



R02-24-M-001
Office of the Mayor
Borough of Woodbine, New Jersey
501 Washington Avenue, Woodbine, NJ 08720
(609) 861-2153
mayor@boroughofwoodbine.net

**FY2024 US EPA Brownfields Multipurpose Grant
Borough of Woodbine, Cape May County, NJ**

NARRATIVE INFORMATION SHEET

R02-24-M-001

1. Applicant Identification

The Borough of Woodbine, Cape May County, NJ
501 Washington Avenue, Woodbine NJ 08270

2. Funding Requested

- a. Grant Type: Multipurpose
- b. Requested Amount: \$1,000,000

3. Location

- a. Woodbine, New Jersey
- b. Cape May County
- c. New Jersey

4. Target Area and Priority Site Information

- a. The Target Area is the Borough of Woodbine, Cape May County, NJ – the location of four priority brownfield sites.
- b. Priority Site 1 – Old School Site, 808 Franklin Street, Block 70, Lot 1.
Priority Site 2 – Woodbine Municipal Airport, 660 Henry DeCinque Blvd, Block 125, Lot 1.
Priority Site 3 – Foundations and Structures Landfill, 1049 Fidler Road, Block 117, Lot 1.
Priority Site 4 – Hat Company Site, 608 Dehirsch Ave, Block 65, Lot 1.

5. Contacts

- a. Project Director:
Bruce Graham, PE, Project Manager and Zoning Officer for the Borough of Woodbine
609-861-2153
zoning@boroughofwoodbine.net
501 Washington Avenue, Woodbine NJ 08270
- b. Chief Executive/Highest Ranking Elected Official
Mayor William Pikolycky
609-861-2153
mayor@boroughofwoodbine.net
501 Washington Avenue, Woodbine NJ 08270

6. Population

Borough of Woodbine, Cape May County, NJ: 2,128 (2020 census)



7. Other Factors

Other Factors	Page #
Community population is 10,000 or less.	1
The applicant is, or will assist, a federally recognized Indian Tribe or United States Territory.	NA
The priority site(s) is impacted by mine-scarred land.	NA
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	NA
The priority site(s) is in a federally designated flood plain.	NA
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	2, 3, 4, 5
The reuse of the priority site(s) will incorporate energy efficiency measures.	2
The proposed project will improve local climate adaptation/mitigation capacity and resilience to protect residents and community investments.	NA
At least 20% of the overall project budget will be spent on eligible reuse/ area-wide planning activities, as described in Section I.B. , for priority site(s) within the target area.	NA
The target area is located within a community in which a coal-fired power plant has recently closed (2013 or later) or is closing.	NA

8. Letter from the State or Tribal Environmental Authority

See attached.

9. Releasing Copies of Applications

Not Applicable.



State of New Jersey

PHILIP D. MURPHY
Governor

DEPARTMENT OF ENVIRONMENTAL PROTECTION
CONTAMINATED SITE REMEDIATION AND REDEVELOPMENT
OFFICE OF BROWNFIELD AND COMMUNITY REVITALIZATION

SHAWN M. LATOURETTE
Commissioner

TAHESHA L. WAY
Lt. Governor

Mail Code 401-05K
P.O. Box 420
401 E. State Street
Trenton, New Jersey 08625

November 6, 2023

Michael S. Regan, Administrator
1200 Pennsylvania Avenue, N.W.
Washington, DC 20460

**RE: Woodbine Borough, Cape May County, New Jersey
USEPA FY24 Brownfields Multipurpose Grant Application**

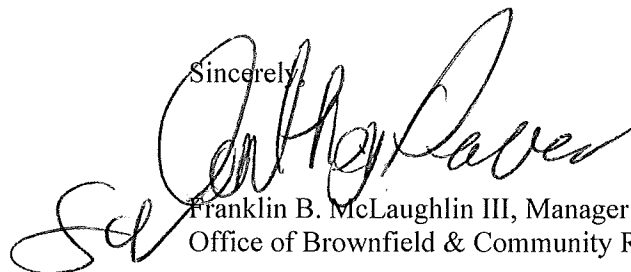
Dear Administrator Regan:

This letter of support acknowledges the New Jersey Department of Environmental Protection's endorsement of the Borough of Woodbine's application to the United States Environmental Protection Agency (USEPA) for a Brownfield Multipurpose Grant to investigate environmental impacts associated with discharges of hazardous substances within the geographical footprint of the Borough. If approved, the USEPA assessment grant will provide up to \$1,000,000.

As per the FY24 GUIDELINES FOR BROWNFIELD MULTIPURPOSE GRANTS, if awarded, the grant funding will directly assist the Borough with many of its Brownfield related environmental challenges. The Borough's many challenges include financial limitations, complex environmental problems, lack of re-development interest due to the presumed impacts, and the underserved residents which have a significant burden of brownfield sites. The funds are needed to address the protection of public health, environmental investigation, and remediation of brownfield sites, and to shore up environmental justice within this community.

Please accept this letter of support for the Borough of Woodbine's Brownfield Multipurpose Grant application. Please do not hesitate to contact me if I may be of further assistance. I may be telephoned at (609) 633-8227, or, e-mailed at frank.mclaughlin@dep.nj.gov.

Sincerely,



Franklin B. McLaughlin III, Manager
Office of Brownfield & Community Revitalization

Cc: /

Mayor William Pikolycky, Woodbine Borough, Cape May County, NJ
Bruce Graham, PE, Woodbine Borough
Anthony Findley, NJDEP
Thomas Maher, Taylor Wiseman & Taylor



1. Project Area Description and Plans for Revitalization

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

Woodbine is a small rural Borough (8.02 sq miles, population 2,128 as of 2020 census, Census Block Group 020400-1) in Cape May County, New Jersey. The town of Woodbine was founded in 1891 as a haven for Eastern European Jews who were being persecuted in the Czarist pogroms in Eastern Europe. The Baron DeHirsch Fund, organized by the millionaire tycoon Baron DeHirsch, purchased 5300 acres of land in Dennis Township, Cape May County, NJ to start an immigrant settlement. Immigrants from Poland and Russia were invited to settle the new community and within two years, they cleared the forest and built a town and thriving farms. Using modern agricultural practices, the first colonists turned Woodbine into a model agricultural community. World War I, however, signaled a change in the community from an agricultural economy to a light manufacturing / industrial economy. After World War II, many of the founding families left Woodbine for the new suburbs that were springing up around America's cities. At the time, new settlers arrived looking for a good place to live, this time from the American South and the Caribbean. In the 1970's and 1980's, the light manufacturing / industrial economy of Woodbine collapsed leaving behind blighted properties that were reclaimed by the town as tax foreclosures. The Foundations and Structures Landfill and the former Hat Company Property were two such properties reclaimed by the Borough. However, the closures in the manufacturing industries decreased the tax base, employment, and other business opportunities within the Borough. As a result, the population of the Borough decreased from 2,809 residents in 1980 to 2,148 residents in 2020, a 23% decrease (US Census). This population decrease has caused a decreasing tax base, vacant properties, and lower property values.

The **geographical boundary and target area** for this project is the Woodbine Borough limits. The target area is 8.02 sq miles of the Borough limits. The target area comprises the former light manufacturing / industrial areas within the community including the **Former Hat Company, The Old School site, Woodbine Municipal Airport** and the **Foundations and Structures Landfill**. The Borough is designated under New Jersey's Environmental Justice Law (N.J.S.A. 13:1D-157) as an Overburdened Community because of the high percentage of low-income and minority households. The challenges to the Borough include: 1) financial limitations as the tax base cannot support the environmental needs of the community, 2) complex environmental problems, many that have languished for many years due to the lack of complete resources, 3) lack of any redevelopment interest from the private sector of brownfields sites within the Borough due to the presumed impacts, and 4) inability to advance environmental justice and fair treatment of the underserved community which has a significant burden of brownfield sites.

The cleanup and re-purpose of these Brownfields sites within the Borough is a priority. Previous grants were won through the New Jersey Economic Development Authority / Hazardous Discharge Site Remediation Funding (HDSRF) and the USDA under an Emergency Community Water Assistance Grant (ECWAG) that funded environmental investigations and partial cleanup at the sites; however, additional work and funding is needed to complete these projects. The EPA funding assistance is requested to revitalize the priority sites which will ultimately improve the sensitive populations quality of life, spur private investment, create new jobs, and allow the community to prosper. The EPA funding will directly cause the following: 1) identify/protect human health and provide the opportunity for investigation, planning and community involvement regarding brownfields in the target area, 2) develop 'shovel-ready' sites that can be offered to private enterprise or utilized for other community benefit, and 3) provide funds that will be used to ensure a degree of equity and rightfully address the lack of environmental justice in this underserved community.

1.a.ii Description of the Priority Brownfields Sites

The Borough of Woodbine has been conducting environmental site assessments and other environmental work on the Priority Brownfield sites within the target area since 2000. These priority sites are:

The **Foundations and Structures Landfill** which opened in 1969 when the Borough leased the property to Foundations and Structures, Inc. (F&S) for use as a sanitary landfill, which began operation in 1971. F&S was issued a Certificate of Approval Registration and Engineering and Design approval (Facility ID No. 0516B). This registration permitted the landfill to accept only household, commercial, industrial, institutional, bulky items, agricultural, leaves, tree stumps, animal and food processing wastes, and dry sewage sludge. In 1980, a Phase I report was conducted and concluded that groundwater had been impacted. For this reason, additional monitor wells were installed at the Site to



**FY2024 US EPA Brownfields Multipurpose Grant
Borough of Woodbine, Cape May County, NJ**

further characterize groundwater quality. In 1983 and 1984, the NJDEP inspected the facility and subsequently issued an administrative order to F&S requiring the following: a capping plan, a methane gas evacuation system plan, obtain a New Jersey Pollution Discharge Elimination System (NJPDES) permit, and complete a closure and post-closure financial plan.

The F&S landfill had a close date of November 1984. In 1985, the Environmental Protection Agency (EPA) conducted a site inspection to complete an EPA preliminary assessment which was soon followed by NJDEP ordering the Landfill to close due to operating beyond the extended closure date of November 1984. The Board of Public Utilities ordered F&S to continue operations beyond November 1984. From 1986 to present, numerous environmental investigations and reports have been prepared for the Site. This site was chosen as a priority site due to the unfunded environmental liability that the landfill represents to the Borough (the Boroughs need to cap and close the landfill), its potential for redevelopment as a solar farm, and the groundwater plume associated with the landfill that is over one mile in length, making the required delineation and monitoring of the groundwater plume difficult as well as expensive. Over the last 20 years, the Borough has received previous funding for this site through the HDSRF to delineate and monitor groundwater impacts associated with the landfill. Additional funded work included the preparation of a preliminary assessment, site investigation (Phase I and II ESAs) and remedial investigations as required by the NJDEP Site Remediation Program. As of 2023, additional monitor wells, monitoring & sampling, and a fate and transport analysis are required to complete the remaining groundwater investigation. In 2022, the Borough received approval from the Pinelands Commission to cap the landfill using a less expensive permeable cap instead of an impermeable liner cap. This has made the development of the landfill as a solar farm much more achievable, however, the funding needed to complete the groundwater investigation will advance the possibility of development of this property that much closer to completion. Additional funding is needed to further delineate the existing groundwater plume to finish the groundwater RI and meet the NJDEP SRP requirements. The funded environmental work will assist the Borough in redevelopment of the landfill as an energy efficient solar farm. Infrastructure near the landfill consists of overhead electric power, telecom (internet) and public water along Fidler Hill Road. The existing infrastructure can support the proposed solar farm redevelopment of the landfill. The Borough obtained Foundations and Structures Landfill via tax foreclosure (**Parcel information attached**).

The **Old School site** is located in the heart of the community and was a former high school that was built before 1912 and demolished sometime between 1970 and 1984. Currently, the site is a vacant lot. This site was chosen as a priority site due to the potential for human health impacts from soil exposure and the opportunity to conduct redevelopment plan for this parcel to ultimately use the requested funds to remediate the site under the NJDEP site remediation program and allow the parcel to be safely used as a community development (recreational park) or housing development as part of the Borough's redevelopment plan. Previous environmental investigation under an HDSRF grant included a Phase I / Phase II ESA that was conducted in 1997 which indicated the site to contain a former underground storage tank and fill material which contained metals and PAHs above the NJDEP soil standards. The UST was removed in the year 2000, however, no closure report was ever filed requiring this area to be re-investigated. A Phase II ESA (SI/RI) will be completed including soil and groundwater samples. Based on the findings, the Borough will implement the appropriate remedy (most likely excavation and disposal) of impacted soil to meet the NJ residential soil standards. The goal will be to use the EPA funding to create a shovel ready site for redevelopment. Infrastructure near the Old School site consists of overhead electric power and telecom (internet), and public water. The existing infrastructure can support the redevelopment of the Old School site. The Borough has ownership of the Old School site parcel (**Parcel information attached**).

The **Hat Company site** is a former industrial property that was primarily used during the 20th Century. The site contained several buildings that were formerly used as a hat factory and as a rubber cement factory prior to a fire that resulted in the buildings being razed in the late 1970's. The site remained as a vacant undeveloped grass covered lot since the site clearing following the fire and acquisition by the Borough. Due to the complete destruction of the facility and lack of historic records, the subsurface features and other details of chemical usage / storage were unknown. To potentially put the site back into some productive use, the Borough applied for and received HDSRF grants to study the site under the NJDEP Site Remediation Program. Under this program, the site was planned to be put into compliance and remove any environmental stigma to allow the the property to attract a redeveloper. HDSRF grants to study the site were received by the Borough between 2000 and 2016. In 2016, a geophysical investigation revealed the presence of seven previously unknown USTs and associated piping runs. Since no documentation exists, the former uses, and contents of



FY2024 US EPA Brownfields Multipurpose Grant Borough of Woodbine, Cape May County, NJ

the USTs were unknown. A subsequent investigation conducted shortly after the USTs were discovered indicated that UST(s) had leaked, impacting shallow groundwater with concentrations of toluene 478 times the NJDEP Ground Water Quality Criteria (GWQC). Following this discovery, grant funding was applied for and received from the USDAECWAG program. The Scope of Work included the removal of seven USTs, removal and disposal of PCB-containing soil, capping and use of an engineering control (cap). The UST removal indicated a release of toluene to soil and groundwater which requires remediation to meet the NJDEP standards for soil and groundwater. The soil and groundwater remediation related to the toluene release from the USTs was out of scope condition that was not budgeted in the ECWAG grant. Woodbine is seeking EPA grant funds to conduct the required remediation of the toluene release at the site. Funds are also requested to pave the existing stone engineering cap with porous pavement so that the lot can be reused by the Borough. Infrastructure near the Hat Company site consists of overhead electric power, telecom (internet) and public water. The existing infrastructure can support the redevelopment of the Hat Company site. The former **Hat Company site** was obtained by the Borough as a tax foreclosure (**Parcel information attached**).

The **Woodbine Municipal Airport** was leased and utilized by the Department of the Navy during WWII to be a staging area for airplanes from the Cape May and Atlantic City Naval Air Stations and to train naval pilots for aircraft carrier landings. PFAS (emerging contaminants) has been a priority in NJ and the airport will require sampling to determine if previous military activity and following activities have impacted conditions as related to PFAS. The PFAS sampling at this priority site is needed to complete an existing investigation to support the Borough's redevelopment plan for the Airport. In addition, previous samples related to removal of USTs exceeded the NJDEP soil standards, requiring additional investigation. Infrastructure near the Woodbine Municipal Airport site consists of overhead electric power, telecom (internet) and public water. The existing infrastructure can support the redevelopment plan of the airport. **Woodbine Municipal Airport** is owned by the Borough (**Parcel information attached**).

1.a.iii Identifying Additional Sites

As shown above, there are enough priority sites in the target area (Borough) to fully utilize the funding request. However, if additional brownfield sites/environmental issues are uncovered during the outreach/reuse planning phase of the project, these will certainly be identified for eligible activities. Prioritization criteria regarding additional sites will be based on the following: 1) number of residents possibly effected, 2) existing land use, 3) proximity to sensitive locations (i.e., community water supply, wetlands, people), and 4) possible contaminants present based on previous use.

1.b Revitalization of the Target Area

1.b.i Overall Plan for Revitalization

The Borough currently has redevelopment plans for: 1) the **F&S landfill**, 2) **Hat Company site**, and 3) **Woodbine Municipal Airport** (priority brownfields sites in target area). (1) The F&S landfill is planned for a community solar project to be constructed on top of the landfill after it is capped. Currently a developer is in the process of obtaining approvals to cap the landfill and develop the array. Grant funds will support this effort as the over one-mile-long groundwater plume from the landfill has complicated compliance with NJDEP requiring additional investigation. The additional proposed environmental investigations from this grant will allow the redevelopment to occur without encumbrance. (2) A portion of the Hat Company site is planned for private development. The toluene release has complicated the redevelopment as well as threatening the nearby community water supply. Grant funds will be used to remediate the toluene release, thereby eliminating the risk to the community water supply and allowing revitalization plan for the property to be realized. (3) Lastly, the Woodbine Municipal Airport Economic Development Plan prioritizes redevelopment and economic revitalization of the geographical area including and surrounding the airport. The recent requirement for PFAS (emerging contaminant) sampling is needed to complete an existing Phase I ESA/Phase II ESA (preliminary assessment and site investigation) to support the redevelopment. The Borough is seeking revitalization opportunities to expand economic and aeronautical uses at the Airport. The **Old School site** does not currently have a redevelopment plan. The goal, should funding be received, is to not only address the environmental concerns and remediate to create a shovel-ready development site, but also to create an overall plan for revitalization. Preliminarily, the **Old School site** could be redeveloped for public recreation or for housing. The use of eligible grant funds to assist with



the planning of this parcel in conjunction with the proposed environmental investigations will greatly assist the applicant in redeveloping this parcel. The activities in this grant are aligned with the Borough's October 2019 Master Plan. The Master Plan and the associated community involvement, including the Master Plan's working committee comprised of Borough officials, consultants and the public, provided clear vision for the Borough. The working committee assessed the existing conditions and characteristics of the municipality and reviewed all relevant planning documents to further refine the goals and objectives set forth in the Borough's Master Plan. A demographic and land use analysis, which includes population, housing, and employment data, was conducted to support and provide a basis for discussions with the municipality.

1.b.ii Outcomes and Benefits of Overall Plan for Revitalization

The proposed projects will facilitate future development within the target area, which the **Old School site**, **F&S Landfill** and former **Hat Company site** have remained vacant and blighted for decades. A redevelopment plan will be prepared for the **Old School Site** as well as the required environmental investigations and cleanup to result in a shovel ready site for future development. A *Phase II ESA study (NJDEP SI/RI), revitalization / redevelopment plan including a feasible reuse strategy and site remediation to create a 'shovel-ready' site* will be outcomes and benefits for the **Old School site**. The **F&S Landfill** site projects under this grant will result in a *Phase II ESA (NJDEP Groundwater RI)* through the installation of additional monitor wells and monitoring/sampling to further delineate the mile-long groundwater plume, conduct a fate and transport analysis of the plume, and protect human health by understanding the complete location and extent of the plume emanating from the landfill. Additional outcomes/benefits include the development of the landfill as a solar farm. The proposed funding request will leverage current revitalization progress at the landfill as a proposed community solar site. The former **Hat Company site**, and Borough community, will benefit from the outcomes of *remediation of impacted soil and groundwater* discovered during the USDA ECWAG phase of work. Addressing the toluene release from the former USTs at the **site** was not budgeted in the ECWAG funding as it was an unknown condition that threatens the community potable water supply well located on the adjacent parcel. The **Woodbine Municipal Airport** will have a Phase II ESA (NJDEP Soil/Groundwater RI) completed which will support the Woodbine Municipal Airport Economic Development Plan which benefits include the completion of environmental investigations within the airport development zone and close out the open environmental case with the NJDEP. None of the assessment, remediation, or revitalization efforts will displace residents or businesses within the target area. **Economic and Noneconomic Benefits** of the proposed projects within the target area include opportunity for community outreach, addressing environmental justice, improving quality of life of the residents, protection of human health, electric cost savings from community solar, creating 'shovel-ready' sites for redevelopment, and removing blight from the community. Without the grant funds, the community within the target area will continue to suffer the result of years of economic and environmental neglect further contributing to more environmental injustice and inequity for the residents.

1.c Strategy of Leveraging Resources

1.c.i Resources Needed for Site Reuse

The Borough has sought out and received remediation funding from the USDA ECWAG and the New Jersey HDSRF. The outputs and outcomes of the environmental investigation and other work under this grant is iterative, as the environmental knowledge of the priority sites will grow with each investigation, making it possible to plan based on the best mix of eliminating health concerns, reuse, cost, economic stimulation, and community benefit. The investigations and other outputs from this grant will create: 1) the opportunity to generate redevelopment interest, 2) help determine the next course of action required to pursue environmental compliance of known and unknown environmental issues at the priority sites, 3) opportunity to address planning, redevelopment and community benefits, and 4) to pursue redevelopment by providing the data that will ultimately be used for environmental clearances and permits required for the reuse/redevelopment.

The funds received from this grant will greatly leverage the work previously conducted at the brownfield priority sites in the target area. For example, the F&S landfill redevelopment is currently being pursued by a solar developer to install solar panels on the landfill. To obtain this interest, the Borough has spent over \$1M on required environmental



FY2024 US EPA Brownfields Multipurpose Grant Borough of Woodbine, Cape May County, NJ

investigations. Funding from this grant to complete the required groundwater study will leverage the activities being conducted by the developer, with the end result being a project funded from multiple sources that meets the goals of the community and the community solar developer. Community solar at the F&S landfill will provide the community the following benefits: 1) economic savings from lower electric costs, 2) residents who do not own their own home can still benefit from electricity cost savings, 3) less pollution, 4) creation of jobs to support solar infrastructure, and 5) efforts to reduce climate change. As shown, all the work and investigations to date implemented through previous funding sources have positioned the F&S Landfill as a potentially successful redevelopment solar project, with the local, overburdened community being the primary beneficiary. It is anticipated that all the outputs and outcomes of this grant funding will further leverage the Borough's priority sites similar to F&S landfill example above.

Examples of leverage are provided in the following examples: The work proposed in this grant is leveraged from previous investigations from multiple funding sources. For example, the Hat Co project benefited by previous HDSRF funding awards and a \$1M USDA ECWAG grant to remove USTs, remove impacted soil and install an engineering cap. During this work, a toluene release associated with the USTs was discovered which impacted both soil and groundwater. By obtaining this grant, the Borough will be able to remediate the toluene release and address the environmental requirements to be in compliance with NJDEP. Without this funding, the toluene release will continue to threaten the community water supply. Another example of leverage is the Foundations and Structures landfill. This priority site received funding from HDSRF to install monitor wells and conduct a ground water remedial investigation associated with the landfill. However, the groundwater plume was much larger than anticipated and additional wells/sampling is required to complete a NJDEP compliant GW RI. Leverage at this site includes previous HDSRF grant funding (for required investigations) as well as anticipated private investment to cap the landfill and place a community solar array. By obtaining these grant funds, the ground water RI and NJDEP compliance can be achieved with the end result of a 'shovel ready' site for solar development. The Municipal Airport and Old School site has also received previous HDSRF funding to conduct a Preliminary Assessment / Site Investigation (Phase I ESA / Phase II ESA) funds. The environmental work for redevelopment at this priority site project is almost complete except for the PFAS study that is now required. Once the funding under this grant application is awarded, the final study can be completed to put the site in compliance with NJDEP requirements, allowing redevelopment. As shown, all the applicants' priority sites have had previous environmental evaluations performed and are in the final stages of completion. Obtaining these grant funds will allow the applicant to complete the remaining tasks to obtain NJDEP compliance, thereby allowing redevelopment.

1.c.ii Use of Existing Infrastructure

Work performed under this grant will facilitate the use of existing infrastructure within the target area. The community solar project at the F&S Landfill will require an interconnection to the Atlantic City Electric system. Otherwise, no infrastructural improvements are required for the redevelopment and revitalization plans for the priority sites.

2 Community Need and Community Engagement

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

The Borough of Woodbine is a historically, economically-distressed community. Per the 2020 Decennial Census, the Borough has a population of 2,128. As Woodbine is a very small community, unemployment data specifically for the community is unavailable; however, the Borough is considered part of the Ocean City, NJ Metro Area. According to the Bureau of Labor Statistics, the unemployment rate for the state was 7.4% in December 2020, while the unemployment rate for the Metro Area was 11.6% in this same month – a rate 36% higher than the state. Woodbine's median household income is just \$32, which is only 37.7% of that of Cape May County (\$84,870) and is less than 33% of the State (\$96,346), according to the 2021 American Community Survey (ACS) 5-Year Estimates. Out of 564 municipalities, Woodbine is the 7th most economically distressed community in the State of New Jersey, according to the NJ Department of Community Affairs. That places it in the top 2% of the most depressed municipalities in our state. Additionally, the US Department of Housing and Urban Development reports that 87.9% of our residents are low- to moderate-income, which is one of the highest rates in the state. Also, according to the 2021 ACS, 29.2% of Woodbine's population is



FY2024 US EPA Brownfields Multipurpose Grant Borough of Woodbine, Cape May County, NJ

estimated to live below the poverty line – a level nearly three times greater than both the County (9.2%) and the State (9.7%). New Jersey was also listed in 2015 by a CNBC study as the 5th Most Expensive State in which to live. Of residents ages 25 years and older, 69.8% have received no education beyond high school, which is significantly higher than Cape May County (39%) and New Jersey (34.6%). This generally points to lower income. Adding to the distressed demographics is the fact that, for decades, Woodbine has been the home to the Woodbine Developmental Center – a state-run, 250-acre residential facility that provides care to nearly 500 severely developmentally-disabled individuals. This has contributed to the persistent poverty that has gripped the community for decades. Woodbine has experienced a sizable decrease (-25%) in year-round population since 1980.

The Borough of Woodbine is located in the New Jersey Pinelands – a 1.1-million-acre swath of heavily forested land so ecologically important that the US Congress designated it as the nation’s first National Reserve in 1978. As such, residential and commercial development in the Town is highly regulated by the Pineland Commission. Notably, and in a recent annual report, the Commission ranked Woodbine among the highest levels of unemployment and the lowest per capita incomes of all Southern New Jersey communities. For the reasons outlined above, the costs associated with addressing brownfield sites in the community continue to be a challenge for the Borough. Woodbine continues to struggle with the demand of time and financial resources to address the brownfield sites in the community.

The economically distressed nature of the community requires the pursuit of grants to continue work on Woodbine’s brownfield priority sites. Since the Borough has extremely limited cash reserves based on its low-income level tax base, the community **must** pursue grant funding through opportunities like this one. Loans and other payable forms of assistance are generally avoided as the Borough’s resources cannot easily support the repayment of funds, as doing so would further place an inequitable burden on our low-income and minority population of the community.

2.a.ii Threats to Sensitive Populations

The target area is an Overburdened Community, as defined by the NJ Department of Environmental Protection. An Overburdened community is one in which at least 35 percent of households in the Borough qualify as low income and at least 40% of the community identifies as minorities. Woodbine is also an underserved community systematically denied a full opportunity to participate in aspects of economic, social, and civic life as evidenced by its dubious distinction as New Jersey’s 7th most socio-economically distressed communities, which is adversely and disproportionately affected by risks. According to EJScreen, the Borough (target area) is equal to or greater than the 60% percentile of the EJ index for Ozone, Superfund proximity, Air Toxics Respiratory HI, lead paint, and underground storage tanks when compared to other areas within the country. The term “underserved communities” refers to populations sharing a particular characteristic, as well as geographic communities, that have been systematically denied a full opportunity to participate in aspects of economic, social, and civic life, as exemplified by the list in the preceding definition of “equity.” It is important to note that Woodbine’s environmental challenges, which are directly impacting its racially, ethnically diverse, and principally low-income population, are completely aligned with EPA’s Action Plan to advance Environmental Justice to address “contaminated land across the country” and “accelerate clean up at dozens of other sites across the country”.

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

The sensitive population within the target area are the residents living within the Borough. This sensitive population is impacted by community wide environmental burdens, low income, and inadequate educational background of the residents. This grant will: 1) reduce the environmental burdens by helping to initiate and complete investigations/remediation at several priority sites in the target area, 2) facilitate the cleanup and re-use of several priority sites, 3) initiate ‘community solar’ benefits once the F&S Landfill has been developed, 4) protect human health and the community water supply of the Borough residents.

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

The most striking factor when reviewing data of the target area is the health burdens provided from ‘Climate and Economic Justice Screening Tool’ is that Low Life Expectancy AND Income/Higher Education non-enrollment within the Target Area are above both EJ thresholds. Cancer incidence rates in Cape May County for all cancer sites, all races, both sexes, all ages have a cancer incidence rate of 568.9 with a 95% confidence interval from 550.8 to 587.6 and 905 average



FY2024 US EPA Brownfields Multipurpose Grant Borough of Woodbine, Cape May County, NJ

annual cases over 2015-2019, making this county the highest cancer incidence rates in all of NJ. This grant will: 1) identify potential pathways of exposure from several of the priority sites, 2) cleanup a known threat to groundwater, and 3) remediate a former school site.

2.a.ii.(3)(a) and (b) Environmental Justice

The Target Area has the following environmental justice issues that affect the underserved population of the Borough: 1) high number of community wide environmental burdens (# of priority brownfield sites within the Borough), 2) known releases to the environment that need further investigation / remediation to protect human health and the community water supply, 3) low tax base for the community, 4) percentage of the community under the poverty line, 5) higher incidents of cancer in the region of the target area compared to others in NJ. The severity of these issues can be countered by prioritizing sites in the target area that have: 1) proximity to population centers and the community water supply, 2) conduct investigation to ensure public health and protection of the community water supply, and 3) conduct remediation of soil and groundwater within population zones. To maximize increasing EJ in the target area, the highest contaminated priority sites near the largest population within the TA will be prioritized to protect human health. These priority sites have already been identified and provided. By tackling these priority site issues, the Borough would be advancing environmental justice within the community / minimize displacement of the residents/businesses by addressing these concerns through reuse planning, outreach, and assessment/cleanup. For example, the **Old School** priority site, located in the heart of the residential community, will serve environmental justice when this site is cleaned up and reuse planned using this grant funding.

2.b Community Engagement

2.b.i. Prior/Ongoing Community Involvement

The Borough has been engaged in the community with outreach, education, and involvement with Borough initiatives for decades. Recent examples include updates to the Borough's 2019 Master Plan (2018-2019) and the 2022 Woodbine Bicycle and Pedestrian Master Plan (2021-2022 with virtual connections held remotely during the COVID-19 restrictions). The Master Plan Working Committee was comprised of government officials, consultants, and the public. Public hearings and other outreach were facilitated to garner input from the community. In addition, a steering committee comprised of the public, chamber of commerce land use board, school board, Department of Community Affairs, South Jersey Transportation Planning Organization, Cross County Connection and NJ Transit was involved with the development of the 2022 Woodbine Bicycle and Pedestrian Master Plan. The redevelopment areas including both the **F&S Landfill** and **Airport** are provided in the 2019 Masterplan. The **Hat Company** site and **Old School** site are supported by the 2019 Masterplan as being in the redevelopment zone of the Downtown Core Area. In addition, the **Hat Company**, **F&S Landfill** and **Airport** priority brownfields sites have had prior community involvement through open public Borough Council meetings and redevelopment planning. The Borough's many initiatives included public notices, public meetings, steering committee participation and other input from the public.

Grants received from other federal and state programs require public forums to announce the intent to apply for funding which the Borough has complied with annually as various phases of its brownfields initiative are being carried out. In addition, the Borough has taken proactive steps to keep the public apprised of and, to the greatest extent possible, engaged in the implementation phases of the remediation process. In preparing this USEPA application the Borough has taken deliberate measures to keep the public informed by open dialogue at Council and Planning Board Meetings and through various media coverage.

To foster public interest in and solicit comments on Woodbine's work to address the environmental concerns outlined in this application, the Borough also created an online petition in October 2023 that provides the community with information on these efforts and encourages them to sign to show their support. A wide range of local stakeholders were notified of this petition via email blast and, to date, nearly three dozen people have electronically signed.



**FY2024 US EPA Brownfields Multipurpose Grant
Borough of Woodbine, Cape May County, NJ**

2.b.ii Project Involvement

The Borough will create a steering committee with the same kind of community involvement described above specifically for the priority brownfields sites within the Borough that will provide assistance/information during the performance of the projects. The steering committee will be made up of residents, representatives from the Woodbine Planning Board, designated Borough Council Members, a Borough liaison, the Borough’s Green Team, and others to be involved in the cleanup and future reuse of brownfield sites in the Borough.

2.b.iii Project Roles

Name of Organization/Entity/Group	Point of Contact	Specific Involvement in the project or assistance provided
Environmental Steering Committee	Laurie Boyd, Woodbine Deputy Clerk clerk@boroughofwoodbine.net 609-861-2153	Environmental Steering Committee promotes outreach for environmental initiatives in the Borough.
Woodbine ‘Green Team’	Mayor William Pikolycky mayor@woodbineborough.net	The mayor’s office has initiated the ‘Green Team’ comprised of Borough officials, representatives of the planning/zoning boards, Chamber of Commerce, and residents for out- reach and input to assist with future outreach and reuse planning .
Woodbine Land Use Board	David Bennett, Dbennettboroughcouncil@gmail.com	The LUB consists of Woodbine Borough Council members and residents to provide public input and outreach regarding land use matters in Borough.
Chamber of Commerce	Lisa Fisher, [REDACTED]	Promotes commerce and initiatives promoted by the Borough including public input and outreach .

2.b.iv Incorporating Community Input

Project progress will be provided to the steering committee that will be established for the priority brownfields sites to engage with the community. The steering committee will be led by Laurie Boyd, Deputy Clerk for the Borough and the Borough’s liaison to the public. Additional community-based representatives include an environmental steering committee, the Woodbine ‘Green Team’, Land Use Board and Chamber of Commerce will be directly involved with the outreach and community input initiatives. The Steering committee will consist of a broad range of participants including the public. Overall, the Borough will hold several public meetings/workshops at times convenient for the community residents to present the progress of the multipurpose grant activities, solicit general comments and feedback from the public, and respond to comments. General educational meetings and public outreach, along with site-specific meetings regarding key findings and/or potential environmental risks identified for the priority sites will also be conducted, as needed. These meetings will be advertised publicly via e-mail, local newspaper(s), and Borough website, Change.org, community organizations, and social media. Reports will be available for review at the Borough office. Copies of specific output reports from the assessment activities will be made available to the public, upon request. Information will also be shared by press releases, legal ads, and other public notices, as needed. The Borough will submit press releases on the Borough’s Brownfields program to the Borough website and through press releases. If COVID-19 or other future outbreak guidelines prohibit in-person gatherings, all of the meetings will be held remotely with community input gathered either online, email or phone.

3. Task Descriptions, Cost Estimates, and Measuring Progress

3a. Description of Tasks/Activities and Outputs

The Borough is requesting \$1,000,000 in funding to implement this project for assessment and cleanup of brownfield sites in the target area.



**FY2024 US EPA Brownfields Multipurpose Grant
Borough of Woodbine, Cape May County, NJ**

3.a.i Project Implementation

The Borough’s Steering Committee liaison will oversee the development of a community involvement and outreach plan, outreach materials, and advertising to the community as described above in 2.b.iv, with the assistance from the steering committee and Qualified Environmental Professional. In the table below, the acronym SPECBID will represent specifications, contractor bidding documents, site plans, schedules, photographs, correspondence with regulatory agencies / LSRP, HASP, QAQC, daily logs and reports for contractor bidding, awarding and management, the following activities, project schedule, and outputs will take place under this grant:

Priority Site	Task/Activity	Anticipated Project Schedule	Task/Activity Lead	Outputs
Old School Site	Development plan	FY 2024	Applicant	Site Specific reuse plan
	Phase II ESA / Soil RI	FY 2024/FY2025	QEP	Assessment Reports / Remedial Action Workplan
	Soil Remediation	FY 2024/FY2025	QEP	SPECBID, Remedial Action Report; Response Action Outcome
	Community engagement	FY 2024/FY2025	Applicant	Community involvement plan

Priority Site	Task/Activity	Anticipated Project Schedule	Task/Activity Lead	Outputs
Woodbine Municipal Airport	Phase II ESA / Groundwater RI	FY 2024/FY2025	QEP	Sampling report for PFAS
	Phase II ESA / Soil/Groundwater RI	FY 2024/FY2028	QEP	Soil/Groundwater Remedial Investigation Report
	Community engagement	FY 2024/FY2025	Applicant	Community involvement plan

Priority Site	Task/Activity	Anticipated Project Schedule	Task/Activity Lead	Outputs
Foundations and Structures Landfill	Assessment Phase II ESA	FY 2024/FY2028	QEP	SPECBID, Additional monitor wells / sampling reports
	Assessment Phase II ESA	FY 2024/FY2028	QEP	Remedial Investigation Report
	Surface water and ecological evaluation	FY 2024/FY2028	QEP	Remedial Investigation Report
	Community engagement	FY 2024/FY2025	Applicant	Community involvement plan

Priority Site	Task/Activity	Anticipated Project Schedule	Task/Activity Lead	Outputs
Hat Company Site	Remediation / Asphalt pavement on	FY 2024/FY2029	QEP	SPECBID, Remedial Action Report / Remedial Action Permit for Soil; Response Action Outcome



**FY2024 US EPA Brownfields Multipurpose Grant
Borough of Woodbine, Cape May County, NJ**

	existing engineering control			
	Groundwater Remediation	FY 2024/FY2029	QEP	SPECBID, Remedial Action Report / Remedial Action Permit for Groundwater; Response Action Outcome
	Assessment	FY 2024/FY2029	QEP	Quarterly sampling reports
	Community engagement	FY 2024/FY2025	Applicant	Community involvement plan

3.a.ii Anticipated Project Schedule, iii Task/Activity, iv Outputs

While not anticipated, in the event that grant funds remain after addressing the priority sites as originally proposed, the applicant will utilize the funds to expand the investigations as needed to comply with New Jersey Department of Environmental Protection requirements (eligible activities). For example, if Phase II results indicate impacts that could be a potential groundwater or vapor migration scenario for receptors near the priority site(s), then unutilized funds will be used to conduct the required additional studies to comply with NJ environmental laws. In addition, unutilized funds will be used to prioritize sites based on the geographical location within the community. Since the target area represents the entire underserved community, selection will be based on potential exposure routes to the largest number of residents. Eligible activities will be completed within a 5-year period. See 3.a.i for a detailed schedule. The lead entity is the applicant (Borough of Woodbine). The applicant is responsible for leading community engagement and acquiring a qualified environmental consultant (QEC). The QEC will lead the environmental investigations and provide the findings to the lead entity for decision making and community engagement. The outputs will include: 1) site specific reuse plan, 2) community involvement plans, 3) Phase II ESAs (NJDEP SI/RI reports), 4) NJDEP specific Remedial Investigation, Remedial Action Workplan, Remedial Action Reports, 5) quarterly groundwater sampling reports, 6) Response Action Outcome (LSRP cleanup complete letter) for remediation projects. All outputs will be in compliance with NJDEP Site Remediation Program requirements where applicable.

3b. Cost Estimates

Below are the anticipated cost estimates for the proposed project. Cost estimates are based on past investigation/remediation projects at contaminated / brownfield sites as determined by local market standards with contractual hours based on the skills needed for specific tasks. The budget includes personnel, travel, supplies, laboratory and contractual costs only. Of the budget, ~87% will be spent on the reuse planning, site-specific assessment and cleanup tasks.

Cost Estimate for Proposed Projects including Old School Site, F&S Landfill, Hat Company, and Airport Priority Sites						
Budget Categories	Outreach	Assessment	Remediation	Programmatic Support	Re-use Planning	Total
Borough Personnel	300 hr at \$50/hr = \$15,000			200 hr @ \$50/hr = \$10,000	200 hrs at \$50/hr = \$10,000	\$35,000
Borough Fringe Benefits	300 hr at \$34/hr = \$10,200			200 hr @ 34/hr = \$6,800	200 hrs at \$34/hr = \$6,800	\$23,800
Equipment						
Supplies	\$1,000					\$1,000



**FY2024 US EPA Brownfields Multipurpose Grant
Borough of Woodbine, Cape May County, NJ**

Contractual	\$20,000	\$440,000	\$395,200	\$60,000	\$25,000	\$940,200
Other						
Total Direct	\$46,200	\$440,000	\$395,200	\$76,800	\$41,800	\$1,000,000
Indirect Costs						
Total Budget	\$46,200	\$440,000	\$395,200	\$76,800	\$41,800	\$1,000,000

3c. Measuring Environmental Results

The Borough will track results using project updates provided by consultants and other personnel to track the project outputs. Quarterly reports will be prepared and submitted to the USEPA. Project milestone and expenditures will be tracked to ensure the project is complete within the 5-year time frame. If the project is not being completed within schedule, the Borough will contact their USEPA project coordinator and create a Corrective Action Plan, if needed.

4. Programmatic Capability and Past Performance

a. Programmatic Capability

4.a.i Organizational Capacity

While Woodbine has small municipal staff – fewer than 10 to execute day-to-day tasks – the Borough regularly engages a team of extremely competent professionals who provide critical project services that include engineering and inspections, project administration, grant writing and reporting, legal and auditing services, and more. Using this approach, Woodbine has able to secure funding for and carry out important community projects of all sizes and scopes, totaling more than \$50 million over the past 40 years.

4.a.ii Organizational Structure

Woodbine operates under the Borough form of government which, according to the NJ League of Municipalities (NJLM), remains the single most popular form of local government in New Jersey. The NJLM writes, “This form dates back to the Borough Act of 1878 and was revised in 1897 and by the Borough Act of 1987. The Borough mayor is elected at-large to a four-year term. Six council members are elected at-large to staggered three-year terms. The mayor retains all general law authority, presides over council meetings and can vote in the case of a tie. The mayor appoints, with the advice and consent of council, all subordinate officers of the municipality. The council is the legislative body of the Borough. All executive responsibilities not placed in the office of the Mayor by general law or the Borough law remain with the council. Like the other traditional forms, a Borough may appoint an administrator and delegate all or a portion of the executive responsibilities to him/her. The council may also adopt an administrative code, prescribing how the council shall perform it duties. As of 2006, 218 New Jersey municipalities operate under this form.” For Woodbine, the Mayor and Council Members are as follows: William Pikolycky, Mayor; Eduardo Ortiz, Council President; Dave Bennett, Council Member; Barbara Prettyman, Council Member; Joseph E. Johnson III, Council Member; Hector Ortiz, Council Member; Mary Helen Perez, Council Member.

4.a.iii Description of Key Staff

Key municipal staff are as follows: James Craft, CFO; Laurie Boyd, Deputy Clerk; Bruce Graham, Engineer/Project Manager. Key Contracted Professionals are as follows: Richard Tonetta, Solicitor; Van Note-Harvey Associates, Special Projects Engineer; Triad Associates, Grants Consultant; Ford-Scott and Associates, Auditors; Joel Fleishman, Bond Counsel; Other Professionals, on a project-by-project basis

As noted above under Organizational Capacity, the Borough relies heavily on a competent team of municipal consulting professionals who have expertise in a wide range of disciplines covering engineering and inspections, project administration, grant writing and reporting, legal and auditing services, bond issues and more. Woodbine will engage its



**FY2024 US EPA Brownfields Multipurpose Grant
Borough of Woodbine, Cape May County, NJ**

municipal and consulting team -- which is currently working on several environmental infrastructure projects and numerous other projects -- to execute the proposal outlined herein.

4.a.iv Acquiring Additional Resources

For the past four decades, the Borough of Woodbine has retained Triad Associates as its Grants Consultant. Since 1978, Triad has represented over 150 public, private, and nonprofit development clients throughout the northeastern U.S. and the U.S. Virgin Islands. Over this time, they have ***successfully secured over \$1.4 billion in funding*** on behalf of both public and private sector clients – more than \$50 million of which has been for our small, historically-distressed community. With their extensive knowledge of the field, Triad was able to secure nearly \$1 million in grant funding from the US Department of Agriculture – Rural Development’s Emergency Community Water Assistance Grant (ECWAG) Program to conduct Remedial Action activities at the Former Woodbine Hat Company (one of the priority sites identified in this application) including the removal of seven underground storage tanks (USTs), removal of impacted soil, groundwater remediation, and removal and disposal of a PCB-containing soil. Triad’s wide range of experience with Federal and NJ State funding resources provides its staff with a high degree of familiarity with the rules and regulations governing each funding source, allowing them to effectively leverage multiple funding sources for a single project.

4.b.i (1) and (2) Past Performance and Accomplishments and 4.b.ii (1) and (2) Received Other Federal and Non-Federal Assistance

Woodbine Borough has not received a previous EPA Brownfields Grant. However, Over the past 40 years, the Borough of Woodbine has been the recipient of more than \$50 million in federal, state and county funding to carry out all manner of community and economic development activities. The Borough has a well-earned reputation for taking projects from concept to completion to closeout in a timely manner, and this is particularly true in the cases of environmental projects where, over the course of the past three decades, Woodbine has taken a comprehensive approach to addressing its needs. These needs include installing and improving the municipal water system; working with the State and County to develop and install a wastewater conveyance system to serve the community; remediating brownfield sites, to name only a few. In the past 20 years alone, and as a small sample of its accomplishments, the Borough and its team of professionals have effectively administered \$9.6 million in funding from the US Department of Agriculture – Rural Development, \$2.9 million from the US Economic Development Administration, \$10.3 million from the NJ Department of Community Affairs, and \$3.7 million from the NJ Department of Transportation. Grant compliance has been exemplary. Woodbine has received multiple grant funds over time from the above listed agencies, a feat which could not be achieved without a successful compliance history. The Borough has complied will all of the grant requirements including scope, workplan, schedule, reporting, and project progress requirements. Evidence of compliance is on file at the Borough of Woodbine and the on file with the various agencies that provided the grant funding.



Threshold Criteria

1. Applicant Eligibility

The Borough of Woodbine, Cape May County, NJ is a General-Purpose Unit of Local Government as defined under 2 CFR 200.64

2. Community Involvement

The Borough has been engaged in the community with outreach, education, and involvement with Borough initiatives for many years. Project progress will be provided to the steering committee that will be established for the priority brownfields sites to engage with the community. The steering committee will be led by Laurie Boyd, Deputy Clerk for the Borough and the Borough's liaison to the public. Additional community-based representatives include the Woodbine 'Green Team', Land Use Board and Chamber of Commerce that will be directly involved with the outreach and community input initiatives. The Steering committee will consist of a broad range of participants including the public. Overall, the Borough will hold several public meetings/workshops at times convenient for the community residents to present the progress of the multipurpose grant activities, solicit general comments and feedback from the public, and respond to comments. General educational meetings and public outreach, along with site-specific meetings regarding key findings and/or potential environmental risks identified for the priority sites will also be conducted, as needed. These meetings will be advertised publicly via e-mail, local newspaper(s), and Borough website, Change.org, community organizations, and social media. Reports will be available for review at the Borough office. Copies of specific output reports from the assessment activities will be made available to the public, upon request. Information will also be shared by press releases, legal ads, and other public notices, as needed. The Borough will submit press releases on the Borough's Brownfields program to the Borough website and through press releases. If COVID-19 or other future outbreak guidelines prohibit in-person gatherings, all of the meetings will be held remotely with community input gathered either online, email or phone.

3. Target Area

The target area is the geographical boundaries of Borough of Woodbine, Cape May County, NJ.

4. Affirmation of Brownfield Site Ownership

The Borough of Woodbine owns the priority sites (sole owner) within the Borough and affirms that the site meets the CERCLA 101(39) definition of a brownfield site as is:

- 1) Not listed (or proposed to be listed) on a National Priorities List.
- 2) Not subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into parties under CERCLA.
- 3) Not subject to the jurisdiction, custody, or control of the US government.

Property Detail Reports are attached to the application which proves the ownership and additional details of the priority sites in the Borough.



5. Use of Grant Funds

The multipurpose grant will be used to conduct reuse planning, programmatic support, community outreach, assessment and cleanup and the following:

- One (1) Site Feasible Reuse Strategy for Revitalization – **Page 9, 10**
- Four (4) Phase II ESA's following the New Jersey DEP's Site Remediation Program requirements – **Page 9, 10**
- One (1) Priority Site Cleanup receiving a NJ Response Action Outcome (No Further Remediation Letter) – **Page 9, 10**

6. Expenditure of Existing Grant Funds

The Borough does not have an open EPA Brownfields Assessment Grant or Multipurpose Grant

7. Contractors and Named Subrecipients

Not Applicable. A contractor has not been procured to implement this grant and no subrecipients have been named for this grant.