NARRATIVE INFORMATION SHEET:
City of Fond du Lac, Wisconsin

1. Applicant Identification:
   City of Fond du Lac
   City-County Government Center
   160 South Macy Street, P.O. Box 150
   Fond du Lac, Wisconsin 54935-0150

2. Funding Requested:
   a. Grant Type: Community-Wide Assessment Grant
   b. Federal Funds Requested:
      i. $300,000 in Federal Funds Requested
      ii. Not Applicable. Fond du Lac is not submitting a Site-Specific Grant, and will not
          be requesting a Waiver of the $200,000 limit

3. Location:
   a. City: Fond du Lac
   b. County: Fond du Lac County
   c. State: Wisconsin

4. Target Area and Priority Site/Property Information:
   - Community-Wide Assessment Grant Applicants, other than Tribes:
     o List the Target Area(s) discussed in the Narrative:
       Fond du Lac’s Target Area for this assessment grant project is the Downtown and
       Brooke Street Corridors.

     o For each Target Area that is smaller than a city/town, list the census tract
       number(s) within the target area:
       o 55039040500

     o Provide the address of the Priority Site(s) proposed in the Narrative
       - Quik Freze: 105 Oak Place
5. **Contacts:**
   a. **Project Director:** Ms. Dyann Benson, Director of Community Development
      160 South Macy Street, Fond du Lac, WI 54935
      Phone: 920.322.3440
      Email: dbenson@fdl.wi.gov
   
   b. **Chief Executive:** Mr. Joseph P. Moore, City Manager
      160 South Macy Street, Fond du Lac, WI 54935
      Phone: 920.322.3440
      Email: jmoore@fdl.wi.gov

6. **Population:** 44,678 (US Census, 2020)

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>
<tr>
<td>Secured firm leveraging commitment ties directly to the project and will facilitate completion of the project/reuse; secured resource is identified in the Narrative and substantiated in the attached documentation.</td>
<td>N/A</td>
</tr>
<tr>
<td>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 world be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).</td>
<td>1, 2</td>
</tr>
<tr>
<td>The priority site(s) is in a federally designated flood plain</td>
<td>N/A</td>
</tr>
<tr>
<td>The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy</td>
<td>N/A</td>
</tr>
<tr>
<td>The reuse of the priority site(s) will incorporate energy efficiency measures</td>
<td>N/A</td>
</tr>
<tr>
<td>30% or more of the overall project budget will be spent on eligible reuse/area-wide planning activities as described in Section I.A. for priority site(s) within the target area.</td>
<td>N/A</td>
</tr>
<tr>
<td>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</td>
<td>N/A</td>
</tr>
</tbody>
</table>

8. **Letter from the State Environmental Authority:**
   Please find attached the Letter of Acknowledgement from the Wisconsin Department of Natural Resources regarding Fond du Lac’s Community-Wide Assessment Grant Application.

9. **Releasing Copies of Applications:**
   Not Applicable. This application does not have confidential, privileged, or sensitive information included that cannot be shared.
November 19, 2021

Dyann Benson
Community Development Director
City of Fond du Lac
160 S. Macy Street
P.O. Box 150
Fond du Lac, Wisconsin 54936-0150

Subject: State Acknowledgement Letter for The City of Fond du Lac

FY22 EPA Community-wide Assessment Grant

Dear Ms. Benson:

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

The DNR is fully committed to a collaborative partnership with the city of Fond du Lac, and will 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 these 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 EPA funding for this grant application is consistent with community needs, 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,

Jenna Soyer, Policy and Program Operations Director
Remediation and Redevelopment Program
Wisconsin Department of Natural Resources

Copy: Tauren Beggs – DNR NER
1. PROJECT AREA DESCRIPTION & PLANS FOR REVITALIZATION:

1a. Target Area and Brownfields

1a.i. Background and Description of Target Area

The City of Fond du Lac, population 44,6781, is located in east central Wisconsin, and is the County Seat of Fond du Lac County. Fond du Lac is French for “Foot of the Lake”, as the City is located at the south end of Lake Winnebago, one of the country’s largest inland lakes. Known for its world-class fishing, windsurfing, snowmobiling and ice fishing, Lake Winnebago is a four-season playground for Fond du Lac and it’s many visitors. Fond du Lac was settled in the 1830s and upon settlement, manufacturing and industry became the economic drivers of this midwestern city. Logging and milling were the primary industries in the late 1880s, with access to Lake Winnebago and the recently built railroad as the engines of the industry. Fond du Lac soon became a focal point of agricultural development and industrial activity in the mid-nineteenth century. Moreover, the surrounding farmland proved extremely fertile, prompting the establishment of grist mills to prepare grain for shipment to other states. Such industrialization led to the need for machining and repair work, strengthening the city’s manufacturing core. However, with the development of more modern manufacturing and industrial facilities over time, many of Fond du Lac’s early industries shut down their operations, leaving vacant and blighted properties throughout the city.

Since the early 2000’s, manufacturing and industrial activities have decreased significantly in Fond du Lac. From 2000 to 2015, manufacturing employment decreased by over 5,000 employees.2 With the recent global shutdown and a volatile trade war in the industry, even strong, long-standing manufacturing giants of boat engines, machine tools, and tankers in Fond du Lac have felt the economic downturn. The largest employer in Fond du Lac is Mercury Marine, the largest maker of outboard motors in the world, employing approximately 2,500 people in its factory and world headquarters located in Fond du Lac. In the early 2000s, Mercury Marine made plans to leave Fond du Lac for a location overseas, which would have completely devastated the local economy. In the end, Mercury Marine decided to stay, but the City came face to face with the reality of the need to diversify their economic base – a point also heavily emphasized in the City’s Downtown Development Plan and reinforced by the community in the City’s recently updated Comprehensive Plan. One of the best ways to revitalize the economic base is to utilize the vacant, under-utilized, and blighted properties already existing in the community. Fond du Lac has completed an initial brownfields inventory had have identified 60+ potential brownfield sites throughout the City. These vacant and blighted properties are most prevalent throughout the Downtown/Brooke Street Corridor, which make up the designated Target Area of this proposal. Fond du Lac’s lakefront, recreational access to the riverfront, oldest neighborhoods, downtown, and several long-standing businesses are all located within the Downtown/Brooke Street Corridor Target Area. With some of the City’s potential brownfields sites being located along the Lake Winnebago lakefront, access to the natural scenery and recreational activities of the lake are degraded. Unfortunately, brownfields are also a significant feature of the Target Area. When manufacturing and industrial facilities left Fond du Lac, Target Area residents suffered the loss of high-paying, quality jobs within walking distance, resulting in increased unemployment and poverty. The impact of brownfield sites and the blight caused by their presence has been most acutely felt by residents of the Target Area by impacting the connectivity and viability of neighborhood businesses and services that formerly thrived in the Target Area’s economy. The demographics of the Target Area speak for themselves: low-to-moderate income neighborhoods, higher poverty rates, higher unemployment rates, and significantly lower than average median household incomes.

1a.ii. Description of the Priority Brownfield Sites

Within the Target Area, the City has designated the Quik Freze site as their priority project site. The Quik Freze site was selected as Fond du Lac’s sole priority based upon the site’s significant underutilization, blighting of the neighborhood, redevelopment potential and the staggering impact the environmental assessment and eventual remediation is anticipated to have on the City’s redevelopment and revitalization efforts in this area of the City.

<table>
<thead>
<tr>
<th>PRIORITY SITE: Quik Freze Site, 4.00 Acres</th>
<th>Historic Site Use: Former Refrigeration Manufacturing and Storage facility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Current Site Conditions:</td>
<td>Vacant Industrial Property, Structures are no longer on the site. The property is secured by a chain link fence. The Fond du Lac River is nearby to the west. The west side of the factory site is enforced along the riverbank with sheet piling put in place by Wisconsin DNR.</td>
</tr>
</tbody>
</table>

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2 Wisconsin Dept. of Workforce Development - https://dwd.wisconsin.gov/
The sheet piling has cut the width of the Fond du Lac River almost in half. The narrowing of the river’s width from 46 to 26 feet. The metal shoring put in place by Wisconsin DNR has created a bottleneck in the river, exacerbating flooding in this neighborhood, most recently in March 2019.

**Potential Contaminants:** High concentrations of diesel fuel, other petroleum-based products and heavy metals like lead, arsenic and chromium contaminated the property on which refrigerator manufacturing and storage took place for decades beginning in 1916. Wisconsin DNR estimates the chemicals have seeped 40 to 50 feet underground and into the groundwater.

**Health Effects of Potential Contaminants:** Carcinogens; Reproductive System Issues; Central Nervous System Issues

**Affected Neighborhood:** This site is located in a low-to-moderate income neighborhood, with the neighboring community comprised of 84.03% low-to-moderate income population. The Quik Freze site is located directly on the Fond du Lac River and riverfront, and is immediately adjacent to the Fond du Lac Riverwalk. This site is less than 500 feet from Fruth Field, the stadium used by Fond du Lac High School, approximately 1500 feet from Riverside Elementary, 1000 feet from the Linden Street Historic District, and 1800 feet away from Franklin School, the City’s STEM Academy. With the flooding caused by the metal shoring put in place by Wisconsin DNR, Fruth Field and the Parking Lot at the Community Aquatic Center have been directly impacted with flooding issues.

**Planned Site Reuse:** Redevelopment of the Quik Freze site was included in the Fond du Lac Loop Master Plan. Reuse plans include adding a walking/bicycling/recreational path and an art garden for the downtown in this space, once remediated. A Kayak and Canoe launch are other planned potential future uses of the site.

As mentioned above, high concentrations of diesel fuel, and heavy metals like lead, arsenic and chromium contaminated the property on which the former Quik Freze refrigerator manufacturing and storage sits. These activities have been taking place since Quik Freze’s beginning in 1916. It is estimated by the Wisconsin DNR that these chemicals have seeped 40 to 50 feet underground and into the groundwater. A plan was initially developed by the Wisconsin DNR to address the contamination at the former Quik Freze site: the four-acre Quik Freze site was to become the first chemically contaminated commercial site in the State of Wisconsin to receive a treatment called "lasagna," which was applied by the Wisconsin DNR. The “lasagna” treatment passes electrical currents through the ground as a way to break down contaminants. Unfortunately, this treatment was not successful and more assessment and remediation planning work is desperately needed at this site, which is why Fond du Lac has made Quik Freze the only priority site in their application.

1.b. Revitalization of the Target Area

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

Fond du Lac will use this funding to further its downtown and Brooke Street corridor (Target Area) revitalization efforts, with special emphasis on the Quik Freze priority site described previously. The reuse strategy for the former Quik Freze site is to create a community recreational space that will serve as a walking/bike/recreational path, as well as an art garden that will connect to the downtown. This reuse plan directly addresses the needs identified in community outreach efforts of the City’s newly adopted 2040 Comprehensive Plan and the Fond du Lac Loop Master Plan. The Fond du Lac Loop is a 16-mile bicycle and pedestrian pathway designed to facilitate a safe, healthy, enjoyable way for community members to explore their beautiful city and to provide for a cost effective alternative system of transportation. The beauty of Fond du Lac’s Loop system is that it provides easy accessibility for Fond du Lac residents, and the length is a perfect distance for an after-work bike ride/walk/run with lots of alternative ways to shorten or lengthen the journey. Additionally, the Fond du Lac Loop allows different parts of the City to be connected. The Quik Freze site will become a vital part of the Fond du Lac Loop. The remainder of the Downtown and Brooke Street Corridor Target Area’s reuse plans will be led by the City’s 2040 Comprehensive Plan, but will also be backed by a Downtown Market Study & Plan and a Downtown Exploratory Committee Report. The Target Area redevelopment is one of the keys identified by the City to Fond du Lac’s future success as a community – it features the space and setting to offer opportunities for abandoned industrial property resurrection and associated job growth, much needed affordable housing opportunities, and the growth and development of mixed-use properties through the City.

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

The City’s brownfield reuse plans described in the previous section focus on meeting community needs and recalibrating and diversifying Fond du Lac’s economy for the future by: 

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2 HUD LMI Mapper - https://hud.maps.arcgis.com/apps/webappviewer/index.html?id=fffd597e8af24f88b501b7e7f326b6edd
walking/biking trails and connectivity for the City, becoming a hub for entrepreneurship, creating incubator space for small business startups, supporting local foods and sustainability, and creating quality job growth within the City’s downtown by offering new restaurant, retail, housing, and entertainment space. Reuse of the Quik Freze Priority Site will further the City’s efforts to facilitate a safe, healthy, enjoyable way for community members to explore our beautiful city and to provide for a cost effective alternative system of transportation. By promoting bike and trail infrastructure with the reuse plans for the Quik Freze site, the City is directly addressing the needs identified by the community in public outreach sessions for the Comprehensive Plan update. 75% of community survey respondents for the Comprehensive Plan supported or strongly supported more public investment in connecting recreational trails in the City. The reuse plans for the City’s priority brownfield site and others in the Target Area build on the redevelopment efforts already made in the downtown. Projects like the recent Retlaw Hotel renovation, the redevelopment of the former Wells Manufacturing site, and the development of the Fond du Lac Loop, a 16-mile bicycle and pedestrian pathway designed to facilitate a safe, healthy, enjoyable way for community members to explore the City, have reignited the Downtown/Brooke Street Corridor as the center of economic activity and cultural heart. Some of the other potential brownfield sites identified throughout the Target Area are located in an Opportunity Zone, so the reuse plans will directly spur economic growth by providing tax benefits to investors. The location of the Downtown/Brooke Street Target Area makes the sites within it eligible for New Market Tax Credits and Low Income Housing Tax Credits. During redevelopment and construction stages, the City will encourage energy efficient and sustainable building practices by encouraging as much infrastructure reuse and adaptive reuse of the existing buildings as possible. If new infrastructure will be needed, stormwater design will be updated and the City will encourage the installation of energy efficient utilities.

1.c. Strategy for Leveraging Resources
1.c.i. Resources Needed for Site Reuse
The City’s staff, led by this proposal’s Project Director Dyann Benson, knows exactly how to make vital community development projects happen. Within the last five years alone, the City has obtained and utilized various funding sources to successfully redevelop twelve projects (both brownfield related and non-brownfield related) throughout the City, injecting approximately $35 million of public and private investments back into the City of Fond du Lac. The City recognizes that they will need additional financial assistance to complete more assessment, cleanup, and redevelopment activities for the Quik Freze site, as well as other sites listed in the City’s brownfields inventory. But by completing the proposed assessment work and identifying the environmental site conditions with secure funding like this EPA Grant, the City is eliminating future financing barriers by addressing the unknown environmental conditions for the sites. The proposed assessment work is key for preparing brownfield sites for future redevelopment, which makes financing options become more immediately available to assist the City with their planned brownfield work, including the following:

- $250,000 Wisconsin EDC Community Development Investment Grant for the Fives Priority Site
- $250,000 in Idle Industrial Site funding for both priority sites
- $250,000 in CDBG grant funds for the Fives Site, over multiple years
- Wisconsin DNR Remediation & Redevelopment Program grant funds for additional Assessment and Cleanup activities
- TIF, Housing Credits, New Market Tax Credits. The Downtown/Brooke Street Corridor Target Area is located in an Opportunity Zone, so that resource will be leveraged as well

1.c.ii. Use of Existing Infrastructure
The planned reuse/redevelopment plans for the Target Area and priority Quik Freze site will primarily utilize existing infrastructure where possible – this includes adapting existing building structures on-site for redevelopment, parking lots/facilities, site access roads, local roads, sidewalks, curb and gutters, water, sewer, gas, and electricity infrastructure. If any sites are large enough, new infrastructure may be needed to serve the redevelopment. In this case, the existing infrastructure may need to be extended from the City’s right-of-way. The location of the sites in the Target Area allows for walkability through the downtown, providing more community connectivity for the City. Fond du Lac’s priority is infrastructure reuse, but will work with developers when new infrastructure is required. New infrastructure may be required for broadband capabilities or any energy efficiency installations like solar power, as they do not currently exist at the priority sites or at any of the sites listed in the City’s brownfields inventory. Finally, the project will leverage the following recent and/or planned improvements within the Target Area: $50,000 investment in public art installations throughout the downtown; $8M awarded in Housing Tax Credits for the Brooke Street Lofts redevelopment with 62 residential units, making it a $20M; $25M renovation and reopening of the Hotel Retlaw in the heart of downtown; and the opening of seven (7) new small businesses during
COVID-19 in the downtown in formerly vacant buildings – this activity leverages the City’s $125,000 in Building Improvement Grant funds dedicated to the downtown corridor.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT:

2.a. Community Need

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

Fond du Lac does not have the financial resources to tackle the vital assessment work described herein on their own. Like many municipalities throughout the United States, the City has experienced increasing fiscal pressure over the past several years. The manufacturing industry is the cornerstone of the City’s economic base, and with that industry having flatlined in growth and significantly slowed from COVID-19, the City must find new ways to revitalize the economy. Fond du Lac has faced tremendous challenges to provide funding for basic government services while tax revenues, earnings on investments, and other economy driven revenues have remained stagnant or fell into decline. Fond du Lac’s only sources of revenue are property taxes and fees. The State of Wisconsin has levy limits; the City can only raise taxes based on net new construction. Fond du Lac has some significant transportation projects in the queue, which will be costly. Within the last year, the Wisconsin Department of Transportation transferred jurisdiction of Highway 45 to the City of Fond du Lac, which is very costly. A new Public Safety Training Center has recently been completed in the City, which carries a price tag of approximately $3M. Further, the City of Fond du Lac has invested $2.3M in the $25M redevelopment of the historic Retlaw Hotel downtown. The City is also working on an extensive lead water service line replacement program. The City does not have a lot of extra funds on-hand for brownfield assessment activities, remediation, and reuse planning. Poverty rates in the Target Area are higher, reaching up to 21.8% compared to the City’s 7.3%. The Median Household Income in sections of the Target Area are as low as $25,175, with the City’s Median Household Income more than double that figure at $62,391⁴. The impact of manufacturing job losses and an undiversified economy are felt throughout the City, but have been felt more acutely by the residents of the Target Area. The loss of quality jobs within walking distance of developed neighborhoods not only increased unemployment rates to 12.3% in the Target Area and poverty rates skyrocketing to 30.1% in the Target Area, but also impacted the connectivity and viability of neighborhood businesses and services that come with a thriving economy. The priority sites are located in heavy low-to-moderate income neighborhoods, with Census Block Groups in the area ranging from 60-99% low-to-moderate income, and 84.03% of population low-to-moderate income in the Census Tract where the Quik Freze priority site is located⁵. Brownfields contribute to impoverishment and unemployment in the City, and their heavy concentration in the Target Area complicates the City’s ability to solve redevelopment issues. The number of acres and parcels of potential brownfield sites that have been inventoried to date represent a lost opportunity to generate tax revenue. Without assessment and cleanup activities, these sites also represent lost opportunity for job creation.

2.a.ii. Threats to Sensitive Populations

2.a.ii. (1) Health or Welfare of Sensitive Populations

The City’s Priority Sites and the majority of the Downtown/Brooke Street Corridor are located in Census Tract 405, and all four Block Groups in Census Tract 405 have a high low-to-moderate income (LMI) population: Block Group 1 – 60.98% LMI; Block Group 2 – 84.03% LMI; Block Group 3 – 58.82% LMI; and Block Group 4 – 99.42% LMI⁶. 29% of the population in the Target Area is age 50+ and 25% of the population is age 0 to 19 years old, illustrating that half of the population is made up of senior citizens and children. 24.9% of the children located in the Target Area are living in poverty, while 13% of the senior citizens in the Target Area are living in poverty. The Target Area has a fertility rate of 13.6% of women who had a baby in the last year, which is double that of the City as a whole. With the Quik Freze priority site located within a few hundred feet of the Fond Du Lac High School’s athletic stadium and the Franklin School, the city’s children are directly affected by this site. By addressing the environmental contaminant issues in the Target Area with these grant funds, any threat of exposure by nearby sensitive populations to contaminants via direct contact, inhalation, vapor intrusion or ingestion will be eliminated.

2.a.ii. (2) Greater than Normal Incidence of Disease and Adverse Health Conditions

According to US EPA’s EJSCREEN tool⁷, due to Fond du Lac’s extensive manufacturing history, the Downtown/Brooke Street Corridor target area neighborhoods have a 28% higher cancer risk than other areas of the City. The types of site contaminants associated with the Quik Freze priority site listed in Section 1.a.ii. are known carcinogens, and the suite of other health effects associated with

⁴ US Census 2019 ACS data
⁵ HUD Community Planning & Development LMI Mapper http://hud.maps.arcgis.com/apps/Viewer/index.html
⁶ http://ejscreen.epa.gov/mapper
chronic exposure to the contaminants listed include respiratory problems, developmental delay, central nervous system effects, and reproductive system effects⁷. Residents located within close proximity to the priority project site are potentially exposed to potential site contaminants through dermal contact, ingestion, particulate inhalation, and vapor migrations. These grant funds can identify and mitigate this exposure, eliminating the health and safety threats posed to those in proximity to the Target Area. Fond du Lac is a historic City. Per the Census, 25.8% of houses in the City were built before 1939, illustrating the presences of asbestos and lead paint in residences throughout Fond du Lac. Per Fond du Lac County’s Community Health Improvement Plan 2015-2018, lead paint and subsequent poisoning is an issue of major importance in the City. The high rate of older, deteriorating housing within the Target Area, combined with a higher percentage of low-income residents and long-term disinvestment in the area, all exacerbate the property maintenance issues in the Target Area, causing blight. Per EPA’s EJ SCREEN, Fond du Lac’s Target Area has an 8% higher cancer rate than other places in the City. In addition, the low-income rate ranges from 67 to 84.03% in the Target Area. As mentioned previously, the Downtown and Target Area neighborhoods have a 28% higher cancer risk than other areas of the City. Fond du Lac experiences a higher percentile of other environmental issues compared to State levels, especially in the designated Target Area, where it’s measured: 90th percentile for traffic-related environmental issues; 93rd percentile for Air Toxics Cancer Risk; 92nd percentile for Diesel Particulate Matter Levels in the Air; 91st percentile for Air Toxins Respiratory Hazard Index; 67th percentile for proximity to Transfer, Storage, and Disposal Facilities. These negative environmental consequences are tied directly to the City’s industrial and manufacturing history and present operations. The substantial impacts to the health and welfare of sensitive populations living in the vicinity of these sites is worrisome, but these assessment grant funds can help the City identify the threats and develop plans to eliminate exposure to brownfield-related contamination.

2.a.ii. (3) Promoting Environmental Justice
The City of Fond du Lac seeks to promote environmental justice with this grant funding by: collaborating with community partners to address environmental and health-related challenges; work with our community partners and neighborhood leaders to enhance the understanding of environmental and health-related issues at the community level; and by providing accessible and culturally appropriate opportunities for low-income, minority and linguistically isolated stakeholders to meaningfully participate in decision-making processes on brownfields sites.

2.b. Community Engagement
2.b.i. Project Partners
Fond du Lac has partnered with local organizations that will serve vital, relevant, and meaningful roles in the City’s Brownfields Program. Each organization is committed to helping Fond du Lac reach their redevelopment and revitalization goals, and are often the source of gap funding for vital community projects. In addition, these organizations already have experience working with the City, providing financial and technical support to reuse existing buildings/facilities.

2.b.ii. Project Partner Roles

<table>
<thead>
<tr>
<th>Project Partner</th>
<th>Specific Role in the Project</th>
<th>Point of Contact (name, email, phone)</th>
</tr>
</thead>
</table>
| Envision Greater Fond du Lac; Downtown Fond du Lac Partnership | Marketing of City’s industrial park lands, vacant properties & redevelopment sites. Revolving loan fund & City grant programs. Identify potentially contaminated sites & promote City’s efforts in assessment & cleanup of brownfield sites. Business attraction, expansion & retention; Entrepreneurial development & recruitment | Jim Cleveland  
Phone: (920) 322-8681  
jcelleveland@envisingreaterfdl.com  
Amy Hansen  
Phone (920) 322-2007  
amy@downtownfdl.com |
| Horicon Bank | Local lender; Potential lending partner for redevelopment projects | Steve Leaman  
Phone: (920) 952-7071  
SteveL@Horiconbank.com |
| Colliers International | Commercial broker; marketing of industrial sites & scattered redevelopment sites; identify potentially contaminated sites and promote City’s efforts in assessment & cleanup of brownfield sites | Troy Rademann  
Phone: (920) 933-2655  
troy.rademann@colliers.com |
| River Park Neighborhood Group | Neighborhood group that is actively engaged in furthering the redevelopment, neighborhood improvements and perceptions. River Park is | Louise Gudex  
Phone: (920) 929-3107  
LGudex@fdlpha.org |

⁷ Source: Center for Disease Control ATSDR ToxFAQ sheets
located within a low and moderate income neighborhood and includes a large number of brownfield sites. The group includes residents, landlords, nonprofit community partners, faith based organizations and business interests. The group meets monthly and will provide critical input and feedback on proposed activities that would be undertaken in the neighborhood.

2.b.iii. Incorporating Community Input
If this grant is awarded, the City will create a Brownfields Redevelopment Advisory Committee (BRAC) to guide them in their site inventory, prioritization, and redevelopment efforts. The City’s community engagement efforts and BRAC formation will bring together residents, visionaries, community groups, government entities, and private and non-profit organizations to marshal financial and intellectual resources to improve the overall economic and environmental well-being of the City and its residents. Throughout this entire process, the City has been very vocal and transparent about their brownfield redevelopment plans, and they will continue in the same manner if they are awarded these assessment funds. When this project commences, Fond du Lac will hold three public meetings throughout the project period to relay information about the assessment process, including project milestones and redevelopment updates. Public meetings will provide access via Zoom due to COVID-19. Fond du Lac has been conducting meetings via Zoom and have the process well established. In addition to public meetings, the City of Fond du Lac will also hold Brownfields Redevelopment Advisory Committee meetings twice a year. At these meetings, the brownfield sites will be analyzed and redevelopment plans will be discussed. This proposal outlines our Project Partners, who will be vital members of our community involvement plan by broadcasting the City’s Brownfields news at their regular meetings and events. The City will maintain the authority to make final decisions on the use of the grant funds, but will also use their Project Partners’ and Brownfields Redevelopment Advisory Committee Members’ input in shaping those decisions. For any cleanup planning activities funded by this grant, the City will seek the community’s input into cleanup and redevelopment decisions by presenting information regarding the proposed cleanup and reuse plans at one of the planned community meetings in collaboration with their appropriate Project Partners. Translation services are available through the City and via social media postings, so the City will accommodate any non-English speaking residents/stakeholders, etc., when appropriate. Residents will be encouraged to participate and stay informed of the City’s brownfields programs in a number of ways. First, residents will be encouraged to attend any public meetings at which needs are identified as well as all plan approval processes. Meeting notices will be printed in the Fond du Lac Action Advertiser, a general circulation newspaper distributed to all households, including low-and-moderate income households. The notices will also be posted on the City’s website, at the Fond du Lac Public Library, Fond du Lac Police Department and the City of Fond du Lac Notices/Agenda Board outside the City Clerk’s office. Fond du Lac will utilize the local radio stations as partners to communicate progress to the public. The notices will include a statement in Hmong and Spanish, the predominate non-English languages within the community, inviting non-English speakers to attend and informing that interpreters are available upon request. In addition, these notices will include a special invitation to the disabled community offering to make accommodations as needed to assure them the opportunity to communicate their input concerning issues.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS:
3.a. Description of Tasks/Activities and Outputs
The City of Fond du Lac’s Brownfields Assessment Grant project is composed of five (5) tasks: Program Management, Community Outreach, Phase I Environmental Site Assessments, Phase II Environmental Site Assessments, and Cleanup Planning. These five project tasks were selected for their appropriateness to the project and for their ability to help the City reach their Assessment Grant goals in the most efficient and effective way.

Task 1: Program Management
i. Project Implementation: The Program Management task is comprised of the following: oversight of the Cooperative Agreement, Quarterly and Annual Reporting to US EPA, coordination between the City and US EPA, updating of the City’s GIS system as the brownfields inventory is developed, data entry into US EPA’s ACRES program, procurement of a Qualified Environmental Professional (QEP), documentation of the site assessment selection process, management of the City’s brownfields inventory, and
The City of Fond du Lac, Wisconsin  
FY22 US EPA BROWNFIELDS ASSESSMENT GRANT

## Task 1: Project Implementation

| ii. Anticipated Schedule: | QEP will be retained within 60 days of award. Quarterly Reports and ACRES updates will be submitted at the close of each quarter and an Annual Report will be submitted within 30 days of fiscal year-end. |
| iii. Task/Activity Lead: | Program Management will be led by Director of Community Development, Dyann Benson, and the City’s selected Environmental Professional. |
| iv. Outputs: | Anticipated outputs of this Task include: 12 Quarterly Reports to US EPA, 3 Annual Reports to US EPA, and the number of sites in the City’s Brownfields Inventory. |

### Task 2: Community Outreach

| i. Project Implementation: | The Community Outreach Task is comprised of activities that encourage and facilitate the City’s community involvement and outreach plans. The City’s Brownfields Redevelopment Advisory Committee (BRAC) will be created under this task, and they will meet at least twice a year to keep the brownfields inventory current, ensuring that the highest priority sites are being assessed and made ready for reuse. As the project progresses, the City’s Project Partners will play key roles in both the BRAC and Community Outreach activities. The City will hold 3 Community Meetings to ensure the residents are aware of project activities and developments. The Community Meetings will be coupled with the release of project Fact Sheets, which will be distributed by the City, Project Partners, and posted on the City’s website. The Quik Freze priority site identified in this proposal will take precedence in this task. |
| ii. Anticipated Schedule: | There will be 2 BRAC Meetings each year and one Community Meeting annually. Fact Sheets will be disbursed 6 months after Community Meetings and Project Progress activities will continue throughout the three year project period. |
| iii. Task/Activity Lead: | Community Outreach task activities will be led by Dyann Benson, with the Qualified Environmental Professional assisting with the BRAC and Project Partners assisting with Community Outreach and site prioritization/reuse efforts. |
| iv. Outputs: | Anticipated outputs of this Task include: 6 BRAC Meetings, 3 Community Meetings, and 3 Fact Sheets distributed to the community regarding the project. |

### Task 3: Phase I Environmental Site Assessments

| i. Project Implementation: | Phase I Environmental Site Assessments (ESA’s) will be conducted on eligible sites to move them towards cleanup and/or redevelopment. All Phase I ESA’s will be performed in compliance with the requirements of the All Appropriate Inquiry as well as the applicable ASTM standards and practices. The Quik Freze priority site will utilize assessment funds first, and then the City will pursue other sites within the Target Area that are positioned for redevelopment. |
| ii. Anticipated Schedule: | Phase I ESA’s will start in the 3rd quarter of the project’s first year and will continue as needed throughout the project period. |
| iii. Task/Activity Lead: | This Task will be led by the City’s Environmental Consultant. |
| iv. Outputs: | Anticipated outputs of this Task include 12-15 Phase I Site Assessments and, the identified number of acres assessed. |

### Task 4: Phase II Environmental Site Assessments

| i. Project Implementation: | Phase II Environmental Site Assessments (ESA’s) will be conducted on eligible sites to position them for cleanup and redevelopment. Prior to conducting any Phase II work, a Sampling & Analysis Plan will be prepared and submitted to US EPA for approval. All Phase II ESA’s will be performed in compliance with the requirements of All Appropriate Inquiry as well as applicable ASTM standards and practices. The City anticipates conducting up to 6 Phase II Environmental Site Assessments at sites to supplement the Phase I Environmental Site Assessments where Recognized Environmental Conditions were identified. The City’s Quik Freze priority site will be considered for Phase II Assessment work first, and will then pursue other sites in the Target Area before venturing to other locations in the community. The results of the Phase II ESA’s will be shared with Wisconsin DNR to evaluate contaminants through human exposure pathways. If contamination is identified at problematic levels, the City will seek to enroll the impacted sites in the WDNR voluntary party liability exemption program. Site-Specific Health and Safety and Sampling Analysis Plans will be prepared for all Phase II Environmental Site Assessments. |

Sending two City reps to the National Brownfields Conferences. Work under this task will be performed on the priority sites and other sites within the City’s Target Area.
Assessment activities. A Quality Assurance Project Plan (QAPP) will also be prepared by the contracted QEC in accordance with the US EPA’s guidelines.

**ii. Anticipated Schedule:** The QAPP will be completed within the first three quarters of the grant period. The HASP and Phase II ESA’s will take place following US EPA approval of the QAPP, and as needed throughout the remainder of the project period.

**iii. Task/Activity Lead:** This Task will be led by the City’s Environmental Consultant.

**iv. Outputs:** The anticipated outputs of this task include: 6 Phase II Site Investigations, 6 Health & Safety Plans, 6 Quality Assurance Project Plans, the number of acres assessed, and enrollment of 4-6 sites in WDNR voluntary party liability exemption program.

### Task 5: Cleanup Planning

**i. Project Implementation:** The City will evaluate cleanup by preparing a Site Investigation Work Plan Report for WDNR. This report may lead to the preparation of Remedial Action Plans, assessment of Brownfields cleanup and reuse alternatives, and the evaluation of institutional and engineering controls. The Quiz Freze priority site will utilize these task funds first. The City anticipates completing two (2) Hazardous Substances Remedial Action Plans one (1) Petroleum Remedial Action Plan.

**ii. Anticipated Schedule:** This Task will take place in the last year of the project period.

**iii. Task/Activity Lead:** This task will be led by the City’s Qualified Environmental Professional with assistance from Dyann Benson at the City.

**iv. Outputs:** The anticipated outputs of this task include: one (1) Site Investigation Work Plan Report, two (2) Hazardous Substances Remedial Action Plans, one (1) Petroleum Remedial Action Plan.

### 3.b. Cost Estimates

<table>
<thead>
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<th>Budget Categories</th>
<th>Task 1: Program Mgmt</th>
<th>Task 2: Community Outreach</th>
<th>Task 3: Phase I ESA’s</th>
<th>Task 4: Phase II ESA’s</th>
<th>Task 5: Cleanup &amp; Reuse Planning</th>
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**3.b.i. Development of Cost Estimates**

**Task 1: Program Management:** The budget includes programmatic costs of $25,000. The City’s personnel costs of $11,500 along with the consultant’s contractual costs of $7,500 will cover the preparation and submittal of quarterly and annual reports, as well as the maintenance of Brownfields information within the City’s GIS System. The City’s hourly rate is $65/hour, so this will cover approximately 175 hours of city work for this task. The contractual costs included in the budget will allow for the chosen Qualified Environmental Professional to coordinate with US EPA on the project, document the Brownfields site selection process, coordinate/conduct operational meetings, and other grant inventory/assessment activities. The City’s travel costs will allow for two City representatives to attend two US EPA National Brownfields Conferences or other State or private brownfields related conferences or work sessions (including travel and hotel costs, at $1500/attendee at each conference).

**Task 2: Community Outreach:** These costs include a total of $20,000. The costs are allocated to both City personnel of $17,000 and contractual costs for the QEP ($3,000 total), and include working with the Project Partners on preparing, printing, and mailing project information and marketing documents, press releases, developing and updating fact sheets, and maintaining outreach to citizens through social media and our website.

**Task 3: Phase I Environmental Site Assessments:** Phase I Environmental Site Assessment costs range from $3,000 to $6,000, depending upon environmental conditions. Approximately 12-15 sites will undergo Phase I Environmental Site Assessments at an average cost of $4,500. The proposed budget total is $60,000 for Phase I Environmental Site Assessment activities.

**Task 4: Phase II Environmental Site Assessments:** The City’s total Phase II ESA Budget is $165,000; $130,000 of the total budget is allocated for Phase II ESA investigative activities, while...
the remaining $35,000 is for voluntary cleanup program enrollment with WDNR and Health & Safety Plan (HASP)/Quality Assurance Project Plan (QAPP) completion. The City anticipates conducting up to 6 Phase II Environmental Site Assessments (ranging in costs form $15k to $30k) at sites to supplement the Phase I Environmental Site Assessments where Recognized Environmental Conditions were identified.

**Task 5: Cleanup Planning:** Contractual costs for this task are estimated at $30,000. These costs are based on completing two Hazardous Substances Remedial Action Plans for $15,000 and one Petroleum Remedial Action Plans for a cost of $10,000. The remaining $5,000 left in the budget for this task will be for the WDNR’s project management oversight fees associated with their voluntary clean-up program.

3.b.ii. Application of Cost Estimates
The cost estimates and breakdowns provided above were developed by the City, along with a QEP. These figures are reasonable and realistic, positioning the City to effectively and efficiently accomplish the goals of their assessment project. Fond du Lac has allocated $225,000 of the total budget for Phase I and Phase II ESA activities. This is 75% of the total grant budget, illustrating the City’s desire to address the priority sites and position them for reuse.

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

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE:
4.a. Programmatic Capability
4.a.i. Organizational Capacity
The City of Fond du Lac has the requisite ability and capacity to manage this Brownfields Assessment grant, ensuring the timely and successful expenditure of grant funds, as well as efficiently complete each described task in this assessment proposal. The City has extensive experience facilitating and managing redevelopment projects and will utilize that experience to support the most strategic use of the assessment grant funds.

4.a.ii. Organizational Structure
The Community Development Director, Dyann Benson, will serve as Project Director, acting as the City’s primary contact and will be responsible for submitting quarterly reports, financial reports, progress reports, and the final summary report to EPA Region 5 Staff with the assistance of the City’s selected Qualified Environmental Professional. City staff will serve on the Brownfields Redevelopment Advisory Committee. Upon award of the cooperative agreement, City staff will prepare a draft Work Plan. After the US EPA approves the work plan, the City will retain the QEP in compliance with all applicable federal and local procurement requirements. The QEP will assist with grant and program management and will conduct Phase I and II assessments, cleanup planning, and participate in program development, project reporting, and community engagement activities. The City will work with Wisconsin DNR’s voluntary cleanup program to provide independent oversight of assessment activities conducted under this program, to ensure all assessment is conducted appropriately and with consideration for public health and welfare.

4.a.iii. Description of Key Staff
As the Project Director, Dyann Benson will also be responsible for the coordination of grant work with the City’s selected Environmental Consultant, all appropriate governmental bodies, all community partners, the public, and all other stakeholders involved in these grant related activities. Ms. Benson, the Community Development Director, is now serving in her 11th year with the City of Fond du Lac and has been very committed to developing and implementing the City’s brownfields program. Ms. Benson oversees a division charged with administering the planning, sustainability, historic preservation, Community Development Block Grant program, code enforcement, and building inspection functions of the City, as well as managing economic and urban development efforts. As Community Development Director, she is part of an executive team that manages the day-to-day operations for a municipal government of more than 40,000 residents with an annual budget of approximately $26 million. Other key staff will include City Manager Joseph Moore and Director
of Administration Tracy Salter. The City Manager will assist Benson with Community Outreach and Cleanup Planning. The Director of Administration will be responsible for receiving, tracking, and payment on all financial aspects of the grant project.

4.a.iii. Acquiring Additional Resources
Fond du Lac will identify, coordinate and leverage any public and private resources needed to complete the described grant tasks. The City will follow EPA’s procurement policies to hire a Qualified Environmental Professional (QEC) to effectively and efficiently manage the City’s assessment grant project. Project Partners will assist in providing supplies for community outreach activities, and the City will provide in-kind time for extensive GIS mapping, as the information will be an asset to the City as well. Moving forward with new redevelopment projects, including the two priority project sites discussed previously, Fond du Lac will seek funding as appropriate from federal agencies like DOT, EDA, USDA, and TEMA. WI DNR has been a great partner to the City in brownfields related redevelopment activities, so the City will continue to work with them on a case by case basis. The City will also access the following incentives redevelopment:

- **City of Fond du Lac Economic Development Revolving Loan Funds:** This funding is available to property owners or tenants, and must have $1/$1 matching funds in private investment for every public dollar requested
- **Private Investments from Local/Regional Developers:** Fond du Lac is fortunate to have development companies in the area that have a commitment to revitalizing the community and finding ways to reuse existing buildings. These companies are some of the City’s community partners listed in this proposal.

4.b. Past Performance and Accomplishments
4.b.i. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements

(1) Purpose and Accomplishments
The City of Fond du Lac has successfully accomplished brownfields redevelopment projects with Wisconsin DNR funding assistance. Two examples of those projects are described below:

**Wells Manufacturing Site:** The former Wells Manufacturing site is located on South Brooke Street, which is within the defined Target Area of this proposal. Wells Manufacturing outgrew the 100-year old South Brooke Street facility, and built a new $7.1 million dollar corporate headquarters (funded in part by the City’s TIF) and electronics plant expansion in Fond du Lac, retaining 214 jobs with a plan to grow employment by more than 30% in next three years. Wells Manufacturing hired a private company to do significant soil and groundwater remediation, and upon completion, this area was capped. When Wells Manufacturing moved into their new facility, the South Brooke Street property was vacated. Fond du Lac acquired the property with help from $350,000 in Wisconsin DNR brownfields grant funding. After acquisition, one option for the City was to completely demo the 100-year old building. Instead, the City performed lead/asbestos remediation on the site and did a partial demo. They then worked with Commonwealth Companies (a community partner) to redevelop the site into Garten Factory LLC, who adaptively reused the property, creating offices and a new business-garden center in the City.

**Rueping Leather Site:** The former Rueping Leather site is a property that housed one of Wisconsin’s first businesses – a tannery operation. This site is located very close to one of the project priority sites listed in this application. After 131 years in business, the company closed their doors and filed for bankruptcy. Due to the bankruptcy, there was little investigative or remediation activity done at the 5.2-acre site. Wisconsin DNR contacted USEPA to initiate a removal action at the site. The City spent more than $1.5 million dollars to raze the building complex, with hopes of returning a portion of the site to a productive use. A few years later, the City brought in Wisconsin DNR’s Remediation and Redevelopment Program in to conduct Phase I and Phase II Environmental Site Assessments to determine the degree and extent of contamination – which were funded by the Brownfield Environmental Assessment Program (BEAP). The site received a Petroleum Environmental Cleanup Fund Award (PECFA) in the amount of $132,581 for cleanup activities. After this, the northern portion of the site was ready for redevelopment. Marine Credit Union purchased the parcel and soon broke ground on a new facility.

(2) Compliance with Grant Requirements
For each of the projects described above, the City of Fond du Lac maintained compliance with the workplans, stayed on schedule, and met all terms and conditions of the agreements. In addition, the City submitted all reporting documents on-time. All of the projects discussed above are completed, with the redeveloped properties already in productive end-use.
1. **Applicant Eligibility**
The City of Fond du Lac is an incorporated municipality of the State of Wisconsin and has the authority to enter into a Cooperative Agreement with the United States Environmental Protection Agency.

2. **Community Involvement**
If this grant is awarded, the City will create a Brownfields Redevelopment Advisory Committee (BRAC) to guide them in their site inventory, prioritization, and redevelopment efforts. The City’s community engagement efforts and BRAC formation will bring together residents, visionaries, community groups, government entities, and private and non-profit organizations to marshal financial and intellectual resources to improve the overall economic and environmental well-being of the City and its residents. Throughout this entire process, the City has been very vocal and transparent about their brownfield redevelopment plans, and they will continue in the same manner if they are awarded these assessment funds. When this project commences, Fond du Lac will hold three public meetings throughout the project period to relay information about the assessment process, including project milestones and redevelopment updates. Public meetings will provide access via Zoom due to COVID-19. Fond du Lac has been conducting meetings via Zoom and have the process well established. In addition to public meetings, the City of Fond du Lac will also hold Brownfields Redevelopment Advisory Committee meetings twice a year. At these meetings, the brownfield sites will be analyzed and redevelopment plans will be discussed. This proposal outlines our Project Partners, who will be vital members of our community involvement plan by broadcasting the City’s Brownfields news at their regular meetings and events. The City will maintain the authority to make final decisions on the use of the grant funds, but will also use their Project Partners’ and Brownfields Redevelopment Advisory Committee Members’ input in shaping those decisions. For any cleanup planning activities funded by this grant, the City will seek the community’s input into cleanup and redevelopment decisions by presenting information regarding the proposed cleanup and reuse plans at one of the planned community meetings in collaboration with their appropriate Project Partners. Translation services are available through the City and via social media postings, so the City will accommodate any non-English speaking residents/stakeholders, etc., when appropriate. Residents will be encouraged to participate and stay informed of the City’s brownfields programs in a number of ways. First, residents will be encouraged to attend any public meetings at which needs are identified as well as all plan approval processes. Meeting notices will be printed in the Fond du Lac Action Advertiser, a general circulation newspaper distributed to all households, including low-and-moderate income households. The notices will also be posted on the City’s website, at the Fond du Lac Public Library, Fond du Lac Police Department and the City of Fond du Lac Notices/Agenda Board outside the City Clerk’s office. Fond du Lac will utilize the local radio stations as partners to communicate progress to the public. The notices will include a statement in Hmong and Spanish, the predominate non-English languages within the community, inviting non-English speakers to attend and informing that interpreters are available upon request. In addition, these notices will include a special invitation to the disabled community offering to make accommodations as needed to assure them the opportunity to communicate their input concerning issues.

3. **Named Contractors and Subrecipients**
Not Applicable. The City of Fond du Lac did not name Contractors or Subrecipients in this Grant Proposal.

4. **Expenditure of Existing Grant Funds**
Not Applicable. The City of Fond du Lac does not have any existing US EPA Brownfields Grant funds open.