

1. Applicant Identification

City of Goldsboro  
200 N. Center Street  
Goldsboro, North Carolina 27530

*R04-24-A-025*

2. Funding Requested

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

3. Location

- a) City of Goldsboro b) Wayne County c) North Carolina

4. Target Area and Priority Site Information

- Target Area: **Justice40 Census Tract(s)**: 37191002000, 37191001800, 37191001900, 37191001400, and 37191001500.
- Priority Site Information:
  1. Union Station: 100 S. Carolina Street, Goldsboro, NC 27530
  2. A Cleaners: 312 North Center Street, Goldsboro, NC 27530

5. Contacts

a. Project Director

Erin Fonseca, Downtown Development Director  
(919) 735-4959  
[EFonseca@goldsboronc.gov](mailto:EFonseca@goldsboronc.gov)  
200 N. Center Street  
Goldsboro, North Carolina 27530

b. Chief Executive/Highest Ranking Elected Official

David Ham, Mayor  
(919) 580-4330  
[DavidHam@goldsboronc.gov](mailto:DavidHam@goldsboronc.gov)  
200 N. Center Street  
Goldsboro, North Carolina 27530

6. Population

City of Goldsboro, NC: 33,657 (US Census: 2017–2021 American Community Survey)

7. Other Factors

<b>Other Factors</b>	<b>Page #</b>
Community population is 10,000 or less.	N/A
The applicant is, or will assist, a federally recognized Indian Tribe or United States Territory.	N/A
The priority site(s) is impacted by mine-scarred land.	N/A
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).	N/A
The priority site(s) is in a federally designated flood plain.	N/A
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	3–4
The reuse of the priority site(s) will incorporate energy efficiency measures.	3–4
The proposed project will improve local climate adaptation/mitigation capacity and resilience to protect residents and community investments.	3
At least 30% or more 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.	8–9
The target area(s) is located within a community in which a coal-fired power plant has recently closed (2013 or later) or is closing.	N/A

8. Letter from the State or Tribal Environmental Authority  
See attached.

9. Releasing Copies of Applications  
Not Applicable.



NORTH CAROLINA  
*Environmental Quality*

October 26, 2023

ROY COOPER

*Governor*

ELIZABETH S. BISER

*Secretary*

MICHAEL SCOTT

*Director*

Erin Fonseca  
Downtown Development Director  
City of Goldsboro  
PO Box Drawer A  
Goldsboro, NC 27530  
efonseca@goldsboro.gov

Re: U.S. EPA Brownfields Community-Wide Assessment Grant – City of Goldsboro

Dear Ms. Fonseca

The North Carolina Department of Environmental Quality (DEQ) Brownfields Redevelopment Section (BRS) acknowledges and supports the City of Goldsboro's application for a U.S. EPA Brownfields Community-Wide Assessment Grant. We understand your grant efforts will focus on the underutilized and historic Union Station along with the North Center Street Railroad Corridor. The purpose of the grant will be to spur revitalization in these areas, which would be a tremendous economic development achievement for the City of Goldsboro.

The BRS offers technical project guidance to help ensure assessments conducted utilizing grant funds are in accordance with our program requirements throughout the life of your project. Coordination with the BRS is critical to ensuring that the assessments make efficient use of the federal funds awarded. The BRS can also assist with evaluating the benefits of entering specific properties into our State Brownfields Program through a brownfields agreement. A brownfields agreement outlines the controls needed to make the site safe for the intended reuse and is often a marketing tool for developers and instrumental in securing redevelopment financing. Additional tax incentives are also available upon completion of Brownfields redevelopment if completed in the State's Program.

We hope that the City is successfully awarded this grant, but we will continue to support you in your Brownfields redevelopment efforts whether a grant is awarded or not. We truly believe successful Brownfields projects can rejuvenate a community.

Sincerely,

Jordan Thompson  
Brownfields Project Manager

ec: NCDEQ Brownfields Public Outreach Team



North Carolina Department of Environmental Quality | Division of Waste Management  
217 West Jones Street | 1646 Mail Service Center | Raleigh, North Carolina 27699-1646  
919.707.8200



**City of Goldsboro, NC**

**FY24 Brownfields Assessment Grant**

**Narrative**

## **1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION**

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

**Target Area:** The City of Goldsboro (City) has a rich history characterized by contributions from surrounding agricultural communities and a significant Black population, both of which have played an important role in driving growth and attracting diverse socioeconomic interests. The City’s origin and history is tied to the construction of the Wilmington and Weldon Railroad (W&W), constructed in the mid-1800s.<sup>1</sup> This railroad community became known as “Goldsborough Junction,” and by 1847, the Town of Goldsborough was incorporated.<sup>1</sup> Because of its access to the railroad, the City played an important role in the Civil War by supplying troops. The City officially gained its name as “Goldsboro” in 1869, after becoming the Wayne County seat.<sup>2</sup> The railroad also allowed the agricultural industry to thrive by providing farmers a passage to export crops and livestock to the open market via the accessibility of the railroad.<sup>2</sup> The railroad spurred industrial growth, including mills such as the Goldsboro Milling Company, and aided in Goldsboro becoming home to the Seymour Johnson Air Force Base. Unfortunately, the passenger and commuter railroad was abandoned, impacting agricultural production and forcing industry to locate elsewhere, leaving behind environmental contamination. The adverse effects of poor economic development, environmental degradation, and loss of passenger and commuter rail lines have greatly contributed to the once-thriving city’s decline. The rail, agricultural, and military industries and businesses that were once the backbone of the community are now often linked to a history of improper disposal practices and have been left vacant and unused. Diesel locomotives are associated with fuel leakages and emit nitrogen oxides and harmful particulate matter, and railroad spurs were historically treated with unregulated pesticides. Plantation-era cotton production increased soil erosion and degradation because of poor farming practices. Hog farming is tied to excess nutrient contaminants that run off into nearby surface waters and soils. Military aircraft bases commonly use and store significant amounts of material that contain volatile organic compounds (VOCs), trichloroethylene (TCE), tetrachloroethylene (PCE), and per- and polyfluoroalkyl substances (PFAS). Out-migration and environmental neglect, coupled with historic socioeconomic disparities, has eroded the once thriving city and its rich history.

To address the above stated sources of contamination, the grant will focus on a target area. The **geographic boundary and target area for this application is the city limits**, which includes designated **Justice40 Disadvantaged Census Tracts (CTs) 37191002000, 37191001800, 37191001900, 37191001400, and 37191001500**, which are also Qualified Opportunity Zones. The City lacks the funds to address the abandoned, vacant, and contaminated sites that stand in the way of allowing the community to achieve its full potential. The City will use this grant to address the contamination left behind by past industrial practices. It will assess and redevelop the abandoned and underused commercial and industrial sites achieving the larger objectives of building reuse and economic revitalization. The grant will also improve climate resiliency by supporting and increasing current infrastructure and promoting economic growth and stability.

**ii. Description of the Priority Brownfield Site(s):** The City is home to numerous abandoned and underused properties. Although a formal brownfields inventory has not been completed, an initial review of the North Carolina Division of Waste Management records of the city limits identified over **100 properties** that are **associated with regulatory databases** that have been used for either industrial/manufacturing purposes, dry cleaners, or filling/service stations. The City is faced with the problem of determining how to safely address these underused and vacant abandoned

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<sup>1</sup> Welcome to Our City [www.goldsboronc.gov](http://www.goldsboronc.gov)

<sup>2</sup> City of Goldsboro Urbanized Area Comprehensive Plan [https://www.goldsboronc.gov/wp-content/uploads/Final\\_Adopted\\_Comp\\_Plan\\_5-6-2013.pdf](https://www.goldsboronc.gov/wp-content/uploads/Final_Adopted_Comp_Plan_5-6-2013.pdf)

properties. The first priority site, **Union Station** (100 S. Carolina Street), a 6.34-acre parcel, was constructed in 1909 when the Atlantic Coast Line realigned its track to bypass the town center. **Union Station** served passenger trains until 1968 and has remained vacant since. The North Carolina Department of Transportation purchased the parcel in July 2007, completing basic structural work to stabilize the building.<sup>3</sup> **The City entered into a Memorandum of Understanding (MOU) to create a partnership for future rehabilitation of the parcel in 2008.** Across the street from Union Station is the Terminal Hotel, built in 1910 after the railroad was rerouted around the west end of the city.<sup>4</sup> Together, in their prime, the hotel and train station were an effective duo for bringing in visitors to Goldsboro due to their convenient location and provided a steady stream of revenue for the City. However, shortly after the close of **Union Station**, the Terminal Hotel had its own downfall and closed. Not only did the close of **Union Station** leave a gap in Goldsboro's economy, but rail lines and railroad ties are historically associated with unregulated pesticide use, including creosote and bichloride of mercury and zinc, which can all have harmful environmental impacts.<sup>5</sup> Redevelopment of the **Union Station** site will provide the City with a space for community functions and serve as a new transit and bus station. The priority site is located near residential neighborhoods and the St. James Church of Christ, which increases the likelihood that the public and sensitive populations can access the site. Since the City entered into a MOU for the parcel, site access for assessment is available.

The second priority site, **A Cleaners** (312 N. Center Street), is a former dry cleaning facility located on 0.67 acres along the North Center Street Rail Corridor and has historically been used for dry cleaning services for at least 12 years. The area surrounding **A Cleaners** consists of an abandoned railroad spur and businesses that include fueling and service stations, the former Goldsboro Milling Company, and oil companies. The surrounding area is now home to remnant building slabs and storage lots, abandoned buildings, and the former railroad spur, all of which are abandoned and vacant. Dry cleaning operations are often associated with **unregulated chlorinated solvent use. Additionally, historic operations in the surrounding area are associated with underground/aboveground storage tanks, which are associated with volatile organic compounds (VOCs), semivolatile organic compounds (SVOCs), and petroleum hydrocarbons.** The proximity of **A Cleaners** to the surrounding residences increases the likelihood of public and sensitive populations accessing this property. The redevelopment goal of this site is to promote mixed-use development in this area, encouraging new business's to settle in the area. **A Cleaners** is situated at the beginning of the North Center Street Rail Corridor, an area the City is targeting to expand its downtown. Redevelopment of **A Cleaners** would spur additional development along this corridor, enhancing walkability, and reaching the City's goal of expanding the downtown area. The City will work with the site owner to gain site access once assessment activities begin.

iii. Identifying Additional Sites: The City will work with target-area residents to identify and prioritize sites within this underserved community and determine additional eligible sites throughout the **geographic boundary of the city limits** if grant funds remain following the appropriate allocation to all target-area work. The properties identified will be researched further by City staff using the county's property appraisal website. The evaluation criteria used to determine which sites are added to the inventory will be based on community need, project partner and resident input, and environmental justice issues identified within CEJST and US Census data

<sup>3</sup> Goldsboro Union Station [https://www.goldsboronc.gov/wp-content/uploads/Union\\_station\\_poster\\_rfs.pdf](https://www.goldsboronc.gov/wp-content/uploads/Union_station_poster_rfs.pdf)

<sup>4</sup> Hotels in Goldsboro <https://www.ncgenweb.us/wayne/pages/hotels.html>

<sup>5</sup> Here's What you Need To Know About the Treatment of Crossties <https://tankfab.com/blog/heres-what-you-need-to-know-about-the-treatment-of-crossties/#:~:text=In%201848%2C%20the%20first%20treatment,with%20some%20type%20of%20preservative.>

to ensure underserved communities benefit from the project. Due to its industrial history, many underused and abandoned buildings exist in the city with the potential to experience brownfield-related challenges in redevelopment and safe reuse. The City will incorporate community responses within the brownfields inventory by using proximity to sensitive populations as a driving criterion and consider census data and resident feedback from community meetings to determine additional eligible sites within this **Justice40 Disadvantaged Community**.

**b. Revitalization of the Target Area** i. Reuse Strategy and Alignment with Revitalization Plans:

The driving goal within the Goldsboro Downtown Master Plan is economic revitalization and enhancing downtown Goldsboro's role as the "economic engine of the City."<sup>6</sup> One of the ways the City is striving to achieve this goal is by expanding its downtown corridor and increasing walkability. This will be achieved through redevelopment of the **A Cleaners** priority site by promoting mixed-use development in this area. According to the Master Plan, construction of taller buildings along North Center Street will help create a sense of arrival.<sup>7</sup> The construction of parking garages will add the necessary parking needed once the **A Cleaners** priority site and other sites located along North Center Street have been redeveloped. **Union Station** plays a critical role in bringing economic revitalization to the City. The Master Plan sees the bisecting Walnut Street as a "key retail street," and the rebirth of the commuter and passenger rail will bring a new stream of revenue for the City.<sup>8</sup> Redevelopment of the former Terminal Hotel, along with retail development of Walnut Street, will spur additional development and assist in revitalizing the downtown.

ii. Outcomes and Benefits of Reuse Strategy: Assessing and redeveloping priority sites will increase Goldsboro's economic vitality and further reinforce the area as a destination location and transportation hub. Redevelopment of the **Union Station** site will produce a multitude of **economic and noneconomic benefits**. After site redevelopment, the building will serve as a space to hold community functions such as meetings and special events and even allow space to house offices for the police department or civic workers.<sup>8</sup> Additionally, the creation of the new bus Gateway Transit and Greyhound bus station on the **Union Station** parcel will serve as a major step in the development of transit in Goldsboro and the greater Wayne County area.<sup>8</sup> The return of passenger trains to Union Station will provide an additional navigable way to entice visitors to the city. This will increase foot traffic, promote new businesses, and lend aid to stabilize the ones already present by creating another stream of revenue (increased tax revenue for the City) from the passenger train travelers. The City is in the 60<sup>th</sup> percentile for the average of relative cost and time spent on transportation.<sup>9</sup> The railroad will serve as a key revitalization factor by mitigating a barrier to transportation for both residents and visitors.

As part of the Justice40 Initiative, redeveloping the abandoned and underused priority sites for commercial reuse will create jobs within the downtown area, directly addressing the **13% unemployment rate (US 5%)**.<sup>10</sup> Redevelopment of **A Cleaners priority site for commercial retail use** will spur development of the other underused and vacant properties along the North Center Street Rail Corridor and will create permanent local jobs for residents. The City will prioritize **energy-efficient redevelopment** in all aspects of brownfield redevelopment by encouraging green infrastructure, climate-resilient landscaping, high-efficiency lighting, and more. Conditions found during target-area assessment will allow for either **renewable energy (RE) or energy efficient (EE) approaches** to be incorporated during redevelopment activities,

<sup>6</sup> Goldsboro Union Station Multimodal Transportation Center Study [https://www.goldsboronc.gov/wp-content/uploads/Final\\_Report.pdf](https://www.goldsboronc.gov/wp-content/uploads/Final_Report.pdf)

<sup>7</sup> 2007 Goldsboro Downtown Master Plan

<sup>8</sup> Goldsboro Union Station [https://www.goldsboronc.gov/wp-content/uploads/Union\\_station\\_poster\\_rfs.pdf](https://www.goldsboronc.gov/wp-content/uploads/Union_station_poster_rfs.pdf)

<sup>9</sup> Climate and Economic Justice Screening Tool <https://screeningtool.geoplatform.gov/>

<sup>10</sup> US Census: 2017–2021 American Community Survey

which include but are not limited to installation of solar panels on new or rehabilitated buildings or solar panels within a parking lot, use of EE field equipment, and EE appliances and windows.<sup>11</sup>

**b. Strategy for Leveraging Resources** i. Resources Needed for Site Reuse: The City has leveraged millions of dollars in grants funds to obtain more investment from the private sector and is committed to finding reinvestment for these brownfield property sites. The City is an entitlement City per the federal Housing and Urban Development department, which allows for funds to be allotted annually for community work that benefits low- to moderate-income citizens, such as removal of blighted structures. The target area falls into this classification. The City will continue to leverage the project area tax increment financing (TIF) to help fund private investment when and where appropriate. The City will also pursue various types of grant funds and assistance from the NC State Legislature. The state of North Carolina's Brownfields Redevelopment Section (NCBRS) is a key resource that the City will use throughout the redevelopment process. NCBRS works with prospective developers to develop a Brownfields Agreement that provides defined liability benefits along with tax incentives following the first five years of development. Additionally, the City can apply for EPA Brownfields Cleanup Grants as needed for remediation of the myriad of sites with historic on-site contamination within the vicinity of each of the priority sites. The City will seek out additional funding opportunities in the form of state, federal, and private funding.

ii. Use of Existing Infrastructure: The City intends to use existing infrastructure at both priority sites including water/sewer and power. The City has the necessary target-area infrastructure to fully support the proposed target-area redevelopment, and because of that, funds are not needed to establish additional infrastructure.

## **2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

**a. Community Need** i. The Community's Need for Funding: Goldsboro is home to a diverse population of 33,657 residents. Within the city limits, the **average median household income is \$39,562, approximately half of the nation's average of \$69,021.**<sup>12</sup> Within the city limits, the **per capita income is \$22,420 (US \$34,103).**<sup>12</sup> **Approximately 26% of residents fall below the poverty line, nearly three times the US rate (9%).**<sup>12</sup> According to the Climate and Economic Justice Screening Tool (CJEST), **the City is above the 93<sup>rd</sup> percentile of people in households where income is at or below the federal poverty level and the 84<sup>th</sup> percentile for the share of households making less than 80% of the area median family income.** The City recognizes the need to address the priority sites due to public health and environmental concerns; however, its operating budget is focused on other necessary expenditures and services for residents, such as the police and fire departments. Assistance from the EPA Brownfield Assessment Grant will allow the City to address the many potential target-area brownfields sites. Adversity in the form of environmental contamination has impacted the city, especially the target area, for decades following the abandonment of former industrial and agricultural operations.

ii. Threats to Sensitive Populations (1) Health or Welfare of Sensitive Populations: The City faces many welfare challenges including high levels of crime, low income, high unemployment rate, and environmental concerns. Sensitive populations include: **52% Black minorities (US 13%), all persons in poverty (26% or 94<sup>th</sup> percentile, US 12.6%), and the unemployed (unemployment rate 13% or 93<sup>rd</sup> percentile, US 5%).**<sup>12,13</sup> **Approximately 26% of people received food stamps/SNAP benefits in the last 12 months (US 12%).**<sup>12</sup> **Approximately 22% of people are**

<sup>11</sup> Are You Considering Renewable Energy or Energy Efficient Approaches in Your Brownfields Redevelopment [https://www.epa.gov/sites/default/files/2020-08/documents/renewable\\_energy\\_or\\_energy-efficient\\_approaches.pdf](https://www.epa.gov/sites/default/files/2020-08/documents/renewable_energy_or_energy-efficient_approaches.pdf)

<sup>12</sup> US Census Bureau 2017–2021 <https://data.census.gov/>



living with a disability (US 13%).<sup>13</sup> In addition, **19% of residents have less than a high school education (US 12%).**<sup>14</sup> Rates of educational attainment can be directly related to the need within the community for increased industrial jobs. The target area’s high unemployment rate (**13% compared to US 5%**) and low educational attainment can be directly related to a city’s safety.<sup>15</sup> The City falls into the **40<sup>th</sup> percentile for safety, meaning that 60% of cities are safer and 40% are more dangerous.**<sup>15</sup> The rate of crime in Goldsboro is approximately **37 per 1,000 residents during a standard year.**<sup>16</sup> Blight removal and redevelopment will aid in reducing the crime and unemployment rates. The City is in the **60<sup>th</sup> percentile for the average of relative cost and time spent on transportation.**<sup>16</sup> The redevelopment of **Union Station** will aid in removing a barrier to transportation by allowing residents to access passenger rails for shopping and commuting. The redevelopment of A Cleaners for commercial/retail use will aid in expanding the downtown area and enhancing walkability. EPA funding will allow for the assessment and future redevelopment of the priority sites to lessen the environmental justice issues of transportation barriers, lack of jobs, and crime.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions: The priority sites and historic surrounding area included former filling/service stations, dry cleaners, oil storage facilities, and a railroad station. Filling/service stations and oil storage operations are often associated with a history of leakages and spills from underground or aboveground storage tanks, leading to environmental contamination. Additionally, the Seymour Johnson Air Force Base is just outside the city limits, and historic military operations are often associated with petroleum storage and leakages. Sensitive populations are often the most impacted by environmental contamination, and these priority sites indicate the presence of petroleum contamination, along with chlorinated solvent contamination associated with dry cleaning operations. This contamination can lead to increased kidney, stomach, brain, prostate, and lung cancers. **In 2018, the death rate from cancer in Wayne County (target-area data not available) was 20.3%.<sup>17</sup> Between 2016 and 2020, the incidence of cancer was 485.4 per 100,000 people.**<sup>18</sup> Contaminants typically associated with fueling and dry cleaning operations tend to be carcinogens. Identifying contaminated sites and their constituents is the first step in increasing the overall health of the city. Both priority sites are above the **92<sup>nd</sup> percentile for people who have been told they have asthma.**<sup>19</sup> According to the EPA EJ Screen Report, the City is in the **98<sup>th</sup> percentile in the state for asthma.**<sup>16</sup> In 2018, Wayne County’s hospitalization rate for people with asthma was 144.6 hospitalizations per 10,000, which was above the state average of 90.0 hospitalizations per 10,000.<sup>20</sup> Redevelopment spurred by Assessment Grant funds will reduce the number of residents exposed to **cancer- and asthma-causing** contaminants expected at priority sites.

(3) Environmental Justice (a) Identification of Environmental Justice Issues: The City understands that to address the **Justice40** Initiatives, it must address the underinvestment in abandoned brownfields properties. These properties have been vacant for decades, leading to environmental and health concerns, combined with persistent poverty, high unemployment, and low income. The two priority sites and a majority of the abandoned and vacant properties are in an area of the city that is within the **96<sup>th</sup> percentile of people in households where the income is less than or equal**

<sup>13</sup> EPA EJ Screening Tool <https://ejscreen.epa.gov/mapper/>

<sup>14</sup> US Census: 2017–2021 American Community Survey

<sup>15</sup> Crime grade <https://crimegrade.org/safest-places-in-goldsboro-nc/>

<sup>16</sup> EPA EJ Screen Report

<sup>17</sup> Cancer Profiles <https://schs.dph.ncdhhs.gov/schs/CCR/cp2020/Wayne.pdf>

<sup>18</sup> State Cancer Profiles

<https://statecancerprofiles.cancer.gov/incidencerates/index.php?stateFIPS=37&areatype=county&cancer=001&race=00&sex=0&age=001&stage=999&year=0&type=incd&sortVariableName=rate&sortOrder=default&output=0#results>

<sup>19</sup> *Climate and Economic Justice Screening Tool*

<sup>20</sup> 2018 Community Health Needs Assessment <https://schs.dph.ncdhhs.gov/units/ldas/cha2018/WAYNE%20CHA%202018.pdf>

to twice the federal poverty level.<sup>19</sup> The two priority sites are above the **96<sup>th</sup> percentile for underground storage tanks and releases within 1,500 feet of the CT boundaries.**<sup>21</sup> When the proximity indices are coupled with the educational attainment data, the city faces disproportionate inequity. The City is within the **97<sup>th</sup> percentile for economic loss to agricultural value resulting from natural hazards each year and within the 94<sup>th</sup> percentile for economic loss to building value resulting from natural hazards each year.**<sup>22</sup> Goldsboro has the opportunity to address these economic needs by using the grant money to spur economic development within the downtown, providing permanent local jobs for residents and enticing further development. Specifically, the redevelopment of **Union Station** and the use of passenger and commuter rails will help reduce the barrier to transportation faced by residents and provide another form of access to local businesses. Redevelopment of **A Cleaners** and the surrounding North Center Street rail corridor will increase local business, increase the City’s revenue stream, and create job opportunities for residents. (b) Advancing Environmental Justice: This grant money will directly impact environmental inequities and will provide employment opportunities within a disadvantaged community, decrease environmental contamination, and provide a framework for addressing racial and equity justice issues. Assessment and future redevelopment of the priority sites into a transportation hub and commercial/retail use will address the **Justice40 challenges directly discussed in the Biden Administration’s Memorandum** such as **low income, high persistent poverty, high unemployment, distressed neighborhoods, low transportation access, and disproportionate environmental stressor burdens**. Through this grant project no residents will be displaced. In the event A Cleaners will need to relocate due to the new planned redevelopment, the City will assist the owner in finding a new location.

b. **Community Engagement** i. Project Involvement & ii. Project Roles: The following project partners will play crucial roles in the process of assisting the City with site selection, prioritization, cleanup, and further redevelopment of brownfield sites for this assessment project.

<b>Name of Org.</b>	<b>Point of Contact</b>	<b>Specific involvement in the project or assistance provided</b>
Downtown Goldsboro Development Corporation (DGDC)	Erin Fonseca, Executive Director Efonseca@goldsboronc.gov	This <b>501(c)(3)</b> provides leadership dedicated to the improvement of downtown Goldsboro by creating and facilitating downtown development, promotion, and preservation activities. They will help with compiling the <b>site inventory</b> .
Wayne County Chamber of Commerce (COC)	Scott Saterfield, President scott@waynecountychamber.com	COC promotes economic development and networking. They will help with <b>reuse planning strategies</b> .
United Way of Wayne County	Sherry Archibald, Executive Director Sarchibald@unitedwayne.org	This <b>501(c)(3)</b> seeks to connect community members with programs and referrals to restore health and wellness, education, financial stability, and basic needs. They will aid in <b>outreach</b> .
Goldsboro Rotary Club (GRC)	Duffy Fleming, President <a href="mailto:rotaryclubofgoldsboro@gmail.com">rotaryclubofgoldsboro@gmail.com</a>	The GRC seeks to provide humanitarian service, encourages high ethical standards in all vocations, and helps build goodwill and peace. The GRC will aid with <b>outreach</b> .

iii. Incorporating Community Input: The City has a long history of community collaboration and willingness to implement revitalization practices and believes that community support drives success. The City is committed to having a strong, consistent, and transparent line of communication with the local community, **specifically underserved residents and businesses directly impacted by the project**. The City believes that target-area residents and businesses should be well informed about brownfields decision-making and be allotted an opportunity to provide crucial feedback and suggestions. In order to support the community playing a significant

<sup>21</sup> EPA EJ Screen Report

<sup>22</sup> Climate and Economic Justice Screening Tool

role, a Community Involvement Plan (CIP) will be created to further allow the community and the City to work together to outline planned community engagement activities, project scheduling, project background, and key players. The CIP will use various outreach methods including online platforms, virtual and in-person town halls, and surveys to ensure effective engagement. Suggestions and input from the local community will be addressed on an individual basis, and the City is committed to continuing its active soliciting, thoughtful consideration, and prompt responses to the community. The plan will establish community needs and ensure that tasks like writing down meeting minutes, recording community member input, and addressing suggestions are completed in a timely manner. Community members will be contacted to provide details regarding suggestions about implementation. Community outreach will encourage residents to provide input for potential brownfields sites. Local media outlets will be used to increase information access and provide updates in the monthly town hall meetings, in addition to leveraging various social media platforms and providing informational brochures. The City will conduct quarterly Brownfield Project Team meetings and address community input that will benefit the target area’s most sensitive populations. Establishing effective community outreach is a top priority within the City. The City will also operate a dedicated Brownfields Project information page on its website. The City will post all contact information regarding all brownfield redevelopment projects so that the public may engage with their government officials throughout the redevelopment process.

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

**a. Description of Tasks/Activities and Outputs:** The City is requesting a US EPA Brownfields Assessment Grant in the amount of \$500,000 for community-wide assessment.

<b>Task 1: Site Inventory</b>	
i.	<i>Project Implementation:</i> The City’s Brownfield (BF) Project Director will work with target-area residents during community meetings to create a thorough site inventory for assessment. Abandoned and underused properties identified by target-area residents will be researched further by City staff using the property appraiser’s website. Once a list is compiled, the environmental contractor (EC) will work with City staff to create an evaluation ranking tool, with the help of residents, to determine the order in which the sites will be addressed.
ii.	<i>Anticipated Project Schedule:</i> Community meeting held in the 1 <sup>st</sup> quarter will continue the preliminary inventory process that began with this application. Evaluation ranking process will take place in the 2 <sup>nd</sup> quarter and continue throughout the grant project.
iii.	<i>Task/Activity Lead:</i> City: Erin Fonseca, Downtown Development Director, BF Project Director
iv.	<i>Outputs:</i> Evaluation Ranking Tool, Site Inventory List
<b>Task 2: Outreach</b>	
i.	<i>Project Implementation:</i> The City’s BF Project Director will develop a Community Involvement Plan (CIP), outreach materials, BF Project website, and social media posts with the assistance of the EC. City staff will lead the community meetings to keep the public informed about project plans and updates. Supplies are budgeted for the printing of outreach materials (brochures/handouts), supplies, and software to manage the grant.
ii.	<i>Anticipated Project Schedule:</i> CIP created in the 1 <sup>st</sup> quarter. Community meetings will be held the 1 <sup>st</sup> & 3 <sup>rd</sup> quarters during Years 1–3 and the 1 <sup>st</sup> quarter of Year 4. Website and outreach materials will be created in the 1 <sup>st</sup> quarter and posted monthly throughout the grant.
iii.	<i>Task/Activity Lead:</i> City: Erin Fonseca, Downtown Development Director, BF Project Director
iv.	<i>Outputs:</i> CIP, BF Website, 7 Community Meetings, Brochures/Handouts, Social Media Posts, Summary of Community Meetings in EPA required Quarterly Reports.
<b>Task 3: Assessment</b>	
i.	<i>Project Implementation:</i> The EC will conduct Environmental Site Assessment (ESA) activities at sites selected and ranked through the Site Inventory Task, <b>starting first with the two priority sites listed in this application.</b> ASTM-AAI compliant Phase Is; Generic Quality Assurance Project Plan (QAPP); Phase IIs will include the SS-QAPP. Prior to assessment, site access agreements and property eligibility determinations approval obtained.
ii.	<i>Anticipated Project Schedule:</i> Assessment activities begin in the 2 <sup>nd</sup> quarter and continue throughout the grant.

iii.	<i>Task/Activity Lead:</i> The EC will implement the technical aspects of the project with oversight from the City: Matthew Livingston, Assistant City Manager, BF Project Manager.
iv.	<i>Outputs:</i> 20 Phase I ESAs, 1 Generic QAPP, 9 Phase II ESAs including SS-QAPP, Site Access Agreements and Property Eligibility Determinations.
<b>Task 4: Remediation/Reuse Planning</b>	
i.	<i>Project Implementation:</i> For projects identified for cleanup, the EC will prepare the Analysis for Brownfields Cleanup Alternatives (ABCA) and/or Cleanup Plans. Cleanup planning will include evaluating cleanup alternatives, calculating cleanup costs, and determining site appropriate remediation and/or reuse planning to reduce health/environmental risks. The EC will assist the City in hosting charrettes/visioning sessions to be held for key properties. A planner will work with the underserved community to create site reuse assessments, a market study, and a BF Revitalization Plan.
ii.	<i>Anticipated Project Schedule:</i> Plans & Charrettes begin in 6 <sup>th</sup> quarter and continue throughout the grant.
iii.	<i>Task/Activity Lead:</i> The EC will implement the technical aspects of the project with oversight from the City: Erin Fonseca, Downtown Development Director, BF Project Director.
iv.	<i>Outputs:</i> 2 ABCAs, 2 Vision Sessions/Charrettes, 2 Site Reuse Assessments, 1 Market Study, 1 BF Rev. Plan
<b>Task 5: Programmatic Support</b>	
i.	<i>Project Implementation:</i> The City will procure an EC to assist with the BF Grant Project. The City’s BF Project Director oversees grant implementation and administration to ensure compliance with the EPA Cooperative Agreement Work Plan, schedule, and terms and conditions. The consultant will assist the City in completing ACRES Database Reporting, Yearly Financial Reporting, Quarterly Reporting, MBE/WBE Forms, and all additional Programmatic Support for the three-year term of the grant. The City staff travel budget allows for two staff to attend three national/regional/grantee brownfield training conferences/workshops.
ii.	<i>Anticipated Project Schedule:</i> ACRES Reporting begins in the 1 <sup>st</sup> quarter, and Quarterly Reporting begins in the 2 <sup>nd</sup> quarter and continues throughout the grant project. Annual Reporting and Forms will be created in the 5 <sup>th</sup> , 9 <sup>th</sup> , and 13 <sup>th</sup> quarters and during final closeout.
iii.	<i>Task/Activity Lead:</i> City: Catherine Gwynn, Finance Director, BF Finance Director
iv.	<i>Outputs:</i> ACRES Database Reporting, 4 Annual Financial Reports, 16 Quarterly Reports, 3 MBE/WBE Forms, Programmatic Support for the four-year grant period. Two staff to attend three conferences.

**b. Cost Estimates:** Below are the anticipated cost estimates for this project *based on past brownfield projects as determined by local market standards with contractual hourly rates based on the skills needed for the specific tasks.* The budget for this project includes travel, supplies, and contractual costs only. **Fifty-five percent (55%) of the budget will be spent on site-specific work through the Site Inventory and Assessment Task, and 33% of the budget will be spent on areawide planning and reuse activities through the Planning Task.** **Task 1 Site Inventory:** Contractual: Potential Brownfield Site Inventory and Evaluation Ranking Tool Creation \$10,000 (80hrs x \$125). **Task 2 Outreach:** Contractual: Community Involvement Plan \$3,000 (24hrs x \$125); Brownfield Website, Outreach Brochure/Handouts, Social Media Posts \$3,000 (24hrs x \$125); 7 Community Education Meetings \$10,500 (\$1,500/meeting). Supplies: Outreach Supplies (software, printouts) \$1,000. **Task 3 Assessment:** Contractual: 20 Phase I ESAs \$3,500 each for a total of \$70,000; 1 Generic QAPP \$5,500; 9 Phase II ESAs including SS-QAPP at \$22,000 each for a total of \$198,000. **Task 4 Remediation/Reuse Planning:** Contractual: 2 ABCAs \$6,500 for a total of \$13,000; 2 Vision Sessions/Charrettes \$5,000 (\$2,500/meeting); 1 Brownfields Revitalization Plan at \$85,000 (Planner: 300hrs x \$150; Market Analysts: 75hrs x \$200, Environmental Professional: 125hrs x \$200); 2 Site Reuse Plans \$40,000 (Planner: 100hrs x \$150; Market Analysts: 24hrs x \$125; Environmental Professional 10hrs x \$200/plan); 1 Market Study \$20,000 (Planner 100hrs x \$150; Market Analyst: 40hrs x \$125). **Task 5 Programmatic Support:** Contractual: ACRES Database Reporting, Yearly Financial Reporting, Quarterly Reporting, MBE/WBE Forms, Programmatic Support for the four-year grant period \$24,000 (192hrs x \$125). Travel: Two staff to attend three conferences \$12,000 (flights at \$800, 3 nights in hotel at \$300/night, incidentals and per diem at \$75 (4 days) x 2 attendees x 3 events).

Category	Tasks					Totals
	Site Inventory	Outreach	Assessment	Remediation/Reuse Planning	Programmatic Support	
Travel					\$12,000	\$12,000
Equipment						
Supplies		\$1,000				\$1,000
Contractual	\$10,000	\$16,500	\$273,500	\$163,000	\$24,000	\$487,000
<b>Total Budget</b>	<b>\$10,000</b>	<b>\$17,500</b>	<b>\$273,500</b>	<b>\$163,000</b>	<b>\$36,000</b>	<b>\$500,000</b>

**c. Plan to Measure and Evaluate Environmental Progress and Results:** To ensure this EPA Brownfield Project is on schedule, the City’s internal Brownfields Team, which will include the EC, will meet quarterly to track all **outputs identified in 3.a.** using an Excel spreadsheet and will report all progress in fulfilling the scope of work, goals, and objectives to the EPA via quarterly reports. In addition, project expenditures and activities will be compared to the projects schedule to ensure the grant project will be completed within the four-year time frame. Site-specific information will be entered and tracked in the ACRES database. The outputs to be tracked include the number of neighborhood meetings, public meetings, meetings with community groups and community partners, environmental assessments, ABCAs, and cleanup redevelopment plans. The outcomes to be tracked include community participation, acres assessed, acres ready for reuse, redevelopment dollars leveraged, and jobs created. In the event the project is not being completed in an efficient manner, the City has countermeasures to address this problem. The City will make monthly calls to its EPA Project Officer and, if needed, will create a Corrective Action Plan to help the project get back on schedule.

**4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

**a. Programmatic Capability** i. Organizational Capacity, ii. Organizational Structure, & iii.

Description of Key Staff: A strong web of support exists among the elected and appointed public officials within the City of Goldsboro. The City will use four staff members to manage and oversee grant implementation. Ms. Erin Fonseca, Downtown Development Director for the City of Goldsboro, will serve as the **Brownfield Project Director**, be responsible for the timely and successful expenditure of funds, and complete the administrative and financial requirements that the project will entail. She will provide the community with grant progress. Ms. Fonseca has a background in preservation-based economic development, nonprofit management, marketing, and volunteer management and has been in her current position for four years. Ms. Fonseca will be assisted by Ms. Catherine Gwynn, Finance Director, who will serve as the **Brownfield Finance Officer** and Grant Current Operations and will be responsible for the successful expenditure of funds, including managing grant finances and drawdowns through the ASAP.gov system, and allocation of appropriate resources. Ms. Gwynn has 31 years of experience as a certified public accountant, serving 16 years in municipal government, and holds a Bachelor of Science in accountancy from the University of North Carolina Wilmington. Mr. Matthew Livingston, Assistant City Manager, will serve as the **Brownfield Project Manager**, be responsible for managing the day-to-day operations, and assist the project director. Mr. Livingston has a Masters of Public Administration and a Bachelor of Science in city and regional planning from the University of North Carolina Charlotte and has 25 years of experience in municipal government, with 20 years in a management role. Ms. Felicia Lucas Brown will also assist Mr. Livingston, has been working in municipal government for 29 years, and has managed parks and former brownfields sites. All four will serve to guide brownfields decisions and monitor risk management,

direct project management, and oversee all portions of this project. A qualified EC will be used to ensure technical and reporting aspects of grant implementation are completed accurately.

iv. Acquiring Additional Resources: Using local contracting requirements and procurement processes, the City will procure a qualified EC to assist with technical and reporting portions of the Brownfield Community-wide Assessment, in addition to any other contractors needed to complete the project. The City will ensure compliance with the EPA’s “Professional Service” procurement process. Redevelopment will emphasize growth in the downtown area, creating local jobs for residents. During redevelopment activities, temporary construction jobs will be created and available to residents who work in that field. The City recognizes the importance of ensuring that the benefits of this grant extend beyond environmental improvement to meaningful economic and social impacts for the community and is committed to fostering strong labor practices, supporting local hiring and procurement by partnering with local hiring organizations, and creating educational and workforce opportunities for all.

b. **Past Performance and Accomplishments** ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements (1) Purpose and Accomplishments: The City received a \$500,000 Choice Neighborhoods Planning Grant from the Department of Housing and Urban Development (HUD) in March 2023. The Choice Neighborhoods Initiative promotes a comprehensive approach toward aiding neighborhoods to address the interconnected challenges of inadequate schools, poor health, distressed housing, high crime, and lack of capital.<sup>23</sup> With this grant, the City will develop a plan for the West Haven neighborhood to replace distressed public housing and create a mixed-income development that supports current residents, military personnel, and the greater community. The City has not yet expended funds for this project but expects to make progress over the next year with grant closeout in 2025. The City received a \$5 million Tiger VIII FY16 USDOT Grant that was awarded in July 2019. The project funded by this grant consisted of the two blocks of Center Street Streetscape; wayfinding signage throughout downtown and greater Goldsboro; construction of the HUB, a multimode transportation rest area; and the Goldsboro-Wayne Transit Authority (GWTA) concourse roof addition. The projects were completed in June 2020, and all funds were expended with the exception of the GWTA roof addition due to a significant material and labor cost increase that delayed the project. Due to the increased material and labor costs, the City has requested to remove the planned roof addition from the scope of the original grant agreement. The City received an Enhancement Fund Grant in 2009. This grant was used for planning, environmental, and design services in support of future rehabilitation of Goldsboro **Union Station**. The remaining funds of \$79,660 were used to create a Reuse Study in 2019. This grant is a precursor to the City’s goal of expanding its downtown area and walkability of the City by connecting the downtown to the **Union Station** priority site. The City was also awarded a Tiger V FY13 USDOT Grant in August 2014 that funded construction of the gateway bus transit center, three blocks of Center Street streetscape, streetscape work to connect downtown/Center Street to Goldsboro **Union Station**, and site work at the Goldsboro **Union Station** property. This grant was completed in November 2015 with all funds expended.

(2) Compliance with Grant Requirements: The City has successfully implemented all necessary work plans, schedules, terms and conditions, and any additional steps necessary regarding the implementation of the grants it has received. All grants have remained in compliance, and funding has been expended. The City’s staff has extensive grant management experience and is capable of managing this Brownfields Assessment Grant successfully.

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<sup>23</sup> HUD Awards \$500,000 Choice Neighborhoods Planning Grant [https://www.hacg.org/whats\\_new\\_view?id=89](https://www.hacg.org/whats_new_view?id=89)



**City of Goldsboro, NC**

**FY24 Brownfields Assessment Grant**

**Threshold Criteria**

## Threshold Criteria

### 1. Applicant Eligibility

- a. The City of Goldsboro, North Carolina, is eligible to apply for the EPA Brownfields Community-wide Assessment Grant as a local government as defined under 2 CFR § 200.64.
- b. The City is not exempt from Federal taxation under section 501(c)(4) of the Internal Revenue Code.

### 2. Community Involvement

The City of Goldsboro has a long history of community collaboration and willingness to implement revitalization practices and believes that community support drives success. The City is committed to having a strong, consistent, and transparent line of communication with the local community, **specifically underserved residents and businesses directly impacted by the project**. The City believes that target-area residents and businesses should be well informed about brownfields decision-making and be allotted an opportunity to provide crucial feedback and suggestions. In order to support the community playing a significant role, a Community Involvement Plan (CIP) will be created to further allow the community and the City to work together to outline planned community engagement activities, project scheduling, project background, and key players. The CIP will use various outreach methods including online platforms, virtual and in-person town halls, and surveys to ensure effective engagement. Suggestions and input from the local community will be addressed on an individual basis, and the City is committed to continuing its active soliciting, thoughtful consideration, and prompt responses to the community. The plan will establish community needs and ensure that tasks like writing down meeting minutes, recording community member input, and addressing suggestions are completed in a timely manner. Community members will be contacted to provide details regarding suggestions about implementation. Community outreach will encourage residents to provide input for potential brownfields sites. Local media outlets will be used to increase information access and provide updates in the monthly town hall meetings, in addition to leveraging various social media platforms and providing informational brochures. The City will conduct quarterly Brownfield Project Team meetings and address community input that will benefit the target area's most sensitive populations. Establishing effective community outreach is a top priority within the City. The City will also operate a dedicated Brownfields Project information page on its website. The City will post all contact information regarding all brownfield redevelopment projects so that the public may engage with their government officials throughout the redevelopment process.

### 3. Expenditure of Existing Grant Funds

The City of Goldsboro, North Carolina, affirms it does not have an open EPA Brownfields Assessment or Multipurpose Grant.

### 4. Contractors and Named Subrecipients

Not Applicable.