1. **Applicant Identification**

   Fredericksburg Regional Alliance (FRA)
   1125 Jefferson Davis Highway, Suite 240
   Fredericksburg, Virginia 22401

2. **Funding Requested**
   a. **Assessment Grant Type:** Community-wide
   b. **Federal Funds Requested:**
      i. $500,000
      ii. N/A – Not Site-Specific

3. **Location:**

   City of Fredericksburg, Virginia
   Spotsylvania County, Virginia

4. **Target Area and Priority Site/Property Information:**
   - **Target Area and City/County/Census Tract of Target Area**
     
     | Target Areas          | City or County/Census Tract                  |
     |-----------------------|---------------------------------------------|
     | U.S. Route 1 Corridor | City of Fredericksburg, Census Tract 2      |
     |                       | Spotsylvania County, Census Tract 203.05    |
     | U.S. Route 2/17 Corridor | City of Fredericksburg, Census Tract 4   |
     |                       | Spotsylvania County, Census Tract 202.01    |
     | City of Fredericksburg | Fredericksburg, Virginia                    |
     | Spotsylvania County  | Spotsylvania, Virginia                      |

Narrative Information Sheet
Page 1 of 3
• **Addresses of Priority Sites**

1. Old Walker Grant School, 500 Gunnery Road, Fredericksburg, VA 22401
2. FMC Wastewater Treatment Plant (WWTP), 11750 Capital Lane, Fredericksburg, VA 22408

5. **Contacts**

a. **Project Director / AOR**

   Todd Gillingham, Vice President, Marketing and Operations  
   Fredericksburg Regional Alliance  
   1125 Jefferson Davis Highway, Suite 240  
   Fredericksburg, Virginia 22401  
   Phone: 540-361-7373  
   E-mail: tgillingham@fredregion.com

b. **Chief Executive/Highest Ranking Elected Official**

   Curry Roberts, President  
   Fredericksburg Regional Alliance  
   1125 Jefferson Davis Highway, Suite 240  
   Fredericksburg, Virginia 22401  
   Phone: 540-361-7373  
   E-mail: croberts@fredregion.com

6. **Population**

   Fredericksburg Regional Alliance: 161,455\(^1,2\)
   Fredericksburg, Virginia: 28,622\(^2\)
   Spotsylvania, Virginia: 132,833\(^2\)
   Census Tract 2: 6,015\(^2\)
   Census Tract 4: 3,780\(^2\)
   Census Tract 203.05: 3,355\(^2\)
   Census Tract 202.01: 6,745\(^2\)

   \(^1\)FRA population for this application is Fredericksburg + Spotsylvania
   \(^2\) US Census Bureau, ACS 5-Year Estimates, 2015-2019

7. **Other Factors Checklist**

<table>
<thead>
<tr>
<th>Other Factors</th>
<th>Page #</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community population is 10,000 or less.</td>
<td>N/A</td>
</tr>
<tr>
<td>The applicant is, or will assist, a federally recognized Indian tribe or United States territory.</td>
<td>N/A</td>
</tr>
<tr>
<td>The priority brownfield site(s) is impacted by mine-scarred land.</td>
<td>N/A</td>
</tr>
</tbody>
</table>
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).  

The priority site(s) is in a federally designated flood plain.

The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.

The reuse of the priority site(s) will incorporate energy efficiency measures.

30% or more of the overall project budget will be spent on eligible reuse/area-wide planning activities for priority brownfield site(s) within the target area(s).

The target area(s) is located within a community in which a coal-fired power plant has recently closed (2011 or later) or is closing.

8. Letter from the State Environmental Authority: Attached
November 9, 2021

Todd Gillingham
Market and Operations
Fredericksburg Regional Alliance
1125 Jefferson Davis Highway, Suite 240
Fredericksburg, VA 22401

VIA ELECTRONIC MAIL

Subject: Acknowledgement and Support
USEPA’s Community Wide Brownfields Assessment Grant
EPA-OLEM-OBLR-21-04
Fredericksburg Regional Alliance

Dear Mr. Gillingham:

The Virginia Department of Environmental Quality (DEQ) is in receipt of your request for support to the above referenced Brownfields Grant application. The request will be for a community-wide EPA Brownfields Assessment grant for the Fredericksburg Regional Alliance. We are thrilled to add our support for the subject EPA grant proposal.

It is our understanding that the target areas includes City of Fredericksburg and Spotsylvania County, specifically U.S. Route 1 corridor and U.S. Route 2/17 corridor. DEQ realizes these grant funds are absolutely critical to moving sites forward and encouraging redevelopment. We have been working closely with Fredericksburg over the years to help leverage and maximize previous brownfields funding and will continue that partnership moving forward. The DEQ Brownfields Program is pleased to provide our support for this grant proposal and feels that if successful the grant funds will play a vital role in continuing revitalization and redevelopment efforts.

It is our sincere hope that this EPA proposal will be successful, and the Fredericksburg Regional Alliance will be able to leverage funds to stimulate economic development and revitalization within the target area. If I can be of further assistance, please don’t hesitate to call me at (804) 698-4064.
Acknowledgement and Support
USEPA’s Community Wide Brownfields Assessment Grant
EPA-OLEM-OBLR-21-04
Fredericksburg Regional Alliance

Sincerely,

Vincent A. Maiden, CPG
Brownfields Program Coordinator

ec: Richard Doucette – DEQ-NRO
    Meade Anderson – DEQ - CO
    Lisa Kitchens – Draper Aden
FREDERICKSBURG REGIONAL ALLIANCE
Proposal of USEPA’s Community Wide Brownfields Assessment Grant
EPA-OLEM-OBRL-21-04 / Cdfa No. 66.818
Section IV.E – Narrative Proposal / Ranking Criteria
December 1, 2021

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

1a Target Area and Brownfields

1a.i Background and Description of Target Area: The Fredericksburg Regional Alliance (FRA) is an organization incorporated under the laws of the Commonwealth of Virginia as a non-profit organization. The FRA assists the public and private sector by supporting existing businesses and aggressively recruiting new business to the Fredericksburg Region (Region). The 1,400-square-mile Region consists of the City of Fredericksburg, and Spotsylvania, Caroline, King George, and Stafford Counties. For this grant application, FRA’s main focus is to assist the City of Fredericksburg (City) and Spotsylvania County (County) (collectively hereinafter referred to as ‘Alliance’). The remaining counties are not included in this application.

Much of the County’s early development is attributed to Alexander Spotswood, former Lieutenant Governor of Virginia. In 1700s the County was a farming community, with the neighboring town of Fredericksburg providing water transportation via the Rappahannock River, for the people and crops. Alexander Spotswood subsequently created Spotswood's Iron Mines Company, a mining and smelting operation founded in 1725 and, the first fully equipped iron furnace in the colonies. The County and town had a series of toll roads connecting it to other communities along the eastern seaboard for overland travel. In the early 1800s, rail lines came through the County and town, providing a more efficient means of travel. As a valuable transportation hub halfway between Richmond and Washington DC, the area was embroiled in a number of significant Civil War battles. Following the war, the area along Fredericksburg’s downtown canal experienced an industrial boom supporting flour, electric, paper, and grist mills run on water-powered electricity, to process the commodities provided by the surrounding farming communities. This allowed the area to prosper, providing jobs and housing for workers, and by 1879 Fredericksburg was formally recognized as a City. The City and County thrived, but began to struggle when upriver industries lowered the volume of the river. With the advent of more efficient and larger scale electrical sources, the need for water access for energy was waived, and by the 1960s all the mills along the waterfront had ceased operation. The mills and warehouses lay abandoned and vacant, the workers and their families moved away. But the farmers still needed their crops brought to market, and the old toll roads eventually provided the corridors for U.S. Route 1 and U.S. Route 2/17. The Alliance intends to focus on the two combined highway corridors, which have economically declined over the recent decades after interstate I-95 became the major north-south highway.

The primary target area for the Alliance’s proposed Brownfields Program is the entirety of the U.S. Route 1 and U.S. Route 2/17 corridors within the City. Route 1, which connects the County to the City, is an important Gateway Corridor that saw heavy development in the 1970s but now in varying states of economic decline, now consisting of once thriving hotels, restaurants, gasoline service stations, and shopping areas that have seen steady decline. Strip malls, shopping centers, hotels, and abandoned sites with inefficient access and large parking lots of a bygone era have left the area unattractive and in need of revitalization. Consequently, adjacent residential neighborhoods are also in decline. Envisioning new suburban business districts that complement and connect to the City’s downtown and its business corridors, the City hopes to increase tax revenue through multi-modal transportation and a commercial mix that offers a wide variety of goods, services, and jobs along this important City corridor. A portion of the Route 2/17 corridor is characterized by residential neighborhoods (i.e., Mayfield neighborhood - Census Tract 4 - City of Fredericksburg, VA), agricultural fairgrounds, recreation complexes, municipal wastewater treatment plant (WWTP), CSX railroad, abandoned sites, and a variety of commercial and industrial uses. This area is also littered with older service stations that likely are impacted by various chemicals including petroleum hydrocarbons. Expected contaminants along these corridors include petroleum, solvents, polycyclic aromatic hydrocarbons, and heavy metals. These contaminants pose high risks for the residents in these corridors if not assessed and remediated.

The second primary target area for Alliance’s proposed Brownfields Program is the U.S. Route 1 and U.S. Route 2/17 corridors within the County. The majority of the existing aging commercial development within the County is located along Route 1 and Route 2/17. Similar to the City, the County has identified priority brownfield sites within their target areas that have significant opportunities for redevelopment. Target corridors along Route 1, includes the Massaponax Church Road (Rt. 608) interchange with I-95, dominated by an abundance of automotive-related businesses, trucking companies, an extensive vehicle junkyard, abandoned sites, and construction materials yards.
Going north, the intersection of Route 1 with Courthouse Road/Lafayette Boulevard (Rt. 208) is an area known as Four Mile Fork (named so because it is approximately four miles from the City of Fredericksburg). This is another area dominated by aging commercial developments, particularly automotive sales, and services. Vast parcels in this area are paved, but mostly vacant. Residential areas branch off from Lafayette Boulevard. The Route 2/17 (business) corridor (Census Tract 203.05 - Spotsylvania County, VA) includes several sites with commercial infill potential. Expected contaminants along these corridors include petroleum, solvents, polycyclic aromatic hydrocarbons, and heavy metals. These contaminants pose high risks for the residents in these corridors if not assessed and remediated. While the corridors are ideal for a vibrant mix of commercial and residential units, the financial commitments of brownfields reuse intimidate property owners and developers, prohibiting redevelopment. Opportunities along the County’s Route 1 and Route 2/17 corridors for commercial/industrial infill development have great potential.

1.a.ii. Description of Priority Brownfield Sites: The Alliance has already identified over 12 abandoned sites along the above described corridors with potential to change the blighted landscape and revitalize the stagnant economy in the target areas. Sites range from small gas stations/convenience stores, used car lots and tire service/auto repair shops of an acre or less; 5- to 10-acre commercial sites including warehouses and multi-unit strip malls; and larger 10+ acre industrial tracts. The priority sites identified herein were expressly selected due to their potential to catalyze additional investment and revitalization of these corridors, as well as to extend redevelopment opportunities.

City of Fredericksburg. Proceeding north along the Route 2/17 (business) corridor, is the Old Walker-Grant School located at 500 Gunnery Road (Census Tract 4). This 2.5-story brick schoolhouse was built in 1935, and was the first publicly supported black high school in Fredericksburg. The foundation of the building stands on the original site of the Fredericksburg Gun Manufacturing Company (its history stretches back to the 1700s). The school was placed on the National Register of Historic Places in October 1998. The property is located in a business mixed-use area. Because of long-term commercial uses in the area, there is potential for impact from historical on-site and off-site sources such as gun manufacturing (iron forging), heating oil tanks, gas stations, etc. Given the age of the building, there is potential for hazardous building materials (lead-based paint and asbestos) used during construction. For several years, it remained almost empty. The City used some of the space for storage, and churches used the site as a pickup point for used clothes. The site’s proximity to schools and residences makes it a high priority for investigation and redevelopment. The FRA and City anticipates utilizing the building to house Alternative Education Programs, a Boy & Girls Club for the Rappahannock Region, and serve as the Walker Grant Cultural and Educational Center. This site is located within the FEMA Special Flood Hazard Area Zoned AE (1% chance base flood or 100-year flood zone)\(^1\). To conserve energy, the City plans to design the restoration to comply with state and federal guidelines and industry standards for energy conservation and efficiency.

Spotsylvania County. Along the Route 2/17 corridor, at the junction of the City and Spotsylvania County, is the Bowman Center, home to the Sylvania Plant Historic District (former cellophane manufacturing site). This former industrial facility produced cellophane from around 1930, until it closed in 1978. It is currently under redevelopment as commercial and apartment space, utilizing the old brick buildings. At the rear (east side) of the Bowman Center development, is the former FMC WWTP at 11750 Capital Lane (Census Tract 202.01). The FMC WWTP was initially constructed by the FMC Corporation and began operating in 1967 to treat process wastewater from the Sylvania cellophane manufacturing facility. The County purchased the FMC WWTP in 1980 and brought it online for municipal service in 1985. Based on increased effluent standards, ageing equipment and technology, rising costs of energy, and increased urban development and rising population, this antiquated facility is planned for decommissioning. This will allow for abandonment of the existing plant, and capitalizing on the current developments at Bowman Center. Expected contaminants include petroleum, semi-volatile organic compounds (SVOCs), volatile organic compounds (VOCs), heavy metals along with suspect building materials (asbestos and lead-based paint). As a result, the FRA and County intend to use brownfield funding for environmental assessments and redevelopment planning (comprehensive plan) focusing on the nexus between these activities and how it will help further cleanup and reuse this priority brownfield site (to potentially include commercial, residential, and amenity/park to complement the transitioning mixed-use character of the area). A portion of the FMC site adjacent to the Rappahannock River lies within Special Flood Hazard Area Zone A (1% annual chance base flood)\(^2\).

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1 FIRM Flood Panel 5100650037C, 09-19-2007
2 FIRM Flood Panel 5103080100C, 2/18/1998
1.b. Revitalization of the Target Area

1.b.i. Reuse Strategy and Alignment with Revitalization Plans: Regional cooperation, particularly for economic and community development, is essential to the Alliance. The proposed redevelopment/reuse plans for the priority brownfields sites are in alignment with the Alliance’s land use and revitalization plans for their communities. The City has robust plans for revitalization\(^3\), using their small area plan to clearly define areas that would benefit citizens in each area. An example being the Old Walker-Grant School priority site, in which the City anticipates utilizing the building to house Alternative Education Programs, a Boy & Girls Club for the Rappahannock Region, and serve as the Walker Grant Cultural and Educational Center. In its Guiding Principles and Policies\(^4\) in Spotsylvania’s Comprehensive Plan, the County outlines it’s goals of presenting an attractive and orderly and business-friendly community, with revitalization of older, underperforming commercial, office, and industrial sites. Further development is planned to be aesthetically pleasing, fit into the historic nature of the communities, and be environmentally friendly all focusing on opportunities for infill development and revitalization of priority sites, such as the FMC WWTP, which has the potential to include commercial, residential, and amenity/park to complement the transitioning mixed-use character of the area.

1.b.ii Outcomes and Benefits of Reuse Strategy: The Alliance was formed in 2021 to establish a cohesive approach to common redevelopment challenges. The City has embraced the plan for a healthy community with interwoven equity and active public safety programs. Among the Action Plans in their Comprehensive Plan is an initiative for housing for senior citizens and the disabled population, and a plan for protecting older buildings from neglect and disrepair. The County has embraced their plan to encourage the rezoning of land to industrial/office uses in areas designated for employment center uses and the revitalization of older, underperforming commercial office, and industrial developments. The proposed assessment and redevelopment of these priority sites and other brownfields sites in the target areas will catalyze additional investment and revitalization of these corridors, as well as extend redevelopment opportunities, all of which are consistent with the City and County’s redevelopment plans and strategies for these target corridors, as described in preceding paragraph. The proposed reuse of the Old Walker Grant school as a regional Cultural Educational Center and the proposed redevelopment of the grounds of FMC WWTP complementary to the ongoing adjoining property redevelopment as a commercial and residential space, are outcomes that will greatly and tangibly enable the realization of the Alliance’s revitalization plans.

1.c. Strategy for Leveraging Resources

1.c.i. Resources Needed for Site Reuse: The FRA will work with the City’s and County’s respective Economic Development Authorities (EDAs), which have incentives in place to encourage redevelopment at brownfields sites assessed through this program. As political subdivisions established by the Code of Virginia, EDAs are charged by their governing bodies to attract commercial and industrial enterprises that will best contribute to the economic wellbeing of the community and the preservation of its natural resources. EDAs can issue tax-exempt bonds to finance facilities within their jurisdictions and provide incentives to encourage redevelopment of existing businesses and sites, including small grants for capital investments, local permitting and utility fee waivers, and assistance with expediting local review and permitting processes. The City of Fredericksburg has a program for partial exemption from the real estate tax increase, which is the result of rehabilitation of a qualifying residential building. The building must be in the Historic District and must meet certain other criteria\(^5\). The County has a “fast track” program that provides benefits and increased review and approval process\(^6\). The Community Development Block Grant Program provides flexible funding to facilitate community revitalization, economic development, and improved community facilities. The FRA will maximize EPA grant funds by seeking additional resources available for cleanup and reuse of priority brownfield sites for any available resources. These available funding resources include, but are not limited to, the Virginia Department of Environmental Quality (VDEQ) Virginia Brownfields Assistance Fund (VBAF) Program (up to $500,000 for brownfields site assessments and cleanups). The FMC WWTP is eligible for the Virginia Water Quality Improvement Fund for Brownfields Remediation, which finances the nutrient reduction strategies being developed for the Chesapeake Bay and its Tributaries and the VDEQ Virginia Clean Water Revolving Loan Fund (low-interest loans for needed improvements at publicly-owned wastewater treatment facilities and/or collection systems).


\(^5\) https://www.fredericksburgva.gov/323/Rehab-Tax-Credit

\(^6\) https://www.spotsylvania.va.us/584/Targeted-Industries
1.c.ii Use of Existing Infrastructure: Goals among the Alliance include ensuring that the infrastructure is in place to sustain growth. Assessment and reuse of the existing buildings on brownfields sites will directly enable reuse of some of the existing infrastructure. Existing infrastructure is in place for most redevelopment projects envisioned for the Alliance’s target areas and priority sites, although some improvements may be necessary depending upon the proposed end use for particular sites. An example of how the FRA will address infrastructure deficiencies within its target areas, the City plans to add brick sidewalks in the downtown brick sidewalk network, filling in gaps where streetlights are absent, and installing ADA compliant walkways where needed. The County has plans in place for the FMC WWTP priority site to complete infrastructure improvements that will convey wastewater flows from the FMC WWTP to the Massaponax WWTP, allowing the FMC WWTP to go offline for decommissioning.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

<table>
<thead>
<tr>
<th>Demographics of Targeted Communities by Census Tract</th>
<th>Fredericksburg Census Tract 203.05 (Route 2/17)</th>
<th>Spotsylvania Census Tract 203.05 (Route 1)</th>
<th>VA</th>
<th>US</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population1:</td>
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<td>3,355</td>
<td>8.5 mil</td>
<td>324.7 mil</td>
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<td>Poverty Rate2:</td>
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<td>Elderly Poverty Rate1</td>
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<tr>
<td>Income Level2:</td>
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<td>n/a</td>
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<tr>
<td>Percent Minority1</td>
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<td>34.9%</td>
<td>32.4%</td>
<td>27.5%</td>
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<tr>
<td>Median Household Income1:</td>
<td>$68,438</td>
<td>$69,890</td>
<td>$74,222</td>
<td>$62,843</td>
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</table>


2.a.ii Threats to Sensitive Populations

(1) Health or Welfare of Sensitive Populations: Both the Mayfield (Census tract 4) and Four-Mile Fork (Census tract 203.05) target areas include multiple sensitive populations, including minorities (48% and 35%, respectively), populations below poverty levels (21% and 13%, respectively), children under 18 in poverty (34% in Mayfield), and elderly in poverty (24% in Mayfield). The severity of their welfare issues is all the starker when compared to other populations in the State. The Four-Mile Fork area’s EJSCREEN demographic index, a combined measure of People of Color and low income, indicate that the target area is in the 60%ile in the state. The level of education attained by this community is also strikingly low. On top of these demographics and lack of resources, they are at risk of exposure to environmental contaminants in their

<table>
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<tr>
<th>Health or Welfare of Sensitive Population:</th>
<th>Mayfield</th>
<th>Four-Mile Fork</th>
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<tr>
<td>Selected Variables</td>
<td>%ile in State</td>
<td>%ile in State</td>
</tr>
<tr>
<td>-------------------------------------------</td>
<td>------------</td>
<td>---------------</td>
</tr>
<tr>
<td>Demographic Index</td>
<td>44</td>
<td>60</td>
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<tr>
<td>People of Color</td>
<td>42</td>
<td>80</td>
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<tr>
<td>Low Income</td>
<td>52</td>
<td>11</td>
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<tr>
<td>&lt;High School Education</td>
<td>46</td>
<td>80</td>
</tr>
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</table>

7 City of Fredericksburg - FXBG - Transmittal Letter - FY2022 Recommended Capital Improvement Plan - March 9, 2021 – page 239
8 Spotsylvania County, Capital Improvement Plan - Virginia FY2022 Adopted Budget – page 278
neighborhoods. Located along the major arterials for north/southbound traffic on the eastern seaboard, these communities are subjected to poor air quality and traffic proximity. Aging housing exposes them to higher levels of lead-based paint, and the industrial facilities near the neighborhoods places them at elevated risk of contaminants in their homes. This grant will facilitate the identification of risks to these sensitive populations at these sites and other brownfields. The neighborhood plans outline future site uses that will guide the FRA on how to address or remediate environmental issues found through the assessments.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions: Although Census Tract level health data are not available for the target areas, according to the Community Health Needs Assessment (CHNA) data available through the Health in Appalachia organization9, several indicators exceeded state and national levels. Many of these issues are known to result from exposure to environmental contaminants, particularly higher incidences of cancer. Another troubling trend is obesity, which has been linked to lower income due to poor food quality. Diabetes is strongly linked to obesity. According to research by the CDC10, “lower high school graduation rates, higher rates of unemployment, higher levels of food insecurity, greater access to poor quality foods, less access to convenient places for physical activity, targeted marketing of unhealthy foods, and poor access to health care or referrals to convenient community organizations that aid family-management or self-management resources” are seen in populations with high levels of obesity. Specific statistics for birth defects was not available; however, low birth weight is linked to birth defects, and those data are presented above.

(3) Promoting Environmental Justice: Promoting Environmental Justice: EJ Indexes along U.S. Route 1 and U.S. Route 2/17 corridors include multiple sensitive populations, including minorities, populations below poverty levels, children under 18 in poverty, and elderly in poverty, as described in Section 2.a.ii.(1). EJ impacts to these sensitive populations include urban heat islands, air pollution, high traffic volumes, and industrial facility impacts. Newer technologies developed to track climactic changes have identified such issues as urban heat islands within cities (Urban Heat Island (UHI) Severity for US Cities11). Currently, mapping is only available for cities, and a review of Fredericksburg revealed several areas of concern, particularly downtown along the river. The concentration of buildings and impervious surfaces builds up heat during the day that does not adequately dissipate overnight. Air pollutants, such as

<table>
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<th>Criteria</th>
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<th>VA</th>
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<th>Spotsylvania</th>
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<tr>
<td>Heart disease</td>
<td>92.6</td>
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<tr>
<td>All Cancer</td>
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<td>Lung Cancer</td>
<td>n/a</td>
<td>56.4</td>
<td>89.9</td>
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<tr>
<td>Prostate Cancer</td>
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<td>99.6</td>
<td>125.9</td>
<td>106.6</td>
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<tr>
<td>CLRD, including asthma</td>
<td>40.2</td>
<td>35.4</td>
<td>41.0</td>
<td>35.3</td>
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<tr>
<td>Obesity</td>
<td>29.5</td>
<td>30.4</td>
<td>31.6</td>
<td>33.1</td>
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<tr>
<td>Diabetes (age 20+)</td>
<td>9.5</td>
<td>9.7</td>
<td>11.4</td>
<td>8.6</td>
</tr>
<tr>
<td>Low Birth Weight (&lt;5 lb 8 oz)</td>
<td>8.34</td>
<td>8.45</td>
<td>7.95</td>
<td>6.75</td>
</tr>
</tbody>
</table>

Age adjusted deaths per 100,000 population
2 State Cancer Profiles. 2013-17.
3 Centers for Disease Control and Prevention, National Center for Chronic Disease Prevention and Health Promotion. 2017

11 https://www.arcgis.com/apps/webappviewer/index.html?id=1b6cad6dd5854d2aa3d215a39a4d372d
volatile organic compounds, carbon monoxide, nitrogen oxides, and particulate matter concentrate during the night, and during the heat of the following day, can quicken the production of ozone. The high volumes of traffic traveling within the Mayfield corridor has impacted the quality of air. Mapping is not available for the Spotsylvania target area, but the area is characterized by vast empty asphalt-paved tracts that also build up heat and impact air quality. The Mayfield target area is transected by Route 3 on the north, Route 2 with industrial facilities (WWTP, oil terminal) on the east, industrial facilities on the southern end (WWTP, former cellophane manufacturer), and railroad tracks with commercial properties beyond, on the west. Wastewater treatment plants can be a source of greenhouse gas emission (carbon dioxide, nitrous oxide, and methane) that result from biological processes occurring in wastewater. Oil terminal facilities can contribute to ozone, VOC emissions including air toxics such as benzene, ethylbenzene, and n-hexane. Chemicals used in cellophane manufacturing processes include alkali, carbon disulfide, sulfuric acid, and sodium sulfate. Many of the homes built in Fredericksburg were intended for workers at the former mills, and were built in the late 1800s. Lead-based paint is found in many of these homes and community buildings.

This grant will greatly help in evaluating and cleaning up brownfields in these target areas for environmental risks and consequently address some of the environmental conditions described above. This critical step will help move sites closer towards redevelopment into commercial and recreational facilities that will also promote physical activity, increase property values, and strengthen community bonds, all of which help rectify environmental injustices.

### 2.b. Community Engagement:

#### 2.b.i. and 2.b.ii Project Involvement and Project Roles: Recognizing the importance of community involvement in the brownfields prioritization and redevelopment process, the **FRA** will engage community members, made up of elected officials, administrative officers, economic developers, and public/private sector representatives from each locality to serve as the **Alliance Brownfields Redevelopment Advisory Group (Alliance BRAG)**. Among the first tasks of the BRAG will be development of a **community involvement plan** to guide broader community support for the overarching goals of the program and engage affected stakeholders to better understand their needs, concerns, and interests related to the brownfields program. The purpose of this plan is to provide a voice for the broader community and a forum for those who may not be directly represented by the BRAG. Based on initial outreach efforts by the **Alliance**, the following **Project Partners** have committed to participation in the program:

<table>
<thead>
<tr>
<th>Partner Name</th>
<th>Point of Contact/Email/Phone</th>
<th>Specific Role in Project</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fredericksburg Regional Alliance</td>
<td>Todd Gillingham <a href="mailto:tgillingham@fredregion.com">tgillingham@fredregion.com</a> (540) 361-7373</td>
<td>BRAG member, Authorized Organizational Representative</td>
</tr>
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<td></td>
<td>Curry Roberts <a href="mailto:croberts@fredregion.com">croberts@fredregion.com</a> (540) 361-7373</td>
<td>BRAG member, Organizational Representative, Economic Development</td>
</tr>
<tr>
<td>City of Fredericksburg</td>
<td>Tim Baroody <a href="mailto:tjbaroody@fredericksburgva.gov">tjbaroody@fredericksburgva.gov</a> (540) 372-1010</td>
<td>BRAG member, City Liaison and Technical Liaison</td>
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<tr>
<td></td>
<td>Bill Freehling <a href="mailto:bfreehling@fredericksburgva.gov">bfreehling@fredericksburgva.gov</a> (540) 372-1216, ext. 7208</td>
<td>BRAG member, City Liaison and Economic Development &amp; Tourism</td>
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<tr>
<td>Spotsylvania County</td>
<td>Ed Petrovich <a href="mailto:epetrovich@spotsylvania.va.us">epetrovich@spotsylvania.va.us</a> (540) 507-7010</td>
<td>BRAG member, County Liaison and Technical Liaison</td>
</tr>
<tr>
<td></td>
<td>Wanda Parrish <a href="mailto:wparrish@spotsylvania.va.us">wparrish@spotsylvania.va.us</a> (540)-507-7425</td>
<td>BRAG member, County Liaison and Economic Development &amp; Tourism</td>
</tr>
</tbody>
</table>

#### 2.b.iii. Incorporating Community Input: FRA and the Alliance will use a hybrid approach to communicate project progress and receive and incorporate feedback from the local community in consideration of COVID-19 and the community’s capabilities and limitations. In-person and virtual meeting will be organized with consideration for different work schedules, and meetings will be advertised via the BRAG members, through the FRA’s website, social media, an e-mail list collected from the website and prior meetings, local print, and fliers. In-person meetings will be organized at locations within the target areas and will be outside when possible or inside with adherence to social distancing requirements as per COVID-19 guidelines. The FRA will also host virtual meetings such as Zoom; and
has been successful using this approach for the past year to reach out to the community. The FRA will solicit comments, recommendations for site selection and prioritization, and redevelopment ideas during in-person and virtual meetings as well as at local events and through online and e-mail surveys. Core stakeholder groups will be formed in each target area to include community organizations, property owners, businesses, and staff as well as relevant BRAG members. These stakeholder groups will act as the interface between the FRA, the BRAG, and the community to provide a means for dialog beyond initial meetings and to incorporate and respond in an intentional way to community input on site prioritization, site selection and reuse planning. Partner organizations12, by their very structure, can communicate and disseminate information directly to and act as representatives for the targeted communities. This method of communication using stakeholder groups will be beneficial for those communities where internet or phone access is limited. And if needed because of the significant population of in the target area such as [Hispanics/Asians/etc.], all forms of media and meetings can be offered with bilingual options to better reach and serve all communities.

### 3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

#### 3.a. Description of Tasks/Activities and Outputs (Sections 3.a.i.-iv. outlined under each task)

<table>
<thead>
<tr>
<th>Task 1 – Program Administration / Community Engagement</th>
</tr>
</thead>
<tbody>
<tr>
<td>i. Project Implementation: <strong>Cooperative Agreement Oversight</strong> includes program and financial management to ensure compliance with grant requirements; oversee data input to EPA’s ACRES database; attend brownfield-related training and conferences; and submit quarterly, annual, and final performance reports. <strong>Community Engagement</strong> includes coordinating and conducting meetings and developing materials. <strong>Grant-funded direct costs:</strong> Travel expenses (registration, airfare, lodging, and meals), supplies, and contractual costs for assistance with reporting and maintaining interactions with stakeholders. <strong>Non-EPA funded activities:</strong> In-kind staff oversight for administration, monitoring, reporting, and community engagement activities and attending training conferences.</td>
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<tr>
<td>ii. Anticipated Project Schedule: Procure Qualified Environmental Professional (QEP) (4.a.iii): Q1; ACRES and quarterly reports: quarterly and as needed; Annual and closeout reports: Q4, Q8, Q12; BRAG meeting: Q2 and quarterly thereafter; Other activities: Ongoing and as needed.</td>
</tr>
<tr>
<td>iii. Task / Activity Lead: AOR and Management Team with input/assistance from QEP and BRAG.</td>
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<tr>
<td>iv. Outputs: RFP/QEP Contract (1); Quarterly Reports (12 Total - 4/Year); Annual Reports (3); Closeout Report (1); Property Profile Forms/ACRES Site Entries (18); BRAG Meetings (12); Community Meetings (6); Conferences (4); Brochures (3); Media Releases (6); Web Page Content (3); Advertisement, printing, and supplies (5 events).</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Task 2 – Site Inventory and Prioritization</th>
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<tbody>
<tr>
<td>i. Project Implementation: The FRA will prepare a GIS brownfields site inventory and database for sites in the target areas, including priority sites described in <strong>Section 3.a.ii.</strong> These properties will be compiled, mapped, characterized, and prioritized by the BRAG and FRA based on community vision and needs, and a pool of sites will be selected for assessment. No assessments will be conducted prior to confirming eligibility with EPA and DEQ if applicable for petroleum sites using Property Approval Questionnaires (PAQs). <strong>Grant-funded activities:</strong> Contractual costs to update, maintain inventory/database and prepare PAQs. <strong>Non-EPA funded activities:</strong> Staff oversight, site prioritization, and access coordination with property owners.</td>
</tr>
<tr>
<td>ii. Anticipated Project Schedule: Site inventory and database, prioritization, selection: Q2 – Q3, update monthly; Other activities: Ongoing and as needed.</td>
</tr>
<tr>
<td>iii. Task / Activity Lead: QEP will prepare/maintain inventory and PAQs with AOR/Management staff oversight, assistance with access coordination and work product review/approval. BRAG will provide input for site selection and prioritization.</td>
</tr>
<tr>
<td>iv. Outputs: Inventory/Database (1); Prioritization Matrix (1); New and/or updated PAQs (30)</td>
</tr>
</tbody>
</table>

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<thead>
<tr>
<th>Task 3 – Environmental Site Assessments (ESAs)</th>
</tr>
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<tbody>
<tr>
<td>i. Project Implementation: Upon receiving eligibility approval and access from property owners, approximately 18 Phase I ESAs will be conducted beginning with priority sites. Time and costs for Phase I ESAs are contingent upon property size, existing improvements, past uses, and extent of known or suspected Recognized Environmental Conditions (RECs). Based on Phase I ESA results, approximately 5 sites will be addressed through Phase II ESAs, which include (a) project work</td>
</tr>
</tbody>
</table>

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12 The Alliance, schools, free clinics, local organization
plans, i.e., generic Quality Assurance Project Plan (QAPP), site specific Health and Safety Plans (HASPs), and Sampling and Analysis Plans (SAPs); (b) soil and groundwater sampling; (c) lab analyses and data validation; and (d) summary reports with recommendations for further action, if warranted. **Grant-funded activities:** Contractual costs for assessments, work plans and reports. **Non-EPA funded activities:** In-kind staff oversight, coordination with property owners, and review of work products prior to submittal to EPA.

ii. Anticipated Project Schedule: Phase I ESAs: Q3 – Q11 (after creating inventory database and priority list); Phase II ESAs: Q3 – Q11 (following review of Phase I’s and priority list)

iii. Task / Activity Lead: QEP with AOR oversight, assistance with property owner coordination and community input, and review/approval of work products.

iv. Outputs: Phase I ESA Reports (18); Phase II ESA Reports (5); Phase II ESA Planning Documents (11 Total): Generic QAPP (1), HASPs (5) and SAPs (5)

### Task 4 – Preliminary Planning for Remediation and/or Redevelopment

i. Project Implementation: For some sites addressed through Phase II ESAs, preliminary remediation plans (Analyses of Brownfields Cleanup Alternatives or ABCAs) and associated cost estimates will be prepared to review alternatives for further environmental investigation and/or remediation, if warranted. Staff and QEP will also work with stakeholders to conduct preliminary redevelopment planning for selected target areas and/or sites to explore best reuse and economic potential. This may include reuse plans, marketing/feasibility studies, master plans, infrastructure evaluations, and conceptual development plans. **Grant-funded activities:** QEP costs for remediation and redevelopment plans. **Non-EPA funded activities:** Staff oversight, coordination with property owners and community partners to prepare plans and review/approve work products. The number of sites assessed per locality will be established prior to the start of the program through the Alliance’s MOA described in Section 4.a.i. and will be consistent with the Project Outputs Summary that follows the budget.

ii. Anticipated Schedule: Q3 – Q11

iii. Task / Activity Lead: QEP with AOR oversight, assistance with property owner coordination and community input, and review/approval of work products.

iv. Outputs: Site-Specific ABCAs (2); Site-Specific Redevelopment Plans / Studies for priority sites (4); Area-Wide Revitalization Plans / Studies for target areas (2)

### 3.b. Cost Estimates

The **Project Budget Table** below provides direct costs to the defined tasks and cost types.

<table>
<thead>
<tr>
<th>Budget Categories</th>
<th>Task 1 Oversight / Community Engagement</th>
<th>Task 2 Site Inventory/ Prioritization</th>
<th>Task 3 Environmental Site Assessments</th>
<th>Task 4 Remediation / Redevelopment Planning</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Direct Costs</td>
<td>$28,600</td>
<td>$19,400</td>
<td>$302,000</td>
<td>$150,000</td>
<td>$500,000</td>
</tr>
<tr>
<td>Travel</td>
<td>$5,500</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>$5,500</td>
</tr>
<tr>
<td>Supplies</td>
<td>$1,500</td>
<td>$0</td>
<td>$0</td>
<td>$0</td>
<td>$1,500</td>
</tr>
<tr>
<td>Contractual</td>
<td>$21,600</td>
<td>$19,400</td>
<td>$302,000</td>
<td>$150,000</td>
<td>$493,000</td>
</tr>
</tbody>
</table>

### 3.b.i. / b.ii. Development and Application of Cost Estimates: The table below shows cost estimates for each task, the development of costs based on reasonable and realistic unit costs, and application of costs to task activities. Cost estimates include an allocation of 60% of funds towards site-specific assessments and 30% of funds towards reuse/area-wide planning activities.

### Task 1 – Administration / Community Engagement – $28,600 Direct & Contractual

(a) Travel – $5,500 Total (Direct Expense) – Attendance of 1 national conference for 1 person and 3 state conferences for 2 people assuming the following unit costs (national/state): Conference registration: $200/$150; Transportation: $700/$200; Hotel: $150 per night for 3 nights/$100 per night for 2 nights; Meals: $70 per day for 4 days/$30 per day for 3 days

(b) Supplies – $1,500 Total (Direct Expense) – Advertisement, printing, supplies and promotional materials for 5 community-wide and/or site-specific events estimated @ $300 per event.

(c) Contractual – $21,600 Total – QEP assistance for reporting / grant administration: $750/quarter ($3,000/year, $9,000 total); and QEP assistance for community engagement activities including development of communication materials:
$1,050/quarter ($4,200/year, $12,600 total)

**Task 2 – Site Inventory and Prioritization – $19,400 Contractual**
(a) Develop and maintain a GIS brownfields site inventory mapping / database and site prioritization matrix estimated: $6,750 ($2,250 per community)
(b) Site access coordination assistance, preparation, and submittal of PAQs: $1,050/quarter ($4,200/year, $12,600 total)

**Task 3 – Environmental Site Assessments (ESAs)* – $302,000 Contractual**
(a) Phase I ESAs – Eighteen (18) @ $4,800 average – $86,400 total
(b) Phase II ESAs – Five (5) @ $40,000 average – $200,000 total
(c) Project Work Plans – Eleven (11) plans – $15,600 total, as follows:
   - Generic Quality Assurance Project Plan – 1 @ $4,100
   - Site-Specific Health & Safety Plans (HASPs)** – 5 @ $1,000 average – $5,000 total
   - Site-Specific Sampling & Analysis Plans (SAPs)** – 5 @ $1,300 average – $6,500 total

**Task 4 – Remediation / Redevelopment Plans – $150,000 Total – Contractual**
Based on site conditions following assessment, the Alliance anticipates completing approximately nine (9) planning documents estimated as follows:
(a) Preliminary Site Remediation Plans (ABCAs) – 2 @ $15,000 average – $30,000 total
(b) Site-Specific Redevelopment/Reuse Plans/Studies – 4 @ $15,000 average – $60,000 total
(c) Area-Wide Redevelopment Plans/Studies – 3 @ $20,000 average – $60,000 total

* Unit costs for ESAs are estimates and may change depending on site-specific conditions.
** HASPs and SAPs will be combined into single report submittal.

3.c. Measuring Environmental Results: To maintain steady progress throughout the grant, the QEP will prepare **monthly reports to the FRA and BRAG** in compliance with the approved EPA Cooperative Agreement Work Plan, which will summarize activities, e.g., milestones achieved, issues encountered, and budget and schedule updates. Progress will be measured by the outputs defined in Section 3.a.iv. and evaluated against the schedule in Section 3.a.ii. and costs defined in Section 3.b.i./b.ii. Significant deviations will be discussed with the EPA Project Officer to develop corrective actions. Updates will be reported upon implementation and completion of each site-related task in EPA’s ACRES database, and FRA will provide ongoing (quarterly, at a minimum) and post-grant information describing outcomes and benefits of the funding, including additional funds leveraged, jobs created, acres made ready for redevelopment, and private investment and tax revenue generated by the program.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a. Programmatic Capability
4.a.i. / 4.a.ii. / 4.a.iii. Organizational Capacity, Organizational Structure, and Description of Key Staff: The FRA has the organizational structure and staff capability to successfully administer the grant with key staff noted below:

**AUTHORIZED ORGANIZATIONAL REPRESENTATIVE (AOR): Todd Gillingham, Vice President, Marketing and Operations.** Joining the FRA in 2005, Todd held several positions within the organization before being named Vice President of Marketing and Operations, where he currently serves. Todd has been responsible for helping create and manage the organization’s marketing and strategic plans and implementing successful research studies aimed to diversify the regional economy.

**ECONOMIC DEVELOPMENT / PLANNING: Curry Roberts, President of the Fredericksburg Regional Alliance.** Curry Roberts serves as President of the FRA. Curry is a business leader with 35 years of non-profit, public, and private sector executive experience. He joined FRA in 2014. Served as Virginia’s Secretary of Economic Development (now Commerce and Trade) under Governor Gerald L. Baliles, responsible for oversight of 15 state agencies covering agriculture, ports, industrial development, tourism, OSHA, and the arts. He currently serves as Chair of the Board of Directors of Southern States Cooperative, Inc. and as Chairman of the Loan Committee of the Rappahannock Economic Development Corporation.

**FINANCIAL: Todd Gillingham, Vice President, Marketing and Operations.** Todd also serves as the AOR (discussed above).

**TECHNICAL: Kellyn Sink, Manager, Business Development.** Kellyn joined the FRA in May 2017 after graduating from the University of Mary Washington. She began as the Investor Relation Coordinator for the Alliance before working as the Community Relations Manager, and now as the Business Development Manager. Kellyn was part of a group that recreated downtown Fredericksburg’s arts district.
The table provides the future brownfield program’s organizational structure and a description of the experience and qualifications of the key staff. Given their education and professional experience, including their current position with the FRA, the key staff fulfill roles that provide the technical, administrative, and financial capacity to provide oversight, management, and administration the grant. Upon award of the Community Wide Brownfields Assessment Grant, the FRA will convene Alliance representatives to establish a governance/decision-making structure and prepare a Memorandum of Agreement (MOA), through which members will agree upon mechanisms and processes for implementation, e.g., stakeholder representation, outreach activities, redevelopment priorities, site selection criteria, and number of sites to be assessed per locality, to ensure equitable distribution of funds.

4.a.iv Acquiring Additional Resources: The FRA will rely on a Qualified Environmental Professional (QEP) contractor with appropriate expertise and resources to carry out the technical aspects of its Brownfields Redevelopment Program. For contractor selection and procurement, the FRA will follow its competitive negotiation policies and procedures to obtain high quality professional services at reasonable cost, which will be conducted in a fair and impartial manner in compliance with Federal Code 40 CFR 31.36 and the Virginia Public Procurement Act (VA Code, Chapter 43, Title 2.2). Beginning with advertisement of a request for qualifications and proposals for professional services, followed by interviews with top candidates if needed, staff will score applicants and make recommendations to Alliance BRAG for approval to negotiate a contract with a qualified candidate. Applicable EPA solicitation clauses will be incorporated into the FRA’s solicitation and final contract executed with the selected contractor.

4.b. Past Performance and Accomplishments
4.b.ii. The FRA Has not Received an EPA Brownfields Grant but Has Received Other Federal or Non-Federal Assistance Agreements

(1) Purpose and Accomplishments: Pursuant to Section 501(c)(6) of the Internal Revenue Code of 1954, as amended, the FRA is a business league formed to promote the economic and industrial development of the Region (discussed in Section 1.a.i). The FRA is a public-private partnership between the public sector and the private sector investors. The FRA is not organized for profit and does not engage in any regular business of a kind ordinarily carried out for profit. The FRA is empowered to pay reasonable compensation for services rendered and to make payments and distributions in furtherance of the purpose of an organization qualified as exempt under Section 501(c)(6). According to the FRA Annual Report 2017-2018, for every dollar invested in the FRA during 2016 through 2018, the Region received a return on investment of $147.03. From 2016 through 2018, the FRA oversaw capital investments of $295,680,000, created 729 jobs, with a payroll of $29,387,600 for employees in the Region. Private sector investments increased from 33 in 2016 to 45 in 2018. From the FRA’s Business-to-Business work, new marketing campaign, and continued attention to the shift in strategy in business attraction, the FRA’s past performance accomplishments using local and state money has had a significant impact on the economy of the Region.

(2) Compliance with Grant Requirements: As noted above, the FRA has managed Regionally funded projects and is fully capable of successfully completing all phases of work under this cooperative agreement. The FRA is familiar with and understands the necessity of developing work plans, creating and maintaining schedules, and assuring adherence to project terms and conditions.

1. **Applicant Eligibility**

The Fredericksburg Regional Alliance, Inc. ("FRA") was formed on August 24, 1999. Pursuant to Section 501(c)(6) of the Internal Revenue Code of 1954, as amended, the corporation is a *business league* formed to promote the economic and industrial development of the Fredericksburg Region, i.e., the City of Fredericksburg and the Counties of Stafford, Spotsylvania, Caroline, and King George. FRA is a *public-private partnership* between the public sector and the private sector investors. FRA was not organized for profit and does not engage in any regular business of a kind ordinarily carried out for profit. Articles of Incorporation are attached.

2. **Community Involvement**

Recognizing the importance of community involvement in the brownfields prioritization and redevelopment process, the FRA will engage the *Alliance*, made up of elected officials, administrative officers, economic developers, and public/private sector representatives from each locality to serve as the *Alliance Brownfields Redevelopment Advisory Group (Alliance BRAG)*. Among the first tasks of the BRAG will be development of a *community involvement plan* to guide broader community support for the overarching goals of the program and engage affected stakeholders to better understand their needs, concerns, and interests related to the brownfields program. The purpose of this plan is to provide a voice for the broader community and a forum for those who may not be directly represented by the BRAG. Based on initial outreach efforts by the FRA, the following *Project Partners* have committed to participation in the program: City of Fredericksburg and Spotsylvania County.

FRA and the Alliance will use a hybrid approach to communicate project progress and receive and incorporate feedback from the local community in consideration of COVID-19 and the community’s capabilities and limitations. In-person and virtual meeting will be organized with consideration for different work schedules, and meetings will be advertised via the BRAG members, through the FRA’s website, social media, an e-mail list collected from the website and prior meetings, local print, and fliers. In-person meetings will be organized at locations within the target areas and will be outside when possible or inside with adherence to social distancing requirements as per COVID-19 guidelines. The FRA will also host virtual meetings and has been successful using this approach for the past year to reach out to the community such as Zoom. The FRA will solicit comments, recommendations for site selection and prioritization, and redevelopment ideas during in-person and virtual meetings as well as at local events and through online and e-mail surveys. Core stakeholder groups will be formed in each target area to include community organizations, property owners, businesses, and staff as well as relevant BRAG members. These stakeholder groups will act as the interface between the FRA, the BRAG, and the community to provide a means for dialog beyond initial meetings and to incorporate and respond
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3. **Named Contractors and Subrecipients**
   Not applicable: the applicant has not identified a procurement contractor nor subrecipient to conduct work proposed in this application.

4. **Expenditure of Assessment Grant Funds**
   Not Applicable: The applicant affirms it does not have an active EPA Brownfields Assessment Grant.