Knoxville, Tennessee - Community-Wide Assessment Grant
East Magnolia Avenue Corridor
EPA Brownfield Grant Application FY2022

Narrative Information Sheet

1. **Applicant Identification**
   City of Knoxville
   400 Main Street
   Knoxville, TN 37902

2. **Funding Requested**
   a. **Assessment Grant Type:** Assessment – Community-wide
   b. **Federal Funds Requested**
      b.i. **Requested Amount:** $500,000
      b. ii. **Federal Funds Requested Waiver:** Not Applicable

3. **Location**
   City of Knoxville
   Knox County
   Tennessee

4. **Target Area and Priority Site / Property Information:**

<table>
<thead>
<tr>
<th>Census Tract</th>
<th>Priority Site Address</th>
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<tbody>
<tr>
<td>4709 300 19-001</td>
<td>• Burlington Commercial District, 3800 block Holston Dr.</td>
</tr>
<tr>
<td></td>
<td>• Abandoned East Side Tire and Auto Repair, 3200 East Magnolia Ave.</td>
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<tr>
<td>4709 300 20-001</td>
<td>• Burlington Commercial District, 3900 block Holston Dr.</td>
</tr>
<tr>
<td></td>
<td>• Abandoned gas station, 4713 Asheville Highway</td>
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<tr>
<td>4709 300 20-002</td>
<td>• Burlington Commercial District, 3900 block of Martin Luther King, Jr Ave.</td>
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<tr>
<td>4709 300 20-003</td>
<td><em>To be inventoried</em></td>
</tr>
<tr>
<td>4709 300 32-001</td>
<td><em>To be inventoried</em></td>
</tr>
</tbody>
</table>
5. Contacts

a. Project Director
Dawn Michelle Foster
Real Estate Chief
City of Knoxville
400 Main Street, Room 495C
Knoxville, TN 37902
Phone: (865) 215-2607
dmfoster@knoxvilletn.gov

b. Chief Executive/Highest Ranking Elected Official
Indya Kincannon, Mayor
City of Knoxville
400 Main Street, Room 691
Knoxville, TN 37902
Phone: (865) 215-2040
Mayor@knoxvilletn.gov

6. Population
April 1, 2020 Census population is 190,740, United States Census Bureau at www.census.gov

7. Other Factors Checklist

<table>
<thead>
<tr>
<th>Other Factors</th>
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<tr>
<td>Community population is 10,000 or less</td>
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<tr>
<td>The applicant is, or will assist, a federally recognized Indian tribe or United States territory.</td>
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<td>The priority brownfield site(s) is impacted by mine-scarred land.</td>
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<tr>
<td>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).</td>
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<td>The priority site(s) is in a federally designated flood plain</td>
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4709 300 32-002  •  Old Dry Cleaner, 2742 Martin Luther King, Jr Ave.

4709 300 67-001  •  Former C&S Laundry, 1200 East Magnolia Ave.
•  Wykes Assoc Auto Sales, 1420 East Magnolia Ave.
•  708/718/719 East Depot Ave.

4709 300 67-002  •  Five Points Commercial District, 2300 block Martin Luther King, Jr. Ave.

4709 300 67-003  •  1921 East Magnolia Ave.
•  Empty Lot / North Bertrand & E. 5th Ave.

4709 300 68-001  To be inventoried

4709 300 68-002  To be inventoried
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.

The reuse of the priority site(s) will incorporate energy efficiency measures.

30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.

The target area(s) is located within a community in which a coal-fired power plant has recently closed (2011 or later) or is closing.

<table>
<thead>
<tr>
<th>Other EPA Considerations</th>
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<tbody>
<tr>
<td>fair distribution of funds between urban and non-urban areas.</td>
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<tr>
<td>whether the applicant’s jurisdiction is located within, or includes, a county experiencing “persistent poverty” where 20% or more of its population has lived in poverty over the past 30 years, as measured by the 1990 and 2000 decennial censuses and the most recent Small Area Income and Poverty Estimates.</td>
<td>1, 3, 4</td>
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<tr>
<td>the distribution of funds among EPA’s ten Regions.</td>
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<tr>
<td>whether the applicant’s the target area(s) is located within or includes a census tract in which 20% or more of the population lives below the national poverty level as measured by the 2019 American Community Survey (ACS) 5-yr estimates from the United States Census Bureau.</td>
<td>1, 3</td>
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8. **Letter from the State or Tribal Environmental Authority**
   Attached letter from Paula Middlebrooks, Environmental Consultant, Division of Remediation, Tennessee Department of Environment and Conservation (TDEC)

9. **Releasing Copies of Applications**
   Not Applicable.
October 20, 2021

Dawn Michelle Foster
Chief of the Real Estate Department
City of Knoxville
400 Main Street
Knoxville, TN 37902

Re: State Letter of Acknowledgement for the City of Knoxville Brownfields Assessment Grant Application

Dear Ms. Foster,

The Tennessee Department of Environment and Conservation (TDEC) is pleased to acknowledge your efforts to apply for a $500,000 US Environmental Protection Agency (EPA) Brownfields Community Wide Assessment Grant.

Since many brownfields are abandoned, underutilized, and/or contaminated, TDEC is expressly interested in seeing cities in our state take the initiative to return these sites to productive uses. These efforts are consistent with our mission to enhance the quality of life for citizens of Tennessee and to be stewards of our natural environment. In cooperation with Region 4 EPA, the TDEC brownfields staff will provide technical support and oversight for your grant.

We greatly appreciate your efforts to address brownfields in your city!

Sincerely,

Paula Middlebrooks
State of Tennessee Brownfields Redevelopment Program
Tennessee Department of Environment and Conservation
1. Project Area Description and Plans for Revitalization (40 pts), 1.a. Target Area and Brownfields (15 pts): 1.a.i. Background and Description of Target Area (5 pts):

The *East Magnolia Avenue Corridor (EMAC)*, the target area for this grant application, is rich in African American history and culture. It once encompassed vibrant commercial enterprises and historic neighborhoods that began to suffer significant economic decline with the closing of textile mills, foundries, and other manufacturing operations starting during the Great Depression. The EMAC includes Knox County Census Tracts 19, 20, 32, 67 and 68, located east of the James White Parkway and south of I-40 and extending approximately three miles east along E. Magnolia Ave. including the old *Warehouse District* adjacent to downtown Knoxville and the historic neighborhoods of *Five Points and Burlington*. Urban Renewal projects conducted from 1959-1974 razed homes and businesses in the EMAC for the James White Parkway and the Knoxville Civic Coliseum, including the demolition of the central business district and relocation or closure of 107 businesses. This had a *devastating impact on the EMAC and Knoxville’s Black community*, resulting in the displacement of many black residents, churches, and culturally oriented businesses. Both low and upper-middle income neighborhoods were razed, of which *more than 70% were black owned*. The job losses from closed warehouses and the social displacement destabilized the neighborhoods in the EMAC. Urban Renewal was followed by the construction of I-40 replacing E. Magnolia Avenue (State Route 1) as the primary transportation artery connecting downtown Knoxville and its industrial center to the historic residential neighborhoods. State Route 1 split at the historic Burlington neighborhood to continue north to Bristol, VA and east to Asheville, NC. The I-40 Asheville Highway interchange diverted daily traffic and visitors away from the EMAC and particularly from Burlington commercial district. By 2009, 115 of the 390 acres in the EMAC were abandoned structures and many continue to suffer from environmental issues, compounded by blight, arson, and crime concerns. All five census tracts are *Distressed Areas* per the Appalachian Regional Commission (ARC). The EMAC has a poverty rate of 42.9% and experiences persistent poverty. EJ Screen shows that eight Environmental Indicators for the census tracts and central core of the EMAC are *greater than 85th percentile (four greater than 90%) in the State*. Revitalization within the EMAC is critical to stabilize the neighborhoods, promote economic opportunities and preserve the integrity of the historic and *predominantly black* neighborhoods that have been affected for over 60 years.

1.a.ii. Description of the Priority Brownfield Site(s) (10 pts): A brownfield inventory (inventory) of sites has been initiated with input from community partners, including Knoxville’s Community Development Corporation (KCDC), the Burlington Neighborhood Association (BNA), the East Tennessee Community Design Center (ETCDC), and Knox Heritage. There are 16 priority vacant properties identified for this grant, all located within 3 distinct neighborhoods located along the EMAC (due to space considerations, only a few are discussed here). The priority sites are visible nuisances located on prominent corners and frontage lots within the City’s Redevelopment Areas, selected based on the need to resolve environmental concerns and importance to revitalization of the EMAC. Burlington Neighborhood: The 3900 block of Martin Luther King, Jr. (MLK, Jr.) Ave and the 3800 block of Holston Dr are the core commercial district of the historic neighborhood and have struggled for decades. They are currently devoid of active businesses. Six properties (totaling 12,030 square feet (SF)) have been selected as priorities for this grant. The buildings once housed an electrical shop, a small industrial supply & repair business (potential solvent impacts), and other commercial services. Due to the age of the structures, (1930s-1960s) they likely contain asbestos-containing materials (ACM) and lead-

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1. [https://www.beckcenter.net/urban-renewal](https://www.beckcenter.net/urban-renewal)
2. Knoxville-Knox County Metropolitan Planning Commission, Magnolia Avenue Corridor Plan, May 2009
based paint (LBP). Five Points Neighborhood: 2742 MLK, Jr Ave is an abandoned drycleaner (5,827 SF with potential chlorinated solvent impacts) adjacent to the Austin East High School. The corner structure has historical characteristics in keeping with the surrounding historic residential neighborhood. The 2300 block of MLK, Jr. Ave has several historic commercial businesses, including a former auto repair and metal plating shop that are now abandoned, derelict, and crime ridden. The 25,200 SF of reusable building space has potential petroleum and solvent impacts from former uses. E. Magnolia Ave links downtown through the Warehouse District to the East Knoxville neighborhoods. It is highly trafficked with many light industrial and commercial businesses. The priority sites consist of long term abandoned properties with environmental concerns in prominent locations that have become detriments to furthering redevelopment of the area. Sites include the abandoned C&S Drycleaner (26,128 SF with potential solvent impacts); 708,718, &719 E. Depot Ave, former industrial shops and warehouses; and East Side Tire, 3200 E. Magnolia, an abandoned auto repair and now junk yard. All properties have potential petroleum and solvent concerns and the structures likely have ACM and LBP impacts.

1.b. Revitalization of the Target Area (10 pts): 1.b.i. Reuse Strategy and Alignment with Revitalization Plans (5 pts): Investing in brownfield revitalization aligns with the city’s goal to revitalize and sustain underserved historically black neighborhoods, restore and renovate existing historic buildings (as demolition and displacement instill fears of gentrification in this community), and provide long needed economic growth and vitality. The City’s vision for strong, safe and healthy neighborhoods, job creation, economic resurgence and community empowerment are key drivers for redevelopment of the priority sites within the EMAC. The City and its redevelopment agency, KCDC have actively engaged with area residents and stakeholders in several public planning initiatives in the EMAC, assisting in the implementation of several recommendations outlined in the Magnolia Avenue Corridor Plan, the Burlington Enhancement Plan and the Five Points Master Plan. In the Burlington Neighborhood, the City partnered with the BNA and the ETCDC to develop the Burlington Enhancement Plan, a Vision Plan to revitalize and spur economic investment in the core of Burlington6. This EPA assessment grant will help the community advance properties identified in that plan towards reuse. In the Five Points Neighborhood the priority sites sit directly across MLK Jr. Avenue from KCDC’s newly revamped Five Points public housing complex. Since 2010, the City invested $80 Million toward the project, which replaced outdated, aging public housing with attractive and safe residences for seniors, families and the disabled. This grant will help property owners to assess properties and create revitalization and reuse plans to complement KCDC’s investment. New investments will provide Five Points residents with safe, walkable access to grocery stores, drug stores, restaurants, health care and other services and offer new job opportunities for residents. Revitalization of the old drycleaner facility next to the high school could provide a vocational education center for students seeking an alternative career track. East Magnolia Ave / Warehouse District: The City’s Magnolia Corridor Plan recommends redevelopment of this section of the EMAC, which is heavily commercialized with older warehouses, industrial properties, and commercial businesses. The grant will help to define environmental issues and address reuse strategies for abandoned properties with the potential for commercial and light industrial businesses to provide jobs and economic investment in the EMAC.

1.b.ii. Outcomes and Benefits of Reuse Strategy (5 pts): The outcomes and benefits expected from the City’s redevelopment plans for the EMAC include: More than 10 new commercial and industrial businesses will likely be established in abandoned buildings that will support healthy,

6 https://communitydc.org/project/burlington-enhancement-plan/
safe, walkable neighborhoods. Site reuse will expand property tax base and increase sales tax collections that support local government operations and will provide 200 new jobs and affordable services and amenities close to where people live. It is also expected that investments will reduce crime and support the renewal of historically black, low-income neighborhoods. The activities will also support the preservation and safe reuse of existing historic buildings in a manner that greatly reduces the health risk from LBP and asbestos and other environmental contamination and will spur the creation of pocket parks to provide recreational and leisure space to support healthy lifestyles among residents of the EMAC.

1.c. Strategy for Leveraging Resources (15 pts): 1.c.i. Resources Needed for Site Reuse (10 pts): Grant funding will leverage commitments of professional staff capacity and expertise from the City and KCDC and that of volunteer partners and collaborators. Assessments funded by the grant will reduce uncertainties and provide cleanup alternatives for property owners and future developers. As that happens, the City and KCDC can utilize a variety of investment funding and incentive tools to attract investors and encourage redevelopment of blighted properties in the EMAC. Because the EMAC is defined as a Redevelopment Area, direct leverage will be achieved through Tax Increment Financing (TIF) and Payment in Lieu of Taxes (PILOTs). Other resources available to leverage investment include Opportunity Zone Incentives, Historic Preservation Tax Credits, Commercial Façade Improvement Grants, and the Knox Heritage Revolving Loan Fund for historic structure renovations. The City is eligible to receive and will continue to pursue funding opportunities from state and federal agencies to improve the Asheville Hwy interchange and access to the Burlington neighborhood. The City and KCDC will also work to commit Community Development Block Grant funding to support future public housing improvements. Lastly, the City continues to award Affordable Housing Grants to developers who will increase attractive affordable and low-income housing options, enhancing neighborhood sustainability and providing customers to support nearby businesses.

1.c.ii. Use of Existing Infrastructure (5 pts): The EMAC has existing infrastructure, including roads, water, sewer, power, and broadband service throughout the entire priority area. The City’s ongoing investment of $11 million, coupled with Federal and State grants for additional streetscape improvements along E. Magnolia Ave and in Burlington, will provide environmentally sustainable stormwater upgrades, sidewalks, enhanced transit stops, greenways and park space with climate appropriate landscaping. No additional infrastructure investments will be required to generate the expected outputs and outcomes.

2. Community Need and Community Engagement (40 Pts), 2.a. Community Need (25 pts): 2.a.i. The Community’s Need for Funding (5 pts): EMAC area has suffered economically and has experienced persistent poverty as an average 42.9% of the population lives below the national poverty level\(^4\). The EMAC has a much lower median household income ($25,497)\(^4\) than in the City, Knox County, and TN ($40,341, $57,470, and $53,320, respectively)\(^7\). In the EMAC, 42% of residents are not participating in the work force and 70% of housing units are renter-occupied\(^8\), demonstrating a limited ability to invest in their community and properties. According to the City, appraised values for the priority sites average less than $16 per square foot and lenders and developers have shown reluctance to invest in the neighborhood. The result is a dwindling tax base, stagnation, and lack of economic empowerment in the area. While the City (with KCDC) has invested in façade improvements, streetscapes, and low income and affordable housing, this grant will target commercial brownfield properties that would otherwise go unaddressed. Funding for environmental assessment and revitalization planning will facilitate

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\(^4\)United States Census Bureau ACS Quick Facts, 2015-2019

investment in properties to attract needed commercial services and provide new economic opportunities.

2.a.ii. Threats to Sensitive Populations (20 pts): (1) Health or Welfare of Sensitive Populations (5 pts): The EMAC population is primarily minority (77%) with 65% Black and 7% Hispanic\(^8\). As noted in the table, the EPA EJ Screening Tool highlights significant Environmental Indicators in the five EMAC census blocks that are known to impact health. There are numerous abandoned and derelict properties in the EMAC, particularly in the traditional commercial areas (priority sites) within walking distance of the Burlington area and the low-income and senior housing development in the Five Points neighborhoods. Within the five census tracts in the target area, 47% of houses were built before the 1960’s\(^5\) when asbestos and lead paint were widely used in building materials. The EMAC ranks in the 93rd percentile for EJ Index for Lead Paint Indicator in the state and EPA Region 4\(^5\). Both hazards are known to negatively impact the health of residents, with lead especially impacting children. Abandoned properties are an attraction for rampant crime, vandalism and arson. Knoxville’s crime rate is 96.27 far exceeding the east TN region at 63.6 and Knox County at 58.27\(^9\). Most crimes committed are in the downtown area and the EMAC\(^10\). A Project Safe Neighborhood (PSN) Zone has been established for the majority of the EMAC to address the number of violent crimes occurring in the area that create fear and keep residents from venturing out to walk in the neighborhoods. The City and KCDC must continually clean up trash and remediate unsafe conditions at abandoned properties, which attract criminal behaviors that threaten sensitive populations.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions (5 pts):
This table shows elevated adult health issues within the five EMAC census tracts that are associated with the Environmental Indicators discussed above. The residents suffer from many health issues associated with poverty, respiratory hazards, and living in areas that do not offer healthy, walkable neighborhoods. 43.5% of the EMAC population reports physical inactivity as compared with 22% in Knox Co., and 23% in the U.S.\(^11\). The CDC reports lack of physical activity worsens outcomes for people who are obese and diabetic. Poor air quality and respiratory hazards are tied to increased asthma and COPD rates. The community’s redevelopment plans will help mitigate community health needs by providing pocket parks to improve air quality, decrease social isolation, create walkable neighborhoods and offer needed services.

<table>
<thead>
<tr>
<th>Health Condition</th>
<th>EMAC(^11)</th>
<th>Knox Co(^11)</th>
<th>State(^12)</th>
<th>U.S.(^11)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Asthma</td>
<td>13.8%</td>
<td>10.0%</td>
<td>8.8%</td>
<td>9.2%</td>
</tr>
<tr>
<td>COPD</td>
<td>13.2%</td>
<td>8.3%</td>
<td>8.9%</td>
<td>6.9%</td>
</tr>
<tr>
<td>Diabetes</td>
<td>22%</td>
<td>11.5%</td>
<td>11.7%</td>
<td>11.4%</td>
</tr>
<tr>
<td>Obesity</td>
<td>45.4%</td>
<td>30.1%</td>
<td>35.6%</td>
<td>30.9%</td>
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</table>

\(^9\) https://crimeinsight.tbi.tn.gov
\(^10\) LEXIS NEXIS COMMUNITY CRIME MAP BY NEIGHBORHOODS, PSN Zone https://communitycrimemap.com
\(^12\) 2021 State Level Data and Ranks / University of Wisconsin Population Health Institute, School of Medicine and Public Health, Robert Wood Johnson Foundation. www.countyhealthrankings.org
exposure risks associated with poor air quality and hazardous materials, are examples of the inequities suffered by residents of the EMAC. As property values continue to decline, owners are financially unable to assess and remediate abandoned commercial properties. This grant will jumpstart a new approach to support community-based initiatives that will produce significant benefits for distressed neighborhoods. It will help reverse the decades-long trend of environmental decline, community disengagement and economic disinvestment in the EMAC by bringing equitable opportunities for environmental goal setting and decision-making to residents and community organizations in the EMAC (described further in Section 2.b.). The environmental and economic outcomes and benefits associated with this grant will be directed towards historically marginalized populations and it is anticipated they will experience improved quality of life and health outcomes.

2.b. Community Engagement (15 pts): 2.b.i. Project Involvement (5 pts) and 2.b.ii. Project Roles (5 pts): The City partners identified below are enthusiastically engaged in revitalization efforts throughout the EMAC and are committed to support this grant to further implement redevelopment project goals. **KCDC:** Ben Bentley, Executive Director and CEO. Redevelopment Authority and Public Housing Authority for City of Knoxville. Assist with an inventory and prioritize sites to be assessed, property owner connections, collaborative equitable redevelopment planning, and community outreach. Leveraging of funding resources. **ETCDC:** Duane Grieve, Executive Director. Non-profit community design organization that will assist with community engagement and inventory based on previous community master planning activities for redevelopment in the Burlington neighborhood, Five Points, and Parkridge. Provide revitalization concepts and design services. **Knox Heritage:** Christine Cloniger, Director of Development, and Interim Executive Director. Non-profit Historic Preservation advocate for EMAC historic districts. Assist with inventory and advocate revitalization of historic structures. Help with leveraging Historic Preservation funding. **Burlington Residents Association:** Deborah Ingram, Community stakeholder, and Dr. Dasha Lundy, Past Burlington Residents Association President, District 1 County Commissioner. Neighborhood representation for the EMAC communities, facilitate community input and communication with neighborhood residents for EMAC, which is in District 1 and particularly the Burlington neighborhood. **SEEED Knox:** Stan Johnson, Executive Director. A green community development non-profit focusing on creating and sustaining jobs for Knoxville’s urban young people, as well as ensuring clean energy technologies are available for low-income residents. SEEED utilizes community engagement to take the voices of the community to organizations and government agencies to actively fight racial trauma and promote equity. Other organizations located in the EMAC will be invited to provide feedback and assist in additional outreach activities during this project. These organizations include the Beck Cultural Center, the Knoxville Area Urban League, NAACP, Austin-East High School students (Knox County Schools), CONNECT Ministries and the YWCA Phyllis Wheatley Center. Additionally, local developers will be invited to offer their suggestions to accomplish and partner in redevelopment efforts in the EMAC.

2.b.iii. Incorporating Community Input (5 pts): The City has a robust community engagement partnership and is actively engaged with residents, businesses, and community organizations (stakeholders) within the EMAC. A Brownfield Projects Team (BPT) will be established with representation from City staff, City Council, consultants, key organizations, and stakeholders to establish roles and effective community outreach. The City’s Brownfield Redevelopment staff and the Community Empowerment Office will utilize the skills mastered from previous Brownfield Grants, including establishing a project website13 that will be a major resource for

current project information (i.e., notifications, community feedback, progress reports and project status). The City will issue a media release with a time and place for a kick-off meeting to introduce the grant objectives, project schedules, budget, guidelines, and community outreach plan. Updates at monthly neighborhood meetings will keep the communities further engaged with the project’s progress and provide an opportunity to listen, receive feedback, and promote inter-governmental and public-private collaboration during day-to-day project activities. Grant specific quarterly updates will be prepared, published, and presented either at specially called meetings or as part of the City’s standing monthly community meetings. Prior to the COVID-19 pandemic, much of the city's public involvement process relied on in-person public meetings, held after work hours to accommodate work schedules. The City has adjusted to meet COVID-19 guidelines by providing in-person meetings at indoor and outdoor settings with adequate space to satisfy social distancing guidelines. The City prioritizes its outreach to disadvantaged communities and offers digital media (Zoom, Facebook Live) to inform residents and stakeholders about projects. Close to 25% of all Knoxville residents do not have a broadband internet subscription7, therefore, to ensure that the public engagement process is accessible, inclusive and equitable the City will create alternative opportunities to solicit input and provide feedback including distribution of project information via flyers placed in grocery bags at local stores and set up of displays in neighborhood coffee shops and the local lunch house. Additionally, the BPT can reach the community with phone calls, conference calls, spotlights on local TV stations (including CTV and PBS stations), newspaper and radio. WJBE, the City’s only black-owned radio station located in the Five Points community is a well-known resource to provide community outreach via its Community Conversation Program held every Sunday at 3pm. The Burlington Public Library is the gathering place for Burlington residents to access City information. The City will make project information and work products available in the library. All publications will include clearly defined information for soliciting, incorporating, and responding to feedback (such as an assigned, specific member of the BPT for community members to call or email).


Task 1, Grant Management / Project Management: The City’s Brownfield Redevelopment staff will directly manage the grant implementation and administration during the period of performance (POP) with support from others as necessary. Subtasks will include: 1a) Prepare and negotiate a cooperative agreement Work Plan with EPA. 1b) Procure Environmental Consultant Services (ECS) and Minority Business Enterprise (MBE). Develop scopes of work, issue RFQs, interview top proposers, select and award contracts. 1c) Quarterly reporting to EPA (per 2 CFR 200.328) to include reports and ACRES updates. The ECS prepares draft reports for City to review and finalize. 1d) Final closeout report to EPA. MBE and ECS prepare draft report for City to review. 1e) Management and financial reporting to Mayor / City Managers throughout grant POP. 1f) City staff attend Brownfield training and environmental conferences.

Task 2, Community Engagement and Brownfields Site Inventory: The City’s Brownfield Redevelopment staff and Office of Neighborhoods will engage community members and partners in every aspect of the grant and rely on that engagement to inform the ongoing development of the inventory and refinement of revitalization goals. Assume ECS will prepare information and participate in meetings and MBE will produce communication materials. Subtasks will include: 2a) Develop a Community Involvement Plan (CIP) for the EMAC using
the BPT, current City community engagement plans, and plans used for previous EPA
Brownfields Grants. **2b)** Develop communication materials for use across multiple formats,
includes website, newsletters, outreach and feedback materials for distribution and presentation
materials for meetings and community displays. **2c)** Conduct Kick-off meetings and launch
communications with stakeholders. Solicit input for inventory. Assume multiple formats to
maximize feedback. **2d)** Further develop inventory via multiple means, including periodic
canvas with stakeholders to identify sites and prioritize inventory. ECS will lead inventory effort
with the City Brownfield Redevelopment staff support and review. **2e)** Conduct periodic
community meetings to share grant progress and solicit feedback on goals. **2f)** Issue quarterly
newsletters, and update website.

**Task 3, Phase I and Phase II Environmental Site Assessments (ESA) and ACM/LBP Surveys:**
The ECS will perform ESAs and ACM/LPB surveys and develop related project documentation
for priority sites and other sites added to the inventory and prioritized by community partners.
The ECS will lead this effort and the City will assist with access agreements and perform
oversight of all tasks. Subtasks will include: **3a)** Contact site property owners for access,
develop and execute access agreements. **3b)** Conduct Phase I ESAs in accordance with ASTM
1527-13 and the EPA’s All Appropriate Inquiries (AAI) (Rule 70FR66070) for priority sites and
other sites as identified as budget allows. **3c)** Prepare a Generic Quality Assurance Project Plan
(QAPP), Site-Specific QAPPs (SSQAPP) and Health & Safety Plans (HASP) and submit to
EPA and TDEC for review and approval prior to the start of Phase II ESA activity. **3d)** Conduct
Phase II ESAs in accordance with ASTM 1903-11 as need is identified from Phase I ESA effort.
**3e)** ACM and LBP surveys will be conducted for properties constructed prior to 1970.

**Task 4, Revitalization Planning:** The City and KCDC, with ECS support, will work with the
property owners and other community partners to develop revitalization plans that meet the
vision, goals and objectives of neighborhood Redevelopment Plans. Subtasks will include: **4a)**
The ECS will prepare Analysis of Brownfield Cleanup Alternatives (ABCA) to be utilized for
revitalization planning. **4b)** The City will offer property owners technical assistance through city
services to provide information / contacts for funding options and revitalization tax incentives.

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<th>Task</th>
<th>ii. Task Schedule</th>
<th>iii. Lead</th>
<th>iv. Outputs</th>
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<tr>
<td><strong>1.0 - Grant Management / Project Management</strong></td>
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<tr>
<td>1.1 EPA contract</td>
<td>Complete 60 days</td>
<td>City</td>
<td>EPA contract agreement and work plan</td>
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<td>1.2 Procure contractors</td>
<td>Complete 120 days</td>
<td>City</td>
<td>ECS and MBE contracts</td>
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<td>1.3 Reporting</td>
<td>Quarterly for POP</td>
<td>City</td>
<td>Progress reports (12) and ACRES updates</td>
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<tr>
<td>1.4 Final Report</td>
<td>End of grant POP</td>
<td>City</td>
<td>Final report to EPA</td>
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<td>1.5 Internal Management</td>
<td>Throughout POP</td>
<td>City</td>
<td>Internal reports &amp; presentations, not charged to grant.</td>
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<td>1.6 Training</td>
<td>As scheduled yearly</td>
<td>City</td>
<td>Training for Brownfields Program staff</td>
</tr>
<tr>
<td><strong>2.0 – Community Engagement and Brownfields Site Inventory</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1 CIP planning</td>
<td>Complete at 150 days</td>
<td>City</td>
<td>Community Involvement Plan</td>
</tr>
<tr>
<td>2.2 Community materials</td>
<td>Start at 150 days and continue through grant POP</td>
<td>City</td>
<td>Newsletter templates, Brownfield Program website, brochures, flyers, and posters.</td>
</tr>
<tr>
<td>2.3 Kick-off</td>
<td>Start at 160 days, complete 190 days</td>
<td>City</td>
<td>Meeting materials, Meetings: virtual &amp; in person (3), Participation #s, Feedback</td>
</tr>
</tbody>
</table>
### 2.4 Develop Inventory

| Start at 130 days through end year 2. | ECS | Inventory list for EMAC by neighborhood with prioritized sites. |

### 2.5 Communications

| Quarterly for POP | City | Using materials in task 2.2, issue newsletters (11) and hold meetings (6), and alternative events / activities (9) |

### 3.0 – Phase I and Phase II Assessments and ACM/LBP Surveys

<table>
<thead>
<tr>
<th>3.1 Property Access</th>
<th>Start 160 days, Complete end year 2</th>
<th>ECS</th>
<th>Access Agreements executed for private property to be assessed</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.2 Phase I ESA</td>
<td>Start 180 days, Complete end year 2</td>
<td>ECS</td>
<td>Phase I ESA Reports (16) Building SF and acres assessed.</td>
</tr>
<tr>
<td>3.3 Phase II ESA</td>
<td>Start 12 months, Complete 33 months</td>
<td>ECS</td>
<td>Phase II ESA Reports (6) Building SF and acres assessed.</td>
</tr>
<tr>
<td>3.4 ACM/LBP surveys</td>
<td>Start 12 months, Complete 30 months</td>
<td>ECS</td>
<td>ACM &amp; LBP Surveys (10)</td>
</tr>
</tbody>
</table>

### 4.0 – Revitalization Planning

<table>
<thead>
<tr>
<th>4.1 Revitalization Planning</th>
<th>Start 24 months, complete end of grant POP</th>
<th>City</th>
<th>Community meetings, Redevelopment Plans updated, property owner meetings to discuss revitalizing property.</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.2 ACBAs</td>
<td>Start 18 months, Complete 33 months</td>
<td>ECS</td>
<td>ACBAs ready for use. (5)</td>
</tr>
</tbody>
</table>

### 3.b. Cost Estimates (15 pts)

<table>
<thead>
<tr>
<th>Budget Categories</th>
<th>Project Tasks ($)</th>
<th>Grant Management</th>
<th>Community Engagement &amp; Brownfields Site Inventory</th>
<th>Phase I&amp;II Assessments, ACM/LBP Surveys</th>
<th>Revitalization Planning</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personnel</td>
<td>in kind</td>
<td>in kind</td>
<td>in kind</td>
<td></td>
<td></td>
<td>0</td>
</tr>
<tr>
<td>Travel</td>
<td>6,300</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>6,300</td>
</tr>
<tr>
<td>Supplies</td>
<td>3,400</td>
<td>36,300</td>
<td>390,000</td>
<td>25,000</td>
<td>490,400</td>
<td></td>
</tr>
<tr>
<td>Contractual</td>
<td>39,000</td>
<td>39,700</td>
<td>390,000</td>
<td>25,000</td>
<td>500,000</td>
<td></td>
</tr>
<tr>
<td><strong>Total Direct Costs</strong></td>
<td><strong>45,300</strong></td>
<td><strong>39,700</strong></td>
<td><strong>390,000</strong></td>
<td><strong>25,000</strong></td>
<td><strong>500,000</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Total Budget</strong></td>
<td><strong>45,300</strong></td>
<td><strong>39,700</strong></td>
<td><strong>390,000</strong></td>
<td><strong>25,000</strong></td>
<td><strong>500,000</strong></td>
<td></td>
</tr>
</tbody>
</table>

**Cost assumptions and other supporting information:** The City’s Project Director, Finance Director, KCDC staff, and other key City staff salaries are part of normal operations, their effort is not included in the grant budget and considered In Kind costs. Costs are based on actual effort for previous grants including the Downtown North Assessment Grant (2011) and the Cleanup Grants (2016) with 10% increase per current rates charged by various City environmental consultants. **Task 1:** Grant and Project Management costs total $45,300. Assume $36,000 ($3,000 per quarter) for ECS effort to develop reporting to EPA, TDEC and ACRES. $3,000 for the MBE to produce final report for publication to the community and EPA. Cost for Regional Brownfields Conference attendance is based on GSA 2022 standard per diem rates and current travel costs: Annual (3 total) with Registration $300, air travel $600, three nights hotel ($96 X 3), M&IE ($59 X 3), rental car & parking ($210) for approximately $1,575 per conference. Two
Task 2: Community Engagement costs total $39,700. Contractor cost assumptions: MBE average rate is $75 per hour. 40 hours per year 3 years to prepare materials = $9,000; provide supplies for meetings, $3,400; prepare Quarterly Newsletters & communications, 8 hours, 11 times = $6,600. ECS average rate is $100 per hour. ECS support for CIP is 25 hours = $2,500, Kick-off effort is 12 hours = $1,200; expand inventory $6,000; support to quarterly communications 4 hours, 11 times = $4,400, prepare presentations and attend meetings 8 hours, 6 times = $4,800 and attend alternate events 2 hours, 9 times = $1,800. Task 3: Phase I and Phase II ESA cost ($390,000) is based on actual cost incurred on similar properties based on size, complexity, and expected contaminants. Phase I ESAs include property access agreements for privately owned properties. Small commercial properties at $5,000 each (assume 10 of 16 Phase I are small) and mid-sized properties at $7,000 each (assume 6 of 16 Phase I are mid-size). Generic QAPP development for Phase II ESAs, 80 hours x $100 per hour = $8,000. 6 Phase II ESA’s include HASPs and SSQAPP and are budgeted at an average of $40,000 each. ACM and LBP surveys will be conducted on structures built before 1970, assume 10 surveys at $5,000 each. Task 4: Revitalization Planning will be conducted by the City and KCDC, In Kind. The ECS will perform five ABCAs at $5,000 each.

3.c. Measuring Environmental Results (5 Pts): The expected outputs are listed in the Description of Tasks/Activities and Outputs Table above. The resulting outcomes are discussed in Section 1.b.ii. Baseline output and outcome quantities and qualitative measures with a performance schedule will be established in the project work plan. The project team will develop a baseline performance summary plan derived from the work plan and will use it to evaluate progress semi-annually against the goals identified in Section 3a as well as to share with community partners and City management. The City will work with the ECS to develop a detailed tracking system (previously used Excel workbooks and the ECS’ billing system) that will be updated monthly. The outputs and outcomes, including quantity of deliverables, cost, and schedule performance, will be tracked for each property and reported to the EPA as work is accomplished via quarterly progress reports and entries into ACRES. If goals are not being met or are behind schedule, the project team will meet with local stakeholders and the ECS to address challenges and adjust the project approach and schedule, as needed. Outcomes will lag the grant performance period; the City Project Director will continue to track and report on dollars invested by property owners, new businesses established, and number of jobs created. These accomplishments will be shared with the community and input in ACRES using the current City Redevelopment tracking mechanisms.

4. Programmatic Capability and Past Performance (35 pts), 4.a. Programmatic Capability (20 pts): 4.a.i. Organizational Capacity (5 pts), a.ii. Organizational Structure (5 pts), a.iii. Description of Key Staff (5 pts): The City of Knoxville has a qualified and experienced team proven to successfully manage state and federally funded projects. Dawn Michelle Foster, Chief of Real Estate and Brownfield Redevelopment will serve as the Project Director for this grant. Ms. Foster has successfully led many economic development projects as a TN Certified Economic Developer. Ms. Foster is certified by the American Board of Certified Environmental Professionals with a specialty in Environmental Assessment and Environmental Documentation. Previously, Ms. Foster served as the Director of Redevelopment, monitoring all technical, administrative, and financial requirements of the City’s Community-wide Brownfields Assessment Projects funded by the EPA (2009, 2011) and EPA Clean Up Grants (2016). She will review and approve all EPA-required reporting, all community outreach, and maintain close
contact with the ECS. Ms. Foster will be supported by key City Staff to successfully execute the Grant. The City’s award-winning finance department has qualified staff experienced with EPA grants and reporting guidelines, as well as and other federal and state grants requirements. **Ms. Aura Shelton, the City’s Financial Analyst and Grant Manager** has the qualifications and grant management experience for financial management of the grant. Ms. Foster will work closely with Ms. Shelton to ensure all documentation guidelines are followed. The City’s Neighborhood Empowerment Office performs community outreach and offers a wide variety of activities, programs, and services to support resident-led neighborhood organizations. **Ms. Debbie Sharp, Neighborhood Coordinator** will assist Ms. Foster with community outreach to EMAC neighborhood residents and partners during public engagement, setting up meetings and communications. Ms. Sharp has served in this role with the City for 10 years. Prior experience includes over 10 years working as a community organizer for several non-profit social work agencies. The City’s **Housing and Neighborhood Development Office** will continue to support redevelopment efforts that increase the long-term supply of rental housing options within the EMAC. **The City’s Law Department** will develop access agreements for property owners.

4.a.iv. Acquiring Additional Resources (5 pts): The City has a standard procurement process in place through the City’s Purchasing Department to hire qualified ECS and MBE firms. The procurement process includes a Request for Qualifications published in the local newspaper and on the Purchasing Department’s website, a thorough panel review of all submitted qualifications packets, candidate firm interviews if appropriate, and subsequent contract negotiations.

4.b. Past Performance and Accomplishments: 4.b.i. Currently Has or Previously Received an EPA Brownfields Grant (15 pts): 1.Accomplishments (5 pts): The City has implemented three EPA Brownfield Grants in the past ten years with no current grants.

<table>
<thead>
<tr>
<th>Year/ Grant Type</th>
<th>Outputs</th>
<th>Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009/ Assessment South Waterfront BF95443509-0</td>
<td>Inventory 51 brownfield sites. Completed 12 Phase I ESA, 5 ACM/LBP, 7 Phase II ESAs</td>
<td>$200M in private investment mixed use retail, luxury apartments, 43,000 SF of public use space, and 51 acres of newly created parks and greenways. Estimated 800 new jobs.</td>
</tr>
<tr>
<td>2011/ Assessment Downtown North BF95443509-1</td>
<td>Inventory 80 brownfield sites. Completed 7 Phase I and 6 Phase II ESAs. Drafted ABCA.</td>
<td>$12M redevelopment of historic high school into 100 senior living units. 1 National HQ for logistics firm, 3 mixed use developments, 1 food truck park, and 4 sites marketed for redevelopment. Progress continues.</td>
</tr>
<tr>
<td>2016/ Cleanup Sanitary Laundry and McClung Warehouses BF00D47816</td>
<td>Additional Phase II ESA, Voluntary Agreements and implementation of ABCAs for two sites.</td>
<td>$470K leveraged funding. Partial installation of vapor mitigation system with finalization pending redevelopment plans. McClung to be promoted following TDOT temporary easement on-site for adjacent bridge work.</td>
</tr>
</tbody>
</table>

2.Compliance with Grant Requirements (10 pts): Previous grants were closed with all funds expended. **80% of assessment grant funds for BF95443509-0 and 79% for BF95443509-1 were spent on environmental assessments.** The City complied with all workplans, schedules and terms and conditions. Grant reporting requirements (quarterly, annual, final reports, and ACRES) were met and all phases of work were completed, and the outputs and outcomes are accurately recorded in ACRES. The public was provided information via quarterly newsletters and the City’s website throughout the grant period. Final reports for the grants summarized accomplishments, expenditures, outcomes, outputs, lessons learned, and leveraging details.
IV.D. Threshold Criteria (Attachment)

1. Applicant Eligibility

City of Knoxville, TN is the lead entity for this EPA Brownfield (BF) grant application, the City is the local government for the property included in this community-wide assessment grant as defined by 2 CFR § 200.64.

2. Description of community involvement

The City conducts robust community engagement and outreach programs and activities and is leveraging their existing programs and previous experience with EPA Brownfields Grants community outreach for their current revitalization efforts in the identified Target Area and other areas in the City. The City’s Brownfield Redevelopment Department works with the City Community Empowerment Department, which includes the Office of Neighborhoods. The Community Empowerment Department is the liaison between community organizations and the City, addressing the concerns of these groups. Further the City Brownfield Redevelopment Department works closely with the Knoxville’s Community Development Corporation (KCDC) as they regularly conduct Redevelopment Planning for historic neighborhoods with active public participation. Upon the award of a new Assessment Grant, the City intends to engage with the neighborhood associations and partners with a series of Kick-off meetings and other communication channels, such as updating their existing Brownfield Program website and media releases. The City will publish quarterly newsletters, regular updates of the website, media releases, and conduct periodic community meetings, both in-person and virtual, throughout the grant period of performance. Community input will be solicited and accepted via all communication channels. The input will be incorporated as appropriate, and feedback provided in a timely manner.

3. Documentation of the available balance on each Assessment Grant; or an affirmative statement that the applicant does not have an active Assessment Grant (see Section III.B.3.)

The City of Knoxville does not have an active EPA Brownfields Assessment Grant. Both previous Assessment Grants listed below have been successfully completed.

- Knoxville 2009 Assessment Grant (South Waterfront)
- Knoxville 2011 Assessment Grant (Downtown North Redevelopment District)