



Office of the Mayor

Satya Rhodes-Conway, Mayor

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R05-24-A-044

November 13, 2023

Narrative Information Sheet

1. *Applicant Identification:*

City of Madison/Office of the Mayor
210 Martin Luther King Jr. Blvd., Room 403
Madison, WI 53703

2. *Funding Requested:*

- a) Assessment Grant Type: Community-Wide
- b) Federal Funds Requested: \$500,000

3. *Location:* City of Madison, Dane County, Wisconsin

4. *Target Areas:*

- a) Thorstad Focus Area – GEOID 55025001401
 - 1702, 1800, 1802, 1804, 1810, 1814, 1824 S. Park St.
 - 814, 826 North Ave.
 - 805, 809, 813, 817, 833 Plaenert Dr.
 - 924 Burr Oak Ln.
- b) The Village on Park– GEOID 55025001401
 - 2102, 2116, 2201, 2402, 2413, 2421 S. Park St.
 - 802 W. Badger Rd.
 - 2210 Woodview Ct.

5. *Contacts:*

- a) Project Director:
Thomas Otto
City of Madison/Economic Development Division
215 Martin Luther King Jr. Blvd, Suite 300
Madison, WI 53703
608.243.0178
totto@cityofmadison.com

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b) Chief Executive Officer:

Satya Rhodes-Conway, Mayor
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6. *Population:*

City of Madison's population is 272,903 (US Census 2022 Population Estimate)

7. *Factors Checklist:*

- The Thorstad Focus Area is adjacent to Wingra Creek, but entirely outside a federally designated flood plain (page 1 in narrative).
- The new planned public parking garage at The Village on Park Focus Area will be roofed with a 300kW solar photo-voltaic system (page 2)
- The new planned public parking garage will seek Parksmart Certification (page 2)

8. *Letter from State Environmental Authority:*

Please see letter from Wisconsin Dept. of Natural Resources

9. *Releasing Copies of Applications:* Not Applicable

State of Wisconsin
DEPARTMENT OF NATURAL RESOURCES
101 S. Webster Street
Box 7921
Madison WI 53707-7921

Tony Evers, Governor
Adam N. Payne, Secretary
Telephone 608-266-2621
Toll Free 1-888-936-7463
TTY Access via relay - 711



November 8, 2023

Satya Rhodes-Conway, Mayor
City of Madison Mayor's Office
210 Martin Luther King Jr Blvd, Room 403
Madison, WI 53703
Via Email Mail Only to BBemis@cityofmadison.com

Subject: State Acknowledgement Letter for City of Madison
FY24 EPA Community Wide Assessment Grant

Dear Mayor Rhodes-Conway,

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

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

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

Obtaining U.S. EPA funding for this grant application is consistent with community needs, is vital to the local economy and will help bring needed improvements to the quality of life for residents. Federal funding will also help initiate cleanup activities, create jobs and leverage local investments in brownfield redevelopment.

Sincerely,

Christine Sieger

Christine Sieger, Director
Remediation and Redevelopment Program
Wisconsin Department of Natural Resources

cc:
Janet DiMaggio, DNR SCR – janet.dimaggio@wisconsin.gov

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

1.a. Target Area and Brownfields

1.a.i. Background and Description of the Target Area: The City of Madison, WI, requests \$500,000 in EPA Brownfield Assessment funds to conduct neighborhood brownfield assessments in our target corridor, South Park Street. The S. Park Street neighborhoods are plagued by brownfields due to a recently attached township, the Town of Madison, and federal redlining. The Town's long-standing underinvestment in code enforcement, urban planning, and infrastructure created areas of severe blight. In addition, for decades, South Madison was impacted by discriminatory lending policies to its racially and ethnically diverse neighborhoods. The blight caused by these policies and the Town is particularly evident along S. Park Street, a transportation corridor littered with small to sizable brownfields of known or suspected contamination. During the 1940s, a two-mile stretch of S. Park Street became known as "Gasoline Alley" due to the large number of gas stations and auto repair and sales businesses. Today, at least 33 former or existing gas stations and 17 auto-related properties remain. In addition, 6 former bulk oil/fuel facilities, 4 former printing businesses, an operating salvage and auto-wrecking yard, and at least 9 former or existing dry cleaners have been identified.

1.a.ii. Description of the Priority Brownfield Sites: We propose two target areas along S. Park Street: **Thorstad** and **Village on Park**, both in Census Tract 14.01.

The **Thorstad Focus Area** is a 90-acre region bordering the south side of Wingra Creek, a 2-mile impaired water body that drains smaller Lake Wingra into Lake Monona. **Thorstad** has a high redevelopment potential, is adjacent to the public Wright Middle School, and has a high density of known/suspected brownfields. Within this Target Area, we have identified 3 priority sites for environmental assessment: the former Thorstad Chevrolet dealership (11-acre parcel); a former construction/demolition landfill (5 sites over 13 acres); and the All Metals Recycling scrap yard (2.6 acres). Additionally, brownfields in this target area include: former auto repair and sales facilities (3 sites over 4 acres); 2 dry cleaners (1.1 acres); and two former bulk oil facilities (2.8 acres, Madison Coop Oil and Wadham Oil).

The **Village on Park Focus Area** is anchored by a 28-acre failing retail mall purchased by the City of Madison in 2010, contaminated by two former gas stations and a former dry cleaner (i.e. Spic & Span Cleaners). The surrounding focus area includes former and existing gas stations and auto repair garages and falls within the 50-year groundwater capture zone of Public Supply Well #18, which is impacted by chlorinated solvents. The western edge of this target area is rife with brownfields including: the Dane County public garage, auto garages, and a former dry cleaner responsible for extensive vapor intrusion into nearby apartments.

1.a.iii. Identifying Additional Sites: As part of our FY19 Assessment Grant, the City of Madison completed an extensive site prioritization process for South Madison that identified 160 potential brownfields. With our FY24 grant, we will update this matrix and continue to market the program to property and business owners through direct mailing, neighborhood outreach, and one-on-one meetings with area developers. In addition, Madison has no shortage of brownfields along E. Washington Ave—the City's historic downtown industrial corridor—and around the shuttered flagship Oscar Mayer plant on the northside. Last, our Economic

Development Division regularly receives inquiries from local and out-of-state developers interested in brownfield assistance.

1.b. Revitalization of the Target Area

1.b.i. Reuse Strategy and Alignment with Revitalization Plans: The 2022 South Madison Plan resulted in three guiding principles: 1) Anti-Displacement and Gentrification strategies that retain affordability and welcome the existing diversity of the area; 2) Community Wealth Building strategies that support economic growth without displacement; and 3) Opportunities to Thrive strategies that support social cohesion, health, and well-being. Per the plan, the City is systematically investigating and purchasing 8 properties in the **Thorstad Focus Area**, with the goal of permanently relocating the All Metals scrap yard. The City’s RFP for the block will seek a redevelopment to implement a new road network, mixed-use/medium/low residential buildings, and an expanded public Heifetz Park.

The **Village on Park Focus Area** is further along in its redevelopment per the Plan: the Goodman Public Library, Access Community Health Center, and the Urban League’s Black Business Hub are completed; and the following projects are budgeted: a TIF-funded parking structure (2025); 80-unit affordable housing building (2026), 4-story mixed-used building, road improvements to promote bike/ped connectivity (2028). Additionally, the S. Park Street corridor is well positioned for private investment as both a designated Opportunity Zone and as a future bus rapid transit (BRT) corridor (budgeted for 2028).

1.b.ii. Outcomes and Benefits of Reuse Strategy: Assessment, clean-up, and redevelopment of our priority brownfields will have a catalytic impact on the target corridor and surrounding area. Our Focus Areas cover a total of 118 acres and are in highly visible, accessible locations along the S. Park Street corridor. Their redevelopment will anchor and catalyze further market-driven reinvestment, new employment, additional tax base, and new affordable and market-rate housing in a transit-supported corridor. The table below shows the potential outcomes:

Focus Area	Current Value	Current Prop. Taxes	Redevelopment Value	Est. Property Taxes	# Housing Units	Commercial Sq. Ft.
Thorstad	\$10.4M	\$222,135	\$130M	\$2.57M	540	20,000
Village on Park	\$33.4M	\$527,014	\$178M	\$3.52M	950	75,000

Note: Economic impacts are estimates using comparable development densities based on the 2018 Comprehensive Plan. Residential component assumes 25 units/acre & 1,200 sf/unit.

Other outcomes associated with the redevelopment of our Target Areas include: (1) Improved water quality and flood mitigation of Wingra Creek; (2) Beautification of the parkway along Wingra Creek and of Heifetz Park; (3) The new Badger Rusk Bike/Ped Path; (4) A planned 300kW solar photovoltaic system on the proposed parking garage and a renewable energy microgrid study for the Village on Park; (5) new energy-efficient affordable/market-rate housing units.

1.c. Strategy for Leveraging Resources

1.c.i. Resources Needed for Site Reuse: The City has a successful track record with grants and loans from the following programs: (1) the Wisconsin DNR (WDNR) Ready for Reuse

Loans/Grants, (2) Wisconsin Economic Development Corporation's (WEDC) Brownfields Grants, and (3) WEDC's Idle Industrial Sites and Community Investment Grants. Funds can be used for environmental investigation, remediation, demolition, monitoring, and infrastructure investment. In addition, several public/private financing and funding tools exist in the target areas, such as: (1) Opportunity Zone Funds and New Market Tax Credits within the South Madison Opportunity Zone; (2) The City's annual \$20 million Affordable Housing Fund; and (3) S. Park Street's 2 Tax Incremental Districts (TID 42 and TID 51). TID 51 was created in 2023 and will provide an estimated \$50 million for public works projects, \$22 million for affordable housing; \$15 million for Community Development Authority (CDA) revitalization projects; and \$19.9 million for economic and community development assistance, of which \$6 million is allocated for small business.

Last, the City's 2023-2028 Capital Budget includes the following investments in South Madison: \$7.8 million for the Village on Park redevelopment; \$6 million (\$1 million per year) for Land Banking; \$3.5 million for a grocery store at the former Truman Olson U.S. Army Reserve site; \$21.6 million for John Nolen Drive causeway bridges; \$1.2 million for improvements to S. Park Street (W. Olin Ave. to Railroad); \$7 million for North-South Bus Rapid Transit; and \$1.3 million for the Badger Rusk Bike/Ped Path next to the public Wright Middle School.

1.c.ii. Use of Existing Infrastructure: Revitalization of the urban Target Areas will access existing utilities (e.g. water, sanitary sewer, stormwater, electric, fiber optic, gas) and City services (e.g. trash/recycling). Access Community Health, the Goodman Public Library, South Madison Police Station, Fire Station #6, and Madison College (South Branch) are all located on the corridor. Transportation Demand Management, Bus Rapid Transit, reduction of parking requirements for new development, and pedestrian/bike paths will become feasible and better utilized. From an equitable development and social justice perspective, by concentrating the highest intensity development along S. Park St., the budgeted transportation improvements will provide low-income residents more efficient access to employment, education, and housing.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a. Community Need

2.a.i. The Community's Need for Funding: Our target areas are located within Census Tract 14.01, whose residents' incomes are 29.1% below poverty (2020 Census, GEOID 55025001401). Per the EPA's *Economic Justice Screening Tool*, 55% of the target community is "low-income", at the 90th percentile for Wisconsin. Per the USDOT *RAISE Mapping Tool*, it is a census tract of persistent poverty. Only 19.5% of residents in CT14.01 own their homes, compared to 44.5% of Madison. The median value of housing in this area is \$230,498, 55% of the city median of \$418,490 (ACS, 2021, 5-Yr. Est.). The blight study for creation of the TID #41 found that 71% of the area was blighted. In the past decade, the City has continued to invest significant public funds in the area in hopes of sparking redevelopment. However, despite these investments, 10 years after the TID's creation it was valued at negative \$6.5 million. In 2023, the City of Madison created TID #51 and found that over 50% of that area was blighted as defined by the State of Wisconsin TIF Law. There are multiple causes of this long-term disinvestment, including known and suspected environmental contamination, the

underinvestment in services and infrastructure by the former Town of Madison (now attached), and the pervasive poverty of surrounding neighborhoods.

2.a.ii(1) Health or Welfare of Sensitive Populations: With the persistent poverty of CT14.01, the median income for families with children is \$46,420, compared to \$70,466 in Madison (2020 Census). While 24% of CT14.01 households are enrolled in the Supplemental Nutrition Assistance Program (ACS, 2021, 5-Yr. Est.), it is also a Food Desert on the USDA's *Food Access Research Atlas*. According to a 2021 study by *Healthy Dane*—a partnership between four Madison hospitals and Public Health Madison Dane County (healthydane.org)—a disproportionate burden of disease is borne by the 60% of the population in South Madison who are non-white (see **Section 2.a.ii(3)**). The infant mortality rate for Black and Biracial babies is 13.0 and 14.7 per 1,000, compared to 4.3 for white, non-Hispanic babies for Dane County. Black and Latinx babies are almost three times as likely to be born with low birth weight compared to white, non-Hispanic babies (15.6% vs. 6.2%). The percentage of mothers who smoked during pregnancy is also almost three times higher for Black mothers vs. white (16.2% vs. 5.8%). In the public school district, 47% of Black students reported urgent dental care needs, compared to only 14% of white students. In 2016, the Dane County Black population was 10% but comprised 70.5% of juveniles in County secure detention. Last, 28% percent of South Madison youth are obese/overweight and 16% are affected by asthma, compared to 14.3% and 10% statewide, respectively.

2.a.ii(2) Incidence of Disease and Adverse Health Greater Than Normal Conditions: According to the 2019-2021 *Healthy Dane* study, CT14.01 adults are significantly below national averages for cervical, colon, and breast cancer screenings. Only 63.1% of adults have routine health checkups, and only 57% see a dentist regularly. The percentage of adults who receive recommended preventive services was only 31% compared to 43% in Dane County. 19.9% of adults self-reported their health to be “poor or fair”, compared to 10.2% countywide. The rate of adults ever diagnosed with depression is 23.5% compared to 19.5% nationally. CT14.01 has an adult binge drinking rate of 21.5% (vs. 15.5% nationally) and an adult smoking rate twice the Dane County average (19% vs. 11.2%).

Per the EPA's *Economic Justice Screening Tool*, CT14.01 is in the 87th percentile for asthma. Per the 2020 *Wisconsin Asthma Burden Report* our Black population has an asthma prevalence 1.5 times higher than our white. South Park St. carries 24,000 cars/weekday, the adjacent USH 12/18 carries 125,000 vehicles daily, and a freight line runs through the Thorstad Focus Area. The target area's traffic proximity and volume are at the 95th percentile for the state and the 83rd percentile for particulate matter 2.5 (PM2.5). In addition, CT 14.01 is in the 99th percentile for wastewater discharge indicators, or the proximity to toxic stream segments. Per the Wisconsin DNR's fish consumption advisories, the biomagnification of PFAS, mercury, and polychlorinated biphenyls (PCBs) in fish from our local lakes results in excessive exposure to these contaminants among immigrants and minorities who rely on subsistence fishing. Last, Public Supply Well #18, servicing the target areas, is contaminated with tetrachloroethylene.

2.a.ii(3)(a) Identification of Environmental Justice Issues: South Madison is a beacon of culture and diversity for the City of Madison, with a non-white population of 60% compared to 28% for the City as a whole (ACS, 2021, 5-Yr. Est.). Specifically, its population self-reports as 13% Black,

9% Asian, 34% Hispanic, and 3% multi-racial. Per *Healthy Dane*, the Black premature death rate is more than twice the white rate. CT 14.01 is a disadvantaged census tract, per the *Climate and Economic Justice Screening Tool* (CEJST). Twenty-one percent of adults have a high school education less than a high school diploma. In addition to poor air quality, the main environmental justice challenge is the prevalence of underutilized brownfields, which adversely impacts these families by contributing to lost business and job opportunities, depressed property values, lack of affordable housing, and reduced tax base. Long-standing commercial and industrial disinvestment within South Madison has also contributed to blight. The shortage of safe, stable, affordable housing for low-income residents has led to homelessness, housing transience, stressed family life, and challenges in obtaining employment and health care.

2.a.ii(3)(b) Advancing Environmental Justice: Our brownfield redevelopment strategy integrates the clean-up of contaminated sites with housing reinvestment and economic development to promote a livable, sustainable South Madison for the benefit of those who live there. The 2020 *South Madison Plan* was drafted on three guiding principles: 1) Anti-Displacement and Gentrification (i.e. retaining affordability and diversity); 2) Community Wealth Building (i.e. supporting economic growth while prioritizing existing residents and local businesses); and 3) Opportunities to Thrive (i.e. promoting social cohesion, health, food accessibility, education, and general well-being). Our FY24 grant will integrate directly into execution of the 2020 *South Madison Plan* by investigating blighted properties—both those land-banked by the City and privately owned—for redevelopment. The result for local residents will be energy-efficient affordable housing, job opportunities, and parkland.

2.b. Community Engagement

2.b.i. and 2.b.ii Project Involvement and Roles: To engage South Madison’s diverse community, the Project Team will use a 4-tiered plan: 1) incorporate public priorities identified in the 2022 *South Madison Plan*; 2) promote the grant program to area stakeholders (e.g. business and property owners, developers); 3) collect ongoing public feedback through community pop-ups and a community questionnaire; and 4) host public meetings for specific properties slated for redevelopment.

COMMUNITY GROUP	POINT OF CONTACT	SPECIFIC INVOLVEMENT IN THE PROJECT
South Metropolitan Planning Council	Isadore Knox, 608.443.8224, [REDACTED]	Post 24FY grant updates on website; Promote popups, community questionnaire, meetings to business owners; Review feedback.
Urban League of Greater Madison	Ed Lee, 608.729.1211, elee@uglm.org	Promote popups, meetings, and community questionnaire to African American Community; Review community feedback.
Centro Hispano	Karime Pérez, 608.255.3018, karime@micentro.org	Host popup; Promote mtgs & and community questionnaire to Latinx community; Review community feedback.
YWCA Empowerment Center	Andrea Zea, 608.257.1436, azea@ywcamadison.org	Host popup at job/skills event; Promote meetings, and community questionnaire

Goodman South Madison Public Library	Ching Wong, 608.267.8728, gcwong@ madisonpubliclibrary.org	Promote public neighborhood meetings and community questionnaire; Host popups
St. Vincent de Paul Food Pantry	Katherine Higgins, 608.278.2920, khiggins@svdpmadison.org	

2.b.iii. Incorporating Community Input: To build on the extensive public outreach conducted for the 2022 South Madison Plan (e.g. impact listening sessions, Neighborhood Action Teams, neighborhood ambassadors, engaging social practice artists), the Project Team will host 8 pop-up engagements in 2025 and 2026 with our partners at already scheduled community events (e.g. farmer’s market, annual Juneteenth celebration, job/skills fairs). This will allow us to engage with residents in one-on-one interviews, especially those who cannot attend typical night meetings. The pop-ups will also encourage participants to use a QR code to complete an online community questionnaire to solicit opinions regarding specific brownfield sites, concerns, and reuse priorities. City Planning will offer Spanish and Hmong translation services for these events, and they will be promoted on flyers at our partners’ facilities. Feedback collected during these events will be reviewed in tandem with our partners to update our “community ranking” value for our site prioritization matrix. For any property being redeveloped, the City will host a neighborhood meeting, sending mailed invitations to area residents. The City will also solicit public feedback before issuing the RFP for the redevelopment of any publicly controlled, land-banked properties, such as the “All Metals” site.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

3.a. Description of Tasks/Activities and Outputs

Task 1. Site Identification and Prioritization:

Hire Qualified Environmental Consulting Firm: Using the procurement process detailed in 40 CFR 31.36, hire one firm to assist with our brownfield inventory, and perform all assessment and remedial planning activities (*Lead: PM Tom Otto; Schedule: By Nov. 2024, or 2 months after receipt of funding; Output: 4-year Contract with Qualified Firm; Funding: In-kind donation by Tom Otto and Brynn Bemis*).

Update Site Prioritization Matrix for South Madison: Update the 2019 property inventory for South Madison, including former Town parcels, focusing on **Thorstad** and **The Villager Target Areas**. Rank all properties on: 1) suspected or known environmental hazards, 2) redevelopment potential, and 3) community values. Environmental hazards will be ranked using Sanborn fire insurance maps, City Directory records, and the WDNR’s Bureau for Remediation and Redevelopment Tracking System (BRRTS) database. Redevelopment potential will be determined by Economic Development staff using criteria such as the presence of TIF districts, proximity to transportation infrastructure, potential for eliminating blight, ownership and access status, and discussions with local developers. The community ranking will be determined by City staff using public feedback collected making the *2022 South Madison Plan*. The three separate rankings will be combined to produce a Site Prioritization Matrix, to be maintained in a GIS database. (*Lead: PM Tom Otto and City’s Firm; Schedule: By Feb. 2025;*

Output: Updated Site Prioritization Matrix and GIS; Funding: 50/50 split between the City's firm (EPA-funded) and in-kind donation by Tom Otto, Brynn Bemis, and Breanna Collins).

1.2 Community Involvement: Project Director Tom Otto will manage promoting the grant program on the City's South Madison Plan implementation website and through direct mailings to property and business owners in the Target Areas (deadline: May 2025). The Project Team will develop an online feedback form, with a focus on identifying priority sites and neighborhood priorities for redevelopment. Breana will coordinate with our community partners to host 8 accessible pop-up engagements to interview residents about brownfields concerns and redevelopment priorities and encourage them to complete the online feedback form (deadline: spring/summer 2025 and 2026). Tom and Economic Development staff will meet individually with property owners and developers to facilitate their participation in the program. Feedback from the online form and popups will be incorporated into the brownfield property ranking matrix, with grant preference given to properties with viable redevelopment plans. The cost of translation (Spanish/ Hmong), printing/advertising, and outreach will be absorbed by the City's Planning Division. *With the exception of the consultant's attendance at 5 public meetings, all work will be an in-kind contribution by the City, estimated at \$10,000.*

Task 3: Phase 1 ESAs: Conduct *All Appropriate Inquiries (AAI)* Phase 1 environmental site assessments (ESAs) on 15 sites in the Target Areas and communitywide. To enroll properties in the program, the City's firm will submit eligibility requests for petroleum funding to Michael Prager at the WDNR and for hazardous substance funding to the assigned EPA project manager. City staff will contribute in-kind services to gain site access through the community involvement process and assistance from the City's Real Estate office. *(Lead: City's firm and Tom Otto for access; Schedule: At least 4 Phase 1 ESAs by Sept. 2025; Output: 15 AAI Phase 1 ESAs; Funding: EPA-grant for Phase 1 ESAs, with in-kind property services by Tom Otto).*

Task Four: QAPP, Phase 2 ESAs, and Cleanup Plans: The City's consultant will develop one, annually updated Quality Assurance Project Plan (QAPP), will perform 10 to 13 Phase 2 ESAs, and depending on the results of the Phase II ESAs, will prepare Remedial Action Plans (RAPs) for 4 or more sites. The City will contribute in-kind services to assist with property access and communication. *(Lead: City's firm and Tom Otto; Schedule: At least 3 Phase 2 ESAs by May 2026, Output: QAPP, 13 Phase 2 ESAs, and 4 RAPs; Funding: EPA-grant for Phase 2s, RAPS, and QAPP, in-kind services by Tom Otto and Brynn Bemis).*

Task Five: Eligible Program Activities: Two City staff members will attend the next EPA Brownfield Training Conference in 2025 using grant funds. All other programmatic activities, such as updating ACRES, quarterly/annual reporting to the EPA, budget tracking, and ongoing communication with EPA will be as an in-kind match from the City. *(Lead: Tom Otto; Schedule: August 2025 and ongoing; Output: Conference Attendance and Staff Summary; Funding: EPA-grant with all other program activities covered by in-kind staff donation).*

3.b. Cost Estimates:

Task 1: Site Identification and Prioritization (100% Contractual): Updating the Site Prioritization Matrix and GIS database: 40 hrs. at \$100/hr. = \$4000.

Task 2: Community Involvement (100% Contractual): Consultant attendance 5 public meetings for sites being actively remediated to answer questions. 10 hrs. at \$100/hr. = \$1,000.

Task 3: Phase 1 ESAs (100% Contractual): – 15 Phase 1 ESAs at \$3900/ea. = \$58,500

Task 4: QAPP, Phase 2 ESAs, and Cleanup Plans (100% Contractual): QAPP and 3 annual updates (\$5,600); 12 Phase 2 ESAs at \$32,500/ea. = \$390,000; 4 remedial action plans at \$9,200/ea. = \$36,800. Total costs for this task = \$432,400.

Task Five: Eligible Program Activities (100% City Personnel Travel Costs): Attendance of 2025 EPA Brownfield Training Conference by 2 City staff = \$4,000.

Budget Categories	Project Tasks					Total Costs
	Site ID & Prioritization	Community involvement	Phase I ESAs	QAPP, Phase 2 ESAs Cleanups	Program Activities	
Travel	--	--	--	--	\$4,000	\$4,000
Contractual	\$4,000	\$1,000	\$58,500	\$432,400	--	\$496,000
Total Budget	\$4,000	\$1,000	\$58,500	\$432,400	\$4,000	\$500,000

Note: In-kind staff time are NOT included in this budget. Rows for personnel, fringe, equipment, supplies, construction, and other were deleted since no grant funds will be used for them.

3.c. Plan to Measure and Evaluate Environmental Progress and Results:

The Project Team will track outputs, as described in Section 3.b, the schedule and budget at every-other-week meetings with our selected consultant to ensure we adhere to our approved work plan. We currently use this meeting frequency for our FY19 grant, allowing us to stay on top of property access, sampling logistics, reporting, and communication with the Wisconsin DNR. We review property and the total grant budget quarterly during our required reporting, at which time we also make the financial drawdown. All project deliverables will be stored on the City of Madison Engineering server, organized by property address—the system used for all other environmental/remediation files. All program administration will be managed by Project Manager Tom Otto, who will also track the budget.

To track redevelopment *outcomes*, the City requires that property owners report to the City the metrics collected by ACRES, including: acres remediated, acres with institutional or engineering controls, acres of new green space, number of new affordable and market-rate housing units, residential/commercial/industrial square footage of new buildings, number of temporary construction jobs and permanent jobs created, economic value of new development, and funding leveraged through TIF/State/Federal grant programs. The Project Team continues to update these outcomes in ACRES for properties enrolled in our FY12 and FY19 grants. Additionally, our Project Manager is diligent about collecting “before” and “after” photos of enrolled properties, and we have assisted both the WDNR and EPA Region 5 with the preparation of story maps for brownfield success stories.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a. Programmatic Capability

4.a.i.-iii. Organizational Capacity, Structure, and Key Staff: Madison has a strong history of brownfield redevelopment resulting in the creation of green spaces, new neighborhoods, and the redevelopment of new mixed-use, commercial, and residential properties. We have a history of successfully managing federal and state grants and thus the capacity to comply with all USEPA program objectives and requirements over the 4-year grant period. Our capable staff includes experts in our Finance Department to assist with procurement and budget drawdowns, staff in Engineering who understand the technical aspects of contamination and remediation, Economic Development staff with contacts in the business and redevelopment world, and outreach specialists in our Planning Division. The Project Team—composed of the below staff and our hired consultant—will meet every other week for the duration of the grant. The collaborative nature of the inter-departmental staff team assures a smooth transition if any staff turnover were to occur. The Project Team will also report annually on the FY24 grant to the Madison Common Council, South Madison Neighborhood Resource Team, South Madison Planning Council, and the Equitable Development Committee. Key project staff include:

Thomas Otto, BBA, EDFP, Economic Development Specialist, with 22 years of experience in community economic development, will be our Project Director. Tom will guide the site prioritization process and be the principal contact for property owners and developers. Tom will be responsible for all administrative grant requirements, including: the work plan; selecting and supervising the consultant; compliance with EPA procurement; site eligibility; tracking outcomes/outputs; and submission of all deliverables and quarterly and annual reporting.

Brynn Bemis, MS, Hydrogeologist, has 15 years of experience managing environmental due diligence for City real estate transactions, coordinating the remediation of contamination on City-owned land and public right-of-way, and supervising environmental monitoring. Brynn will assist with all technical aspects on Phase 1 ESAs, Phase 2 ESAs, and remedial action plans and serve as our main contact with the Wisconsin DNR.

John Hausbeck, MS, Public Health Supervisor at Public Health Madison and Dane County, has 27 years of experience in health surveillance, risk assessment, and risk communication regarding environmental hazards, such as vapor intrusion. John will provide environmental health information, risk assessment, and communication expertise to the team.

Breana Collins, City of Madison Planner was a principal planner on the *2022 South Madison Plan* with experience in collaborating with communities to co-create city plans. Breana will assist with the community engagement coordination for the project.

4.a.iv. Acquiring Additional Resources: The City will use the procurement process detailed in 40 CFR 31.36 to select one qualified environmental consulting firm to assist with our brownfield inventory update and perform all assessment and remedial planning activities. Within two months of the signed Cooperative Agreement, Team staff will issue an RFP posted to our City website, VendorNet, and DemandStar. Applicants will be required to submit technical and cost proposals and shall outline how they meet the WBE/MBE goals in our Approved Work Plan. The

Team will evaluate the proposals separately and may choose to conduct in-person interviews. Upon Council approval, the firm shall sign the City's standard Purchase of Services Contract.

4.b. Past Performance and Accomplishments

4.b.i. Currently Has or Previously Received an EPA Brownfields Grant, Accomplishments:

The City has successfully managed four EPA brownfield grants: \$400,000 FY12 Assessment Grant, two \$200,000 FY12 Cleanup Grants, and a \$300,000 FY19 Assessment Grant. We attained our FY19 \$300,000 Assessment Grant goals with the following outputs: a brownfield inventory prioritization matrix/GIS, 12 Phase 1 ESAs (64 acres over 23 parcels); 8 Phase 2 ESAs (16 acres over 12 parcels); and 3 full site investigations (4.3 acres over 3 sites). With our FY19 grant the City conducted due diligence on 8 properties it has since acquired or is in the process of acquiring through our Land Bank program. These strategic purchases will result in a 7.3-acre neighborhood development estimated at \$41M with 360 new housing units.

For the City's \$400,000 FY12 Assessment Grant, outputs include: 11 Phase 1 ESAs (totaling 33.9 acres), 9 Phase 2 ESAs (totaling 10.0 acres) and full site investigations at 4 sites. Of the 9 Phase 2 sites, *all* have completed their remediation and redevelopment. Thru these redevelopments, the City leveraged \$1 million in WEDC brownfield cleanup grants, \$250,000 in WEDC Community Development Investment grants, \$6.8 million for a public parking garage, \$3.45 million in Madison TIF, \$11.74 million in low-income housing tax credits, \$2.4 million in Dane County financing for low-income housing, and approximately \$89 million in private investment.

The City also received two \$200,000 FY12 Cleanup Grants (\$400,000 total) for remediation of the Don Miller car lots at 800 E. Washington Ave. The grants remediated more than 17,000 tons of industrial fill from a 4.25-acre site, which has since been redeveloped into a \$90 million, 15-story, mixed-use building containing 250 residential units and a much-needed grocery store.

4.b.i.(2) Compliance with Grant Requirements: For the City's four EPA assessment and cleanup grants, the City complied with all grant requirements and schedules to complete the work plans, conduct public outreach, conduct assessment activities, and complete quarterly/annual reporting. Reporting and assessment deliverables were provided on time and accepted by our EPA Region 5 Project Managers, Patricia Polston and Linda Mangrum. A good faith effort was made for all grants to meet our MBE/WBE goals, which were satisfied for both FY12 Cleanup Grants and our FY19 Assessment Grant. For all grants, data in the Assessment, Cleanup and Redevelopment Exchange System (ACRES) was updated quarterly. Even after the grants closed, City staff continue to update ACRES as assessed properties are remediated and redeveloped.

For the FY12 and FY19 assessment grants we worked with our EPA project managers to acquire no-cost time extensions for one year and one year and 2 months, respectively. The City closed out the \$400,000 FY12 assessment grant in October 2016 with \$217.88 of grant funds remaining, due to a lower-than-expected final consultant invoice. The City satisfied its \$27,600 required match of in-kind donation. The City closed out both FY12 cleanup grants in December 2013 with all funds expended, having satisfied all administrative, programmatic, and fiscal reviews. The City also satisfied its \$80,000 of required in-kind donations required for the cleanup grants. As of October 2023, our FY19 assessment grant has spent 95% of its funding and will close out with all funds expended by November 26, 2023.

Threshold Criteria Response:

1. Applicant Eligibility: The applicant is the City of Madison, chartered as a Wisconsin city in 1856.

2. Description of Community Involvement: To engage South Madison's diverse community, the Project Team will use a 4-tiered plan: A. Incorporate public priorities identified in the 2022 *South Madison Plan*; B. Promote the grant program to area stakeholders (e.g. business and property owners, developers); C. Collect ongoing public feedback through community pop-ups and a community questionnaire; and D. Host public meetings for specific properties slated for redevelopment.

- A. *Incorporating Community Input from 2022 South Madison Plan:* Through a two-year outreach program, the 2022 *South Madison Plan* garnered community input through impact listening sessions, convening Neighborhood Action Teams, hiring neighborhood ambassadors, and working with social practice artists. This outreach and community engagement was specific to area brownfield and redevelopment priorities, and the Plan encompasses our two Target Areas—Thorstad and the Village on Park. Thus, our first step will be to incorporate this extensive public input and priorities into the brownfield prioritization matrix we created in 2020 for our FY19 grant.
- B. *Advertising the FY24 Grant Program:* Our second step will be to promote the FY24 grant program to area stakeholders: property owners, business owners, local developers, and area residents. By Spring 2025, Tom Otto of our Economic Development Division will mail letters and a one-pager explaining the program to all business owners and commercial/industrial property owners within the Target Areas. Tom's department will also conduct one-on-one outreach to area developers with activity in South Madison. Details about the program will be hosted on the City's Brownfield website (<https://www.cityofmadison.com/dpced/economicdevelopment/brownfields-site-assessment-grant-program/3587/>) and on the *South Madison Plan's* implementation website (<https://plans.cityofmadison.com/south-madison-plan-implementation>).
- C. *Community Engagement and Collecting Ongoing Feedback:* The Project Team will host 8 pop-up engagements in spring/summer of 2025 and 2026 with our partners listed below at already scheduled community events (e.g. farmer's market, annual Juneteenth celebration, job/skills fairs). This will allow us to engage with residents in one-on-one interviews, especially those who cannot attend typical night meetings. The popups will have a table, posters about the program, food, and a game to draw residents into discussion with the two Project Team members staffing the event. The pop-ups will also encourage participants to use a QR code to complete an online community questionnaire to solicit opinions regarding specific brownfield sites, concerns, and reuse priorities. Breanna Collins of our Planning Division will coordinate Spanish and Hmong translation services for these events, and they will be promoted and posted on flyers throughout the neighborhood at our partners' facilities. Feedback collected during these events and through the online engagement questionnaire will be reviewed in tandem with our partners to update our "community ranking" value for the brownfield prioritization matrix created for our FY19 grant.

City Planning staff has extensive experience engaging grassroots organizations and underrepresented populations. Community groups associated with this grant include:

- South Metropolitan Planning Council – SMPC will post details about the 24FY grant on their website and Facebook; promote the popups, community questionnaire, and meetings to local business owners; and review community engagement feedback. (Contact: Isadore Knox, 608.443.8224, [REDACTED])
- Urban League of Greater Madison – The ULGM will promote the popups, meetings, and community questionnaire to the African American community; and review community feedback. (Contact: Ed Lee, 608.729.1211, elee@uglm.org)
- Centro Hispano – CH will host a popup; promote meetings and the community questionnaire to the Latinx community; and review community feedback. (Contact: Karime Pérez, 608.255.3018, karime@micentro.org)
- YWCA Empowerment Center – The YWCA will host a popup at a job/skills event; and promote meetings and the community questionnaire. (Contact: Andrea Zea, 608.257.1436, azea@ywcamadison.org)
- Goodman South Madison Public Library – They will promote public neighborhood meetings and the community questionnaire; and host a popup. (Contact: Ching Wong, 608.267.8728, gcwong@madisonpubliclibrary.org)
- St. Vincent de Paul Food Pantry – They will host a popup and promote public neighborhood meetings and the community questionnaire. (Contact: Katherine Higgins, 608.278.2920, khiggins@svdpmadison.org)

D. *Public Meetings for Specific Redevelopment Sites:* As for all large-scale redevelopments in Madison, City Planning will host public meetings with the local alder to collect and incorporate public input for specific redevelopment sites. Translation services will be provided for these meetings. For example, the City of Madison either has acquired, or is in the process of acquiring all of the parcels bordered by S. Park St, North Ave. and the railroad tracks (2.3 acres) with the intention to demolish all buildings in 2025 (in the Thorstad Target Area). The City’s RFP for redevelopment will seek a private team to implement the vision set forth in the 2022 *South Madison Plan*—a new road network, mixed-use/medium/low residential buildings, and an expanded public park. A series of public meetings will be held prior to issuing the RFP to select the private redevelopment proposal.

3. Expenditure of Assessment Grant Funds: As of October 2023, our \$300,000 FY19 assessment grant has spent 95% of its funding and will close out with all funds expended by November 26, 2023 (see attachment).

4. Contractors and Named Subrecipients: N/A