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**Cumberland Valley Area Development District**  
**P.O. Box 1740**  
**342 Old Whitley Road**  
**London, KY 40743-1740**

**Executive Director**  
Ms. Whitney Chesnut

R04-22-A-080

## **CVADD 2022 Tri-Cities Brownfields Application**

### Narrative Information Sheet

1) Applicant Identification:

Cumberland Valley Area Development District (CVADD)  
342 Old Whitley Road  
London, KY 40743

2) Funding requested:

- a) Assessment Grant Type: Community-wide
- b) Federal Funds requested:
- i. \$500,00
  - ii. Indicate if you are requesting a Site-specific Assessment Grant waiver of the \$200,000 limit: **No**

3) Location:

The *Tri-Cities* area of Harlan County, Kentucky, encompassing the incorporated cities of Cumberland, Benham, and Lynch. The CVADD also serves the counties of Bell, Clay, Jackson, Knox, Laurel, Rockcastle and Whitley.

4) Target Area (*Tri-Cities*) and Priority Site/Property Information

- Community-wide Assessment Grant

Serving Bell · Clay · Harlan · Jackson · Knox · Laurel · Rockcastle · Whitley Counties  
Phone: (606) 864-7391 | Fax: (606) 878-7361 | Email: [cvadd@cvadd.org](mailto:cvadd@cvadd.org)  
TDD-Voice to TDD 1-800-648-6057 | TDD to Voice 1-800-648-6056  
Auxiliary aids/services are available when requested three business days in advance.  
[www.cvadd.org](http://www.cvadd.org)

Target Area	Census Tract	Priority Site	Address
Benham	9701	Former Coal Co. Office	230 Main Street, 40807
Lynch	9701	Former Lynch Power Company	5 E Main Street, 40855
		Former Lynch Clinic	310 Church Street, 40855
		Former Imperial Gas Station	16 E Main Street, 40855
Cumberland	9702	Former Rowlett Dept Store	305 W Main Street, 40823
		Former CSX Railroad	800 E Main Street, 40823
		Former Cumberland High School	660 Redskin Drive, 40823

5) Contacts

a) Project Director

Susanna Cornett, Economic Development Specialist  
CVADD  
606-864-7391  
[scornett@cvadd.org](mailto:scornett@cvadd.org)  
342 Old Whitley Road, London, KY 40743

b) Chief Executive

Whitney Chesnut, Executive Director  
CVADD  
606-864-7391  
[wchesnut@cvadd.org](mailto:wchesnut@cvadd.org)  
342 Old Whitley Road, London, KY 40743

6) Population (Tri-Cities): (Source: 2019 US Census data)

<u>Tri-Cities</u>	<u>3,112 (Total)</u>
Cumberland	2,039
Lynch	613
Benham	527

7) Other Factors Checklist

Other Factors	Page #
Community population is 10,000 or less.	1
The applicant is, or will assist, a federally recognized Indian tribe or United States territory	N/A
The priority brownfield sites are impacted by mine-scarred land.	4
The priority site(s) are 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.)	1
The priority site(s) are in a federally designated flood plain.	1
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	Not currently available in project area.
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.	N/A
The target area(s) are located within a community in which a coal-fired power plant has recently closed (2011 or later) or is closing.	1

8) State Environmental Acknowledgement Letter – see following page.

9) Releasing Copies of Applications – The grantee is not claiming as confidential, privileged, or sensitive information in this application.



ANDY BESHEAR  
GOVERNOR

REBECCA W. GOODMAN  
SECRETARY

**ENERGY AND ENVIRONMENT CABINET  
DEPARTMENT FOR ENVIRONMENTAL PROTECTION**

TONY HATTON  
COMMISSIONER

300 SOWER BOULEVARD  
FRANKFORT, KENTUCKY 40601  
TELEPHONE: 502-564-2150  
TELEFAX: 502-564-4245

November 9, 2021

Whitney Chesnut  
Executive Director  
Cumberland Valley Area Development District (CVADD)  
P.O. Box 1740  
London, KY 40743

Re: Kentucky Letter of Support for a Brownfield Grant Application

Dear Ms. Chesnut:

The Kentucky Department for Environmental Protection (DEP) is supportive of, and committed to, the work of CVADD to address brownfield sites in the community. DEP is the state agency charged by the legislature with the responsibility of implementing the Kentucky equivalent of the federal Superfund program, and as such, is an essential component of any attempt to address brownfields redevelopment. We support CVADD's application for a Brownfield Community Wide Assessment Grant to assess brownfield properties in your district and look forward to continuing our work with you on this important issue.

Sincerely,

A handwritten signature in cursive script that reads "Eric Eisiminger".

Eric Eisiminger  
Brownfield Coordinator

EE:ee

ec: Christoph Uhlenbruch, Division of Waste Management  
Chase Whitis, Division of Waste Management, London Regional Office  
Susanna L. Cornett, Economic Development Specialist, CVADD

## **Narrative/Ranking Criteria**

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

#### **a. Target Area and Brownfields**

##### **i. Background and Description of Target Area**

The Cumberland Valley Area Development District (CVADD) is an eight-county region located in southeastern Kentucky bordering Tennessee and Virginia. Lead Applicant CVADD includes Bell, Clay, Harlan, Jackson, Knox, Laurel, Rockcastle, and Whitley counties. The priority target area for this project is the rural Tri-Cities located in eastern Harlan County, comprised of Cumberland, Benham, and Lynch. The Tri-Cities are in the Southern Appalachian Mountains. The area's prosperity has dropped sharply as coal mines there closed in the past few decades. The Tri-Cities began as coal mining towns. **Lynch** (population 613) was platted as a part of the U.S. Coal and Coke Company in 1917. It was a prolific mining operation that continued to the 1970s. The population identifies as 81.6% white, 1.1% Hispanic, and 14.8% African American. The median household income is \$42,083 or \$8,506 below Kentucky's. Lying between Lynch and Cumberland is the town of **Benham** (Population 527). Originally started as a coal town in 1911 by International Harvester (Wisconsin Steel), Benham remained one of the nation's largest coal producers until it also became uneconomical to mine the deep, high-sulfur coal. The population identifies as 95.1% white, 4.9% other race. The median household income is \$42,500 a year, more than \$8,089 less than Kentucky's. **Cumberland** (Population 2,039) was a commercial center for local farmers selling foods and farm goods to miners and their families. The population identifies as 95% white, 1.2% Hispanic, and 0.50% African American. The median household income is \$35,344 a year, \$15,245 less than the state's median income. Kentucky's median household income is \$50,589 compared with \$62,943 for the US. (All demographic and income data is derived from the 2019 US Census.) The three towns share overlapping histories as well as current economic and health-related characteristics. The demise of the coal industry left the Tri Cities with many brownfields and dramatic income deficits that suffocate the area with poverty and despair. Brownfields severely impact the community, with over 80 abandoned or underutilized properties and environmental problems from past mining operations. Coal tailings and residue are spread throughout the area. Due to the extreme poverty, the target area is an IRS designated *Opportunity Zone* and is comprised solely of low-income census tracts. Furthermore, the entire target area lies within Kentucky's *Promise Zone*, a federally-designated high poverty area where the federal government works with local officials to improve the local economy and living conditions. Within the Tri Cities are waterfront neighborhoods along the Looney River supporting a struggling tourist industry. The Tri Cities have an abandoned coal-based industrial area located in a valley along a former CSX railroad and the river. The area has been subject to flooding problems, especially Cumberland. All are located adjacent to the Looney River which flows into the Cumberland River, and the majority of land area in each town is in a federally designated flood plain.<sup>1</sup> The individual towns do not have the capacity to implement an EPA Brownfields grant as sole applicants. However, with the grant, planning, and project administration experience of the CVADD, the Tri Cities have the potential to impact a much larger target area. The future of the Tri-City area depends on bringing in new job and education options while making good use of what already exists. The Tri-Cities area is also close to the county seat of Harlan, where outside investors are building the first local distillery, the Harlan Beer Company (<https://harlanbeercompany.com>), targeted to open in 2022 – evidence of a revitalizing economy. The photo on the company's opening page is of the silo property in Lynch.

##### **ii. Description of the Priority Brownfield Sites**

The CVADD has identified seven priority sites, all underutilized and suffering from suspected or identified contamination. Redevelopment will promote reuse of sites that are directly on waterbodies or that may be impacting regional waterbodies. Both the Tri-Cities and Harlan County have high concentrations of disadvantaged populations including high poverty, low-income substandard housing, and high

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<sup>1</sup> FEMA Flood Map Service Center: Search by Address. Lynch, Benham, and Cumberland, KY. [FEMA Flood Map Service Center | Search By Address](#). Accessed 11-9-2021. 6y

unemployment. They are at greater risk from contamination at these sites, yet do not have the resources to mitigate the issues without federal assistance. The priority sites are: 1) **Former Lynch Power Company**, targeted as part of a silo-climbing eco-tourism venue; 2) **Former CSX Railroad (Lynch to Cumberland)** currently an unused section of rail line that is the focus of an on-going “*Rails to Trails*” project. CSX has removed all railroad lines and ties and Tri Cities received \$865,000 from the Kentucky Transportation Cabinet to fund the project. However, an approximately one-mile section is still owned by Revelation Coal, Inc., and needs assessed. Typical rail line contaminants include VOCs, SVOCs, PAHs and metals, which can cause breathing problems and even cause cancer. 3) **Former Lynch Clinic (Lynch)**, an unused two-story 8,500 sf concrete building once a regional medical clinic now owned by the Meridzo Center. A Phase I conducted by a prior CVADD Brownfields grant indicated potential asbestos and lead-based paint throughout the building; both have been proven to cause cancer. The Phase I needs to be updated with new samples. Meridzo Center has a strong track record of rehabilitating and reusing area businesses. 4) **Former Imperial Gas Station (Lynch)** is a 61-year-old gasoline station currently owned by Meridzo Center that houses a small former gasoline facility for local and tourist use. Petroleum-stained soils have been identified throughout the property and may be migrating to Looney River. Suspected contaminants include BTEX, Lead and SVOCs and VOCs, all of which are proven to cause diseases such as cancer, liver issues, and respiratory problems. A major pathway for BTEX in particular is waterways where the chemical has leached out of the earth. 5) **Former International Harvester Coal Company Office (Benham)** is a one-story, underutilized, 3,500 sf brick building that was originally the coal company office. It now houses Benham City Hall. Over half the building has peeling paint tested to contain elevated levels of lead. Other suspected contaminants include asbestos and visually identified mold, both of which exacerbate respiratory conditions like asthma. 6) **Former Rowlett Department Store (Cumberland)** is an 8,500 sf two-story brick building formerly housing the Tri Cities’ largest department store. The CVADD utilized prior USEPA Brownfield funds for a Phase I Assessment that identified the need for a Phase II survey for asbestos, lead-based paint and mold. 7) **Former Cumberland High School (Cumberland)** is a 25,000 sf, unutilized two-story stone building with known mold and lead-based paint throughout the building. It is owned by Southeast Kentucky Community and Technical College (SKCTC’s), which was awarded \$100,000 from the United States Department of Agriculture (USDA) to update its architectural and structural plans.

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

### **i. Reuse Strategy and Alignment with Revitalization Plans**

The targeted properties are directly aligned with local land use and reuse plans for tourism and commercial use. CVADD, in partnership with local communities, developed a *Comprehensive Economic Development Strategy* (CEDS) for each county including Harlan, which is updated annually. Strategies include: “Establishing a diverse regional economy based on eco-tourism” within the Tri Cities, including 1) canoeing on the Looney River 2) further development of a commercial park 3) development of tourist centers 4) expanding local history facilities related to coal mining, such as the former Portal 31 coal mine 5) reusing and cleaning up abandoned coal land and buildings. 1) **Former Lynch Coal Power Plant**: Area officials are planning to repurpose this complex into a recreational site, with a climbing wall and zip line, directly across the road from Portal 31 mentioned in the CEDS. 2) **Former CSX Railroad (Lynch to Cumberland)**: the goal is to add this to an ongoing *Rails to Trails* project, connecting the three cities with a hiking trail. The project will foster tourism, healthier lifestyles, and better connectivity within the Tri Cities. 3) **Former Lynch Clinic (Lynch)**: The Meridzo Center acquired the building for a faith-based music education and tourist destination. 4) **Former Imperial Gas Station (Lynch)**: Current owner Meridzo Center has opened this as a small gas station and has further plans for use. 5) **Former International Harvester Coal Company Office (Benham)**: The city government is housed in this building but must renovate or move soon. 6) **Former Rowlett Department Store (Cumberland)**: The building was recently purchased by SKCTC, which intends to reuse the building as an arts and cultural center for education classes, local artisans to display and sell their goods, and tourism, in direct alignment with the CEDS strategic plan. 7) **Former Cumberland High School (Cumberland)**: The building is also owned by

SKCTC, which intends to reuse the building as a men's education and drug rehabilitation center. This is in alignment with the CEDS plan for reducing blight and reusing buildings.

ii. Outcomes and Benefits of Reuse Strategy

Revitalization of Brownfields can stimulate long term economic development and create other positive *outcomes* in the Tri Cities. Redevelopment works to reverse the economic effects of the decline in the coal industry caused by the transition from coal power to clean energy by: Providing the local populations with job opportunities through tourism and related commercial activities, resulting in higher wages; and additional opportunities for access to healthcare, healthy food options, and mobility. Revitalization can also reverse the effects of stagnation and disinvestment in the target communities as improved building conditions and investment translate into increased property values and increased tax revenue. The priority sites targeted for eco-tourism are aligned with the Tri Cities development strategy to move to an economy focused on tourism and blight reduction through environmental assessment and cleanup of abandoned or underutilized properties. The tourism focus also aligns with plans by the Appalachian Regional Commission (ARC) and Kentucky state government to revitalize depressed areas in Appalachia with tourism dollars. A better economy in the region will improve income and health for area disadvantaged and sensitive populations while allowing them to stay within their community. Forecasted outcomes include approx. 75 new tourism jobs, increased tax revenue of up to 25%, increased family income of approx. 20%, and lower incidence of heart disease by 5% and cancer by 10% due to removal of legacy pollutants.

c. **Strategy for Leveraging Resources**

i. Resources Needed for Site Reuse

A combination of federal, state, local and private funding and incentive opportunities comprise our leveraged resources. Many owners of the sites have already improved their properties and have plans for additional improvements, as detailed above. In addition, there are many programs offered that we are eligible to employ and/or promote to private investors and business owners that will advance the priority sites toward full assessment and eventual cleanup and reuse; a few examples are listed below. CVADD has a history of assisting its constituent governments in successfully obtaining grants of all types. Given that these are potential brownfields sites, determination of brownfields status is necessary to proceed with a grant for mitigation. Cumberland/Benham/Lynch are all "coal towns" and are at great risk for brownfields sites. Both state and local development plans in Eastern Kentucky rely heavily on developing the region, including the Tri-Cities, as a prominent tourism destination. This funding will lay the foundation for that development by determining which sites are brownfields and positioning them for brownfields mitigation and eventual use for tourism, local government, and community programming (such as vocational classes). For example, ARC is committed to assisting Appalachian communities like Benham, Lynch, and Cumberland re-establish a solid economy now in shambles with the closing of coal mines. This assessment project will indicate to ARC that the communities are serious about improvements and thus more likely to use ARC funds effectively and efficiently to create long-term job and recreation opportunities.

- **Tri Cities Area Charitable Foundation** - \$7,000,000 trust available, of which approximately \$300,000 is available yearly for brownfields related development projects, including our priority sites.
- **Harlan County Government** – Approximately \$300,000 available per year for infrastructure related projects.
- **Abandoned Mine Lands Federal Program** - \$400,000 available for upgrades to Portal 31 former coal mine to promote eco-tourism. This a recurring Federally funded program.
- **Meridzo Charitable Non-Profit Organization** - \$400,000 available for building restorations.
- **Friends of Benham Charitable Foundation** – approx.. \$250,000 available per year for economic development.
- **State of Kentucky/Harlan County Joint Restoration of Parks** - \$400,000 available for park development.
- **Kentucky Revolving Loan Fund (Brownfield Redevelopment Program - Cleaner Commonwealth Fund)** – Brownfields within Target Areas are eligible for low-interest/partially forgivable loans for Brownfield investigation and cleanup through the EPA-funded Revolving Loan Fund (Est. \$250k).
- **Opportunity Zone Financing (OZ)**- Federal program to eliminate, reduce, and/or defer Capital Gains Taxes to encourage/facilitate investments in Opportunity Zone properties on a case-by-case basis. All priority sites are located within Opportunity Zone; grant funding will stimulate financing.
- **Petroleum Storage Tank Environmental Assurance Fund (PSTEAF)** - State fund for USTs providing

reimbursement for corrective action due to UST system release(s). For use throughout Kentucky including at Brownfields sites located in Target Areas where USTs are located or discovered (up to \$1M/qualifying site).

**ii. Use of Existing Infrastructure**

Each of the priority sites, and, in fact, the whole target area, provide existing and adequate infrastructure to accommodate the needs of redevelopment. Each site is accessible via the downtown street network with utilities such as electrical, natural gas, water, and sewer available. Many of the priority sites are already connected to the utility infrastructure; some may require services to be turned on. For the *Rails to Trails* project, utilities will need to be added for lighting, which will be covered by the existing KYTC grant.

**2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

**a. Community Need**

**i. The Community’s Need for Funding**

Benham and Lynch were built by coal companies to house their workers while Cumberland was developed as a market town. The economies of all three towns have been dependent on coal since their inception, and the sharp reduction in coal mining in eastern Kentucky has devastated those economies. This decline is region wide, which means those living in the Tri Cities couldn’t just get jobs further away and continue to live near family. More than 65% of mining jobs left Harlan County between 1988 and 2014.<sup>2</sup> In 2017, only 34.5% of the population 16 and over were employed at any job, 22% of those by federal, local, and state government, and more than 34% in education and health care.<sup>3</sup> The county has been in decline for a long time. During the height of the coal boom in 1940, Harlan County had 75,300 residents; in 2019, it had 27,500 residents. When economic pressures hit with the loss of jobs, property values become depressed and residents made less money overall. That in turn severely reduces the tax revenue available to local governments for projects such as brownfield assessments and abatement. It also reduces the local governments’ ability to sell bonds to fund projects, a common mechanism. In fact, in 2018 Harlan County was identified as one of the 25 worst counties in the nation to live; it ranked 10<sup>th</sup>.<sup>4</sup> Coal severance taxes, which sustained many county governments even as jobs left, have dropped dramatically as well: Harlan County’s judge executive stated that in 2016 the county did not receive enough coal severance taxes to even meet the interest on the county’s \$14 million in debt.<sup>5</sup> The local coal industry has continued to decline since then. The towns within Harlan County, including Cumberland, Benham, and Lynch, find it difficult to meet current obligations, much less take on new ones, in the new nearly coal-less economic climate.

**ii. Threats to Sensitive Populations**

**(1) Health or Welfare of Sensitive Populations**

The Tri Cities area includes many sensitive populations in troubling circumstances. All three cities have greater percentages of residents who receive Supplemental Nutrition Assistance Program (SNAP), Social Security, and Supplemental Security Income (SSI) than both Kentucky and the US as a whole. Nearly 2/3 of residents 65 and up receive disability benefits, as compared to 41.3% in Kentucky or 35% of the US. The number of residents who have private insurance is consistently less than in Kentucky or the US.

	Benham	Cumberland	Lynch	Harlan Co.	Kentucky	U.S.
Poverty Rate (%)	12.8	43.9	17.1	33.4	18.3	11.4
Children under 18 (%)	20.1	27.2	16.2	22.8	22.8	19.5

<sup>2</sup> WFPL.org. (2015) Here’s a 26 Year Look at Coal Job Losses by Kentucky County. Retrieved from <https://wfpl.org/heres-26-year-look-coal-job-losses-kentucky-county/> on 11-21-19.

<sup>3</sup> American Community Survey (2017), Harlan County Narrative Profile. Retrieved from <https://www.census.gov/acs/www/data/data-tables-and-tools/narrative-profiles/2017/report.php?geotype=county&state=21&county=095> on 11-21-19.

<sup>4</sup> Greenblatt, Alan. (December 2016) “In life after coal, Appalachia attempts to reinvent itself.” *Governing*. Retrieved from <https://www.governing.com/topics/finance/gov-coal-trump-appalachia-economy.html> on 11-22-19.

<sup>5</sup> Ibid.



People over 65 (%)	117	19.7	25.4	11	16	9.3
Received SNAP (%)	23.4	40.3	11	30.7	15.2	12.2
Median Household Income (\$)	42,500	20,333	41,181	26,324	48,392	60,293
Earn salary (%)	44.6	35.9	35.4	38.4	59.3	80.2
Receive SSI (%)	20	12.4	7.2	15.1	7.8	5.4
Health Insurance (%)	95.4	97.5	84.4	93.6	93.9	90.6
No Insurance (%)	4.6	2.5	9.1	6.4	6.1	9.4
Children under 19 w/No Ins.	0	1.1	2.6	2.9	3.8	5.2
Government Ins. 19+ (%)	10.8	30.8	20.7	27.3	13.8	10
Disability/65 and up (%)	66.7	70	47.4	63	41.3	35

Lynch has three times the percentage of elderly population (over 65) than does the US, and more than twice that of Kentucky, many of whom are on disability. 33% of the population in Lynch receive retirement, while only 35% earn a salary. These conditions combined show that the sensitive populations in the Tri Cities – especially children and the elderly – live in sparse circumstances that could limit their access to healthy food and good health care. By identifying and eventually mitigating the brownfields in those cities will allow redevelopment; this grant would improve those circumstances by bringing in more jobs, which in turn will spur growth in amenities such as grocery stores and health care facilities.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions

Eastern Kentucky includes the most distressed counties in Appalachia, more distressed than most other parts of the US. In a ranking of years of potential life lost in the US between 2011-2013, Appalachian Kentucky ranked highest with 10,880 per 100,000.<sup>6</sup> Each year represents a person dying a year earlier than his/her life expectancy suggests. To rank the highest means the health profile of the population in that region is almost universally subpar. A full 28% of the people in Harlan County were assessed to be in Fair/Poor health, putting them in the 4<sup>th</sup> quartile (the lowest) in the nation. More than 10% of babies are born with low birth weight; 29% of adults are smokers; and nearly 50% of children are in poverty. The litany continues<sup>7</sup>; the diseases associated with Brownfields are especially prevalent (see table below)<sup>8</sup>. All of these factors are further complicated by the persistent lack of sufficient primary care physicians and dentists, and the virtual dearth of specialists.<sup>9</sup> Identifying and improving Brownfields may lower the astounding rates of disease by removing contaminants and improving the economy, opening the way for improved medical services and higher income. Some sites are slated for recreational exercise – walking, biking, wall-climbing – giving the locals wider and more easily accessible opportunities for healthful activities.

<b>Rural Appalachian Kentucky: Mortality Rates per 100,000 by Disease</b>			
	<b>Rural Appal. KY Rate</b>	<b>% Higher than National Rate</b>	<b>Report Page</b>
Heart Disease	234	34	38
Cancer	202	20	44
COPD	78.8	90+	50

(3) Promoting Environmental Justice

Benham and Lynch were built as coal camps while Cumberland began as a market town for the coal miners. According to EPA’s EJSCREEN database, Lynch is in the 95-100<sup>th</sup> percentile in the state of housing built before 1960; Benham and Cumberland are in the 90-95<sup>th</sup> percentile. EJSCREEN uses this as an indicator

<sup>6</sup> Creating a Culture of Health in Appalachia. Pg. 76/Figure 34, Chart of Potential Life Lost per 100,000 population, 2011-2013. PDF. Retrieved on 12/2/19 from [https://www.healthy-ky.org/res/images/resources/Health Disparities in Appalachia August 2017.pdf](https://www.healthy-ky.org/res/images/resources/Health%20Disparities%20in%20Appalachia%20August%202017.pdf).

<sup>7</sup> 2019 County Health Rankings National Data – v2. Excel spreadsheet. Retrieved 12/2/19 from <https://www.countyhealthrankings.org/explore-health-rankings/rankings-data-documentation>.

<sup>8</sup> Creating a Culture of Health in Appalachia. *op.cit.* pg. 38, 44,50.

<sup>9</sup> *Ibid.*, pg. 217, 229, 235.

of lead-based paint in the homes. Most commercial and government buildings now in use are also of the same era. Cumberland is in the 90-95<sup>th</sup> percentile for populations with income less than twice the poverty level in Kentucky, while both Benham and Lynch fall in the 60-70<sup>th</sup> percentile.<sup>10</sup> The closure of the mines contributed significantly to the increase in poverty level; those laid off by the mines do not have many other employment options within driving distance of their homes. If they wanted work, they had to move. The poverty level is a clear indication that there is a high rate of risk with few resources to address it in their public spaces. The area also has extensive mined-out areas as well as mine portals, oil/gas wells, and storage fields. The Kentucky Coal Mine Maps database<sup>11</sup> shows the Tri Cities area nearly surrounded by miles of mined out areas, as well as more than a dozen oil/gas wells and storage fields. Years living amongst these environmental hazards, often emitting airborne particles, put area residents at high risk of serious illnesses such as heart disease and COPD. With poverty rates approaching 45% in Cumberland, the largest of the three cities, residents have few options for removing themselves from their aging homes and contaminated environments. Environmental justice is deeply needed. Reuse of the facilities to be assessed include plans for government offices and job training sites. Lower income and unemployed residents are more likely to use those facilities than employed and more prosperous residents. The assessments will permit disproportionately impacted populations to access services needed to improve their lives while reducing exposure to potential pathogens or carcinogens. The CVADD affirms that it is committed to ensuring that at least 40% of grant funds will be within EJ areas.

**b. Community Engagement**

If the funding is awarded, CVADD will follow the EPA’s *Steps for Effective Public Involvement* that include planning/budgeting for public involvement, information/outreach, involvement activities, reviewing/using input, providing feedback, and evaluating activities/processes.

- i. Project Involvement- Tri-Cities Heritage Development Council and Tri-Cities Chamber of Commerce are specifically charged with assisting Cumberland, Benham, and Lynch to increase their economic viability. Cumberland Tourism focuses on tourism alone. The Harlan County Judge Executive governs the entire county and provided us with one of our sites. The Harlan County Tourist Commission works to improve tourism in the entire county.
- ii. Project Roles - The following local community partners, as well as site owners, will be involved in the project and in making decisions with respect to site selection, cleanup, and future redevelopment. As grant-specific outputs, the CVADD will hold at least one progress meeting per quarter (minimum of 12) to promote equitable distribution of funds across the Tri Cities and CVADD jurisdiction. A table with names and contact information for organizations committing to assist with this Brownfield grant is provided below. In each instance, the organizations include many individuals available for consultation and input.

Partner Name	Point of contact	Specific role in the project
Kentucky Main Street & Tri Cities Heritage Development Council	Bobbie Gothard, Director 606- 589-5151 tcmainstreet@windstream.net	Outreach; education; advocacy. Input on use of affected facilities. Liaison with communities. Assist with providing information to community in a manner consistent with COVID restrictions.
Harlan County Judge Executive Office	Dan Mosley 606-573-2600 danmosley@harlanonline.net	Outreach; disseminating information; site selection; information posted on website.

<sup>10</sup> EPA’s EJSCREEN, utilizing locators for Cumberland, Benham, and Lynch, Kentucky. Retrieved on 12/2/19 from <https://www.epa.gov/ejscreen>. 32bg-433

<sup>11</sup> Kentucky Coal Mine Maps. Retrieved on 12/2/19 from <https://eppcgis.ky.gov/minemapping/?esearch=HARLAN&slayer=5&exprnum=0>.

Tri Cities Chamber of Commerce	Jeff Wilder tct35-ADMIN@tricitieznursing.com	Advocacy/education; site identification; expertise in incorporating smart growth principles.
Cumberland Tourism Committee	Tracy Bailey ctourism@windstream.net	GIS and inventory support. Input on site selection. Assistance in seeking funding for improvements.
Harlan County Tourism Commission	Jeff Wilder tct35-ADMIN@tricitieznursing.com	Providing environmental testing for families in cancer cluster areas affected by glioblastomas; participate in site identification and prioritization.

iii. Incorporating Community Input

Prior to developing this application, CVADD staff gave a presentation to the mayors and county judge executives of the entire district about what brownfields are, what the funding would do, and how to submit a suggested site. The meeting was live both in person and virtually, masks were provided, and attendees were encouraged to maintain social distancing. Officials were encouraged to notify us of viable sites; Judge Mosley in Harlan County did so (Lynch Power Plant). The CVADD will communicate progress to the community through a variety of media outlets to engage its targeted area (Tri Cities), ensure project success, and meet COVID restrictions. CVADD and its partners will use partner agency and community websites, social media (Facebook, Twitter), radio, public access television, newspaper publications, and/or informational brochures to convey project progress, advertise public meetings/webinars, and solicit input. All meetings will be provided virtually with an in-person presence when state COVID mandates allow. Wherever possible, CVADD will provide electronic forms for public input for those residents unable to attend meetings. The CVADD has employed these communication strategies successfully in past regional efforts, assuring that this plan is the most appropriate and effective for the targeted community. It is the CVADD's goal to collaborate with and involve community stakeholders in all stages of this redevelopment effort, including project planning, site selection for assessments, cleanup decisions, and reuse planning through effective promotion of the project, public meetings, obtaining meaningful public input, and informative progress updates. Community input, especially from the sensitive and underserved populations, will be thoroughly evaluated and, as appropriate, used to guide our Brownfields assessment work. If suggestions are not feasible or do not fall under approved grant funding uses, this will be communicated back to area residents for further discussion and consideration.

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

**a. Description of Tasks/Activities and Outputs**

**i. Project Implementation**

This section includes the tracking, measuring and evaluation of project progress through measurable outputs and outcomes (Milestones).

<b>Tasks/Activities:</b>	<b>Task 1 – Program Management</b>
i. Project Implementation <ul style="list-style-type: none"> <li>• Discussion of EPA funded activities for the priority site(s):</li> <li>• Discussion of EPA funded activities for non-priority site(s), if applicable:</li> <li>• Non-EPA grant resources needed to carry out tasks/activities</li> </ul>	CVADD will use an Excel database to track the submission of all quarterly reports (12 reports), MBE/WBE forms (4), and update the ACRES database quarterly. CVADD will initiate a competitive qualifications-based selection process in compliance with state and federal (2 CFR 200.317-326) guidelines to select an environmental consulting firm. CVADD will meet quarterly (12 mtgs) (in person or by video conferencing, due to COVID 19) with its consultant and the Regional Brownfields Committee (RBC), which will be formed from committee members, to measure progress and ratify site selection/prioritization decisions. CVADD staff will attend three national, regional, and local conferences and workshops, if COVID restrictions allow. Milestones include 5 sites ready for reuse. There are no non-EPA resources needed to carry out grant tasks/activities.

ii. Anticipated Project Schedule (By Month):	(1month)-Contractor Selection, (2 months)-Kickoff Mtg. with contractor, EPA, State, project team, (24 months)-The 7 priority sites ready for reuse (36 months)- final report/grant closeout.
iii. Task/Activity Lead(s):	CVADD/Environmental Consultant
iv. Output(s):	12 Quarterly & 1 closeout report, ACRES, MBE/WBE reporting
<b>Tasks/Activities:</b>	<b>Task 2 –Community Outreach</b>
i. Project Implementation <ul style="list-style-type: none"> <li>• Discussion of EPA funded activities for the priority site(s):</li> <li>• Discussion of EPA funded activities for non-priority site(s), if applicable:</li> <li>• Non-EPA grant resources needed to carry out tasks/activities</li> </ul>	If access issues arise or if funding remains, additional sites may be assessed as they are suggested by the public via the project’s community engagement strategy. CVADD staff will conduct a minimum of eleven quarterly community meetings; if COVID restrictions continue, the meetings will be held where proper social distance can be established. The consultant will prepare the <i>Community Involvement Plan (CIP)</i> in accordance with the guidance provided in the approved USEPA approved Workplan. There are no non-EPA resources needed to carry out grant tasks/activities.
ii. Anticipated Project Schedule:	(6 months)-Inventory secondary sites (3-36 months)-quarterly community meetings (36 months)-Completion of GIS inventory database for future re-development use and useful <i>outcomes</i> .
iii. Task/Activity Lead(s):	CVADD/ Environmental Consultant
iv. Output(s):	Secondary inventory, 12 community meetings, updated CIP
<b>Tasks/Activities:</b>	<b>Task 3 – Updated Inventory &amp; Phase I &amp; II Site Assessments</b>
i. Project Implementation <ul style="list-style-type: none"> <li>• Discussion of EPA funded activities for the priority site(s):</li> <li>• Discussion of EPA funded activities for non-priority site(s), if applicable:</li> <li>• Non-EPA grant resources needed to carry out tasks/activities</li> </ul>	An <i>inventory update</i> by the consultant will be on-going during the grant term following discussion of what other sites within the target areas would provide the greatest redevelopment impact. A qualified environmental consultant will do Environmental Site Assessments (ESA) at selected sites, starting with the priority sites. In addition to the 7 priority sites, we anticipate 3 more Phase Is will be completed, 10 total. Phase II ESAs will be conducted at the 7 priority sites and anticipate 2 more, for a total of 9 sites. Phase II ESA activities will be conducted in accordance with current ASTM standards and All Appropriate Inquiry; The consultant will prepare a <i>Generic Quality Assurance Project Plan (QAPP)</i> with community and RBC input, and will prioritize sites based on the results of Phase I & II ESAs and site redevelopment potential. An anticipated 9 Site Eligibility Determinations (SEDs) and SSQAPP Addendums, will also be prepared for EPA approval. There are no non-EPA resources needed to carry out grant tasks/activities.
ii. Anticipated Project Schedule/Milestones:	(3 to 12 months)-Phase Is and IIs for priority sites (7 sites) (12 to 24 months)-secondary sites. Up to 10 additional Phase Is and 9 additional Phase IIs may be addressed if budget permits.
iii. Task/Activity Lead(s):	Qualified environmental consultant
iv. Output(s):	Will prepare the Generic QAPP. CVADD, with RBC and community input will prioritize new sites based on the results of the 7 priority sites and their redevelopment potential. An anticipated 10 Phase Is and 9 Phase IIs will be completed, including 9 SEDs and 9 SSQAPP Addendums.
<b>Tasks/Activities:</b>	<b>Task 4 – Cleanup Planning</b>

i. Project Implementation	CVADD estimates completion of up to 9 Analyses of Brownfield Cleanup Alternatives (ABCAs) for sites based on their redevelopment potential. In addition, we will explore contracts for the following revitalization-supporting studies:
<ul style="list-style-type: none"> <li>• Discussion of EPA funded activities for the priority site(s):</li> <li>• Discussion of EPA funded activities for non-priority site(s), if applicable:</li> <li>• Non-EPA grant resources needed to carry out tasks/activities</li> </ul>	<ul style="list-style-type: none"> <li>• Market Viability</li> <li>• Market Study of eco-tourism opportunities at Power Building site</li> <li>• Resource Roadmap</li> </ul> <p>There are no non-EPA resources needed to carry out grant tasks/activities.</p>
ii. Anticipated Project Schedule:	(6 to 12 months)- complete up to 3 <i>Resource Road Maps</i> for long term <i>outcomes</i> (12 to 30 months) 9 ABCAs of priority and secondary sites.
iii. Task/Activity Lead(s):	Qualified Environmental Consultant/ Resource Road Map Team
iv. Output(s):	9 ABCAs

**b. Cost Estimates**

Budget Categories		Project Tasks (\$)				Total
		Task 1 Program Management	Task 2 Community Outreach	Task 3 Phase I & IIs Inventory	Task 4 Cleanup & Reuse Planning	
Direct Costs	Personnel	\$33,400	\$9,600		\$3,300	\$46,300
	Fringe Benefits					
	Travel		\$8,612			\$8,612
	Equipment					
	Supplies		\$2,496			\$2,496
	Contracts	\$15,000	\$15,000	\$346,592	\$66,000	\$442,592
	Other (Specify)					
Total Direct Costs		\$48,400	\$35,708	\$346,592	\$69,300	\$500,000
Total Indirect Costs		\$0	\$0	\$0	\$0	\$0
Total Federal		\$48,400	\$35,708	\$346,592	\$69,300	\$500,000

**Task 1 – Program Management (\$48,400 total)** CVADD/environmental consultant will perform programmatic support to maintain compliance with EPA terms and conditions as follows: *Contractor Costs: \$15,000* (150 hours@\$100 hour), *Personnel Cost \$33,400* (668 hours@\$50 hour), developing outreach plan and materials, overseeing consultant, monitoring site assessments, conducting surveys for new sites, reviewing community recommendations, responding to community questions.

**Task 2 – Community Outreach (\$35,708 total)**

*Community Outreach: Personnel: \$4,800* for website and social media updates (96 hours @ \$50 hour). *\$4,800* for up to 12 community meetings (96 hours @ \$50 hour). *Travel: Ongoing grantee training* will include attendance of two CVADD staff at three regional or national Brownfield conferences. Budgets include: *Personnel \$3,200* (64 hours @ \$50 hour), *airfare: \$2,916* two persons for three conferences (6 flights @ \$486), *per diem \$864* (\$36 each day for 2 persons, 4 days and 3 trips), for a total cost of *\$6,980*. CVADD utilizes [www.gsa.gov](http://www.gsa.gov) to determine eligible amounts for travel expense except for per diem, which is set by the CVADD Finance Committee. This budget utilized the most recent national and regional Brownfield conferences to determine budget. *Supplies: \$4,128* for brochures, flyers, maps, and meeting materials and video conferencing software/hardware due to COVID. *Contractor Costs: prepare a CIP \$6,500* (65 hours@\$100 hour), and prepare for and attend meetings *\$8,500* (85 hours@100 hour)

**Task 3 – Phase I & IIs and Updated Inventory (\$346,592 total)** Contractual: further develop **Brownfield’s Inventory \$7,500** (100 hours@\$100 hour), **Generic Quality Assurance Project Plan (QAPP). \$4,000** (40 hours @ \$100 hour), **10 Phase I ESAs \$40,000** (\$40 hours@\$100 hour, 10 reports), **9 Phase II ESAs, \$295,092**, **SEDs \$450** (.5 hour @\$100 hour, 9 SEDs), **SSQAPPs \$22,500** (25 hours@\$100 hour, 9 SSQAPPs), **Phase II reports (\$272,142)**, 9 Phase II reports).

**Task 4 – Cleanup & Reuse Planning (\$69,300 total)**

Contractual: **9 ABCAs at \$36,000** (40 hours @\$100hour, 9 reports) and **3 Resource Road Maps** (scope specifically specified by USEPA guidance documents) at **\$30,000** (100 hours/report @\$100hour, 3 Reports). Also, **Personnel Costs \$3,300** (66 hours @ \$50 hour) for 11 public meetings @ 3 hours meeting.

**c. Measuring Environmental Results**

The CVADD Brownfields Project Director will be responsible for tracking, measuring, and evaluating progress through measurable *outcomes* and *outputs*. A spreadsheet of expected outputs and outcomes will be maintained and updated quarterly by the project manager. Anticipated *outputs* include: number of sites added to site inventory (24); community meetings/charrettes held (12); ACRES entries (25); Phase I/II ESAs completed (33); ABCAs completed (7); and Site Reuse (Planning) Assessments created (5). Reports to EPA (12), MBE/WBE forms (3), and closeout reporting (1) will also be outputs. Anticipated *outcomes* include 1) sites ready for re-use; 2) sites and acres able to be marketed with an understanding of environmental conditions; 3) jobs created; 4) dollars leveraged; and sites redeveloped (5). Qualitative measures of long-term community education and overall improvement of quality of life will be monitored through surveys. Progress and milestones will be measured through the completion of deliverables (outputs and outcomes) as defined in the negotiated USEPA approved workplan.

**4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

**a. Programmatic Capability**

**i. Organizational Capacity ii. Organizational Structure & iii. Description of Key Staff**

The CVADD has extensive experience managing federal and state grants. CVADD’s team includes Whitney Chesnut, CVADD executive director and former Public Administration Specialist (PAS), who has worked for CVADD for more than 14 years. Ms. Chesnut wrote and administered the first CVADD-area Brownfields grant and several since. She is very familiar with the requirements and will serve as the Project Director for the FY20 EPA Brownfields Assessment Grant. Susanna Cornett, Economic Development Specialist, and Arvin Webb, Financial Manager, will also be on the CVADD team. Ms. Cornett has more than 20 years of grant management experience, while Mr. Webb worked for many years in banking prior to coming to CVADD as the organization’s financial manager, including oversight of grant expenditures. During the work phase, the CVADD team will convene quarterly meetings with the project partners to discuss work, provide updates, and obtain input. This information will be sent to the contracted consultant.

**iv. Acquiring Additional Resources**

This project will require that a consultant be contracted to do the actual on-the-ground assessments. CVADD will bid the project, following Kentucky and federal guidelines for procurement, and award the bid to the lowest bidder who meets the published criteria. CVADD will establish a process for oversight of the contractor, including regular reports and mechanisms to manage complaints or concerns about the work.

**b. Past Performance and Accomplishments**

**i. Currently Has or Previously Received an EPA Brownfields Grant**

**(1) Accomplishments**

The ACRES database shows that the CVADD under Ms. Chesnut completed 35 Phase Is, 20 Phase IIs, and 7 ABCAs. Over the period of our three grants the EPA has received credit for 156 Acres cleaned up.

**(2) Compliance with Grant Requirements**

CVADD has successfully completed three USEPA Brownfield grants. All grants were completed on-time, in compliance with the workplan and the terms and conditions under the grant. The first two grants fully utilized all grant funds; however, the last grant had an approximate \$10,000 surplus. The CVADD affirms that it has no open EPA Brownfield grants.

## **THRESHOLD CRITERIA**

### **APPLICANT ELIGIBILITY**

The Cumberland Valley Area Development District was one of 15 ADDs formed in Kentucky in the late 1960s. In 1972, the Kentucky General Assembly set an organizational structure for the ADDs in KRS 147A.050 (see attached). CVADD meets the eligibility criteria as a Regional Council of General Purpose Units of Local Government with a Board of Directors comprised of all county judge-executives, mayors, and appointed community and government representatives from every jurisdiction in our eight-county district. It also serves as a Redevelopment Agency sanctioned by the Kentucky General Assembly. CVADD has not been awarded an FY 2020 Multipurpose Grant.

### **COMMUNITY INVOLVEMENT**

The CVADD is governed by a board of directors with 53 members, consisting of eight county judge executives and 17 mayors of all the counties and home rule cities in the district – 25 in all – as well as 16 citizen members and 12 board subcommittee chairs. In addition, any members of the public wishing to attend are also welcomed, and some are usually present at each meeting – including local health department staff, law enforcement, and state and federal public officials or their representatives. Prior to applying for this grant, staff reported on the Brownfields plan, including a list of proposed assessment sites, at the board meeting immediately preceding this submission. All board members were invited to submit sites in their jurisdictions needing assessment. All board meetings since the initial COVID lockdown have been conducted with fully interactive virtual access to all board members and the public. When state mandates on public gatherings eased, the board meetings became hybrid – in person as well as fully interactive virtual access at the discretion of each member. This will continue to be the format for the foreseeable future. The board is scheduled to meet every other month, and should the Brownfields grant be awarded, its progress will be reported at each meeting. Board members are encouraged to ask CVADD staff any questions they have about the Brownfields application or, if awarded, projects. They are also aware that CVADD staff are available to any community member seeking more information. In addition, CVADD will follow the EPA's *Steps for Effective Public Involvement* that include planning/budgeting for public involvement, the provision of information/outreach, conducting involvement activity, reviewing/using input, and providing feedback and evaluating activities/processes. The CVADD will communicate progress to the community through a variety of media outlets as well as through board reports in order to engage its targeted area (Tri Cities) and ensure project success. CVADD and its partners will use partner agency and community websites, social media (Facebook, Twitter), radio, public access television, newspaper publications, and/or informational brochures to convey project progress, advertise public meetings/webinars, and solicit input, as appropriate. Wherever possible, CVADD will provide electronic forms for public input for those residents unable to attend meetings. CVADD staff familiar with the grant will likewise be available to discuss the projects with citizens and will also be available to speak at any relevant meetings they are asked to attend. The CVADD has employed these communication strategies successfully in past regional efforts, assuring that this plan is the most appropriate and effective for the targeted community. It is the CVADD's goal to collaborate with and involve community stakeholders in all stages of this redevelopment effort, including project planning, site selection for assessments, cleanup decisions, and reuse planning through effective promotion of the project, public meetings, obtaining meaningful public input, and informative progress updates.

### **EXPENDITURE OF ASSESSMENT GRANT FUNDS**

CVADD affirms that it does not have an active EPA Brownfields Assessment Grant.

### **NAMED CONTRACTORS AND SUBRECIPIENTS**

CVADD affirms that it has not advertised, identified, or retained any contractors or subrecipients for this grant, if awarded.