

**BROWNFIELDS CLEANUP COOPERATIVE AGREEMENT  
WORK PLAN**

**FOR**

Gateway Neighborhood Park Site  
June 12, 2009

**Submitted by**

Portland Development Commission  
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# WORK PLAN FOR BROWNFIELDS CLEANUP COOPERATIVE AGREEMENT

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## **1. INTRODUCTION**

### **1.1 Project Description, Goals and Objectives**

The City of Portland, Portland Development Commission (PDC) has prepared this work plan for a Brownfields Cleanup Grant for the development of a public park at an underutilized and distressed property in the Gateway district of Portland, Oregon. The planned Gateway Neighborhood Park site includes three parcels on approximately 4.2 acres. The parcels include the JJ North property (10520 NE Halsey Street, Tax Lot 700) and the Gateway Bingo properties (10506-10512 NE Halsey Street, Tax Lots 800 and 3100). The City of Portland has purchased the property and the PDC and the Portland Bureau of Parks and Recreation (PPR) are both named on the title. PDC is the lead agency for cleanup of contaminated soil on the property and initial development of the park. After the initial construction is complete, PPR will be responsible for ongoing maintenance and further improvements.

The Gateway area has been identified as one of Portland's most park-deficient districts. Acquisition of property in Gateway for a park has been a priority since the Urban Renewal Area's inception in 2001. This site is in an excellent location abutted by both a commercial district and a residential neighborhood, and is unusual for its large size in the area. Development of the Gateway Neighborhood Park will ensure the long-term success of the Gateway area and provide much needed greenway open space.

The Gateway Neighborhood Park project will require remediation of contaminated soils to prepare the site for development and eliminate potential exposure to hazardous substances. Due to the development of the site as a public area and to address requests by community stakeholders and PPR, PDC will pursue remedial actions to achieve cleanup to levels significantly higher than the Oregon Department of Environmental Quality (DEQ) cleanup standards.

### **1.2 Organizational Structure and Responsibilities**

The organizational structure for conducting cleanup and development of the park under the Brownfields Cleanup Grant has been established by PDC and includes the following PDC staff leads:

Justin Douglas – Project Manager  
David Obern – Construction and Environmental Services Manager  
Stacy Rapp – Lead Environmental Technical Staff

PDC's technical consultant team will consist of:

GeoEngineers, Inc. – Lead Environmental Project Consultant  
URS – Cleanup Drawings and Technical Specifications  
Parametrix, Inc. – Work Plan, Public Involvement Plan, ABCA

PDC will solicit competitive bids for the actual cleanup and remedial action work and perform the construction project management – actual contractor TBD.

In addition, the site has been enrolled in the Oregon DEQ’s voluntary cleanup program (VCP) under the independent cleanup pathway (ICP). Mike Greenburg is the lead DEQ project manager for the site and is responsible for review and approval of site documents to ensure that they meet DEQ requirements and expectations.

Mike Slater has been identified as the EPA Brownfields Cleanup Grant project officer. All required site documents will be submitted to EPA for review and approval prior to implementation.

### **1.3 Project Outputs and Outcomes**

As stated in the EPA Order 5700.7, “Environmental Results under EPA Assistance Agreements,” EPA requires that all grant recipients address environmental outputs and outcomes. A summary of the planned outputs and outcomes is described below.

#### **1.3.1 Outputs**

A number of outputs will be completed using the Brownfields Cleanup Grant. The primary output for this project is the completion of cleanup activities for an underutilized and distressed property and development into a neighborhood park that will be used as greenspace for the community. Specific deliverables or work products include:

- Brownfields Cleanup Cooperative Agreement Work Plan
- Public Involvement Plan
- Analysis of Brownfield Cleanup Alternatives
- Quality Assurance Project Plan
- Health and Safety Plan
- Final Cleanup Plan
- Design Drawings and Technical Specifications
- Final Closure Report
- Quarterly Progress Reports
- Final Performance Report

The schedule and specific details for each of these outputs is included in the following sections and is summarized in Section 3.0.

#### **1.3.2 Outcomes**

Outcomes of the Gateway Neighborhood Park project include the elimination of exposure to hazardous substances, creation of greenspace, positive impact to the health and economic welfare of the community, and leveraged funding.

The primary outcome of this project is the creation of approximately 3-acres of greenspace and 1.2 acres of commercial redevelopment within the Gateway district community. Open space is critical to the success of redevelopment efforts for livability and environmental sustainability. The Gateway District area lacks sufficient open space. The planned Gateway Neighborhood Park will provide much needed outdoor amenities and environmental benefits for neighbors, visitors and workers within the revitalized Gateway District. The Brownfields Cleanup Alternatives will eliminate potential exposure to site users and prevent spreading of contamination and potential groundwater impacts.

While some of these outcomes may not be readily quantifiable in the short-term, several outcomes of the project can be measured. Depending upon the cleanup alternative that is selected, measureable outcomes include the removal of approximately 3,600 cubic yards of soil contaminated with tetrachloroethene (PCE) and trichloroethene (TCE) (sourced from a former dry cleaner on the property), reduction or elimination of risk associated with potential exposure to contaminated soil, and redevelopment of approximately 4.2-acres of underutilized property. These identified outcomes will be continually assessed and tracked throughout the completion of the Gateway Neighborhood Park. A summary of these outcomes, as well as others identified, will be included in the Final Performance Report along with a description of the success or lessons learned associated with each outcome.

## **2. PROJECT TASK DESCRIPTIONS**

The following tasks have been identified for the Gateway Neighborhood Park project.

### **2.1 TASK 1 – PROJECT MANAGEMENT AND REPORTING**

PDC staff will perform project management as required to implement and manage this project under the cooperative agreement, including all required reporting and contractor procurement. The budget breakdown for all project management sub-tasks outlined within Task 1 is provided below.

<u>EPA Grant Budget:</u>	\$0
<u>PDC Grant Cost Share Budget:</u>	\$5,500

The following provides a description of the specific sub-tasks identified under the project management task.

#### **2.1.1 Project Management**

PDC's project manager, Justin Douglas, will be the PDC contact for implementation and grant management necessary to manage the project in accordance with the work plan and all required statutes, circulars, terms and conditions, including establishment and maintenance of necessary cooperative agreement records and files; financial management, project oversight, and attendance at necessary project meetings. The

procurement of Hazardous Materials Contractors and the Cleanup Contractor will be managed and supervised by PDC's Construction and Environmental Services Manager, David Obern.

As previously discussed, the site has been entered into the Oregon DEQ's ICP and will require review and approval of the final cleanup by DEQ such that it meets the state standards. PDC's project manager and technical staff will ensure that all documents prepared for the site meet DEQ standards and will be submitted to the DEQ for review and approval.

### **2.1.2 Project Reporting**

PDC's project manager, Justin Douglas, will be responsible for compiling and submitting quarterly reports, Property Profile Form and MBE/WBE forms, as required. It is expected that the City of Portland Office of Management & Finance will prepare and submit Financial Status reports, as required. It should be noted that Justin Douglas will request access to the on-line reporting system, the Assessment, Cleanup and Redevelopment Exchange System (ACRES), from the EPA Project Officer to fulfill reporting requirements for on-site accomplishments. PDC will enter ACRES to report the initiation of cleanup activities and the completion of cleanup activities and will submit the updated information reflecting such events to ACRES within 30 days after the end of the Federal fiscal quarter in which the event occurred.

Deliverables: Quarterly Progress reports within 30 days of the end of each federal fiscal quarter; Financial Status reports at least annually; MBE/WBE reports at least annually; Property Profile Form.

### **2.1.3 Staff Training/Travel**

PDC's environmental staff has regularly attended national Brownfields conferences over the preceding years and have managed a number of Brownfields projects for PDC. Other than necessary travel to the site and public involvement forums, no specific staff training or travel has been identified for this project. Should any grantees attend the National Brownfields Conference in New Orleans (November 16-18, 2009), they will not use EPA funds but rather other sources.

### **2.1.4 Contractor Procurement**

Required environmental oversight- GeoEngineers and design and engineering- URS technical consultants will be hired and supervised by PDC's technical lead, David Obern. PDC maintains on-call contracts with environmental and engineering services which were awarded based on a competitive application process. It is expected that PDC will utilize the existing on-call contracts for procurement of all technical services throughout this project. Upon completion of cleanup design and engineering, PDC using standard public bid process will procure cleanup contractor to perform actual site cleanup and remediation work using a competitive bid process. Stacey Rapp, PDC will perform

construction project management with senior supervision by David Obern.

Deliverables: Contractor Procurement. June 2009, ongoing.

### **2.1.5 Final Performance Report**

PDC will prepare a final performance report and submit it to the EPA Project Officer within 90 calendar days after the expiration or termination of the award. In general, the Final Performance Report will include similar information as the Quarterly Progress Reports, but will cover the entire project period. It is expected that the Final Performance Report will include before and after photos of the cleanup site as part of the overall documentation of the project progress and outputs and outcomes. In addition, the Final Performance Report will address lessons learned and successes achieved, as applicable, by PDC or its contractors in implementing the Brownfields cleanup. The Final Performance Report will also provide a summary fact sheet of the project.

Deliverables: Final Performance Report within 90 days after expiration of the award.

## **2.2 TASK 2 - PUBLIC INVOLVEMENT**

PDC's technical consultant Parametrix will perform the majority of the public involvement activities. Through the public involvement sub-tasks described below, PDC will ensure that community concerns are considered in the cleanup planning and execution and that the public is kept well-informed throughout the course of the project. The budget breakdown for all public involvement sub-tasks outlined within Task 2 is provided below.

<u>EPA Grant Budget:</u>	\$0
<u>PDC Grant Cost Share Budget:</u>	\$10,500

Specific deliverables are described in the following sections.

### **2.2.1 Public Involvement Plan**

PDC's technical consultant Parametrix will complete a site-specific Public Involvement Plan and will submit a draft to the EPA for review. EPA comments will be incorporated into the final plan. As part of that Plan, PDC will designate a spokesperson for the project, establish an administrative record (AR) file and an information repository (IR) convenient to the site, and get relevant documents into the AR/IR so that documents are available to the public for review. PDC will publish a notice of availability of the draft ABCA and the proposed cleanup plan for a public comment period, and will summarize any significant comments received and how they are addressed in the Final Cleanup Plan.

Per PDC's communications strategy, PDC will prepare and distribute a plain language "fact sheet" to the affected community as well as a media release. PDC will distribute the "fact sheet" and media release to various media outlets, potentially including the *Oregonian*, smaller specialty newspapers, area newsletters and PDC's list serve. PDC

will also distribute the "fact sheet" and media release to interested committees and organizations, including the Gateway Regional Center Program Advisory Committee, Gateway Area Business Association, and Hazelwood Neighborhood Association

Deliverables: Draft Public Involvement Plan, July 2009; Final Public Involvement Plan, thirty (30) days after grant award.

### **2.2.2 Public Notice and Comment**

After completion of Task 3A (Section 2.3.1), Analysis of Brownfields Cleanup Alternatives, PDC will publish a Public Notice. The Public Notice will inform stakeholders that the alternatives analysis is available for review and will formally establish the 30-day public comment period. At the end of the public notice period, PDC's Hazardous Materials Contractor will prepare a Summary of Public Comments with Responses for submittal to the EPA.

Deliverables: Public Notice, within 30 days after grant award; Summary of Public Comments with Responses, within 30 days of public notice.

### **2.2.3 Project Updates and other Public Information**

PDC will also directly engage in outreach activities designed to educate the community about the project as well as receive public feedback on project elements. Reasons to consider as-needed direct outreach activities include requests for updates by committees and organizations and/or the occurrence of unforeseen project issues. Committees and organizations to consider for direct outreach include the Gateway Regional Center Program Advisory Committee, Gateway Area Business Association, and Hazelwood Neighborhood Association.

Deliverables: Project Updates; Direct Outreach. As Needed.

## **2.3 TASK 3 - CLEANUP PLANNING**

A number of cleanup planning tasks were identified for completion of the Gateway Neighborhood Park project. Each of these sub-tasks is described in the following sections, as well as associated EPA and PDC cost-share budgets, and specific deliverables.

### **2.3.1 Analysis of Brownfields Cleanup Alternatives**

PDC's technical consultant – Parametrix will prepare an Analysis of Brownfields Cleanup Alternatives (ABCA) summarizing information about the site, extent of contamination, exposure pathways, identification of contaminant sources, types and levels of contamination, cleanup standards, applicable laws, and alternatives considered (at least two alternatives as a minimum). The ABCA will be completed consistent with EPA and DEQ guidelines and will be submitted to EPA and DEQ for review and approval. As part of the ABCA, PDC will establish cleanup criteria consistent with the

use of the site as a public park. These cleanup criteria will be used to evaluate the remedial alternatives and select a preferred alternative. The ABCA will also include a comparative evaluation table which summarizes the evaluation methodology, criteria, and scoring. The ABCA will be submitted for public comment prior to beginning cleanup.

EPA Grant Budget: \$3,000

PDC Grant Cost Share Budget: \$3,000

Deliverable: Draft ABCA, June 2009. Final ABCA, within 30 days after grant award.

### **2.3.2 ESA and NHPA Requirements**

PDC's technical consultant – Parametrix will be tasked to identify requirements under the Endangered Species Act (ESA) and National Historic Preservation Act (NHPA). This includes identification of any threatened or endangered species or habitat at or in the vicinity of the site. In addition, the State Historic Preservation Officer will be contacted to confirm that no historic or cultural resources are present. An inquiry regarding a list of Tribes who may have input to whether the action could impact cultural resources will also be completed. The Hazardous Materials Contractor will also evaluate and report whether cleanup alternatives appear likely to disturb or harm any species or resources, and if so, what mitigation is necessary. This information will be presented to EPA in a technical memorandum.

EPA Grant Budget: \$1,000

PDC Grant Cost Share Budget: \$2,000

Deliverable: ESA and NHPA Technical Memorandum, within 30 days after grant award.

### **2.3.3 Quality Assurance Project Plan (QAPP) and Health and Safety Plan (HASP)**

PDC's environmental oversight consultant - GeoEngineers will prepare a Quality Assurance Project Plan and Health and Safety Plan in coordination with the Cleanup Plan. The Contractor will submit documents to EPA and DEQ for review. After comments are received from EPA and DEQ, final drafts of the documents will be prepared and submitted for final approval. The QAPP will include sampling procedures, media, constituents of concern, location of samples, analytical methods and requirements, and quality assurance/quality control (QA/QC) criteria and will be prepared in accordance with EPA and DEQ guidelines. The HASP will be written such that it is OSHA-compliant and addresses specific contaminants found on the site. A copy of the QAPP and HASP will be placed in the cooperative agreement file.

EPA Grant Budget: \$3,000

PDC Grant Cost Share Budget: \$3,000

Deliverables: Draft Quality Assurance Project Plan and Health and Safety Plan, July 2009; Final within 30 days after grant award.

### **2.3.4 Final Cleanup Plan**

After completion of the ABCA and Public Notice, PDC's environmental oversight

consultant - GeoEngineers will prepare a Final Cleanup Plan. PDC will document all comments received on the ABCA and response to comments, including modifications to the Cleanup Plan, as appropriate. The Final Cleanup Plan will include the cleanup standards to be achieved and any institutional, land use or engineering controls that will be required as part of the cleanup. This document will be submitted to the DEQ project manager for concurrence that the Cleanup Plan will meet State cleanup requirements.

EPA Grant Budget: \$8,000

PDC Grant Cost Share Budget: \$2,000

Deliverables: Final Cleanup Plan, within 30 days after grant award.

### **2.3.5 Cleanup (Remedial) Design**

PDC's cleanup design and engineering consultant- URS will prepare design documents for implementing the cleanup. The design documents will include technical drawings and specifications for completion of the remedial actions, including the area and depth of soil excavation, demolition of site features (catchbasins, drains, etc.), and final grading plans. The technical drawings and specifications will be prepared such that PDC can use them to solicit bids from potential Construction Contractors.

EPA Grant Budget: \$15,000

PDC Grant Cost Share Budget: \$5,500

Deliverables: Technical Drawings and Specifications. within 30 days after grant award.

## **2.4 TASK 4 - CLEANUP PERFORMANCE AND COMPLETION**

A number of cleanup activities were identified for completion of the Gateway Neighborhood Park project. Each of these sub-tasks is described in the following sections, as well as associated EPA and PDC cost-share budgets, and specific deliverables.

### **2.4.1 Cleanup Activities**

PDC will hire a Contractor to implement the cleanup plan through a competitive bid process. Cleanup activities will follow the selected alternative in the ABCA and as outlined in the EPA-approved Final Cleanup Plan and Technical Drawings and Specifications.

The Gateway Neighborhood Park project will require remediation of contaminated soils to prepare the site for development and eliminate potential exposure to hazardous substances. The remedial actions will achieve cleanup to levels significantly higher than DEQ cleanup standards to address requests by community stakeholders and Portland Parks.

Based on previous site assessment and soil sampling at the site, approximately 3,600 cubic yards of soil are contaminated with PCE and TCE associated with former dry cleaner operations. The PCE and TCE contamination is generally located in the

southwest portion of the Gateway Bingo property in an approximately 16,000 square foot area. The depth of contamination extends to approximately 7 feet below ground surface. The maximum concentrations of PCE and TCE found in previous soil samples were 873 µg/kg and 226 µg/kg, respectively.

While the final cleanup alternative has not yet been selected (to be completed in the ABCA), it is expected that the general approach to cleanup will be excavation of all soils contaminated with PCE and TCE. This will require the Contractor to excavate, segregate and haul the contaminated materials to an approved disposal facility in accordance with the Final Cleanup Plan. A Contaminated Media Management Plan (CMMP) will be prepared and followed throughout the project. It is expected that excavated soil will be direct-loaded into trucks for delivery to an off-site disposal facility or stockpiled for later loading and off-site transport. All stockpiled soil will be placed on plastic sheeting or other surfaces to ensure that non-contaminated soils at the site will not be impacted. Confirmation sampling (see Section 2.4.2) will be conducted in accordance with the QAPP to ensure that all cleanup plan objectives have been met.

Following completion of all excavation activities, the contractor will also remove all asphalt and concrete (stockpiled for disposal/recycling) and former utilities and subsurface features not included in the final development plan (includes catchbasins, drains, etc.). The contractor will regrade and stabilize the site according to permit requirements, including the placement of topsoil for vegetation. Any fencing necessary to protect public health and safety will be implemented upon completion of all site cleanup activities.

All work completed as part of the cleanup project will be coordinated with the DEQ's ICP to ensure that all applicable State cleanup standards are met and the cleanup is protective of human health and the environment. PDC will request a No Further Action determination from the DEQ after remedial actions are complete.

Engineering controls as part of the cleanup plan include the placement of clean fill on the property and placement of a vegetative cover. After construction of the neighborhood park, operation and maintenance will be minimal, but will be incorporated into the City of Portland Parks maintenance program. Maintenance items include inspection of the soil cap and vegetative cover.

EPA Grant Budget: \$157,500

PDC Grant Cost Share Budget: \$54,000

Deliverables: Cleanup Contract, 120 days after award;

Notice of contractor mobilization to site, 2 to 5 days prior to mobilization;

Notice of contractor demobilization, 2 to 5 days prior to departure date.

### **2.4.2 Confirmation Sampling**

PDC's environmental oversight consultant, GeoEngineers, will perform all confirmation sampling will be completed in accordance with the EPA-approved Quality Assurance Project Plan (includes sampling plan) and in compliance with DEQ Voluntary Cleanup

requirements. In general, confirmation sampling will be completed within the excavated area (base and sidewall) to confirm that all contamination has been removed from the site and/or meets DEQ requirements and PDC project goals.

EPA Grant Budget: \$5,000

PDC Grant Cost Share Budget: \$5,000

Deliverable: Confirmation Sampling, Oct. - Nov. 2009.

### **2.4.3 Final Cleanup Report**

After the cleanup action is performed, the PDC’s environmental oversight consultant, GeoEngineers, will prepare a Cleanup Report. The Cleanup Report will verify that cleanup is complete and meets the cleanup standards identified in the Cleanup Plan, and that any required Institutional, Land Use or Engineering Controls are in place. The Cleanup Report will be submitted to the DEQ ICP project manager for the purpose of receiving a No Further Action determination from the DEQ for the site. The Cleanup Report will also be submitted to the EPA for review and approval.

EPA Grant Budget: \$7,500

PDC Grant Cost Share Budget: \$7,500

Deliverable: Draft Cleanup Report, January 2010. Final Cleanup Report, March 2010.

## **3. SCHEDULE AND DELIVERABLES**

A schedule of all key milestones, activities and accomplishments anticipated over the length of the cooperative agreement has been provided in the following table:

DUE DATE	ITEM	Send to:			
		EPA PO	STATE	GRANTS	FINANCE
Month 1	Property Profile Form entered in ACRES or submitted to PO	X			
Month 2	Fact sheet - project starting	X			
July 2009	Public Involvement Plan	X			
July 2009	ABCA	X	X		
August 2009	Final Cleanup Plan	X	X		
August 2009	Remedial Design (Technical Drawings/Specifications)	X	X		
August 2009	QAPP / Health and Safety Plan	X	X		
July 2009	ESA/NHPA Technical Memorandum	X			

DUE DATE	ITEM	Send to:			
		EPA PO	STATE	GRANTS	FINANCE
December 2009	Cleanup Contract	X	X		
July 2010	Final Cleanup Report	X	X		
With Quarterly Progress Report (QPR)	Photos and Lessons Learned	X			
Month 4	Quarterly Progress Report (QPR) 1 for months 1 - 3	X			
Month 7	QPR 2 for months 4 - 6	X			
Month 10	QPR 3 for months 7 - 9	X			
As needed	Additional QPR	X			
With QPR	MBE/WBE Report	X (copy)		X	
Quarterly	Requests for Reimbursement	X(copy)			X
Annually	Federal Cash Transaction Report	X(copy)		X	
1/30/11	Final Performance Report	X			
Month 24	Fact Sheet-Cleanup results	X			
Month 24	Final Financial Status Report	X(copy)		X	
Month 24	Closeout Reports with Summary Fact Sheet, Photos, Final Property Profile Form (or ACRES data entry) and Lessons Learned	X(copy)	X	X	

## 4. BUDGET

### 4.1 Table

The following table summarizes the estimated costs associated with the cleanup of the neighborhood park site.

### Project Budget

Category	Task 1 - Project Management		Task 2 – Public Involvement		Task 3- Cleanup Planning		Task 4 – Cleanup Performance and Completion		Cat. Total:
	Federal	Cost share	Federal	Cost share	Federal	Cost share	Federal	Cost share	
Personnel	\$0	\$5,000	\$0	\$5,000	\$0	\$5,000	\$0	\$5,000	<b>\$20,000</b>

Travel	\$0	\$500	\$0	\$500	\$0	\$500	\$0	\$500	<b>\$2,000</b>
Contractual	\$0	\$0	\$0	\$5,000	\$30,000	\$10,000	\$170,000	\$61,000	<b>\$276,000</b>
<b>Task Total:</b>	<b>\$0</b>	<b>\$5,500</b>	<b>\$0</b>	<b>\$10,500</b>	<b>\$30,000</b>	<b>\$15,500</b>	<b>\$170,000</b>	<b>\$66,500</b>	

**Total Federal: \$200,000**                      **Total PDC Cost-share: \$98,000**                      **TOTAL: \$298,000**

**4.2 Budget Narrative**

EPA grant resources are targeted 100% toward hard cleanup remedial action costs. PDC and former property seller, using an established environmental cleanup escrow account will cover all other soft costs, general site demolition and preparation costs and all hard costs that exceed the \$200,000 EPA grant resources. See cost share discussion below.

EPA grant resources will not be used to fund PDC personnel costs, PDC fringe benefits or any travel costs associated with this project. PDC does not anticipate purchasing any equipment or supplies for this project with EPA grant funds. Please refer to the budget breakdown provided above for the amount of EPA funds to be used for contractors and project permit fees.

**4.3 PDC Grant Cost Share**

The PDC grant cost share budget is \$98,000. This cost share allocation will be dedicated to project management, public involvement, and other technical consultant activities soft costs necessary to implement the remedial action to prepare the site ready for future development as a neighborhood park as described in the Work Plan.

The total estimated cost for cleanup of the Gateway property, including all hard and soft costs, is estimated at \$700,000. In addition to the Brownfields Cleanup Grant, PDC has negotiated and executed an Environmental Escrow agreement with the seller of the property and placed \$500,000 in an escrow fund held by a title company to be used for soft costs and to supplement cleanup hard costs beyond EPA grant funds. Any escrow funds remaining in this account after two years will be returned to the seller. Note this environmental escrow was not fully negotiated at time of initial EPA Grant Application and therefore was not able to be committed as additional resources at that time nor is reflected in the base project budget.