

**APPLICATION FOR AN ASSESSMENT GRANT FROM
THE US ENVIRONMENTAL PROTECTION AGENCY FOR
THE CITY OF DOTHAN, ALABAMA**

December 17, 2015

THRESHOLD CRITERIA

1. Applicant Eligibility: The City of Dothan, Alabama is an eligible grant applicant as it is a general purpose unit of a "Local Government" as defined under 40 CFR Part 31.

2. Letter from the State or Tribal Authority: A letter of support for this application was received, acknowledging and supporting the City's grant proposal to receive EPA Brownfields Petroleum and Hazardous Assessment Grant funds to conduct community-wide assessment activities within the City. Please see **Attachment A**.

3. Community Involvement: The City of Dothan has a plan in place for how it will involve the community and other stakeholders during the planning, implementation, and other assessment activities during the administration of this grant. Dothan's Long Term Plan, 2010 – 2030, covers how the public will be involved in the development of a community vision and plans for redevelopment of the downtown core. This plan lays out the creation of a public information network, focus group discussions, one-on-one stakeholder interviews, and a website for dissemination of information, public workshops, and town hall meetings. The City has been actively implementing this plan since 2007, and has held many community outreach meetings for the purpose of involving the community with the redevelopment of the Dothan's urban core. These meetings have included visioning events held by ADEM staff from their brownfields program. In addition, Dothan has enlisted environmental professionals to educate residents on how the redevelopment of brownfields can benefit the community. One of the most recent meetings soliciting the community's input for brownfields redevelopment was held on October 14, 2015, at the City complex. A visioning session led by ADEM also occurred on November 17, 2015 at the Dothan Houston County Library, where a draft of the Brownfields application was also presented to solicit input from the community.

4. Site Eligibility and Property Ownership Eligibility: This grant is a community-wide assessment grant. As such, this section is not applicable.

1. Community Need

1.a Health, Welfare, and Environment

i Targeted Community Description

Dothan (Incorporated 1885) is located in Houston County; the last of Alabama's 67 counties to be formed. Houston County is located in the extreme southeast corner of Alabama and shares borders with Georgia to the east and the Florida to the south. Present day Dothan sprang up at the intersection of two major Native American trails by a natural spring that became known as Poplar Springs. Cotton was king in the south, and also in Houston County, and it gradually replaced the timber industry. The economy of Dothan began to develop further as railroads came in to service the agricultural economy. However, due to the rise of a tiny little know insect, the boll weevil, cotton crops were decimated in 1910. In another effort to revive the economy, the area turned to production of peanuts. George Washington Carver spoke at what became the first annual peanut festival in 1938, when Dothan became known as the "Peanut Capital of the World. Dothan's post World War II economy transitioned to include significant industrial production, and regional retail shopping market. With that, Dothan also became a major rail corridor serving southeast Georgia, northwest Florida and southeast Alabama. US Highway 231 became a major route for vacationers from across the Southeast to the beaches along the Florida Gulf Coast. Since Hwy 31 passes through the heart of the City, Ross Clark Circle ("the circle") was built as a bypass to help alleviate traffic strain on the downtown area. However, over the years, it seems the circle has become more prominent as a boundary, somewhat dividing the City. New residential and retail development occurs primarily outside the circle, which has evolved into a classic case of

suburban sprawl. “Inside the circle” has slowly declined. The worst of that condition is the target and focus of this application.

The local economy is continuously evolving, but it hasn’t been without struggle. Unemployment in the city has risen from a low of 2.7 percent to a high of 11.3 in 2010. The Ross Clark Circle has drawn business away from the downtown area, leading to a rise in unemployment; from a low of 2.7 to a high of 11.3 as of 2010. The downtown area has also incurred a significant decline in the tax base, while poverty and crime rates have steadily increased. Therefore, “inside the circle” will be the target of this grant application; specifically, downtown and the immediate surrounding areas. The target area includes much of US Census Tracts 406 and 412 and 414, and coincide with Dothan’s Enterprise Zone and its CDBG area. Census Tracts 406 and 414 adjoin each other north of downtown and encompass western and eastern portions of the target area, and Census Tract 412 adjoins both of these tracts to the south and includes much of the south portion of the downtown area.

ii Demographic Information

Businesses and residents at the core of the city are struggling even though those nearer to Ross Clark Circle appear to be prospering. The demographic picture of the target area presents a stark contrast to other areas in the city, county, and state. High minority population and unemployment rates coupled with aging dilapidated and abandoned housing and commercial properties characterize the target area. The highest number of brownfields in the city are located in this demographic area. Based upon an initial survey performed by the city, over 50 vacant properties are located just within these three census tracts. The following table represents the disparity of the target area compared with national, state, and county average statistics.

	US	Alabama	Houston County	Dothan	Census Tract 406	Census Tract 412	Census Tract 414
Population	311,536,594	4,779,277	102,236	65,446	2,292	2,330	3,120
Unemployment Rate	9.7%	10.8%	8.2%	7.1%	26.1%	17.2%	14.5%
Poverty Rate	13.8%	18.6%	18.0%	17.8%	56.0%	35.7%	41.8%
Percent Minority	27.6%	31.5%	29.5%	37.1%	86.6%	61.9%	82.0%
Median Household Income	\$53,046	\$42,253	\$40,948	\$24,125	\$13,429	\$17,134	\$22,021
Other Demographic Information							
Per Capita Income	\$28,155	\$23,680	\$23,316	\$24,866	\$9,229	\$13,389	\$12,310
Median Family Income	\$64,719	\$54,362	\$52,214	\$52,530	\$14,487	\$28,846	\$25,313
Population on Food Stamps/Snaps	12.40%	12.50%	12.10%	10.8%	47.9%	39.3%	38.0%
Individuals under 5	6.4%	6.3%	6.5%	6.9%	5.0%	7.7%	9.6%
Individuals over 65	13.4%	14.2%	14.9%	14.7%	10.8%	17.5%	15.2%
Female Householder /no husband present	13.0%	15.3%	15.9%	39.3%	34.2%	25.6%	31.8%
Families Below Poverty Line	11.3%	14.3%	14.2%	13.6%	57.4%	31.5%	34.4%
Households built before 1960	30.0%	19.7%	17.2%	NA	67.2%	43.9%	52.6%
Households with no vehicle available	9.1%	6.4%	6.4%	NA	33.1%	30.2%	14.7%
Vacant Housing Units	12.5%	15.6%	13.7%	NA	28.2%	20.2%	20.9%

Data are from 2009-2013 American Community Survey on American Fact Finder at: [http://factfinder.census.gov/faces/tableservices/isf/pages/productview.xhtml?pid=ACS_13_5YR_DPO3_DP04 & DP05](http://factfinder.census.gov/faces/tableservices/isf/pages/productview.xhtml?pid=ACS_13_5YR_DPO3_DP04&DP05)

Bold type indicates significant statistical disparity

As you can see from the table above, significant disparities exist in every category. Most notable, families living below the poverty line are up to **five times that of the national average**. Unemployment averages over twice that of the national average of 9.7%. Up to 67% of the houses in these census tracts are over 55 years old and as much as 28% of them are vacant. As much as one-third of the people within the targeted area have no means of transportation. A substantially higher percentage of sensitive populations also exist in some of these census tracts including 17.5% elderly in Census Tract 412 and 9.6% under 5 years of age in Census Tract 414. The average minority population (nearly 77%) of the targeted area combined with these disparities indicates environmental justice an issue of concern within the projects targeted area.

iii Description of Brownfields

Our city has identified over 25 brownfield properties within the targeted area. An inventory of priority sites was developed in September and October of 2015. Prioritization of those sites was determined through evaluation of the following factors: concern expressed by the public through community outreach meetings, potential environmental threat, marketability of the site, redevelopment interest expressed by developers or others, and sites where redevelopment fits into the framework of Dothan's Long Range Development Plan. Of the 25 sites, five have been determined to have the highest priority. These sites include:

- the former Domco(Dothan Oil Mill Company) Plant located at 805 Newton Street
 - the former power substation located at the corner of Whiddon and Linden Streets
 - the former Discount Cleaners at the corner of Montana and Powell Streets
 - the former Ansel Plant located at 1635 Industrial Boulevard
 - Monument Street power substation and United Warehouse located on Monument Street
- The former Domco site was the location of a peanut factory constructed in 1922. Structures on the site were removed and sold for scrap in 2009. The site is surrounded by a residential neighborhood including a local church, Allen Temple Church of God in Christ. Dumping of tires and other waste has occurred at the site but the former use of hexane warrants the most environmental concern. One city commissioner has referred to the site as a toxic waste dump, which bolsters the public perception of this site as a brownfield. There is also a concern of herbicides and pesticides present from years of processing peanuts.
- The former power substation is now a vacant site. However, several environmental concerns still need to be addressed. PCB containing oils may have been used at the former substation and extensive use of herbicides is also a concern. Although power equipment was removed from the site years ago, vegetation will not grow on much of the property. The site is bordered by Aunt Katie's Community Garden which has shown interest in expanding onto the property, but not without the environmental issues being addressed.
- The two former dry-cleaning facilities are located across from each other on the same street corner. Both the Discount and Swiss Cleaners have been closed for years and lay in disrepair, despite the fact they are both located on a prominent, marketable street corner. Stoddard solvents and chlorinated solvents are both of concern and there has been no environmental work to determine whether these contaminants have migrated into the soil and groundwater beneath the site. The site is located about one block upgradient from the community garden.
- The former Ansel Plant is located just north of Ross Clark Circle but has redevelopment interest that could potentially create jobs for residents living in the targeted area located less than two miles to the south. The plant closed in 2009, and has remained largely vacant. Potential environmental concerns include the possible use of volatile organics in the manufacturing of latex medical supplies.
- The former Monument Street Substation and United Warehouse are both located near the city center. The City is considering these and surrounding properties for the potential development of a stadium venue to house a minor league baseball team. Dothan previously had two minor league teams, but needs new facilities to attract patrons and population to the Downtown District. A major railroad line passes through the Downtown District next to these properties. Several environmental concerns persist such as the broad use of herbicides associated

with railroad maintenance and PCB containing equipment associated with the electrical substation. The potential storage of fertilizers is also a concern associated with past usage of the United Warehouse.

iv Cumulative Environmental Issues

Not only does the targeted area of Dothan struggle from the impacts of brownfields, there are numerous cumulative environmental issues that have also impacted the greater community. According to scorecard.com, Houston County is in the 90th percentile for having the worst air quality in the US regarding developmental toxin releases. Houston County is also ranked in the 90th percentile for having the worst land releases in the US. Lead and asbestos exposure is also a strong concern in the targeted area. Scorecard.com reports that across the US, almost a half million children - 2.2% of all preschoolers - have enough lead in their blood to reduce intelligence and attention span, cause learning disabilities, and permanently damage a child's brain and nervous system. With as much as two-thirds of the homes in the targeted area constructed prior to 1960 (according to the US Census), lead based paint is another cumulative environmental issue that needs to be addressed. In addition, stormwater and wastewater contribute to the overall cumulative environmental issues. Dothan is currently under a Consent Order from EPA to address sanitary sewer overflow issues. Also, two major railroads run right through the targeted communities generating concern for potential contaminated runoff from years of herbicide application at both railroad sites, as well as various nearby brownfield sites. Contaminants, such as benzo (a)pyrene and tetrachloethylene (PCE), have shown up in the municipal water supply. Although these contaminants are currently below EPA maximum contaminant levels (MCLs), they are an indicator that runoff from brownfield sites, like abandoned gas stations and dry cleaners, could be migrating into the drinking water supply.

1.b Impacts on the Targeted Community

Exact impacts from brownfields in the targeted area cannot fully be known without much needed site assessments. Potential impacts from these sites include specific contaminants are described in the following sentences. **1)** Hexane was known to be a chemical used at the former Domco Plant for the processing of peanuts. Hexane has been shown to potentially cause neurological, skin and digestive diseases. **2)** PCBs were commonly associated with electrical equipment utilized at the former power substations located at both Monument Street and the corner of Whiddon and Linden Streets. According to the EPA, PCBs have been shown to cause cancer in animals. PCBs have also been shown to cause a number of serious non-cancer health effects in animals, including effects on the immune system, reproductive system, nervous system, endocrine system and other health effects. **3)** The two abandoned dry cleaning facilities at the corner of Montana and Powell Streets are also cause for concern. Chlorinated solvents were commonly used at these facilities and could have leaked into the soil and groundwater beneath the site. According to Cornell University publications dry cleaning chemicals have a known link to breast cancer. These chemicals can also cause a host of health problems such as kidney and liver damage, liver cancer, respiratory ailments and neurological disorders. **4)** The former Ansel Plant produced latex medical products prior to its closure. The manufacturing process generally uses VOCs, such as toluene to extrude the latex, which has been linked to skin conditions, bladder cancer, neurological disorders and eye, ear nose and mouth problems.

Sensitive populations experience greater risk from exposure to these contaminants. The CDC Health Disparities & Inequalities, US 2011, discusses how people working in low socioeconomic circumstances are at increased risk for mortality and unhealthy behaviors as well as inequality of health care. The report went on to state that African Americans have the highest percentage of population living in inadequate, unhealthy housing. African American women were found to have a mortality rate 2.4 times higher than that of Caucasian women. Similar statistics have been found to be true in southeast Alabama. In their 2007 report, Indicators of Health Status in Alabama, the Alabama Department of Public Health reports that the Wiregrass Region (which includes Dothan) has the second highest cancer rates in the state, which is **26%** higher than the national average. Some types of cancer, such as ovarian cancer, is **30%** higher than the national average and **15%** higher than the state average. Neurological disorders are even worse. The rate of Alzheimer's disease is **42%** higher than the state average, and **93%** higher than the national

average. Chronic respiratory diseases in Houston County is reported to be approximately **19%** higher than that of the national average. Infant mortality is **24%** higher in Houston County than the national average, and African Americans in Houston County have a **15%** higher infant mortality rate than Caucasians. Of post neonatal deaths, African Americans have a **600%** greater death rate than Caucasians in Houston County. According to 2013 CDC and Houston County data, low birth rates in Houston County were **46%** higher than that of the US average.

Sensitive populations are present within the targeted area, and are at risk of contamination from brownfield sites. According to US Census Data from 2013, the minority population living in the targeted census tracts is nearly triple that of the US average. The percentage of minorities living in neighborhoods surrounding the brownfield sites previously discussed is even higher. The rate of elderly population (> 65 years old) is 30% higher in Census Tract 414 than the national average, while the percentage of children under five is 50% more than the national average in Census Tract 412. Brownfields also appear to be having a financial impact, since census tract 406 contains five times the national average for the number of families living in poverty. The per capita income is between 2 to 3 times less than the national average in these census tracts, suggesting that many of these people really are “working for peanuts” in the peanut capital of the world.

1.c Financial Need

i Economic Conditions

In 2012, a consent order was received from EPA pertaining to sanitary sewer system overflows. Complying with the consent order has resulted in unforeseen expenditures. For the period of 2012- 2015 the City incurred costs exceeding \$11 million for engineering design services to remedy the sewer system. In early December 2015, the City announced a decision to borrow up to \$30 million for implementation of sewer upgrades. As good stewards of the people’s money, City leaders have placed emphasis on budgetary constraints to direct as much revenue as possible to resolve the sewer issues and corresponding debt. Accordingly, many city projects and expenditures are being postponed.

Dothan’s economic conditions have been significantly impacted by the loss of major employers and cutbacks at others resulting in significant unemployment. Business closures have resulted in a significant number of brownfields inside the circle of Dothan. The following table lists some of the larger business closures and job losses over the past 10 years.

Company	Action	Loss
Wayne Farms	Staff Reductions	560 employees
Pemco World Services	Staff Reductions	500 employees
Sara Lee Corporation	Plant Closing	135 employees
West TeleService Corporation	Plant Closing	200 employees
Verizon Wireless	Staff Reductions	50 employees

ii Economic Effects of Brownfields

Brownfields are having a definite economic impact upon neighborhoods in the targeted area. Since 2000, US census reports show population declines up to 17% in some of the targeted census tracts. This decline in population underscores the perception that people want to move away from these neighborhoods due to the brownfields. Redevelopment, and establishment of new business has been hindered by the perception of contaminants associated with these properties. The statistics below are a strong indicator of the impact that brownfields are having on the surrounding community and local economy.

- Median family income of the targeted area is less than half of the national average.
- Median household income averages more than 35% of the city-wide average and close to 50% below the national average.
- Unemployment within targeted areas is up to 50% higher than the national average.
- Per capita income is three times less than the national average and it has dropped by 17.5% in Census Tract 412 during the past decade.
- Home ownership has dropped in some of the targeted census tracts as much as 9% in the last decade.
- Median property value is depressed in the target area, averaging less than 64,000 per home.
- Percentage of vacant properties in the targeted area is near 25%.

Such figures, coupled with the concentration of brownfield sites within the redevelopment area, indicate concern for environmental justice issues within the targeted area. In addition, Census tracts 406, 412, and 414 cover much of the targeted area, and are eligible for area wide benefits under the US Department of Housing and Urban Development's (HUD) Community Development Block Grant (CDBG) Program, a good indicator of the overall blight within the community. At least 25% of retail storefronts are currently vacant: a major contributor to the high turnover and business closings inside the circle of Dothan.

Our brownfields sites once served as economic engines providing stable long term employment for thousands of blue collar laborers. We acknowledge that certain industries of the past are gone. Accordingly, a coalition of partners (City, Chamber, State agencies and others) are constantly seeking new industries to replace those lost. Dothan's Wallace College, with its award winning jobs training program, stands ready to prepare all levels of workers with the skills necessary to get back in the work force. What Dothan needs to attract new employers are sites that are development ready with existing infrastructure, and property owners made comfortable in moving forward to negotiate sales transactions. Brownfields assessment funding provides for the critical first step of the process in opening the door for higher and better uses of our shuttered properties. The resulting redevelopment would then create jobs that yield a positive impact upon the lives of underserved people, and the local economy. Therefore, we believe in the viability and potential of our plan. We are prepared to meet the challenges of making our core communities better places to live and work. And, we are prepared to execute a successful brownfields assessment project as the foundation of a greater quality of life in Dothan, Alabama.

2.0 Project Description and Feasibility of Success

a. Project Description

I. Project Description:

The City of Dothan is requesting a US EPA Brownfields Community-wide Assessment Grant for hazardous substances and petroleum in the amount of \$400,000. Although we understand that the use of this funding may be utilized anywhere within our jurisdictional limits, the City plans to focus most of the funding on areas also eligible for CDBG funding that includes the better part of Census Tracts 406, 412, and 414. This project aligns perfectly with the City of Dothan's Long Range Plan 2010 to 2030. The City formulated the plan based on community outreach and visioning sessions with the public and it is aimed at the revitalization of the inner core of Dothan, located inside Ross Clark Circle. Accordingly. Our reference to "inside the circle" serves as a guiding principle for the primary focus of our brownfields program. Our plan has several primary goals that dove-tail with EPA's brownfields funding objectives. These include: improving quality of life in the targeted area, improving community health, improving housing quality, improving the environment, and creating job opportunities for local residents.

In order to achieve the goals of Dothan's Long Range Plan, members of the community helped identify steps that need to be taken. These steps included:

- *"Invest in "destination developments" drawing people from the city and beach traffic into the core of Dothan.*

- *Encourage development of affordable housing in the greater downtown area.*
- *Upgrade existing parks and “look for new opportunities to develop neighborhood parks”.*
- *Encourage commercial redevelopment with small strip centers that would include health care facilities such as doctor and dentist offices.*
- *Encourage industrial development that provides walkability, but will not include heavy industry or other manufacturing or processing industries, which create foul odors or toxic emissions or noise levels higher than the acceptable.”*

Source: City of Dothan Long- Range Development Plan 2010-2030

With public input, we have selected sites to be assessed that will help achieve the above referenced goals. These sites have already been discussed in the Community Need section of this application. **1)** Dothan has interest in redeveloping the former Domco Plant into either affordable housing or a neighborhood park. Either would be a great improvement for the surrounding residents rather than the existing condition of an overgrown enclosed property. **2)** The former power substation, located at the corner of Whiddon and Linden Streets, has current redevelopment interest that would contribute to local health and nutrition concerns. Aunt Katie’s Community Garden is located adjacent to the property and is providing fresh produce to the surrounding residents. By expanding to the adjacent property, much more of the communities needs for healthier foods-produced within walkable distances- could be met. In fact, the Director of Katie’s Garden educated us to understand that he could place three raised tunnel houses upon the existing adjacent brownfield site and cultivate the equivalent of three acres of farmland, and he can do that year round. What a tremendous outcome from a brownfields assessment action. **3)** In addition, the surrounding community would strongly support development of a commercial health care business at the former Discount Cleaners site located at the corner of Montana and Powell Streets. That intervention could provide the needed catalyst for a commercial node to evolve at that location. **4)** The former Ansel Plant located at 1635 Industrial Boulevard once employed hundreds of people in the area, and could provide much needed employment for people living inside the circle. The City has obtained an access agreement and is prepared to join with our local civic partners in soliciting candidates for its productive reuse. **5)** Redevelopment of the Monument Street Substation in the downtown area is a must for creating destination developments such as an aquarium, an amphitheater or a stadium for professional sports. The City of Dothan owns surrounding properties, providing an opportunity to aggregate the space needed to create such a development. These properties and many more are ready for redevelopment pending much needed assessment of the environmental issues related to those properties. The funding that the EPA brownfields grant provides fits well with the redevelopment plans already visioned for the targeted area.

II. Project Timing:

We have been actively engaged in preparation for this grant. The City understands that Community-wide Assessment Grants must be completed within a three year period. We have made a significant commitment to the tasks of organizing, planning, community outreach, partnership development, visual site inspections, records searches, property owner contacts, development of an inventory, and acquisition of property access agreements sufficient to provide work tasks ready for addressing on day one of the project. Also, we have educated and engaged the local media who has assisted us with reporting on the goals and processes of the brownfields program. We have knowledgeable staff in place with professional experienced in both the state and EPA brownfields programs as well as brownfields project management experience. We are ready to proceed.

The City of Dothan will adhere to the Brownfields Programmatic Requirements as stated in Section VI.E of the Guidelines for Brownfields Assessment Grants. The grant will be managed by City Planner Bob Wilkerson. Wilkerson will issue an RFQ for the project within 45 days of award announcement, and have in place a contract with the selected consultant within 75 days of award. Wilkerson will also provide work plans, quarterly reports, and other

required documentation as requested by EPA. Understanding that obtaining property access agreements are sometimes a major hindrance to project timelines, Wilkerson solicited the help of Mr. Matt Parker of the Dothan Chamber of Commerce. Matt has been instrumental in helping Wilkerson obtaining access agreements, and will continue to assist the city as a committed partner in the brownfields project. Established partnerships like these are invaluable for a successful project outcome.

III. Site Selection: With public input, the City has prioritized several sites as discussed in the previous sections. Additional sites will be prioritized based on several factors, such as: potential threat to human health and/or the environment, level of interest in redeveloping the site, potential for job creation, potential cost for assessment and cleanup, and redevelopment potential based on location of the site. Citizen and stakeholder input will continue to be considered under the project’s community outreach agenda. In addition, sites that may potentially be purchased by the City will also be considered for priority. Tasks to be completed will include ongoing public outreach events, conducting an estimate 12 Phase I ESAs, 8 Phase II ESAs, and developing up to 6 cleanup plans where needed for sites that have interested buyers or those that have a high potential for redevelopment. Property Profile Forms will be submitted for all sites where Phase I ESAs are conducted.

2.b. Budget

The proposed budget for the EPA Community-wide Assessment Grant is presented in the following tables.:

Budget for Petroleum Assessment Grant Funds

Budget Categories (Programmatic costs only)	Tasks					Total
	(Task 1) Programmatic Costs	(Task 2) Community Outreach	(Task 3) Phase I Investigations	(Task 4) Phase II Investigations	(Task 5) Cleanup Planning	
Personnel	\$5,000					\$8,000
Fringe Benefits						
Travel	\$4,800					\$4,800
Equipment						
Supplies		\$2,700				\$2,700
Contractual	\$5,000	\$4,000	\$28,500	\$120,000	\$30,000	\$177,000
Other						
Total	\$14,800	\$6,700	\$28,500	\$120,000	\$30,000	\$200,000

Budget for Hazardous Assessment Grant Funds

Budget Categories (Programmatic costs only)	Tasks					Total
	(Task 1) Programmatic Costs	(Task 2) Community Outreach	(Task 3) Phase I Investigations	(Task 4) Phase II Investigations	(Task 5) Cleanup Planning	
Personnel	\$5,000					\$8,000
Fringe Benefits						
Travel	\$4,800					\$4,800
Equipment						
Supplies		\$2,700				\$2,700
Contractual	\$5,000	\$4,000	\$28,500	\$120,000	\$30,000	\$177,000
Other						
Total	\$14,800	\$6,700	\$28,500	\$120,000	\$30,000	\$200,000

Hazardous Substance and Petroleum are addressed by separate detailed budgets: task descriptions are broken out in the following:

Task 1, Programmatic Costs: The City of Dothan is expected to incur certain programmatic costs associated with the implementation of the EPA Community-wide Assessment Grant. These costs will include time associated with preparation of quarterly reports, acres database reporting, financial reporting, meetings and communication with EPA, among other tasks. Dothan estimates approximately \$20,000 for these costs which will be split evenly (\$10,000 each) between petroleum and the hazardous substance grants. These costs will be split evenly between the City and a qualified contractor and will be spread across all tasks.

Travel to conferences has been included in these costs. Dothan staff will attend two national brownfields conferences and the Region 4 EPA New Grantees Meeting to gain additional insight for ensuring the success of the City's brownfields program. We anticipate cost for two attendees to attend two national conferences at \$2,000 per person per conference, which equals a total cost of \$8,000. Our personnel budget shows a total of \$8,000, which would allow two representatives to attend the two national conferences (or \$4,000 for each of the petroleum and the hazardous substance grants). We also budgeted a total of \$1,600 for two representatives to attend the Region 4 EPA New Grantees Meeting (or \$800 for each of the petroleum and the hazardous substance grants).

Task 2, Community Outreach: The budget for this task is for cost associated with engaging and educating the community concerning brownfields, preparing a Community Involvement Plan, and involving stakeholders in the process. Some staff members will be involved in the outreach activities, which is anticipated to cost approximately \$5,000 for both the petroleum and the hazardous substance grants. However, we will employ a qualified and experienced contractor to assist in the outreach efforts, which are projected to cost approximately \$12,000. EPA funding for this task will be used to cover costs associated with meeting notification and provision of meeting materials, such as large scale maps, informational handouts, and proposed schematic designs, (cost estimate: three years of outreach @ \$2,000 year = \$6,000 for each of the petroleum and the hazardous substance grants).

Task 2, Phase I ESAs: Upon suitable review, ranking and selection by the City, approximately 12 Phase I ESAs are estimated to be conducted. The Phase I ESAs for some of the smaller properties, such as old service stations and dry cleaning operations are estimated to average approximately \$3,000 each. The City of Dothan plans on performing approximately 5 of these smaller Phase I ESAs, which will cost approximately \$15,000 to complete. Dothan estimates that 7 Phase I ESAs will be completed on larger commercial and light industrial properties at approximately \$6,000 per site for a total of approximately \$42,000. Therefore, we are budgeting \$57,000 for the 12 Phase I ESAs. Approximately one-half of the Phase I ESAs will be conducted on petroleum sites and therefore \$30,000 of the total cost is budgeted for petroleum sites and \$30,000 is budgeted for hazardous sites. Phase I ESAs will be performed in accordance with EPA's All Appropriate Inquiries rule per 40 CFR Part 312 and the ASTM E1527-05 standard. This work will be subcontracted to a qualified environmental consulting firm that will be selected through a qualifications-based selections process.

Task 3, Phase II ESAs: The City estimates that eight Phase II ESAs will be completed at \$30,000 per site for a total cost of \$240,000. This cost will be split evenly between the budget for hazardous and petroleum sites, which equals \$120,000 for hazardous sites and \$120,000 for petroleum sites. These estimated costs are only an average based upon previous work conducted in Dothan, and will likely vary from site to site. Phase II ESAs will be performed in accordance with state and/or federal ESA standards and/or state UST standards for performing environmental assessments and will be governed by QAPPs and Health and Safety Plans that will receive prior EPA approval before beginning the Phase II ESAs. The Phase II ESAs will focus on the nature and extent of contamination so that cleanup alternatives and estimated cleanup costs for redevelopment purposes can be determined.

Task 4, Cleanup Planning: We estimate completing clean-up plans for six sites at an estimated cost of \$10,000 per site for a total cost of \$60,000. Approximately one-half of the cleanup planning will be conducted on petroleum sites,

therefore \$30,000 of the total cost is budgeted for petroleum sites and \$30,000 is budgeted for hazardous sites. This task involves preparing an Analysis of Brownfields Cleanup Alternatives (ABCA), which will include conducting a feasibility study of remedial options and estimating cleanup costs based on specific or various redevelopment scenarios for the sites where Phase 1 ESAs were conducted. The majority of this task will be conducted by the environmental consultant selected to perform the assessments. Existing economic development plans and public input through community outreach will be utilized to direct redevelopment alternatives.

iii) Leveraging

There are many sources of leveraging that the City of Dothan is currently, or will be drawing from in order to facilitate redevelopment in the targeted community. **1)** The DDRA (Downtown Dothan Redevelopment Authority) non-profit, has purchased the historic Howell School property located in the center of our targeted area. The DDRA has assembled a group of interested developers and investors who are studying the feasibility of saving the historic structure while creating a surrounding senior living village. If realized, implementation of that project will correlate to millions in leveraged development and serve as a major catalyst within the NBCAR District (an African American historical district) at the heart of our targeted area. Howell School is a brownfield site within our inventory; the property served a variety of purposes over the years including textile production in recent times. **2)** ADEM is already providing in-kind services, including facilitating visioning events with the impacted community. **3)** The Houston County Board of Education has purchased the former Sears complex that occupies approximately 98,000 square feet within the targeted community. They are underway with redevelopment of the facility into a workforce training center providing skilled labor for new businesses. **4)** The City of Dothan will continue to utilize state brownfield incentives. With the passage of the State Alabama Brownfield Redevelopment and Abatement Act in 2004, the City of Dothan, Houston County and Dothan Area Chamber of Commerce have been very aggressive in addressing private properties that were considered brownfields, working to spur redevelopment and reuse. Five major properties have been redeveloped to date using ADEM incentives. These incentives include low-interest loans from ADEM's revolving loan fund and the Alabama Department of Revenue's brownfields tax abatement incentives. **5)** The Wiregrass Foundation, a frequent funding partner with City initiatives has expressed interest in future opportunities focused on the targeted area. Outcomes of assessment and redevelopment planning under the grant will determine the Foundation's potential funding interest. The Wiregrass Foundation provides \$4 million per year in grant opportunities for the Wiregrass Region.

3.0 Community Engagement and Partnerships

3.a Plans for Involving the Affected Community

i Community Involvement Plan

The City of Dothan has a plan for involving the community, and has been implementing this plan as part of the implementation of the City's Long Range Plan for over seven years. In March of 2007, the Planning and Development Department enlisted the public to help shape the future of Downtown Dothan. They distributed a survey within resident's utility bills requesting their input, posted the survey on Dothan's website, and also included it in a series of articles in the local newspaper (The Dothan Eagle). Dothan's survey efforts were successful, receiving over 1,700 responses. Dothan learned from those surveys that most people were dissatisfied with the condition of the downtown area. They also discovered that people wanted to see more entertainment venues and attractions in the downtown area. They also expressed their interest in seeing job opportunities expanded. The focus of Dothan's brownfields revitalization efforts leading up to this grant application has been to further draw the public into the overall redevelopment planning process. This includes holding community outreach meetings on a regular basis, such as the one that was held on October 14th, 2015, with over 50 people in attendance. The meeting had a successful turnout after being advertised on local news channels and the local newspaper. Flyers were also distributed throughout the community, and meetings were also posted on Dothan's website. Similar notifications will be utilized throughout the grant implementation period. The City of Dothan will also keep citizens and stakeholders informed

through press releases; social media (Facebook and Twitter page), and scheduled community outreach events. There is not a significant percentage of Spanish speaking population living within the targeted area. Therefore, all materials related to this project will be printed in English. However, any of these materials may be translated upon request.

ii Communicating Progress

Dothan will communicate progress to the community and stakeholders through a variety of methods. Information updates will be provided on the City's webpage. Ongoing community outreach will be conducted via presentations to civic, faith-based, and professional organizations. Public meetings will occur consistent with project milestones.

V.B.3.b Partnerships with State and Local Agencies: See Attachment "B"

The City of Dothan will rely on partnerships that are already in place and have been in place for years. Dothan will also continue to expand its partnerships in order to ensure successful brownfields revitalization. Partnership letters contained in attachment "B" verify the commitments of the following:

- **Southeast Regional Planning and Development Commission** – Commits to drawing potential new businesses to locate at brownfield sites.
- **Houston County Health Department** – Pledges their support by providing health monitoring and statistics for the areas surrounding the brownfields sites. The HCHD will also focus on the older residential structures which may include residential lead-based screening.
- **Downtown Dothan Redevelopment Authority** – the Dothan Downtown Redevelopment Authority (DDRA) was formed to be a catalyst for the city's redevelopment efforts, and to streamline the processes for private developers to build and remodel in the Dothan Downtown district.
- **Wallace Community College** – The City of Dothan will seek to match students from the training program with perspective employers that will be redeveloping properties at the city's brownfield sites. Wallace Community College offers a job training program and commits to assisting with job training for new businesses relocating to the brownfield sites. Some of the job training includes electrical, plumbing and construction work.
- **Houston County Board of Education** – The Houston County Board of Education has pledged to convert the former Sears Complex on Main Street into a work force training facility that will train workers for incoming businesses. The facility is located within the grant's targeted area and provides over \$7.5 million in leveraging toward the targeted area's revitalization.

V.B.3.c Key Community Based Organizations: See Attachment "B"

The following organizations have entered into a partnership role for this project: Their letters of Commitment are also contained in attachment "B".

- **The Dothan Area Chamber of Commerce** – Provides the energy and direction for programs and services for their members. The Chamber of Commerce will commit to supporting the grant by attracting new businesses to brownfield properties and will assist in obtaining access agreements.
- **NBCAR Historic District** – Has already been at work supporting redevelopment efforts in the targeted area. Their support has included engaging architecture students from Tuskegee University to assist in redevelopment planning for the district. NBCAR commits to continue effort in facilitating improvements within the targeted area.
- **The Wiregrass Foundation** – The Wiregrass Foundation will support this grant by working with the City of Dothan to offer input as a stakeholder, and potential leverage funding as described in Section 2.0.iii.

4.0 Project Benefits

4.a Health and/or Welfare and Environmental Benefits

i Health and/or Welfare Benefits

There are a high number of brownfields in the target area that may be contributing to health disparities within the area. Award of this assessment grant is the much needed beginning to addressing the unknown environmental issues with these brownfield sites and their ultimate redevelopment. Each of the sites identified for assessment bring health/welfare benefits to the targeted area. For example, **1)** A third of the people in the targeted area do not have any means of transportation, as shown in the Community Need section. Redevelopment of the former Ansel plant would provide employment within walkable distance to many residents living within Census Tracts 406 and 414. Proximity of those jobs would contribute to healthier quality of life by providing employment within walkable distance of residential neighborhoods. **2)** The former Domco site can also improve the quality of life for residents through its potential redevelopment into affordable housing with ample greenspace for passive enjoyment, children's recreation, and residential community farm plots, **3)** Redevelopment of the former substation adjacent to Aunt Katy's Community Garden would further benefit the health of the community by providing the means for producing fresh organic vegetables twelve months of the year. A tunnel house operation on the site could produce food equivalent to three acres of farmland. Many elderly residents rely on the garden for access to fresh greens and vegetables within walkable distance of their homes. **4)** Redevelopment of the former dry cleaning facilities into a needed health care facility or clinic would keep residents in the community from having to travel long distances for medical care. Currently, many residents within the targeted area fail to receive adequate health care due to the complications associated with lack of local access. This would also benefit a community building initiative by serving as the basis for a community services node at the intersection of Montana and Powell streets. **5)** Redevelopment of the Monument Street substation and the United Warehouse properties into Dothan's destination development would be the beginning of creating a more vibrant downtown environment. The City recognizes the need for increased entertainment and recreational venues at the core of the city. Such redevelopment would also serve as a catalyst for transformation of many vacant and blighted properties, into economic engines providing greater opportunities for retail jobs and services in an underserved downtown district.

ii Environmental Benefits

Specific benefits from our proposed project include the following: **1)** Addressing the dry cleaning sites could result in the ultimate removal of chlorinated solvents from surface/subsurface soils, groundwater and air. Carbon tetrachloride and perchloroethylene are common contaminants found at dry cleaning sites. These contaminants are associated with colorectal cancer, breast cancer, prostate cancer, and low birth weight according to ASTDR's toxfaqs. Removal of known existing contaminants, such as benzene, carbon tetrachloride, perchloroethylene, trichloroethylene, benzene and heavy metals, will improve the community's overall health by lowering or removing the threats of: cancer; and damage to the liver, kidneys, and nervous, reproductive and hematopoietic systems. **2)** Addressing the brownfields in the targeted area will reduce runoff from potentially contaminated sites. For example, some of the sites were served by railroads that typically have high concentrations of arsenic in the shallow soils from the broad use of herbicides. Identification of these contaminants through assessment of the brownfield properties may ultimately result in remediation that reduces the contaminants migrating into nearby Poplar Springs and downstream river bodies. **3)** Redevelopment of brownfield sites would help the environment by increasing both the intervention of greenspace and infrastructure for walkability, thereby reducing the area's carbon footprint. **4)** Repurposing of these sites would benefit Dothan by emphasizing redevelopment as a means of mitigating urban sprawl and preserving local natural habitats such as our eastern spotted skunk and long tailed weasel. Dothan's recent establishment of a massive Forever Wild Preserve in the heart of a "sprawl zone" is evidence of the both the City's and Citizen's readiness to embrace stronger environmental stewardship. Brownfields redevelopment is key to Dothan's capability for driving development back to the core and away from our woodlands, farmlands, and pastures.

4.b Environmental Benefits from Infrastructure Reuse/Sustainable Reuse

i Policies, Planning, and Other Tools

The City of Dothan is fully committed to promoting sustainable redevelopment of brownfield properties. On Page 70 of our Long Range Plan, we state that one of our guiding principles is “to endeavor to restore, promote reinvestment in, maintain and enhance historic and human orientation of our downtown as a destination and urbanized traditional neighborhood. We understand that to achieve this goal, we have to employ smart growth principles that favor sustainable reuse over a short term focus.” That is why Dothan has enacted numerous policies and ordinances that promote this position. **1)** Dothan passed Zoning Ordinance 114-77 requiring anyone developing property for nonresidential use, or multi-family dwelling within the targeted area, to have a development plan. The Plan requires approval by the City to ensure that the development will be consistent with adopted principles for sustainable development. In addition, Dothan’s Long Range Plan encourages smart growth principles such as creating a range of housing opportunities, creating walkable neighborhoods, encouraging mixed land use, preserving open space, and taking advantage of compact building design. **2)** Dothan promotes the use of its existing infrastructure which is sufficient within the targeted area. **3)** The city also has ordinances promoting recycling of materials and waste within the city. Throughout the targeted area, we have placed large recycling containers as part of our recycling program. Some of the materials from brownfields, such as metal buildings at the former Howell School site were being disassembled and repurposed at another location by a private sector concern at the time we were developing this grant application. **4)** Dothan also has passed ordinances that implement pollution prevention strategies to minimize further impact to the environment. For example Section 102-231 of Dothan’s City Code prohibits polluted discharges from stormwater, surface water groundwater, or process water into the cities treatment system. Accordingly, Dothan is currently making improvements to the stormwater system in the targeted area. The environment will benefit from improvements that will be made to existing storm water systems. Through NPDES Phase II storm water permitting, requirements for long-term BMP development and maintenance for all new construction and post construction will reduce runoff associated with these sites, and provide for structural development of processes to clean and reduce runoff into water bodies. **5)** Dothan has also established an energy efficiency program, Energy Depot®, which is a new set of online tools and resources to help the community better understand and manage home energy use and costs. Energy Depot is used for residents to learn specific things they can do to reduce energy use. **6)** And, on December 15, 2015, the Dothan City Commission approved the City’s first FOG ordinance which is anticipated to have a significant impact on reduction of sewer maintenance costs.

ii Integrating Equitable Development or Livability Principles

Dothan is already integrating livability principles and equitable development into their redevelopment efforts. **1)** In Dothan’s Long Range Plan, more transportation choices are planned for the targeted area through joint efforts with the Metropolitan Planning Organization (MPO). **2)** The City is also in the process of adding trails, bike paths, and sidewalks all through the targeted area to improve linkage between downtown and the surrounding neighborhoods. **3)** The City of Dothan encourages the addition of affordable housing as a redevelopment potential for the former Domco Plant site, or other sites, depending on suitability. **4)** The City has approved incentives under ADEM’s brownfield program to help promote redevelopment of other brownfields sites within the targeted area. **5)** Dothan’s CDBG area and targeted brownfields area overlap. We consider those as leveraged funding sources toward the enhancement of investment in brownfields and the ability for more significant improvements in those areas. Improvements such as these will certainly have a positive impact within the urban core and help restore a sense of pride in the community.

4.c Economic and Community Benefits

i Economic or Other Benefits

Job creation will serve as the primary economic benefit realized by redeveloping brownfields proximate to communities in the urban core. Following are key potentials for job creation: **1)** Redevelopment of brownfield sites, such as the former Ansel Plant, could create 130 jobs or more based on the numbers previously employed at the site. **2)** Downtown revitalization presents a tremendous opportunity for job creation. A primary catalyst for revitalization is the City's vision and desire to develop a sports venue in the heart of downtown. The Monument Substation and United Warehouse sites represent potential venue locations. If realized, many jobs would be generated to serve the needs of a greater influx of patrons including restaurants, shopping options, parking services, and the typical vendors for sporting or civic events. Redevelopment of the smaller brownfield properties of one-half acre or less would likely yield jobs of 5 to 15 people per site. **3)** Another economic benefit will be the transformation of blighted properties that will draw new businesses to the targeted area. The potential for the creation of a neighborhood retail node at the intersection of Powell and Montana Streets could evolve to supply as many as 25 retail jobs to local citizens.

In addition, assessment of the Historic Howell School site is believed to be a first step toward obtaining other federal incentives for its restoration as a retirement village. By following federal standards, Howell School can benefit from the federal investment tax credit worth 20% of the total rehabilitation costs. Tax credits may be the difference between an economically viable project and one that is not, but all of these tax programs start with listing (or a determination of eligibility) on the National Register of Historic Places. The ultimate restoration of Howell School will serve as the key for the creation of a destination district, generating significant economic benefit from new business growth and increased occupancy within the immediate area.

ii Job Creation Potential: Partnership with Workforce Development Programs

The City of Dothan has established several partnerships to work with the city on providing workforce training and employment opportunities for residents within the targeted area. As discussed in the Section 3.C, leveraging, the Houston County School system is purchasing the former Sears center located less than ½ mile west of downtown, and is planning to redevelop the center into a work force training center for Houston County school students. The County will train High School graduates for skills necessary to enter the local workforce. In addition, Wallace Community College is currently partnering with the City to provide assistance with resume preparation, interviewing skills, and entrepreneurial skills for starting new businesses. Wallace College is also a supporting partner in the City's brownfields initiative and has committed to facilitate training programs for new production facilities that may relocate to Dothan as occupants of a former brownfields site.

5.0 Programmatic Capability and Past Performance

5.a Programmatic Capability

The City of Dothan has staffed highly experienced personnel ready to manage this EPA Community-wide Assessment project. In fact, many of the staff that will be involved in the management of this grant have experience with the EPA Brownfield program while working with other cities. Bob Wilkerson from the Planning and Development Department has been designated to administer the grant. Wilkerson grew up in the Dothan area and is well aware of the city's environmental and economic development issues. Wilkerson has over 35 years of professional experience in the disciplines of banking, planning, and urban design. Wilkerson has been a part of several successful EPA Brownfields projects such as the City of Cordova, Alabama and Freshwater Land Trust Area-wide Assessment in Jefferson County. His experience included project management and oversight of project tasks, grant reporting and administration. Wilkerson also performed EPA brownfield-related tasks for the Regional Planning Commission of Greater Birmingham such as facilitation of the brownfields committee, public meetings and community outreach agendas, and coordination with state and federal regulators.

Although the City of Dothan has a low turnover rate of staff in the areas of planning and economic development, we have other qualified and experienced staff to fulfill Mr. Wilkerson’s responsibilities should he no longer be in the position of administrating the grant. Mr. Maurice Head, Senior Planner, will serve as the alternate for the role of administering the EPA Brownfields grant should Mr. Wilkerson be unable to fulfill his role. Mr. Head has over 30 years of planning and grant management experience. His experience includes budget management of three million dollars annually to operate the CDBG Program, HOME program, ESG Program, Housing Rehabilitation Programs and other city housing initiatives.

The City of Dothan recognizes the EPA’s Regional Priority: “Assistance to Communities That Have Limited In-House Capacity to Manage Brownfields Projects”. In addition to having extremely capable staff, we have established several beneficial partnerships such as the Alabama Department of Environmental Management.

V.B.5.b Audit Findings The City of Dothan has no Adverse Audit Findings: The City of Dothan has successfully managed all Federal, State and Local funds entrusted to their agency. Verifying this, Dothan has no past instances of any adverse audit findings from OMB Circular A-133 audit.

V.B.5.c Past Performance 1. The City has never received an EPA Brownfields Grant as such, this section is not applicable. Dothan has provided successful oversight to state funded brownfields projects within the past 10 years. 2. The City of Dothan has extensive experience in managing federal grants and programs, as indicated below:

Program	Amount	Highlights
Alabama Department of Economic & Community Affairs Land & Water Conservation Fund	\$50,000	-2013 grant creating a passive park for people with dogs -100% reimbursement -Project completed, grant successfully closed
Congressional Appropriations Department of Housing and Urban Development	\$500,000	-2010 Streetscape improvements in downtown Dothan 100% reimbursement -Project completed, grant successfully closed
US Department of Agriculture Summer Feeding Program	\$75,720	-2014 Alabama Child Nutrition Program -100% reimbursement -Project completed, grant successfully closed
Federal Transit Administration	\$184,846	-2014 MPO Transportation Planning grant through ALDOT -100% reimbursement -Project completed, grant successfully closed
Public Housing Authority	\$175,000	-2014 grant available via Capital Funding Grant Program -100% reimbursement -Project completed, grant successfully closed