efforts and help identify/locate new development/redevelopment opportunities for brownfield sites; promote downtown development and historic preservation. Site on BRAC.	Judy Tighe, Executive Director info@jacksonvillemainstreet.com
Two Rivers Land Bank Authority	Two Rivers Land Bank will steer the ship for the redevelopment of the former JDC, a priority site in this application. Two Rivers is also writing the RISE Economic Recovery Plan for the city and will advise on those housing needs. Sit on the BRAC.	Chad Frederick, Executive Director cfrederick@trrcopo.org

2.b.iii. Incorporating Community Input

If this grant is awarded, Jacksonville will create a Brownfields Advisory Committee (BAC) to guide them in their site inventory, prioritization, and redevelopment efforts. The City’s community engagement efforts and BAC formation will bring together residents, visionaries, community groups, government entities, and private and non-profit organizations to marshal financial and intellectual resources to improve the overall economic and environmental well-being of the City and its residents. When this project commences, Jacksonville will hold three public meetings throughout the project period to relay information about the assessment process, including project milestones and redevelopment updates. In addition to public meetings, the City of Jacksonville will also hold BAC meetings twice a year. At these meetings, the brownfield sites will be analyzed and redevelopment plans will be discussed. This proposal outlines the Project Partners, who will be vital members of our community involvement plan by broadcasting the City’s Brownfields news at their regular meetings and events. The City will maintain the authority to make final decisions on the use of the grant funds, but will also use their Project Partners’ and BAC Members’ input in shaping those decisions. For any cleanup planning activities funded by this grant, the City will seek the community’s input into cleanup and redevelopment decisions by presenting information regarding the proposed cleanup and reuse plans at one of the planned community meetings in collaboration with their appropriate Project Partners. Translation services are available through the City and via social media postings, so the City will accommodate any non-English speaking residents/stakeholders, etc., when appropriate. Residents will be encouraged to participate and stay informed of the City’s brownfields programs in a number of ways. First, residents will be encouraged to attend any public meetings at which needs are identified as well as all plan approval processes. Meeting notices will be printed in the Jacksonville Journal-Courier, a general circulation newspaper distributed to all households, including low-and-moderate income households. We will also provide notice to our local radio station WLDS, that has a large local listening audience and also has a local website that many go to for local news. The notices will also be posted on the City’s website, at the Jacksonville Library, Police Department and the City of

Jacksonville’s Notices/Agenda Board outside the City Clerk’s office. All public notifications will include a special invitation to the disabled community offering to make accommodations as needed to assure them the opportunity to communicate their input concerning issues.

3.TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

3.a. Description of Tasks/Activities and Outputs

Task 1: Program Management
i. Project Implementation: The Program Management task is comprised of the following: oversight of the Cooperative Agreement, Quarterly and Annual Reporting to US EPA, coordination between the City and US EPA, updating of the City’s GIS system as the brownfields inventory is developed, data entry into US EPA’s ACRES program, procurement of a Qualified Environmental Professional (QEP), documentation of the site assessment selection process, management of the City’s brownfields inventory, and sending two City reps to the National Brownfields Conferences. Work under this task will be performed on the priority sites and other sites within the City’s Target Area.
ii. Anticipated Schedule: QEP will be retained within 60 days of award after following a Request for Qualifications (RFQ) process. Quarterly Reports and ACRES updates will submitted at the close of each quarter and an Annual Report will submitted within 30 days of fiscal year-end.
iii. Task/Activity Lead: Program Management will be led by Community Development Director, Brian Nyberg, and the City’s selected Qualified Environmental Professional.
iv. Outputs: Anticipated outputs of this Task include: 12 Quarterly Reports to US EPA, 3 Annual Reports to US EPA, and the number of sites in the City’s Brownfields Inventory.
Task 2: Community Engagement
i. Project Implementation: The Community Engagement Task is comprised of activities that encourage and facilitate the City’s community involvement and outreach plans. The City’s Brownfields Advisory Committee (BAC) will be created under this task, and they will meet at least twice a year to keep the brownfields inventory current, ensuring that the highest priority sites are being assessed and made ready for reuse. As the project progresses, the City’s Project Partners will play key roles in both the BAC and Community Outreach activities. The City will hold up to 3 Community Meetings to ensure the residents are aware of project activities and developments. The Community Meetings will be coupled with the release of project Fact Sheets, which will be distributed by the City, Project Partners, and posted on the City’s website. The priority projects identified in this proposal will take precedence in this task.
ii. Anticipated Schedule: There will be 2 BAC Meetings each year and one Community Meeting annually. Fact Sheets will be disbursed 6 months after Community Meetings and Project Progress activities will continue throughout the four year project period.
iii. Task/Activity Lead: Community Outreach task activities will be led by Brian Nyberg, Community Development Director, with the Qualified Environmental Professional assisting with the BRAC and Project Partners assisting with Community Outreach and site prioritization/reuse efforts.
iv. Outputs: Anticipated outputs of this Task include: 8 BAC Meetings, 4 Community Meetings, and 4 Fact Sheets distributed to the community regarding the project.
Task 3: Revitalization Planning
i. Project Implementation: This Task includes the development of a Corridor Study in the Target Areas, particularly focusing on the Jacksonville Development Center, envisioning how the proposed site reuse contributes to the community’s revitalization vision, overall land use plans already in place, and determining feasible site reuse opportunities are critical planning steps in the brownfields redevelopment process.
ii. Anticipated Schedule: This Task will take place in the last year of the project period.
iii. Task/Activity Lead: This task will be led by the City’s Community Development Director and Mayor Andy Ezard.
iv. Outputs: The anticipated outputs of this task include: one (1) Corridor Study in the Target Area.
Task 4: Environmental Site Assessments
i. Project Implementation: Phase I Environmental Site Assessments (ESA’s) will be conducted on eligible sites to move them towards cleanup and/or redevelopment. All Phase I ESA’s will be performed in compliance with the requirements of the All Appropriate Inquiry as well as the applicable ASTM standards and practices. The City’s

<p>priority sites will utilize assessment funds first, and then the City will pursue other sites within the Target Area that are positioned for redevelopment. Phase II Environmental Site Assessments (ESA's) will be conducted on eligible sites to position them for cleanup and redevelopment. Prior to conducting any Phase II work, a Sampling & Analysis Plan will be prepared and submitted to US EPA for approval. All Phase II ESA's will be performed in compliance with the requirements of All Appropriate Inquiry as well as applicable ASTM standards and practices. The City anticipates conducting up to 6 Phase II Environmental Site Assessments at sites to supplement the Phase I Environmental Site Assessments where Recognized Environmental Conditions were identified. The City's priority sites, will be considered for Phase II Assessment work first, and will then pursue other sites in the Target Area before venturing to other locations in the community. The results of the Phase II ESA's will be shared with Illinois EPA to evaluate contaminants through human exposure pathways. If contamination is identified at problematic levels, the City will seek to enroll the impacted sites in IEPA's voluntary party liability exemption for further investigation and remedial planning. The City anticipates the enrollment of four to six sites into the voluntary party liability exemption program. Site-Specific Health and Safety and Sampling Analysis Plans will be prepared for all Phase II Environmental Site Assessment activities. A Quality Assurance Project Plan (QAPP) will also be prepared by the contracted QEC in accordance with the US EPA's guidelines.</p>
<p>ii. Anticipated Schedule: Phase I ESA's will start in the 3rd quarter of the project's first year and will continue as needed throughout the project period. The QAPP will be completed within the first three quarters of the grant period. The HASP and Phase II ESA's will take place following US EPA approval of the QAPP, and as needed throughout the remainder of the project period.</p>
<p>iii. Task/Activity Lead: This Task will be led by the City's Environmental Consultant.</p>
<p>iv. Outputs: The anticipated outputs of this task include: 12 Phase I Site Assessments, 6 Phase II Site Investigations, 6 Health & Safety Plans, a Quality Assurance Project Plan, and the number of acres assessed.</p>

<p>Task 5: Cleanup & Reuse Planning</p>	
<p>i. Project Implementation: The City will evaluate cleanup and reuse by using the results of the Phase II ESA to enroll 3 sites into the Illinois Environmental Protection Agency voluntary cleanup program. Enrollment will include providing the IEPA with the results of the Phase II ESA and Cleanup Plan following the state program guidelines for enrollment and reporting. The IEPA program does not include impacts to the buildings. In that event a Cleanup Plan will be prepared for the impacts to the buildings from hazardous materials like asbestos</p>	
<p>ii. Anticipated Schedule: This Task will take place in the last year of the project period.</p>	
<p>iii. Task/Activity Lead: This task will be led by the City's Qualified Environmental Professional with assistance from Brian Nyberg, Project Lead at the City.</p>	
<p>iv. Outputs: The anticipated outputs of this task include: Three IEPA voluntary cleanup program enrollments or cleanup plans for hazardous building materials depending on the Phase II ESA results. Also three Analysis for Brownfields Corrective Alternatives (ABCAs) would be prepared.</p>	

3.b. Cost Estimates

Budget Categories		Project Tasks					TOTAL
		Task 1: Program Mgmt	Task 2: Community Engagement	Task 3: Revitalization Planning	Task 4: Environmental Assessments	Task 5: Cleanup & Reuse Planning	
Direct Costs	Personnel	\$7,200	\$2,600				\$9,800
	Fringe Benefits	3,200	\$800				\$4,000
	Travel	\$5,160					\$5,160
	Equipment						
	Supplies						
	Contractual	\$8,100	\$12,740	\$75,000	\$273,600	\$51,600	\$421,040
	Other				\$30,000	\$30,000	\$60,000
Total Direct Costs		\$24,400	\$15,340	\$75,000	\$303,600	\$81,600	\$500,000

Task 1: The City's personnel blended hourly rate is \$45/hour, and a blended fringe benefit rate of \$20/hour. City will provide 160 hours of city work for this task over the four (4) years of the grant. This would equate to \$7,200 in personnel costs, and \$3,200 in fringe benefit costs. The City's travel costs will allow for two City representatives to attend two US

EPA National Brownfields Conferences or other State or private brownfields related conferences or work sessions assuming airfare of \$400 per person, hotel costs of \$300/night for two, meals at \$75/day/person totaling **\$5,100**. The contractual costs of **\$8,100**, includes 60 hours of a QEP blended rate of \$135/hour, included in the budget will allow for the chosen Qualified Environmental Professional (QEP) to coordinate with US EPA on the project, document the Brownfields site selection process, coordinate/conduct operational meetings, and other grant inventory/assessment activities.

Task 2: These costs include 40 hours of city personnel and fringe benefit costs totaling **\$2,600**. Contractual costs of \$12,240 include 24 hours of a QEP rate if \$135/hour and 100 hours at \$95/hour totaling \$12,740 that will include working with the Project Partners on preparing, printing, and mailing project information and marketing documents, press releases, developing and/or updating fact sheets, and maintaining outreach to citizens through social media and our website. Our intent is to be sure to have the Community Engagement to be very engaging and robust and not just checking a box.

Task 3: The highest priority for the City is the former Jacksonville Development Center. This facility occupies 61 acres situated along Morton Avenue Corridor. We need to study how to properly redevelopment this property to work with the adjacent park and nearby retail corridor. We intend to procure, via a Request for Qualifications (RFQ) process, an urban planning firm with brownfields revitalization experience to work with our QEP utilizing \$75,000 for a market study for workforce housing.

Task 4: For the Environmental Sites Assessments we anticipate Phase I Environmental Site Assessment costs \$4,000, depending upon environmental conditions. The City estimates 12 EDs at a costs of \$850 each, and 12 Phase I Environmental Site Assessments at an average cost of \$4,000. The City’s total Phase II ESA Budget is **\$273,600** of the total budget is allocated for Phase II ESA investigative activities, while the remaining \$30,000 is for voluntary cleanup program enrollment with IEPA and Health & Safety Plan (HASP)/Quality Assurance Project Plan (QAPP) completion. The City anticipates conducting up to 4 Phase II Environmental Site Assessments at \$30, at sites to supplement the Phase I Environmental Site Assessments where Recognized Environmental Conditions were identified. We anticipate that the cost on the former Jacksonville Development Center will be high due to the size of the property. The remaining \$30,000 left in the budget for this task will be for IEPA’s project management oversight fees associated with ESA’s. Supplement investigation and preparation of reports will be \$20,000 with \$10,000 in IEPA (Other) fees totaling **\$30,000**.

Task 5: The costs for this task are estimated at \$81,600. These costs are based on completing three IEPA enrollments or Cleanup Plans and three ABCAs each for \$20,000 completed by the selected Environmental Consultant. The remaining \$30,000 left in the budget for this task will be for IEPA’s project management oversight fees associated with their voluntary clean-up program.

3.c. Measuring Environmental Results

Tracking and measuring progress throughout the period of performance will ensure the City of Jacksonville achieves the intended project results described in this proposal. Quarterly and Annual Reports will cover work progress and current status, any difficulties encountered, a record of financial expenditures, data results, and anticipated further action. Project Profile forms will be completed for each assessment site noting specific accomplishments and contaminants found, which materials were impacted, if cleanup activities are required, and resources required to leverage and complete the planned reuse. All of these sites will also be entered into the ACRES database, which will also be utilized to track job creation and acres of land assessed as part of this grant project. The table below summarizes the proposed project outcomes, which the City will track and report to EPA on throughout the project.

PROJECT OBJECTIVE AND OUTCOMES	
TASK	OUTCOMES
Program Management	<ul style="list-style-type: none"> • Documentation of progress via Quarterly Reporting/ACRES • Efficient project management • Accurate / timely data for EPA • Ready data for City use with BRAC and Developers
Community Outreach	<ul style="list-style-type: none"> • More informed and educated stakeholders via BRAC • Increased program buy-in
Revitalization Planning	<ul style="list-style-type: none"> • Plan for re-development of the 61 acre former Jacksonville Development Center (JDC)
Phase I and II Environmental Site Assessments	<ul style="list-style-type: none"> • Knowledge of RECs; AAI compliance • Safe, efficient and reliable assessments • Characterization of contamination; AAI compliance
Cleanup & Reuse Planning	<ul style="list-style-type: none"> • Review cleanup alternatives • Sites ready for cleanup / reuse • More efficient activities through 3rd party oversight

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a. Programmatic Capability

4.a.i. Organizational Capacity

Jacksonville has the requisite ability and capacity to manage this Assessment grant. The City of Jacksonville is very experienced in managing local, state, and federal grants, including compliance

with the reporting requirements associated with any funding. Community Development Director Brian Nyberg will serve as the City's Project Manager for this project, and he will be assisted by Mayor Andy Ezard. Jacksonville will retain a qualified environmental consultant to conduct the assessment, cleanup planning, and redevelopment planning described in the Project Description component of this proposal. In addition, Jacksonville will retain a qualified Planning Firm to help complete the Corridor Study described in the Project Description section.

4.a.ii. Organizational Structure

This project will be led by the City's Community Development Director, Brian Nyberg, acting as the City's primary contact and responsible for submitting quarterly reports, financial reports, progress reports, and the final summary report to EPA Region 5 Staff with the assistance of the City's selected Qualified Environmental Professional. City staff will serve on the Brownfields Redevelopment Advisory Committee.

4.a.iii. Description of Key Staff

As the Project Director, Brian Nyberg will also be responsible for the coordination of grant work with the City's selected Environmental Consultant, all appropriate governmental bodies, all community partners, the public, and all other stakeholders involved in these grant related activities. Brian Nyberg, Community Development Director for the City of Jacksonville, is very committed to developing and implementing the City's brownfields program. Nyberg oversees a division charged with administering the planning, sustainability, historic preservation, Community Development Block Grant program, code enforcement, and building inspection functions of the City, as well as managing economic and development efforts. As Community Development Director, he is part of an executive team that manages the day-to-day operations for a municipal government of more than 17,000 residents with an annual budget of approximately \$14 million. Other key staff will include Mayor Andy Ezard. Mayor Ezard has served as Jacksonville's Mayor since April 28, 2009, and is currently serving in his fourth four-year term in office. Mayor Ezard served as City Clerk of Jacksonville from 2005 to 2009. Prior to his service with the City of Jacksonville, Mayor Ezard worked in Illinois State Government from 1991 to 2005 - working in the Office of Governor Jim Edgar and the Illinois Department of Natural Resources, so he is very familiar with the requirements of federal funding projects.

4.a.iv. Acquiring Additional Resources

Jacksonville will identify, coordinate and leverage any public and private resources needed to complete the described grant tasks. The City will follow EPA's procurement policies to hire a Qualified Environmental Professional (QEC) to effectively and efficiently manage the City's assessment grant project. Project Partners will assist in providing supplies for community outreach activities, and the City will provide in-kind time for extensive GIS mapping, as the information will be an asset to the City as well. Moving forward with new redevelopment projects, including the priority project sites discussed previously, Jacksonville will seek any additional expertise and technical resources from the following to ensure that the unique needs and circumstances of the City are being met: Morgan County Health Department, Illinois EPA Office of Site Evaluation, and the US Department of Housing & Urban Development.

4.b. Past Performance and Accomplishments

4.b.ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements

The City of Jacksonville has not received any previous US EPA Brownfields grant funding, but they have been the recipient of other federal funding, including the following:

(1) Accomplishments: The City of Jacksonville was awarded Illinois Transportation Enhancement Program grant funds to renovate their downtown. These grant funds are Federal DOT funds that are funneled through the Illinois DOT office. With these grant funds, the City's downtown revitalization project began in 2009 with Phase 1 acquiring property and opening the square to traffic, followed by the approaches from South Main, North Main and East State streets. Each of those entrances feature an archway designed and created by Eli Bridge Company. Other downtown renovations included refurbishing the Civil War Memorial, repair of fountains, addition of Big Eli Ferris wheel seating, as well as destination signage, updated lighting and multiple beautification projects. **To date, over \$11 million in investments have made been toward the project.**

(2) Compliance with Grant Requirements

With any funding source, whether State or Federal, Jacksonville projects have always finished on time, on budget, expended all grant funds, and in a way that fulfilled planned outputs/outcomes while adhering to the requirements of the funding. The City has a strong administrative staff with a history of managing a mix of state and federal grant programs who provide any and all necessary support in administration of grants.

THRESHOLD CRITERIA

1. Applicant Eligibility:

The City of Jacksonville is an incorporated municipality of the State of Illinois and has the authority to enter into a Cooperative Agreement with the United States Environmental Protection Agency.

2. Community Involvement:

If this grant is awarded, Jacksonville will create a Brownfields Advisory Committee (BAC) to guide them in their site inventory, prioritization, and redevelopment efforts. The City's community engagement efforts and BAC formation will bring together residents, visionaries, community groups, government entities, and private and non-profit organizations to marshal financial and intellectual resources to improve the overall economic and environmental well-being of the City and its residents. When this project commences, Jacksonville will hold three public meetings throughout the project period to relay information about the assessment process, including project milestones and redevelopment updates. In addition to public meetings, the City of Jacksonville will also hold BAC meetings twice a year. At these meetings, the brownfield sites will be analyzed and redevelopment plans will be discussed. This proposal outlines the Project Partners, who will be vital members of our community involvement plan by broadcasting the City's Brownfields news at their regular meetings and events. The City will maintain the authority to make final decisions on the use of the grant funds, but will also use their Project Partners' and BAC Members' input in shaping those decisions. For any cleanup planning activities funded by this grant, the City will seek the community's input into cleanup and redevelopment decisions by presenting information regarding the proposed cleanup and reuse plans at one of the planned community meetings in collaboration with their appropriate Project Partners. Translation services are available through the City and via social media postings, so the City will accommodate any non-English speaking residents/stakeholders, etc., when appropriate. Residents will be encouraged to participate and stay informed of the City's brownfields programs in a number of ways. First, residents will be encouraged to attend any public meetings at which needs are identified as well as all plan approval processes. Meeting notices will be printed in the Jacksonville Journal-Courier, a general circulation newspaper distributed to all households, including low-and-moderate income households. We will also provide notice to our local radio station WLDS, that has a large local listening audience and also has a local website that many go to for local news. The notices will also be posted on the City's website, at the Jacksonville Library, Police Department and the City of Jacksonville's Notices/Agenda Board outside the City Clerk's office. All public notifications will include a special invitation to the disabled community offering to make accommodations as needed to assure them the opportunity to communicate their input concerning issues.

3. Expenditure of Existing Grant Funds:

Not Applicable. The City of Jacksonville does not have any existing US EPA Brownfields Grant funds open.

4. Named Contractors and Subrecipients:

Not Applicable. The City of Jacksonville did not name Contractors or Subrecipients in this Grant Application Proposal. The City has not undergone any procurement or entered into any agreements with Contractors or Subrecipients for this project.