Narrative Information Sheet

1. **Applicant Identification:**
   City of Louisville, Mississippi
   2373 South Church Avenue
   PO Box 510
   Louisville, MS 39339-2956
   DUNS: 079122206

2. **Funding Requested:**
   a. Assessment Grant Type: Community-wide
   b. Federal Funds Requested:  
      i) $484,000
      ii) NOT Applicable

3. **Location:**
   a. City of Louisville
   b. Winston County
   c. Mississippi

4. **Target Area and Priority Site/Property Information:**
   - Community-wide Assessment Grant applicants, other than tribes:
     o Target Areas:
       1. West Louisville (Census Tract 28159950300)
       2. East Louisville (Census Tract 28159950400)
     o Addresses of priority site(s):
       1. Combs Property, 828 S. Church Avenue, Louisville, MS
       2. Young Property, 1541 S. Church Avenue, Louisville, MS
       3. Naber’s Gas Station (former), 199 S. Church Avenue, Louisville, MS
       4. MS Band of Choctaw Indians (MBCI) Property, 2000 S. Church Avenue, Louisville, MS
   - Community-wide MS Band of Choctaw Indians (MBCI) Property, 2000 S. Church Avenue, Louisville, MS
   - Site-specific Assessment Grant applicants: N/A

5. **Contacts:**
   a. **Project Director:**
      Babs Fulton, Dir. of Special Projects
      662.773.9201
      cityoflouisvillems@gmail.com
      2373 South Church Avenue
      Louisville, MS 39339-2956
b. **Chief Executive/Highest Ranking Official:**

Honorable Will Hill, Mayor

662.773.9201

2373 South Church Avenue

Louisville, MS 39339-2956

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6. **Population:**

- City of Louisville – 6,072 (2020)

7. **Other Factors**

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<thead>
<tr>
<th>Other Factors</th>
<th>Page #</th>
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<tr>
<td>Community population is 10,000 or less.</td>
<td>x p. 1</td>
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<tr>
<td>The applicant is, or will assist, a federally recognized Indian tribe or United States territory.</td>
<td>x p. 2</td>
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<td>The priority brownfield site(s) are impacted by mine-scarred land.</td>
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<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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<tr>
<td>The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.</td>
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<tr>
<td>The reuse of the priority site(s) will incorporate energy efficiency measures.</td>
<td>x p. 4</td>
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<td>30% or more of the overall project budget will be spent on eligible reuse/area-wide planning activities, as described in Section I.A., for priority site(s) within the target area.</td>
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<td>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.</td>
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8. **Letter from the State Environmental Authority** - See Attached

9. **Releasing Copies of Application** – Not Applicable
Mayor Will Hill  
City of Louisville  
P.O. Box 510  
Louisville, MS 39339

RE: EPA Brownfield Application Acknowledgement  
104(k) Assessment Grant  
City of Louisville

Dear Mayor Hill:

The Mississippi Department of Environmental Quality (MDEQ) hereby acknowledges the City of Louisville’s plans to conduct brownfield assessments and apply for federal grant funds through the United States Environmental Protection Agency’s (EPA) Brownfields initiative. The collaboration between MDEQ and the City on previous brownfield projects has given the city the necessary experience to turn future assessment and cleanup plans into a reality.

Since many brownfield sites are abandoned, underutilized, and contaminated, MDEQ is expressly interested in seeing entities like the City of Louisville taking the initiative to assess, remediate, and return these sites to productive use. These efforts are consistent with our mission to safeguard the health, safety, and welfare of present and future generations of Mississippians. MDEQ looks forward to our continued role in the City of Louisville’s Brownfield Initiative and are available to assist you at any time. Should you have any questions or comments concerning this matter, please contact me at (601) 961-5240.

Sincerely,

Thomas L. Wallace, P.E.  
Branch Chief – GARD I  
Mississippi Brownfield Coordinator
1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

1.a. Target Area and Brownfields

1.a.i. Background and Description of Target Area: The City of Louisville (population 6,072) is nestled in the rolling “Red Hills” of East Central Mississippi, in the area commonly referred to as the “Pines Region,” where timber and timber products have always played a significant role in the cultural, commercial, and industrial heritage of our community. As the county seat of Winston County, Louisville (pronounced Lewisville) is considered the Gateway into North Mississippi. Highways 15 and 25 merge and intersect Highway 14 (Main Street) in the center of Louisville, creating a critical point in our state for north/south/east/west travel. The Kansas City Southern Rail line and Church Avenue, running north-south, has served as a major thoroughfare for commerce and, for the most part, separates the West Louisville target area (Census Block 281599503003) from the East Louisville target area (Census Blocks 281599503004 and 281599504002). At times, the forestry and the wood products industries have brought us a better quality of life. At other times, these industries have left a legacy of lost jobs, lost opportunities, environmental stigma, and environmental contamination. The rise and fall of the American Creosote (Superfund) facility and the Georgia Pacific plywood plant are two examples to name a few. When the Great Depression forced Georgia Pacific to shutter its plywood plant in 2009, 60 workers lost their jobs. At that time, we stepped forward and purchased it in hopes of finding a buyer to restart the wood products engine; and on March 28, 2014, the City celebrated the sale of the shuttered Georgia Pacific brownfield to New Wood Resources LLC. However, the celebration was short lived.

On April 28, 2014 (a mere 30 days later), tragedy hit our small, rural community. An F4 tornado struck, ten lives were tragically lost, and dozens more from our community were injured. Among the three industrial buildings that were destroyed, the Georgia Pacific plywood plant lay in ruin. The area’s only hospital, the Winston Medical Center, was also severely damaged. Of the 23 tornadoes that raked across Mississippi on April 28th, the 185 mph monster that tore diagonally across Winston County was the most powerful, destroying 391 buildings – more than half of the buildings destroyed statewide. On January 30, 2015, Winston Plywood & Veneer—in cooperation with the City of Louisville and the State of Mississippi—broke ground on a new, state-of-the-art plywood manufacturing facility: a complete rebuild of the GP plywood plant which has served to spark some momentum to revitalize Louisville after the storm. In 2017, EPA awarded us our first Brownfield Assessment Grant, which we successfully closed out in 2020. We want to continue building on the momentum from our 2017 EPA Brownfield grant, perform necessary delineating/assessments and cleanup planning on four priority sites, and perform necessary environmental due diligence for at least one additional property that has an immediate redevelopment opportunity.

West Louisville (TA1) is roughly 150 acres of land bounded to the north by Cagle Street, to the east by South Church Avenue, to the south by the former Teter’s brownfield site, and to the west by Eiland Middle School and Warren Chapel Church of God on Pond Avenue and a heavily wooded area adjacent to the American Creosote Superfund Site. Much of our more impoverished areas are located in West Louisville, and encouraging reinvestment in TA1 requires additional resources and efforts to remove environmental and financial uncertainties. Louisville’s industrial history coupled with 2014 tornado tragedy have resulted in dozens of brownfield and vacant/underutilized (V/U) sites here. IN TA1, our GIS-based brownfield inventory, created with our 2017 Brownfield Assessment Grant, includes 7 former gas stations, 6 V/U lots with visible signs of use/dumping, and 2 industrial buildings that are listed “For Sale.” One significant challenge involves stigma of brownfield properties (Combs & Young properties) adjacent to the American Creosote Superfund site located in TA1. EPA placed the site on the National Priorities List (NPL) in 2001. The Agency selected a cleanup plan in 2007, completed the cleanup in 2016, and negotiated environmental covenants with the City in 2017. During that time, EPA funded reuse planning activities through the EPA Region 4 Superfund Redevelopment Initiative. Further discussion of the Reuse Strategy and Revitalization Plans is found in Section 1.b.i. In order to fulfill our Reuse Strategy for the brownfields surrounding the Superfund Site, the priority sites (PS) on the next page need to be assessed and cleanup planning activities need to be conducted.

East Louisville (TA2) is roughly 1 square mile and is bounded to the north by College Street, to the east by North Columbus Avenue, to the south by the South Louisville Baptist Church, and to the west by High Street and includes our downtown. The target area has pockets of brownfield sites like the former Naber’s Gas Station, a dry cleaner, several vacant parcels with slabs and dispenser islands are a persistent eyesore with environmental uncertainties that discourage investment. IN TA2, our GIS-based brownfield inventory includes 1 former dry cleaner, 3 former gas stations, 1 former car dealership with service center, and 6 V/U storefronts in various degrees of disrepair with likely asbestos concerns given their age. Our City’s Comprehensive Plan lays out the important goal of promoting downtown Louisville as the center of business activity. Our previous Brownfield grant allowed us to take some important steps towards this goal by funding environmental assessments and cleanup planning activities for downtown properties like the Team Motors property. The Team Motors property previously operated as an automotive shop and gas station. A Phase I ESA, Phase II ESA, and Corrective Action Plan (CAP) were developed for the site, and these important documents attracted a new business/developer to town: Jack’s Family Restaurants (Jack’s). Jack’s was able to use these important documents coupled with the
Mississippi Economic Redevelopment Act (MERA) tax incentive to cleanup this property (ozone system, excavation, asbestos abatement, and vapor barrier application) and to build a new restaurant downtown. Our previous Brownfield grant has already resulted in important redevelopment, and we know that continuing to invest in East Louisville is a smart choice for our community. Both target areas are clearly within our jurisdiction, the city limits of Louisville.

Our current brownfield inventory lists 26 potential brownfields to go along with the four priority sites (PS) listed below. There are still dozens of Brownfield sites throughout Louisville that need to be addressed in order to further promote redevelopment and to improve the health and safety of the surrounding population.

**1.a.ii. Description of the Priority Brownfield Site(s):** *All of the following priority sites were selected based on imminent redevelopment plans, redevelopment potential, onsite environmental contamination, the need to continue assessments from our previous grant, and proximity to sensitive populations in our Target Areas.*

**PS 1 & P2 – Combs and Young Properties:** The previous Brownfield grant funded two Phase I ESAs for the Combs (828 South Church Avenue) and Young (1541 South Church Avenue) properties in June 2019 and Recognized Environmental Conditions (RECs) were identified in **TA1**. Located less than 3,500 feet from the Winston Place low-income apartment complex, both priority sites adjoin each other and are not currently used except for long-term storage. Three buildings occupy the central and northern portion of Combs. The southernmost building is a 6,000-square-foot, dilapidated, frame building that formerly housed bulk fertilizer materials and rental equipment. The central building is a 3,500-square-foot, cinderblock and metal building used to store feed and fertilizer containers. The Young property currently consists of a 3.8-acre, irregularly shaped tract of partially wooded land with a 450-square-foot storage shed which was formerly used as an automotive shop. From the Phase I, three above ground tanks (ASTS) were observed in the 1942 Sanborn Fire Insurance Map. Containers and drums of motor oil were discarded throughout the sites and significant staining was also observed. Therefore, additional assessments of this sites are warranted. These properties are an integral part of Phase III of our Rail Park Expansion (further discussed in 1.b.i) for an additional entrance into the Rail Park and additional light industrial redevelopment.

**PS 3 – Naber’s Gas Station:** Located only 3,500 feet from the Eiland Middle School, the burned out structural brick remains of the Naber’s gas station site (199 South Church Avenue) sits across from City Hall and continues to be an eyesore for city leadership and the adjacent First Baptist Church in **TA2**. The Church has expressed interest in reuse, or at the very least, demolition. Prior to purchase or donation, further assessment is necessary. Based on a Phase I ESA and Phase II ESA funded by our previous Brownfield grant, it is believed that USTs are still located on the property and are contributing to soil and groundwater impacts on the property. Therefore, we propose to update the Phase I ESA for PS 4 and further delineate the impacts of COPCs like VOCs and PAHs by performing a Phase III ESA. We also propose to perform assessments of soil underneath the locations of USTs and to compile a CAP and ABCA for the site. Its proximity to City Hall and the Church have made this site a priority to the community.

**PS 4 – MBCI Church Avenue Property** – The **Mississippi Band of Choctaw Indians (MBCI),** one of the United States’ original first nations and the only Federally-recognized American Indian tribe living with the State of Mississippi, owns a property within the City limits in **TA2**. MBCI has 9,100 members and MBCI lands cover over 35,000 acres in ten different counties in Mississippi. The MBCI Church Avenue Property (2000 South Church Avenue) has remained vacant for decades and no structures are present. From the 1950s to the 1970s, the site was operated as a saw mill. Saw mills often use petroleum products for process operations and a release of petroleum-based substances may have occurred. Therefore, we propose to use grant funds to perform necessary environmental assessments and cleanup planning, if necessary, for the MBCI Church Avenue Property. COPCs are VOCs and SVOCs, and grant-funded activities will include a Phase I ESA, Phase II ESA, CAP, ABCA, and a Site Reuse Vision. The nearest residence is only 750 feet away on Armstrong Street.

**1.b. Revitalization of the Target Area**

**1.b.i. Reuse Strategy and Alignment with Revitalization Plans**

The Louisville Rail Park along Railroad Avenue (TA 1) is a 130-acre industrial rail park which encompasses the former EPA American Creosote Works Superfund Site and includes several other brownfield parcels. This rail park is currently home to U.S. Rail, a railcar sterilization and fabrication business, and a transload operation that logistically supports timber-related products and other heavy-duty cargo. In 2005, the EPA Region 4 Superfund Redevelopment Program facilitated the creation of a reuse and redevelopment plan. It was the product of an eight-month community planning process conducted by the City of Louisville and EPA to determine the community’s reuse priorities for the site. Our 23-member, community-based Land Use Committee (LUC) described further in section 2.b.i. Composed of community residents, elected officials, business owners, City of Louisville department staff, site owner representatives, and representatives from community organizations like the Winston County NAACP, the Committee met to discuss reuse opportunities and challenges at the site and to develop a reuse framework for returning the site to successful use. In **2015, EPA’s Superfund program completed the Superfund Reuse Concept Plan; and in 2016, we incorporated it into our**
**Comprehensive Plan.** Led by the City, Winston County, and the Winston County Partnership, the EPA-funded Superfund Reuse Concept Plan was then incorporated into the City's Railpark Expansion Plan, which includes the expansion of a rail spur onto the former Jake's Recycling brownfield site where ESAs were conducted using our 2017 Brownfield grant. Additional Railpark expansion (Phase II Expansion) includes closing Vance Street, which currently runs between the former Jake's brownfield site and the existing transloading facility. Doing so will make the area safer, with one less railroad crossing, shielding the low-income neighborhood and Eiland Middle School (TA-1). The Louisville Rail Park is currently in the initial phase of a park expansion that will install 900 linear feet of new rail adjacent of U.S. Rail facility into a former brownfield site. This additional track will bolster the capacity for U.S. Rail to accept additional railcars for servicing, and it will allow the rail flow to tie back into a switch located on the north end of the Kansas City Southern (KCS) rail line. The future Phase II portion of the project will install 1500+ additional linear feet of new rail to serve the southern portion of the Louisville Rail Park, which will expand the access to the 60+ developable acres of property. A crucial piece to further developing the Louisville Rail Park is the addition of the Combs (PS1) and Young (PS2) properties. The addition of these properties would include a Phase III portion for furthering developing the rail park and provide future opportunities for capital investment and job creation.

The **City of Louisville's 2016 Comprehensive Plan**, envisions East Louisville (TA2), particularly downtown, as a growing center of business activity. The Plan outlines a number of ways that the City can meet this goal, and two of these include offering incentives to encourage developers to preserve and renovate significant structures that contribute to the historic character of Louisville and promote the traditional role of the downtown through development and rehabilitation that respects the district’s traditional character. The assessments, cleanup (if necessary), and redevelopment of properties like PS3 are directly in line with our City’s Comprehensive Plan. Addressing and redeveloping brownfield sites like Naber’s will significantly improve the aesthetics of the downtown area of TA2 and encourage entrepreneurs to invest downtown and rehabilitate TA2 – in accordance with our Comprehensive Plan.

The **MBCI**, one of our project partners, owns and operates a diversified portfolio of manufacturing, service, retail, and tourism enterprises and has created for-profit businesses to create jobs for tribal members and generate revenue to fund education, health care, and police and fire protection on their reservation in nearby Philadelphia. Throughout Mississippi and the Southeast, the MBCI provides almost 6,000 permanent, full-time jobs for Tribal members and others. Assessing and addressing environmental concerns with the **MBCI priority site (PS4)** will allow the MBCI to redevelop the property and provide employment opportunities for tribal members as well as the citizens of Louisville. Until a Phase II ESA is conducted, a reuse strategy cannot be developed. This grant will help facilitate that discussion and advance community priorities for both the City of Louisville and MBCI.

**1.b.ii. Outcomes and Benefits of Reuse Strategy** Louisville, MS, is in a unique position to capture rail-driven projects and business opportunities due to its presence on the Kansas City Southern (KCS) rail line. Currently, the East Central Mississippi Region suffers from a lack of rail-served locations, which hampers the ability to develop this rural area. The expansion of the Louisville Rail Park (PS1 and PS2) would significantly improve the existing footprint of this site in phases, as it would better accommodate business and industry and increased rail traffic. Also, the rail infrastructure improvements would bolster recruitment and retention efforts by providing opportunities for businesses to utilize the transload facility and enhance the possibility of capturing private investment and/or job creation. Brownfield grant-funded environmental assessments and planning for PS1 and PS2 will provide important capital to aid the County in pursuing Phases II and III of the rail park plan for TA1.

This grant will stimulate economic development and create other positive outcomes in **East Louisville (TA2)**. Redevelopment of properties like PS3 and PS4 will work to reverse economic effects that we in the City has experienced, by providing our citizens with new job opportunities and by providing additional opportunities to access to human needs such as healthcare, healthy food options, and safe pedestrian walkways. Revitalization of these sites will also reverse the effect of stagnation because improved conditions of our downtown area will result in increased property values and increased tax revenue. The assessments of the Team Motor’s property – funded by the City’s previous Brownfield Grant – resulted in the redevelopment of this site into a restaurant that Downtown Louisville greatly needs. Not only is the Team Motor’s site being redeveloped, but the TCE plume beneath the site is being cleaned up through ozone remediation, the underground oil/water has been removed, asbestos in buildings was abated, and a vapor barrier was installed under the new building. We at the City have successfully navigated the ins-and-outs of attracting developers to redevelop a Brownfield site, and we will continue this work for the East Louisville (TA2) priority sites. Assuming similar businesses as Jack’s develop on the **East Louisville priority sites**, this could result in a $4M revenue increase for the City and approximately 12 new jobs for our citizens.

As we continue our efforts to provide opportunities for support services related to Phase II and III of the railpark expansion along with increasing capacity for trucks to get into and out of the plywood plant and other distribution and manufacturing operations on the south end of the East Louisville, we have identified a need for...
a large truck refueling station in this area. The redevelopment of PS4 into a large truck stop, fashioned to address the needs of truckers with showers, meals, overnight parking, and fuel, and run by the MBCI, will aid in addressing this gap in service and provide tribal members with both an employment opportunity as well as additional revenue to MBCI itself for assisting the indigenous people on the reservation in nearby Philadelphia.

When and where possible, the City will strive for the reuse of existing priority site buildings in order to promote sustainability of structures in our area. Some of the priority sites have adequate building infrastructure to accommodate the redevelopment strategies detailed above. However, brownfield properties with buildings that are either dilapidated or impractical for our City’s redevelopment strategy. When new structures are built (e.g., PS4) or existing structures are renovated, the City has building codes that encourage that developers (like Jack’s) incorporate energy efficient measures such as lighting, HVAC systems, appliances, windows, and other building systems that automatically control heating, ventilation, air conditioning, and lighting.

### 1.c. Strategy for Leveraging Resources

#### 1.c.i. Resources Needed for Site Reuse

A combination of federal, state, and local funding and incentive opportunities encompass our leveraged resources. We have effectively encouraged developers like Jack’s to utilize other funding resources (e.g., MERA) to achieve redevelopment goals with our previous Brownfield Grant, and we will continue to leverage additional funding for cleanup and redevelopment throughout the duration of this grant and following completion of this grant. There are many incentives offered that we can employ and/or promote to private investors to advance priority sites toward full assessment, cleanup, and reuse.

<table>
<thead>
<tr>
<th>LEVERAGING CONTRIBUTOR</th>
<th>DESCRIPTION/LEVERAGED AMOUNT</th>
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<tr>
<td>Mississippi Economic Redevelopment Act (MERA)</td>
<td>Assessments and Corrective Action Plans for sites like PS3 funded through this grant will provide a private developer the environmental information needed to reach a Brownfield Agreement with MDEQ, which then allows the developer to receive a brownfield tax rebate on the clean-up costs that will be expended. Through the MERA tax incentive, all sales, income, and franchise taxes collected from businesses located in a designated redevelopment project area will be used to reimburse developers for cleanup costs. Reimbursement to developers is made semi-annually for a period of up to 15 years, with a maximum distribution to the developer of up to 2.5 times the site’s remediation cost, as was done with the Jack’s brownfield project in 2020-2021.</td>
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<td>MS Historic Preservation Tax Incentives Program</td>
<td>Private developers are eligible for the Historic Tax Credit program, and eligible priority sites are particularly in the historic downtown of East Louisville Target Area to support reuse of buildings and existing infrastructure. The program offers a 25% tax credit for the rehabilitation of historic structures used for residential or business purposes. A project must exceed $5,000 or 50% of the total basis of the building. A former dry cleaners listed on our Brownfield Inventory in the downtown area of TA2 appears to be a good candidate.</td>
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<tr>
<td>Advantage Jobs Incentive Program</td>
<td>Provides for a rebate of a percentage of Mississippi payrolls to qualified employers for a period of up to 10 years. This incentive is available to businesses that promise significant expansion of the economy through the creation of jobs. All priority sites are eligible with PS1 and PS2 in TA1 being the best candidates.</td>
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<td>Brownfield Voluntary Cleanup &amp; Redevelopment Incentives</td>
<td>Provides an income tax credit for a property owner equal to 25% of the costs of assessing and remediating a brownfields property, with the annual credit capped at $40,000, and the total credit not to exceed $150,000. Any unused portion of the tax credit may be carried over into succeeding tax years. In lieu of the state income tax credit, the property owner may claim a job tax credit for each new employee created as a result of the cleanup and redevelopment of a brownfield site. This incentive supports both assessment and remediation for all sites.</td>
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<td>Brownfield Clean-Up Grant</td>
<td>Funding for supporting remediation activities at specific sites; up to $500,000/grant with one or multiple sites included within the application and award. PS1 and PS2 in TA1 are good candidates since the Winston County Partnership (eligible entity) has expressed interest in the properties. MBCI is an eligible entity, so PS4 in TA2 also a good candidate.</td>
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#### 1.c.ii. Use of Existing Infrastructure:

For TA1, aside from the physical infrastructure (gas, water, sewer, electricity, etc.) already in place, the rail park expansion along Railroad Avenue will consist of constructing an additional rail crossing and safely routing auto traffic flow away from the industrial park. All priority sites are accessible through the City’s network of utilities including electrical, natural gas, water, and sewer, and all priority sites are currently connected or can easily be connected to these utilities. All priority sites have adequate building infrastructure to accommodate the redevelopment strategies.

### 2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

#### 2.a. Community Need

#### 2.a.i. The Community’s Need for Funding:

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<tr>
<th>COMMUNITY NEED</th>
<th>WEST LOUISVILLE</th>
<th>EAST LOUISVILLE</th>
<th>MS</th>
<th>USA</th>
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<tr>
<td>Unemployment:¹</td>
<td></td>
<td>6.8%²</td>
<td>6.8</td>
<td>5.8</td>
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<tr>
<td>Poverty Rate:¹</td>
<td></td>
<td>39.5%</td>
<td>30.3</td>
<td>22.6</td>
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A major source of revenue for the City of Louisville is from local sales tax collections. Between State Fiscal Years (SFY) 2019 and 2020, the City’s revenue from local sales tax dropped 3.8% i The tax base has dropped over the years due to a significant population decrease, resulting in substantial strain on the city government finances. From the 2010 U.S. Census Data, Louisville’s population was at 6,631. Currently, based on the 2020 U.S. Census Data, Louisville’s population is 5,795, which is a decrease of 14.4% in the tax base. According to EJScreen, nearly 40% of families in the City of Louisville are living below the poverty level, compared to 22.0% in the State of Mississippi and 15% in the nation. The per capita income of Louisville residents is over $12,000 less than the national average, and the median family income is $26,000 less than the national average. The loss of business and jobs has negatively impacted the tax revenues available for Louisville. Basic services, such as roads, sewer, and water are the priorities for City sales tax revenue, leaving the City unable to draw on this source of funding to address environmental concerns at Brownfield sites – like the identified priority sites. We are in need of other funding sources to spark redevelopment of brownfields. It should also be noted that the MBCI, with its small population of 9,100 members does not have the capacity to apply for and manage their own brownfield grant and is a project partner on this grant. This second grant is an opportunity to expand upon the positive steps we made in our first grant and to support the hard work and limited resources we have devoted to redevelopment and revitalization of brownfields in our city and for our project partners like MBCI.

2.a.ii. Threats to Sensitive Populations

2.a.ii.1 Health or Welfare of Sensitive Populations: The health and welfare issues affecting our sensitive populations in Louisville are best resolved by the creation of new job opportunities. Poverty is a catalyst for many health/welfare crises, and in our city - our most impoverished citizens are often disabled and are minorities, who primarily live in the three Target Areas. Investment and redevelopment in our city and county will spur more employment opportunities and eventually a wider variety of stores and businesses. When meaningful redevelopment occurs in an area, it is a catalyst for change in the entire area. We know that seed funding provided through this grant will attract investors and developers to Louisville and will support our railway project. Increased job opportunities through the new transload facility (TA 1) and new retail and restaurants downtown (TA 2) will provide more salary opportunities for the minority and disabled populations in the TAs and will reduce the rate of unemployment, poverty, and children eligible for free/reduce priced lunches (which exceeded the national average by 77%). We are committed to doing what it takes to use grant funds for the economic benefit of our citizens.

2.a.ii.2 Greater Than Normal Incidence of Disease and Adverse Health Conditions: The United Health Foundation ranks Mississippi dead last among the 50 states with respect to overall health conditions. Mississippi ranks 50th in all three populations - women’s, infants’, and children’s health. It ranks 50th in the behaviors, community & environment, and outcomes categories. Mississippi ranks 50th in infant mortality, child mortality, low birthweight, neonatal mortality, and preterm birth. vii Health statistics demonstrate that children - particularly infants - in Louisville are being disproportionately affected by health conditions (low birth weight) and death. Also, the Mortality (Premature Death) Indicator listed in the table above reports Years of Potential Life Lost (YPLL) before age 75 per 100,000 population for all causes of death, age-adjusted. The Winston County Premature Death Indicator exceeds the national indicator by nearly 140%. This indicator is relevant because a measure of premature death can provide a unique and comprehensive look at overall health status. viii

According to the Agency for Toxic Substances Disease Registry’s (ATSDR’s) ToxFAQS, volatile organics (such as benzene), PAHs, and heavy metals (such as lead) present at wood preserving sites/sawmills, abandoned gas stations, and auto repair shops (like priority sites identified) cause health problems such as liver and kidney damage, cancer, and reproductive disorders. The Center for Hazardous Substance Research reports that high levels of lead in pregnant women can cause miscarriages. Lead is not only a common contaminant at brownfield sites, but the risk of exposure from lead-based paint (LBP) is also elevated in the aged residential housing and buildings common to Louisville. Assessing environmental impacts in soil, groundwater, surface water, soil vapor, etc. will allow us to quantify contamination at priority sites and address this contamination – thereby reducing health conditions that
disproportionately impact our citizens. Also, inhaling asbestos containing material (ACM) significantly increases the likelihood of an asthma, cancer, or asbestosis diagnosis. Addressing friable asbestos concerns at nearly all priority sites through assessment and planning activities funded by this grant will allow us to begin addressing and reducing ACM inhalation dangers that affect our most sensitive populations – reducing the pervasiveness of asthma.

**2.a.ii.3 Promoting Environmental Justice:**
According to EJScreen, the most significant environmental risk factor for both TAs is the Superfund Proximity indicator which is two orders of magnitude higher than for EPA Region 4. In fact, the Agency for Toxic Substances Disease Registry (ATSDR) completed its Public Health Assessment for exposure to Groundwater, Surface Water, Soil, and Sediment on September 30, 2016 for residents around the Superfund site. In it, they concluded that “2 to 5 additional cases of cancer might occur due to the exposure” to PAHs and dibenzofuran from off-site Hughes Creek surface water and that “1 to 9 additional cases of cancer might occur due to the exposure” to PAHs and dibenzofuran from off-site Hughes Creek sediments by residents. These environmental concerns in the table below pose a cumulative public health impact. Since every significant exposure pathway (i.e., ingestion, inhalation, and dermal contact) can be accounted for in the table, the cumulative effect results in greater than normal incidences of disease and adverse health conditions as detailed in Section 2.a.ii.2 above.

Another environmental issue that poses a threat to the low income, minority EJ residents in TA1 that could have a cumulative impact on the residents and the environment is related to water quality in the Hughes Creek that runs through TA1. On April 27, 2015, the EPA’s On-Scene Coordinator “observed significant creosote sheening on the surface waters of Hughes Creek. Dark liquid and dark liquid ‘bubbles’, suspected to be creosote, were noted in the sediments of the creek.” It is suspected that creosote in a former creek bed that lies outside the containment cell of the Superfund site is the cause of the creosote into Hughes Creek. “Creosote is a mixture of numerous hazardous substances, primarily poly aromatic hydrocarbons (PAHs), that pose a threat to human health and ecological receptors. The creosote release is impacting surface water and sediments in Hughes creek. The various hazardous substances that make up creosote are being carried downstream resulting in offsite contamination.”

**2.b. Community Engagement**

**2.b.i. Project Partners & 2.b.ii. Project Partner Roles**

The City has a successful history of developing partnerships within the community to improve the lives of the residents. Partnerships have been sought with specific groups who are already engaged in the TAs. The following organizations represent a wide array of partners, many of which are members of the City’s Brownfield Advisory Committee (BAC), and are excited to support this grant effort. These project partners will be engaged from the beginning of the grant and continuously throughout the grant period. Project partners will perform a variety of tasks including but not limited to: identifying sites, discussing cleanup alternatives, and engaging the community on potential redevelopment options.

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**2.b.iii. Incorporating Community Input:**
The BAC, consisting of City of Louisville staff, and other key project partners, will lead a Community Outreach Program that will inform, update and solicit community input. The
primary communication tool will be a Brownfield Project website with details of project milestones. It will share community meetings, press releases, and project partners, and facilitate receiving input by providing contact information and feedback forms. The BAC will solicit site inventory inputs from project partners and resident groups through private and public meetings. Additional inputs from the community will be invited through town hall presentations. Project partners will help to advertise and populate the meetings and presentations. Stakeholder interviews will be another important tool used to gather community inputs and feedback. To communicate project progress and gather feedback, the BAC will meet with project partners and resident’s groups at relevant milestones, as needed. Updates will be given at City Council meetings, in town hall meetings, on the City’s regular website and social media pages, through press releases to local newspapers, and via the Brownfield Project website. Flyers will be mailed to those residents and businesses most closely affected by the properties in this project. Community feedback will be solicited with all project updates, and will be taken via face-to-face meetings, phone calls, emails, and web forms. Questions and concerns will be addressed by the BAC. Responses will be made by the City in a timely manner. Due to the current COVID-19 pandemic, additional efforts will be made to remotely communicate and inform stakeholders and citizens. All project information will translated upon request of the community.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS
3.a. Description of Tasks and Activities and

### PROJECT MANAGEMENT & SITE INVENTORY (TASK 1)

**Project Implementation:** The City will select a Qualified Environmental Professional (QEP) following a qualifications-based procurement process per 2 CFR Part 200 and 2 CFR Part 1500. Throughout the grant, the City’s Project Director (PD) will complete the EPA Grant Application Package (SF424B, 4700B 6600, 5700, etc.), develop the Grant Work Plan, correspond with the EPA, oversee the grant and the selected QEP, review and submit quarterly progress reports, approve/check budgets, perform drawdowns, prepare annual financial and DBE reports, and complete the final report. The QEP, with assistance from the PD, will update ACRES, correspond with the City, the MDEQ, and the EPA, and will prepare quarterly/annual reports. We have proactively inventoried priority sites to support redevelopment plans; however, the BAC and community members will be heavily involved in the site ranking process and will be informed of progress continuously. The BAC will apply a scoring/ranking system for priority sites based on environmental justice impacts, redevelopment potential, benefits to residents, economic potential, public health threats, environmental impacts, community plans, landowner willingness, degree of blight/underutilization, and parcel size. The BAC will review the highest scoring sites to confirm the most strategic are prioritized for assessment/planning activities. Costs estimates for Personnel, Travel and Contractual were based on our 2017 grant experience.

<table>
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<th>Category</th>
<th>Cost per Unit</th>
<th>Unit</th>
<th>Total Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personnel</td>
<td>$50.00</td>
<td>220 hours</td>
<td>$11,000.00</td>
</tr>
<tr>
<td>Travel</td>
<td>$2,000.00</td>
<td>2 people, National Conference</td>
<td>$4,000.00</td>
</tr>
<tr>
<td></td>
<td>$1,000.00</td>
<td>2 people, SE BF Conference</td>
<td>$2,000.00</td>
</tr>
<tr>
<td>Contractual</td>
<td>$150.00</td>
<td>150 hours</td>
<td>$22,500.00</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
<td>$39,500.00</td>
</tr>
</tbody>
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**COMMUNITY ENGAGEMENT (TASK 2)**

**Project Implementation:** Outreach: Under our direction, the QEP will conduct outreach and inventory activities by reviewing EPA and MDEQ environmental records and update our 2017 GIS-based inventory; reviewing City property records relevant to identification of brownfields; reviewing historical documentation to identify past uses of concern; surveying local developers, real estate brokers, property/business owners, and other stakeholders for information on potential sites and upcoming redevelopment projects; conducting tours/windshield surveys of priority brownfield sites and TAs; and completing Eligibility Determination (ED) requests for priority sites. Engagement: The City will update and edit the existing Brownfield Community Involvement Plan (CIP) under this task – with input from the BAC. Project partners will have a significant role in identifying opportunities, sharing information, and understanding challenges within the TA. BAC meetings
and public community meetings will be held semiannually. We will lead outreach efforts, and our QEP will facilitate meetings and prepare information materials for the purpose of obtaining and infusing meaningful public input throughout the entirety of the grant (detailed in Section 2.b.ii). Site Access: If prioritized by the BAC, an Access Agreement will be executed between the City and the priority site owner prior to submitting eligibility determination requests to EPA and MDEQ. The Access Agreement has already been developed and a fact sheet detailing the ESA process and potential outcomes will accompany the Access Agreement form. Costs estimates for Personnel and Contractual were based on our past grant experience.

### II. Task Schedule

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<th>Category</th>
<th>Cost per Unit</th>
<th>Unit</th>
<th>Total Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personnel</td>
<td>$50.00</td>
<td>120 hours</td>
<td>$6,000.00</td>
</tr>
<tr>
<td>Contractual</td>
<td>$150.00</td>
<td>100 hours</td>
<td>$15,000.00</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
<td><strong>$21,000.00</strong></td>
</tr>
</tbody>
</table>

### ENVIRONMENTAL SITE ASSESSMENTS (TASK 3)

**Project Implementation:** The 2017 Generic QAPP will be evaluated and updated during the first quarter and will include field, analytical, and standard procedures. The Generic QAPP will be supplemented with a Site-Specific QAPP (SSQAPP) and Health and Safety Plan (HASP) for each site selected for a Phase II ESAs. The SSQAPP will define site conditions and cleanup standards and reference the Generic QAPP for field, sampling, and lab procedures. The Generic QAPP takes four (4) weeks to develop and get approved; and SSQAPPs take one (1) to two (2) weeks. Ground-penetrating radar (GPR) surveys are included in Task 4 because of their importance for SSQAPP scope preparation during the first assessment phase. GPR surveys are planned for all four priority sites, and GPR costs are included in Phase I ESA costs. Phase I ESAs will be conducted in accordance with EPA’s standard for All Appropriate Inquiries and the practices in ASTM Standard E1527-21. Phase I ESAs take four (4) weeks and GPR surveys take one (1) to two (2) days to complete. Phase II ESAs will be performed for all priority sites and typically take two (2) months each to complete. Site-Specific Quality Assurance Project Plans (SSQAPP) will be prepared for MDEQ and EPA approval prior to Phase II ESA field activities are performed. Should excess grant funds remain after priority site EAs and Planning activities, additional Brownfield sites will be prioritized by the BAC and assessed with remaining funds. We estimate that Phase I and II ESAs will be performed for three additional non-priority (NP) sites (one in each TA) at the end of the grant period, assuming excess funds are available after priority sites are assessed. Costs estimates for Contractual were based on our past grant experience and TAB provider review.

### II. Task Schedule

<table>
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<tr>
<th>Category</th>
<th>Cost per Unit</th>
<th>Unit</th>
<th>Total Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Generic QAPP (Update)</td>
<td>$150.00</td>
<td>40 hours</td>
<td>$6,000.00</td>
</tr>
<tr>
<td>Phase I ESAs (PS)*</td>
<td>$6,000.00 (includes GPR)</td>
<td>4 Phase I ESAs</td>
<td>$24,000.00</td>
</tr>
<tr>
<td>Phase II/III ESAs (PS)**</td>
<td>$43,000.00 (large sites, includes SSQAPPs)</td>
<td>4 Phase II ESAs</td>
<td>$172,000.00</td>
</tr>
<tr>
<td>Phase I ESAs (NP Sites)</td>
<td>$3,000.00</td>
<td>4 NP sites</td>
<td>$12,000.00</td>
</tr>
<tr>
<td>Phase II ESAs (NP Sites)**</td>
<td>$30,000.00</td>
<td>4 NP sites</td>
<td>$120,000.00</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
<td><strong>$334,000.00</strong></td>
</tr>
</tbody>
</table>

*Phase I ESA costs for PS include a GPR survey for each site (after EPA approval)
**Phase II/III ESA costs include SSQAPPs, site labor, travel time, expenses, reporting, & subcontractors

### CLEANUP PLANNING AND ELIGIBLE PLANNING ACTIVITIES (TASK 4)

**Project Implementation:** Cleanup planning activities – ABCAs and CAPs will be developed for all four priority sites. ABCAs will include a cost/benefit analysis to evaluate which cleanup option is best for each site, and CAPs will include cleanup plans specific to each site – based on the findings of the ABCAs. Eligible planning activities – A Site Reuse Vision is proposed for the MBCI Church Avenue Property (PS 4). This Site Reuse Vision will allow developers to envision the layout of the new tourism destination and assist MBCI with planning. The Site Reuse Vision will reflect stakeholder input, market data, environmental considerations, and other
opportunities uncovered during environmental assessments and will communicate our brownfield site reuse concept to stakeholders, regulatory officials, economic development leaders, and the real estate market. To develop these the Site Reuse Vision, we will host a design charrette and contract with design professionals to draft reuse alternatives and present the concepts to the community through a series of public meetings. Also, a Resource Roadmap will be compiled at the end of the grant. The Resource Roadmap will detail all sites assessed through the City’s brownfield grant and relate revitalization priorities, key components and phases of the priority projects, and the estimated cost and potential funding and financing sources for each key component and phase. The roadmap will be a strategic guide to project leveraging by matching individual brownfield project components to appropriate funding and financing sources and will show how matching-fund commitments can be and will be met to achieve cleanup and redevelopment of assessed brownfields. Costs estimates for Personnel and Contractual were based on our past grant experience.

The schedule detailed above for each task was developed to ensure that the City meets the required 18-month, 35% use of funds by the end of the first grant year.

*NOTE: All cost estimates were developed based on our experience managing our previous Brownfield grant.

3.c. Measuring Environmental Results We will track, measure and evaluate progress in a variety of ways. The QEP will email a monthly progress report to the EPA, MDEQ, and the City PD. BAC meetings, which will be held semi-annually, will include agenda items that include progress made in the past six months; deliverables developed in the past six months; and plans for the next six months. Agendas for community meetings will mirror this approach. Outcomes from the grant-funded projects will be tracked and reported to EPA. The degree to which the project is on schedule and on budget will be evaluated by comparison to the tables above. As leveraged funding becomes available, the QEP will assist in tracking until redevelopment comes to fruition (at which time it will be added to ACRES). The City (with QEP assistance) will track and evaluate the number of sites assessed, number of sites with off-site risks, number of sites for which property title transfers are facilitated, number of sites and acres of land redeveloped, acreage of parks/greenspace created, amount of private investment leveraged, amount of other funding leveraged, number of jobs created/retained from redevelopment projects, increased property/sales tax revenue generated, and increased property value – addressing EPA objectives.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a. Programmatic Capability

4.a.i. Capacity, 4.a.ii. Organizational Structure, and 4.a.iii. Description of Key Staff: The City of Louisville has demonstrated its capacity to manage a brownfield grant by successfully managing one from 2017-2020 and will use the similar organizational structure as outlined in our 2017 EPA-Approved Grant Brownfield Work Plan. Babs Fulton will serve as Project Director and BAC Liaison. Ms. Babs Fulton was elected to the office of City Clerk in June 2001. She is a graduate of Louisville High School and of Mississippi University for Women. She completed
the Municipal Clerks and Tax Collectors Certification in 2008. Ms. Fulton successfully managed the previous Brownfield grant. Additionally, Glen Haab, Executive Director of the Winston County Economic Development District Partnership (Project Partner), will assist Ms. Fulton as needed and serve on the BAC. Mr. Haab graduated from University of South Alabama. Prior to his arrival in June 2016, Mr. Haab served as the Executive Director of the Monroeville, Alabama/Monroe County Economic Development Authority where he managed a successful EPA Brownfield Assessment Grant for Monroe County, Alabama.

The City of Louisville has staff that is experienced in federal grant management and has been recognized nationally for this. Mayor Will Hill, will also be involved in grant management activities. Mayor Hill has a degree in Business Administration/Marketing from Mississippi State University. Mayor Hill is also owner of WH Properties, Inc., a real estate, rental properties, rental equipment, and radio broadcast business. He is familiar with due diligence, environmental liability, and the Phase I/II Environmental Site Assessment process. Mayor Hill has already worked closely with Mr. Haab and Ms. Fulton to attract developers like Jack’s to Louisville and will continue to serve as the “local champion” for brownfield redevelopment.

The City of Louisville employs sixty full time and twenty part time employees and has an annual gross payroll of approximately $2.1M. These individuals, along with other Louisville staff, possess more than 75 years of experience. The City’s expertise and experience will ensure the timely and successful expenditure of funds and completion of all technical, administrative, and financial requirements of the project and grant 4.a.iii. Acquiring Additional Resources: The City will contract for the services of a QEP to assist with program implementation and to provide site inventory, assessment, outreach, and redevelopment planning assistance. The City will follow the requirements of 2 CFR Part 200 and 2 CFR Part 1500 to ensure a competitive process for procurement of professional services. This process includes publication of a Request for Qualifications, a local committee review of received Statements of Qualifications, and subsequent contract award to the most qualified firm.

4.b. Past Performance and Accomplishments

4.b.i. Currently Has or Previously Received an EPA Brownfields Grant: 2017 Brownfield Coalition Grant ($400k)

4.b.i.(1) Purpose and Accomplishments) In 2016, the City of Louisville along with Coalition partner Winston County and the small town of Noxapater, Mississippi applied for a Brownfield Assessment Grant, and the EPA granted the assessment grant funds in 2017. A total of 11 Phase I ESAs, nine Phase II/III ESAs, and cleanup planning activities were performed through this grant and allowed us to reclassify 10.5 acres as “Ready for Reuse” and further delineate contaminant plumes at three sites. One site assessed (Team Motors) once operated as an automotive shop, gasoline station, and bulk oil terminal. Because the Coalition continually promoted Louisville and the benefits of the Brownfield grant, we were able to attract a buyer for this prime-location, contaminated site. The developer, Jack’s Family Restaurants, has purchased the property, is currently cleaning up the property [utilizing leveraging dollars from the Mississippi Economic Redevelopment Act (MERA) tax incentive], and is building a new restaurant. Jack’s Family Restaurants has committed $626,000 to clean up the site (on top of the site development and construction costs for the new restaurant). Why did Jack’s pick Louisville, Mississippi? Jack’s was attracted to Louisville’s brownfield-friendly approach to redevelopment. Outputs for the 2017 Coalition Grant included one brownfield assessment grant funds in 2017. A total of 11 Phase I ESAs, nine Phase II/III ESAs, and cleanup planning activities were performed through this grant and allowed us to reclassify 10.5 acres as “Ready for Reuse” and further delineate contaminant plumes at three sites. One site assessed (Team Motors) once operated as an automotive shop, gasoline station, and bulk oil terminal. Because the Coalition continually promoted Louisville and the benefits of the Brownfield grant, we were able to attract a buyer for this prime-location, contaminated site. The developer, Jack’s Family Restaurants, has purchased the property, is currently cleaning up the property [utilizing leveraging dollars from the Mississippi Economic Redevelopment Act (MERA) tax incentive], and is building a new restaurant. Jack’s Family Restaurants has committed $626,000 to clean up the site (on top of the site development and construction costs for the new restaurant). Why did Jack’s pick Louisville, Mississippi? Jack’s was attracted to Louisville’s brownfield-friendly approach to redevelopment. Outputs for the 2017 Coalition Grant included one brownfield assessment grant funds in 2017. A total of 11 Phase I ESAs, nine Phase II/III ESAs, and cleanup planning activities were performed through this grant and allowed us to reclassify 10.5 acres as “Ready for Reuse”. Also one of the sites assessed in the previous grant has been acquired by Jack’s Family Restaurants for redevelopment. Jack’s Family Restaurants has financing $626,000 in cleanup costs (on top of the cost of building the new restaurant), and the new restaurant is predicted to bring in $2M in revenue annually.

4.b.i.(2) Compliance with Grant Requirements: All Coalition Grant requirements [i.e. MBE/WBE, Quarterly Reports, and EPA/MDEQ Approvals/Signatures (QAPPS/Eligibility Determinations/Petro Det./etc.)], were fulfilled on time and in compliance with the Work Plan, schedule, and T&C of the Cooperative Agreement. We expended all 2017 CWA Grant funds before the grant deadline. We plan to continue with this momentum into our next Brownfield grant.

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1 US Department of Labor, Bureau of Labor Statistics, 2019 - September
2 http://www.dor.ms.gov/Statistics/Pages/Sales-Tax-Collections.aspx
5 Centers for Disease Control and Prevention, Behavioral Risk Factor Surveillance System. Additional data analysis by CARES. 2011-12.
6 CDC, National Vital Statistics System.
7 www.americashealthrankings.org
10 https://www.epaosc.org/site/sitrep_profile.aspx?site_id=9889&counter=23226
1. Applicant Eligibility
The City of Louisville, Mississippi is a General Purpose Unit of Local Government as stated under 2 CFR 200.1. This allows the City of Louisville to be eligible to apply for an EPA Brownfield Assessment Grant.

2. Community Involvement
The City has a successful history of developing partnerships within the community to improve the lives of the residents. Partnerships have been sought with specific groups who are already engaged in the TAs. The following organizations represent a wide array of partners, many of which are members of the City’s Brownfield Advisory Committee (BAC), and are excited to support this grant effort. These project partners will be engaged from the beginning of the grant and continuously throughout the grant period. Project partners will perform a variety of tasks including but not limited to: identifying sites, discussing cleanup alternatives, and engaging the community on potential redevelopment options.

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3. **Named Contractors and Subrecipients:** Not Applicable

4. **Expenditure of Assessment Grant Funds:** The City of Louisville has expended 100% of assessment grant funds from the 2017 Brownfield Assessment Coalition Grant and the grant was closed.