Remediation Grant Application Requirements

A. Designated Grant Applicant

Applicant Identification – Name and full address of the entity applying for funds. If not a city or county, provide documentation of eligibility.	City of Memphis and Shelby County Community Redevelopment Agency 850 N. Manassas Memphis, TN 38107
Person(s) Responsible for Execution of the Project – Name, title, email, phone number, mailing address.	Emma Turri Community Builder: Project Manager 901-435-6992 x 215 City of Memphis and Shelby County Community Redevelopment Agency P.O. BOX 70386 Memphis, TN 38107
Name of Person with Signatory Authority for the eligible entity.	Vivian Ekstrom
Names of Partner Entities on this proposal (each must be an eligible entity).	N/A
City(ies) or County(ies) to be served.	City of Memphis
County Tier Designation (Tax Incentive Tier: Tier 1, Tier 2, Tier 3, or Tier 4).	Tier 3
Population (2020 U.S. Census results for the municipal boundary where project activities will occur).	633,104 (P1, 2020 Decennial Census)
Federal Employer Identification Number (FEIN).	47-1283946
Grant Activities Timeline/Scope of Work	

B. General Proposal Information

Project Title.	165 Chelsea Street Remediation
Brief Project Description (maximum 500 words).	165 Chelsea Avenue, sometimes listed as 167 Chelsea Avenue and long known in the neighborhood as part of Wayne's Pinball Palace, is part of a cluster of properties in

	Memphis' Greenlaw neighborhood that are now vacant and underused. 1 The site has a long history, with records showing residential uses dating back to the late 1800s and, over the decades, grocery stores, restaurants, a church, law offices, liquor stores, auto repair shops, gas stations, furniture repair, and a laundromat. Today, the site is vacant and underutilized, but it sits at a highly visible gateway along Chelsea Avenue in Uptown. Historic uses left behind petroleum hydrocarbons, polycyclic aromatic hydrocarbons (PAHs), and volatile organic compounds (VOCs) at concentrations exceeding residential screening levels, which must be addressed before the property can safely return to productive use. This Project will remediate and prepare 165 Chelsea Street for productive reuse as a community-centered residential development. Environmental assessments have identified contamination that must be addressed before the site can be safely redeveloped. Using support from Tennessee's Brownfield Redevelopment Area Grant (BRAG) program, the project will advance through the Voluntary Oversight and Assistance Program (VOAP) to ensure that remediation activities are conducted to state standards. This process will include preparation and implementation of a Site Management Plan, active coordination with the Tennessee Department of Environment and Conservation (TDEC), and engagement with community stakeholders to keep residents informed of environmental conditions and planned remediation strategies. Complementary resources from the CRA's U.S. EPA Brownfields Assessment Grant will support the project, focusing the BRAG funding on remediation and site preparation. Once cleanup is complete, the site will be redeveloped by Nickson Development Group (NDG), a Memphis-based, minority-owned contractor with extensive experience in housing and mixed-use development. NDG brings both technical and financial capacity, with $48 million in 2023 revenues and a bonding capacity of $16 million single / $30 million aggregate. Their approach emphasizes high-quality design, community partnership, and maximizing opportunities for local, minority, and small business participation. The redevelopment vision centers on creating a mixed-income, residential-focused community that integrates seamlessly with the surrounding neighborhood. Planned

	improvements include a combination of townhouses and multifamily apartments, designed to transition in scale to complement nearby single-family homes. Streetscape enhancements along Chelsea and Second Street will improve walkability, incorporate traffic calming, and introduce landscaping with native plantings. Pocket green spaces and public art will add to neighborhood vibrancy, while screened parking and thoughtfully designed utilities will maintain an attractive urban form. The project will deliver broad community benefits. By bringing a vacant brownfield back into productive use, it eliminates potential environmental hazards and turns a site of concern into a neighborhood asset. The redevelopment will expand housing options, create construction and long-term employment opportunities, and contribute to the ongoing revitalization of the Uptown and Greenlaw communities. Importantly, NDG is committed to maximizing local, minority, and small business participation, ensuring that the economic benefits of the project are shared equitably across the community. With a total projected redevelopment cost of over $20 million across phases, the Project is financially structured through private investment, equity, and targeted public support. The BRAG program's role is essential, providing the critical funding necessary to address environmental barriers that would otherwise prevent redevelopment. This project reflects the core goals of the BRAG program: advancing brownfield remediation, supporting community health and safety, and unlocking new opportunities for sustainable, equitable development.

C. Additional Information – Remediation Grants

Documentation of Ownership of Site.	The project property, 165 Chelsea Avenue (AKA 167 Chelsea Avenue) (Parcel ID 001055 00003), is owned by the City of Memphis and Shelby County Community Redevelopment Agency (CRA). Title was conveyed to the CRA through prior recorded deeds, most recently by quitclaim deed dated August 13, 2019 (Deed No. 19082607). According to the Shelby County Register of Deeds and Assessor's Office, the CRA is the sole owner of record. The parcel is located within the City of Memphis, in the Greenlaw

	subdivision, comprising approximately 0.246 acres (10,716 sq. ft.). The current tax classification is Exempt, and there are no outstanding assessments. Ownership is fully documented by Shelby County property records (see attached documentation).
Description of Restrictions on Title (liens, easements, land use restrictions, etc.).	There are no known liens or easements encumbering the property. The CRA holds clear title to the parcel. Following remediation, it is anticipated that a deed notice restricting the use of groundwater may be required, in accordance with Tennessee Department of Environment and Conservation (TDEC) VOAP program requirements, to ensure long-term protectiveness of the remedy.
Description of Proposed Remediation Activities (including any known or potential project impediments, maximum 2,000 words).	Remedial activities will include excavation and disposal of former foundations and automotive repair bays at 165 Chelsea Avenue and soil hotspots impacted by the use of petroleum products and gasoline at the Former Sholfe & Tomlinson Auto Garage, chlorinated solvents at the former laundromat, and historic fill material. As site investigation work is still on-going to define the vertical limits of chlorinated solvent impacts and since previous groundwater and soil vapor data suggests site-wide impacts from chlorinated solvents, specifically tetrachloroethene, trichloroethene and 1,2-Dichloroethane, installation of a sub-slab vapor barrier may be required for each residential structure as part of the eventual redevelopment activities conducted later by the redeveloper, with requisite inspections. A deed notice may also be required to restrict groundwater use.
Community's Reuse Plan for the Property.	The community's reuse plan for 165 Chelsea Avenue is to redevelop the site with mixed-income housing. The redevelopment will provide units affordable to households earning at or below 80% AMI, along with moderate-income families up to 120% AMI. The project will feature mid-rise residential development consistent with High Density Residential zoning, with the potential for ground-floor community-serving amenities. The site is also a key part of the Burkle Park anchor identified in the Uptown Community Plan, where residents envisioned new housing, improved walkability, and reinvestment in a long-disinvested corridor.
End Use Developer – Indicate if identified and explain.	A developer was selected through a competitive RFP process issued in October 2024. The CRA selected Nickson as the end-use developer for the site. Nickson has a proven

	track record of delivering mixed-income housing in urban neighborhoods, a strong community partnership approach, and the capacity to begin construction within 12 months of a redevelopment agreement.
Funding Secured for Redevelopment – Indicate and explain.	The CRA has secured a development partner with demonstrated financial capacity and access to private capital. The redevelopment will also leverage CRA Tax Increment Financing (TIF) resources and local support. While BRAG funding is essential for site remediation, redevelopment financing is in place to proceed once environmental barriers are addressed.
Inclusion in Community Planning Efforts – If yes, describe (maximum 500 words).	The redevelopment of 165 Chelsea Avenue is fully consistent with the Uptown Community Plan (2018), developed through an extensive resident and stakeholder engagement process led by CRA. The Plan identified the Burkle Park district as a priority anchor for investment, with community goals that include: • Expanding affordable housing options. • Preserving neighborhood identity and pride. • Creating fully occupied, mixed-income communities. • Promoting sustainable, high-quality design. • Adding community-serving amenities and improving walkability. Residents specifically identified vacant and contaminated parcels, like 165 Chelsea Avenue, as barriers to revitalization and called for cleanup and reuse. The CRA's RFP process and developer selection were directly guided by this plan, ensuring redevelopment aligns with community priorities.
Plan for Community Involvement (maximum 500 words).	The CRA believes that the people who live in Uptown should be at the center of decisions about what happens in their neighborhood. CRA has worked side by side with residents, stakeholders, and neighborhood groups to shape the Uptown Community Plan, and the cleanup and redevelopment of 165 Chelsea Avenue will follow that same approach. If BRAG funding is awarded, CRA will start by putting up clear signage at the site so neighbors know what's happening and who to call with questions. We will host public meetings to explain the cleanup process, answer questions, and give regular updates as the work moves forward. To meet state requirements and keep the process open, we

	will also offer a 30-day public comment period where residents can review plans and share their feedback. We know not everyone can make it to a meeting, so updates will also be shared through CRA's website, newsletters, and with the help of the Uptown TIF Community Advisory Committee. Materials will be made available in accessible formats, with translation provided where needed, so everyone has a chance to understand and participate. CRA plans to integrate the 165 Chelsea remediation project into the quarterly public meetings of the Memphis Brownfield Coalition. The Coalition brings together residents, neighborhood associations, community-based organizations, business stakeholders, and local government partners to share updates, discuss ongoing brownfield grant activities, and align efforts. Including 165 Chelsea in this forum ensures that the project is communicated consistently within the broader context of brownfield work across the city and provides another venue for resident feedback. Most importantly, CRA will work with trusted neighborhood partners including Habitat for Humanity of Greater Memphis, the Uptown Community Association, and other community leaders to help spread the word and encourage involvement. These groups know the community best and will make sure all voices are heard, from long-time homeowners to renters and new families moving in. By keeping the process open, transparent, and grounded in the relationships we've built over years of work in Uptown, CRA will ensure the cleanup and redevelopment of 165 Chelsea Avenue reflect the hopes and priorities of the people who live here.
Preservation/Re-use of Existing Structures – Describe if applicable (maximum 300 words).	There are no existing structures on site that are suitable for preservation or adaptive reuse. Remaining foundations and remnants of former auto repair bays will be removed as part of the remediation process to eliminate contamination sources and prepare the site for redevelopment. The new development will be constructed on clean soil and engineered subgrade, ensuring safety and long-term sustainability.
Phase I/Phase II Assessment(s) and/or Remediation Plan Documents – Upload along with any other relevant reports.	CRA has completed a Phase I ESA and a partial Phase II ESA (2020) that identified petroleum- and solvent-impacted areas requiring remediation. These reports will be uploaded in support of the application. Additional site investigation is underway to fully

	delineate chlorinated solvent impacts using funding from the CRA's USEPA Brownfields Assessment Grant.
Responsible Party to the Contamination – State yes/no, explain; if yes, include redevelopment plan and funding plan.	No responsible party has been identified to address the contamination at this site. The CRA has acquired the property for the express purpose of remediation and redevelopment and is applying for BRAG funding to ensure cleanup is protective and timely. Redevelopment will be funded through the selected developer and CRA's redevelopment financing tools.
Water Features – Indicate if rivers or creeks are tangential or run through the property, and describe (maximum 300 words).	There are no rivers, creeks, or other surface water features located on or directly adjacent to 165 Chelsea Avenue. While no surface water features pose a direct exposure pathway, groundwater impacts from chlorinated solvents have been identified. To ensure protectiveness, institutional controls such as a deed notice restricting groundwater use will be implemented as part of the remedial action plan.

D. Detailed Project Budget and Budget Justification

- Provide a full budget with cost estimates for each task.
- Include justification explaining how each cost was calculated and why it is necessary for the project.
- VOAP enrollment and oversight costs for Tier 3 and Tier 4 counties can be included as reimbursable expenses.
- Ensure the budget adheres to allowable activities and avoids ineligible expenditures listed in the manual.
- Limit administrative expenses to no more than 5% of the total grant budget.

See Budget Detail Table (uploaded as attachment) for additional detail regarding costs.

Task 1 – Pre-Mobilization Activities ($23,705)
This task covers project initiation activities including coordination with TDEC, preparation of a site-specific Soil Management Plan / Remedial Action Plan, and development of a Health and Safety Plan (HASP). This task also includes negotiation of and entering into the Voluntary Oversight and Assistance Program (VOAP) as well as the VOAP fees. Labor for senior and mid-level environmental scientists is included to ensure proper coordination, planning and regulatory compliance for the VOAP program and public notice.

Task 2 – Invitation for Bid Preparation ($10,000)
This task involves preparing a competitive Invitation for Bid (IFB) for remediation contractors. The budget covers staff time and

professional services needed to draft bid documents, define scope, evaluate contractor qualifications, and make recommendations for award.

Task 3 – Remediation Activities ($447,350)
This is the largest budget category, covering direct cleanup costs:

A. **Concrete Demolition and Disposal ($125,000):** Removal of old foundations and auto repair bays to eliminate potential contaminant sources.

B. **Soil Excavation and Disposal ($237,400):** Includes excavation of petroleum and solvent-impacted soils, removal of hotspots, and disposal of approximately 2,300 tons of material at licensed facilities.

C. **Oversight ($22,300):** Consultant oversight during excavation (10 days) and contractor preparation of an erosion and sediment control plan.

D. **Clean Fill Import ($58,800):** Replacement of excavated soils with 2,400 tons certified clean fill to restore site grade.

E. **Institutional Controls ($3,850):** Preparation and filing of a deed notice restricting groundwater use, ensuring long-term protectiveness.

Task 4 – Remediation Coordination and Reporting ($14,865)
This task provides for labor by senior engineers and environmental scientists to prepare required reports, coordinate with TDEC, and ensure compliance with VOAP milestones. Costs are based on standard hourly rates and estimated level of effort.

Task 5 – Grant Management ($4,080)
Administrative support for grant reporting and compliance is limited to less than 1% of the total budget, ensuring adherence to BRAG's 5% cap on administrative costs.

E. Detailed Timeline / Scope of Work

- Outline major tasks from project start to completion.
- Identify milestones and target completion dates for each task.

- Align with the contract term for remediation grants (24 months, extensions possible case-by-case).
- Detail the sequence of remediation activities (investigation, cleanup, monitoring, etc.).
- Demonstrate that the work plan is feasible within budget and time constraints.
- Ensure the scope supports a strong score in the 'Project Feasibility' section of the selection criteria.

Months 1–3: Pre-Mobilization Activities

- Coordinate and negotiate with TDEC to finalize VOAP agreement and enrollment.
- Prepare and submit a site-specific Soil Management Plan, Remedial Action Plan, and HASP.
- Initiate public notification and community engagement activities.
- VOAP fees

  Milestone: VOAP enrollment completed and pre-mobilization documentation approved by TDEC.

Months 3–5: Bid Preparation and Contractor Selection

- Prepare Invitation for Bid (IFB) package for remediation contractors.
- Solicit and evaluate contractor bids.
- Award remediation contract.

  Milestone: Contractor selected and remediation schedule finalized.

Months 5–14: Remediation Activities

- Mobilize contractor and conduct site preparation.
- Install erosion and sediment controls per approved plan.
- Demolish and remove remaining foundations and auto repair bays.
- Excavate and dispose of petroleum and solvent-impacted soils (estimated 2,300 tons).
- Import and place clean fill to restore site grade (estimated 2,400 tons).
- Environmental consultant oversight of remediation contractor.
- File deed notice restricting groundwater use.

  Milestone: Completion of soil removal, fill placement, and implementation of institutional controls.

Months 14–20: Remediation Coordination and Reporting

- Prepare and submit remedial action report to TDEC.
- Respond to TDEC comments and finalize report.

- Obtain No Further Action letter.
  Milestone: TDEC approval of remediation completion.

Months 20–24: Closeout and Grant Management

- Prepare final grant reports and financial documentation.
- Close out BRAG contract with TDEC.
  Milestone: Project closeout and clearance for redevelopment.

F. Certifications

- Title VI compliance.
- VOAP enrollment within 30 days of executed contract.
- Vendor selection per Tennessee public contracting laws.
- No federal or state debarment or ineligibility.
- Understanding and agreement to reporting requirements.