



Ottawa County  
Administrator's Office

R05-24-A-026

**NARRATIVE INFORMATION SHEET**

1. **Applicant Identification:** Ottawa County, Michigan  
12220 Fillmore Street, Room 310  
West Olive, MI 49460
  
2. **Funding Requested**
  - a. Assessment Grant Type: Community-wide
  - b. Federal Funds Requested: \$500,000
  
3. **Location:** Ottawa County, Michigan
  
4. **Target Area and Priority Site Information:**
  - Target Area – City of Grand Haven
    - Priority Site: Board of Light & Power – 1231 N. 3rd Street, Grand Haven, MI
    - Priority Site: Chinook Pier – 301 N. Harbor Drive, Grand Haven, MI
  - Target Area – City of Holland
    - Priority Sites: Lake Macatawa Eastern Shoreline
      - James De Young Power Plant – 64 Pine Avenue, Holland, MI
      - Aggregate Yard – 225 & 233 W. 8th Street, Holland, MI
      - Vacant (former industrial property) – 255 Kollen Park Dr., Holland, MI
  
5. **Contacts**
  - a. Project Director: Becky Huttenga, Agriculture and Economic Resources Coordinator  
616.738.4893  
bhuttenga@miottawa.org  
12220 Fillmore St, Room 260  
West Olive, MI 49460
  
  - b. Chief Executive/Highest Ranking Elected Official: John Gibbs, County Administrator  
616.738.4642  
jgibbs@miottawa.org  
12220 Fillmore Street, Room 310  
West Olive, MI 49460
  
6. **Population:** City of Grand Haven (10,935)  
City of Holland (34,067)



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**7. Other Factors:**

<b>Other Factors</b>	<b>Page #</b>
Community population is 10,000 or less.	N/A
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	N/A
The priority site(s) is impacted by mine-scarred land.	N/A
The priority site(s) is adjacent to a body of water.	2, 3
The priority site(s) is in a federally designated flood plain.	N/A
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	N/A
The reuse of the priority site(s) will incorporate energy efficiency measures.	3, 4
The proposed project will improve local climate adaptation/mitigation capacity and resilience to protect residents and community investments.	N/A
At least 30% of the overall project budget will be spent on eligible reuse/area-wide planning activities for priority site(s) within the target area(s).	N/A
The target area(s) is located within a community in which a coal-fired power plant has recently closed (2013 or later) or is closing.	1, 2, 3

**8. Letter from the State or Tribal Environmental Authority (Attached)**

**9. Releasing Copies of Applications: N/A**



GRETCHEN WHITMER  
GOVERNOR

STATE OF MICHIGAN  
DEPARTMENT OF  
ENVIRONMENT, GREAT LAKES, AND ENERGY  
LANSING



PHILLIP D. ROOS  
DIRECTOR

November 7, 2023

VIA EMAIL

John Gibbs  
Ottawa County Administrator  
12220 Fillmore Street, Room 260  
West Olive, Michigan 49460

Dear John Gibbs:

**SUBJECT:** Michigan Department of Environment, Great Lakes, and Energy (EGLE)  
Acknowledgment of a United States Environmental Protection Agency  
(U.S. EPA) Brownfield Grant Proposal for 2024

Thank you for your notice and request for a letter of acknowledgment for Ottawa County's proposal for a U.S. EPA Brownfield Grant. EGLE's Remediation and Redevelopment Division encourages and supports community-led environmental assessment and redevelopment efforts and recognizes Ottawa County's need for funding.

Ottawa County is applying for a \$500,000 Community-wide Brownfield Assessment Grant. As a general-purpose unit of local government, Ottawa County is an eligible grant applicant.

Should the U.S. EPA award a brownfield grant to Ottawa County, it would allow them to conduct environmental investigations and promote economic development at brownfield sites. If you need further information about potential eligible sites in Ottawa County or assistance regarding EGLE's brownfield programs, please feel free to contact me at the number below or by email at [SmedleyR@Michigan.gov](mailto:SmedleyR@Michigan.gov).

Sincerely,

Ronald L. Smedley  
Brownfield Coordinator  
Brownfield Assessment and Redevelopment  
Section  
517-242-9048

cc: Andrea Ryswick, EGLE

# 1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

## 1.a. Target Area and Brownfields

### 1.a.i. Overview of Brownfield Challenges and Description of Target Area

Ottawa County, Michigan (the County) is located along the eastern shore of Lake Michigan and consists of 24 local units of government that include 17 townships, six cities, and one village. The County collectively comprises approximately 566 square miles of land and over 1,000 square miles of surface water. Between 2010 and 2020, the County experienced the fastest growth rate in Michigan, more than 12% (2020 US Census), making us the seventh largest County by population in Michigan. This rapid growth has created pressure to develop valuable farmland for industrial purposes, facilitating urban sprawl and creating antiquated urban brownfields. Since 2012, the County has experienced a 17% decrease in the number of farms and an 8% decrease in the total acres farmed, threatening the County's agricultural economy which ranks first in crops sold for the state of Michigan (2017 Census of Agriculture). Replacement of farmland with new and more specialized manufacturing buildings is a growing trend to accommodate current demand. Maintaining pace with this demand in a way that does not threaten the agricultural backbone of the County and redirects industrial growth to urban brownfields is a significant challenge. EPA Brownfield Assessment Grant funds will greatly assist the County in our efforts to reduce urban sprawl, repurpose brownfield properties, and meet community housing needs associated with rapid population growth, which will in turn preserve farmland, promote urban economic growth opportunities, provide equitable housing opportunities, and maintain a strong and diversified economy. Grant funds will also help the County assess brownfield properties located along our waterfront communities where coal-fired power plants have recently been closed. The decommissioning of these coal-fired power plants will help to eliminate hazardous emissions, facilitate legacy contamination cleanup, and aid in the transition to clean energy.

In FY13 and FY20, the County successfully procured EPA Assessment Grant funding which served to establish our brownfield redevelopment program initiatives and advance our goal of utilizing brownfield redevelopment to improve environmental justice issues and catalyze economic development in the County. Outcomes achieved during past grant awards have helped us focus on two primary target areas for this EPA Assessment Grant, the **cities of Grand Haven and Holland**. Both target areas have significant waterfront assessment needs that, when evaluated, will further prepare these communities for brownfield redevelopment opportunities conducive to expanding access to our natural resources, preserving farmland, strengthening our manufacturing base, diversifying our labor markets, creating equitable housing options, reducing health and environmental justice disparities, and improving our environment.

Located at the Grand River and Lake Michigan confluence and situated in the northwest corner of the County, the **City of Grand Haven** target area is the second largest City in the County with a population of 11,015 (2020 US Census). With a rich industrial history, Grand Haven's waterfront represents significant redevelopment challenges due to environmental contamination and blight, primarily along the Grand River corridor extending along the east, north, and west portions of the City. This corridor is in census tract (CT) 209, a CT characterized by a high poverty rate (19.7%) that significantly exceeds Michigan (13.3%) and national (12.6%) levels and a median household income of \$60,986, below Michigan (\$63,202) and national (\$69,021) levels. Michigan Department of Environment, Great Lakes, and Energy (EGLE) databases indicate that this corridor of Grand Haven has more than 270 known contaminated sites, including a former coal-fired power plant, numerous former heavy manufacturing properties, and former gasoline service stations with intermittent residential neighborhoods, pocket parks, a boardwalk, and commercial restaurants and retail stores.

The second target area is the **City of Holland**, located in the southwestern corner of the County where Lake Macatawa and Lake Michigan meet. With a population of 26,301, Holland is the largest City in the County. Like Grand Haven, the City of Holland used its waterfront to support past industry. More than 275 contaminated (EGLE databases) and blighted properties have been identified in Holland, with many located along the east and south shoreline of Lake Macatawa, a planned assessment corridor, including a closed coal-fired power plant, former manufacturing properties, and former gasoline service stations. These legacy sites are situated in CT 249.01 near residential neighborhoods with high poverty (24.5%) and minority populations (>38%), public parks, and pedestrian paths and represent potential

environmental threats to human health and the environment, including identified sensitive populations (i.e., elderly, minors, low-income, and health compromised) and Lake Macatawa. Both the City of Grand Haven and City of Holland are certified as “redevelopment ready communities” (RRC certified) by the state of Michigan. Designation as an RRC certified community requires extensive community engagement, establishes best practices to help advance brownfield redevelopment projects through strategic planning and implementation stages, and streamlines access to state funding resources.

1.a.ii. Description of the Priority Brownfield Site(s)

There are more than 625 known contaminated sites in the target areas of Grand Haven and Holland (EGLE Environmental Mapper). The priority sites within these target areas (discussed below), as identified during community-driven redevelopment planning efforts, are in census tracts where poverty rates significantly exceed county, state, and national levels and median household incomes remain far below county, state, and national levels. This EPA Assessment Grant will be used to evaluate these priority contaminated sites and assist with the preparation of redevelopment and cleanup plans that provide the greatest potential to improve the environment, enhance quality of life, catalyze economic development, leverage additional resources, support equitable housing opportunities, and preserve natural resources.

**Grand Haven target area:** The **Board of Light and Power (BLP)** property located on Harbor Island is a key priority site within the Grand River west corridor of Grand Haven (CT 209). After demolition of the former coal-fired power plant occurred in early 2021, community discussions have ensued to identify the best future use of this 10-acre site. As a highly visible waterfront property along the Grand River shoreline, this site presents unique redevelopment opportunities. However, known metals and polynuclear aromatic hydrocarbon (PNA) contamination from former coal piles, coal ash ponds, and a dump significantly complicate these efforts and represent potential exposure concerns to nearby recreational visitors of Harbor Island. The recent discovery of per- and polyfluoroalkyl substances (PFAS) in groundwater at this site has increased community concerns and challenged redevelopment efforts. Directly south of the BLP property across the South Channel of the Grand River is **Chinook Pier**, another priority site. This property is City-owned waterfront land connected to the boardwalk and is within walking distance from downtown Grand Haven. A portion of this former industrial property is available for redevelopment, and planning efforts are underway. Preliminary mixed-use development concepts for the property have been proposed to the City by prospective developers that incorporate a mix of uses. Known groundwater contamination consisting of chlorinated volatile organic compounds (VOCs) is known to exist directly upgradient of the site. Migration of these contaminants onto the Chinook Pier site poses potential exposure risks and exacerbation concerns related to future redevelopment activities and end use.

**Holland target area:** Several priority sites within the second target area have been identified along **Lake Macatawa’s Easternmost Shoreline**, a short walking distance from downtown Holland. These sites include the 17-acre, retired James De Young coal-fired power plant, vacant land formerly occupied by heavy manufacturing businesses, and aggregate storage yards. Collectively, this grouping of sites totals approximately 25 acres of waterfront property that community planners desire to repurpose for mixed-use purposes. Located within a population ranking in the 99th percentile for residents over 64 years of age (EPA’s Environmental Justice Screening and Mapping Tool, or EJScreen), these properties pose significant environmental risks to the well-being of this sensitive demographic. Initial Phase I Environmental Site Assessment (ESA) and limited Phase II ESA work has been completed on some of these properties utilizing our most recent EPA Assessment Grant, but further characterization of these properties is necessary to support cleanup planning and help leverage cleanup funds. Primary contaminants of concern at these locations include heavy metals, VOCs, and PNAs.

1.a.iii. Identifying Additional Sites

The Ottawa County Brownfield Redevelopment Authority (OCBRA) will utilize a project application and public engagement process to identify additional sites for assessment under this grant. This process was previously developed to assist with past EPA Assessment Grants that were received by the County and has proven to be successful. The site selection process is designed to facilitate a collaborative approach between the County staff, OCBRA, communities, developers, and associated stakeholders, which includes a screening evaluation and open public meetings. Through the completion of a project nomination form, additional prospective sites are screened against various criteria including, but not limited to, known/perceived contamination, redevelopment potential, impact on underserved/disadvantaged

communities, adaptive reuse, incorporation of sustainability principles, and urban sprawl reduction. Each project nomination form is then scored by County staff followed by OCBRA review and discussion during an open public meeting. Prospective additional sites are then approved (or denied) for advancement through the EPA eligibility determination process. The County has identified more than 1,000 potential additional sites through EGLE’s Environmental Mapper database. These sites consist of former industrial properties, gasoline service stations, auto repair shops, and dry cleaners primarily located in the communities of Hudsonville, Spring Lake, Coopersville, and Zeeland.

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

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

Collaborative community-based planning efforts at the County level and in the target areas have culminated into a redevelopment strategy for each of the priority sites. This includes, but is not limited to, the County’s Regional Development Plan, Holland’s 2017 Master Plan and 2019 Community Visioning and Technical Report, and Grand Haven’s 2016 Master Plan and 2021 Waterfront Master Plan. Regional goals include: (1) protect environmentally sensitive lands from the negative impacts of development, (2) encouraging infill development, and (3) increase the availability of energy efficient affordable housing. Our reuse strategies for the target area sites have anticipated the impact of climate change and incorporated measures to best manage potential concerns. In the case of rising and falling water levels due to climate-driven extremes, the target area communities have adopted waterfront development guidelines establishing appropriate building setbacks and shoreline softening techniques.

**Grand Haven target area – Board of Light and Power (BLP):** A gas-fired peaker plant was proposed as a replacement to the former coal-fired power plant that was demolished in 2021. Community disapproval of the redevelopment plans resulted in termination of the proposed peaker plant construction. Converting at least a portion of the site to publicly accessible greenspace is a desire of the community, although redevelopment plans have not been finalized. BLP is working with EGLE to ensure applicable regulations and obligations are met and that appropriate cleanup plans are developed to assist with future redevelopment efforts. The proposed reuse aligns with Goal 10 of Grand Haven’s Master Plan, which seeks to promote the enhancement of and public access to natural features in future redevelopment and land use. Proper cleanup and redevelopment of this site will provide new public access to natural features that significantly improve the health and well-being of those in CT 209 that are suffering from poverty, removing environmental concerns and limited access to public parks and greenspaces that affect this population disproportionately. **Chinook Pier:** The 9-acre Chinook Pier property connects the Grand River waterfront to downtown Grand Haven and provides public access to an extensive pedestrian boardwalk system that leads to several small parks, Grand Haven State Park, and Lake Michigan. This property has been underutilized and underwent demolition activities to remove an energy deficient, mold-contaminated building. The 2021 Waterfront Master Plan identifies this property as a prime location for the construction of approximately 11,000 square feet of energy-efficient, mixed-use commercial space, including a restaurant, farmers market, and small bays for local vendors to sell produce, crafts, and other products. A recent request for proposals was issued to developers for prospective redevelopment concepts that align with the Waterfront Master Plan. Conceptual renderings have been prepared and are being considered. Known groundwater contamination upgradient of the property may pose concerns with site redevelopment plans due to potential migration of contaminants beneath the property—assessment will help to better understand and mitigate these risks. Redevelopment of this property supports 2016 Master Plan initiatives under Goals 9 and 19, which include creating opportunities for “buying local,” which supports our agricultural community and local merchants; fostering tourism through experiencing our waterfront; and expanding and enhancing our farmers market presence in Grand Haven. Providing access to affordable healthy food options for those suffering from poverty (CT 209) will help decrease obesity and chronic illness levels and improve nutritional deficits, conditions associated with poverty, as identified by the U.S. Department of Health and Human Services.

**Holland target area – Lake Macatawa Easternmost Shoreline:** This 25+ acre grouping of properties is part of reimagining Holland’s working waterfront—consolidating industry and repurposing former industrial properties into a vibrant mixed-use development for local citizens and tourists. A recent request for proposals was issued, which culminated in a local developer’s plan to construct several new energy-efficient buildings for residential and commercial purposes, a marina, greenspace, pedestrian

paths, and a boardwalk. The proposed redevelopment will also relocate an existing industrial aggregate storage yard away from a sensitive elderly residential community and position it next to a scrap metal processor, a more appropriate alignment of land uses that is consistent with Holland's 2017 Master Plan for the area. This development will meet the goals of Holland's waterfront vision to attract tourists, create higher density housing to match supply demands, and connect the waterfront to downtown Holland, creating new public access opportunities. Repositioning industrial uses away from the residential neighborhoods where sensitive elderly and poverty-impacted families live will improve overall well-being by significantly reducing the existing high traffic density (CT 249.01 is in the 81st percentile) that leads to poor air quality associated with chronic asthma conditions (CT 249.01 is in the 59th percentile).

#### 1.b.ii. Outcomes and Benefits of Reuse Strategy

Development of the **BLP** site with publicly accessible greenspace and access to the Grand River waterfront increases opportunities for residents, businesses, and tourists to enjoy the County's natural resources near downtown Grand Haven. Additionally, environmental exposure risks will be mitigated, and groundwater conditions improved, which enhances Grand River and Lake Michigan water quality. The **Chinook Pier** redevelopment will convert tax-exempt property to the tax rolls, attract tourists to the waterfront, provide enhanced opportunities for local farmers and vendors to sell products at a year-round market venue, and create numerous part- and full-time jobs. The redevelopment of Holland target area properties along the **Lake Macatawa Easternmost Shoreline** will relocate an aggregate storage yard to a defined industrial area away from sensitive elderly residential neighborhoods and repurpose formerly industrial land for mixed-use redevelopment, including the construction of new energy-efficient buildings for residential and commercial purposes and a greenspace. The mixed-use development will encourage development and reduce urban sprawl, which preserves agricultural land vitally important to the County's economy. It will also create new public access to the waterfront, higher density residential units for a wide range of incomes, and numerous part- and full-time jobs. A new marina with transient docks will attract tourists to the development and connect them to downtown Holland. Implementation of the reuse strategy will result in sustainable development that reduces flooding and erosion damage to valuable buildings and infrastructure while protecting residents and tourists, creating unique public access opportunities along the waterfront, improving water quality, and decreasing the carbon footprint of projects.

#### **1.c. Strategy for Leveraging Resources**

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

**Tax Increment Financing (TIF):** New tax revenue generated from brownfield redevelopment can be a source of reimbursement to developers and communities to assist in the cost of activities such as cleanup and infrastructure/site preparation (in certain communities). Each of our priority sites are eligible for this funding, assuming end users are not tax exempt.

**EGLE Grant and Loans:** State funding for environmental cleanup and risk mitigation at properties with known contamination. Local units of government/municipal entities can apply for funding. Funding is limited to a \$1 million grant and \$1 million loan per applicant per year. Each of the priority sites would potentially be eligible to apply for funding.

**EGLE Refined Petroleum Fund (RPF):** The RPF establishes an environmental protection regulatory fee that funds petroleum-related cleanup. Eligible properties include properties where soils contaminated by releases from registered underground refined petroleum tanks exist. These funds could benefit priority sites in the Grand River corridor of Grand Haven and Holland target areas.

**Tax Abatements:** Local, and in some cases state, tax relief is available to encourage the rehabilitation of obsolete, commercial, and industrial properties. The type, amount, and length of the tax abatement is dependent upon the property history and need for assistance. This resource can be utilized by most of the priority sites.

**OCBRA Brownfield Incentive Program (BIP)/Local Brownfield Revolving Fund (LBRF):** The Ottawa County Brownfield Redevelopment Authority (OCBRA) has two locally funded sources to help developers leverage additional funds. Both the BIP and LBRF can be utilized to help developers with assessment-type activities to assist in making project budgets accessible.

**The Michigan Department of Natural Resources Trust Fund (MNRTF):** Grant resources are available to local units of government for land acquisition involving natural resource protection and expansion of

outdoor recreation with public access. Priority sites in both target areas have the potential to access these funds, specifically the waterfront properties adjoining the Grand River and Lake Macatawa.

**NOAA/EGLE Coastal Zone Management Grants:** Resources available to assist with land-use planning and implementation of projects that protect and restore shorelines from the impacts of high-water levels due to climate change. All sites in the target areas are potentially eligible to benefit from this resource.

**1.c.ii. Use of Existing Infrastructure**

The County promotes the use of existing infrastructure to support brownfield redevelopment. Existing and adequate infrastructure exists within the two target areas, including roads and sidewalks, to accommodate the needs of redevelopment. Each site has accessible utilities—including electrical, natural gas, water, and sewer—that either needs to be turned on or tapped into. As a result of these existing infrastructure conditions, priority sites in the target areas are shovel ready.

**2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

**2.a. Community Need**

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

The County is seeking an EPA Brownfield Assessment Grant because it does not have the financial resources to address these large, contaminated sites without additional support. Michigan’s economy was significantly impacted by the COVID-19 public health crisis, and the County was no exception. The County has calculated a loss in revenue of \$67,239,617 due to the pandemic (Ottawa County Recovery Plan Performance Report, June 2023). This loss in revenue required the County to focus only on essential services to meet the needs of citizens. While American Rescue Plan Act State and Local Fiscal Recovery Funds were obtained to offset revenue loss attributed to the COVID-19 public health crisis, the allocated funds were far less than the revenue lost, leaving no reserve funds for brownfield assessment at this time, as the lingering impacts of the pandemic continue to be realized.

Not only did revenue loss occur at the County level due to the pandemic, but local businesses in the County have been hit equally hard, resulting in significant job losses, including a manufacturing plant closing in the Grand Haven target area in 2023 due to “financial difficulties” stemming from the COVID-19 pandemic; as part of this closure, 130 employees lost their jobs (Federal Worker Adjustment and Retraining Notification Act notice). Although the County’s unemployment rates have recovered from a pandemic high of 20.4% (U.S. Dept. of Labor) to slightly below the current national average, high inflation immediately followed re-entry into the workforce, an additional financial challenge to target area census tracts (CTs) 209 (Grand Haven) and 249.01 (Holland), where poverty levels are 19.7% and 24.5%, respectively, significantly higher than the elsewhere in the county (7.6%), state (13.3%), and nation (12.6%).

**2.a.ii. Threats to Sensitive Populations**

**2.a.ii.(1) Health or Welfare of Sensitive Populations**

Based on US Census data, the target areas of Grand Haven (CT 209) and Holland (CT 249.02) have a higher population of elderly residents older than 65 (18.5% and 18.1%, respectively) when compared to Michigan (17.2%) and the nation (16%). According to the MI EJScreen tool, the Holland target area (CT 249.01) is in the 65th percentile of sensitive populations (asthma 59th, cardiovascular disease 50th, low birth weight infants 50th, and life expectancy 32nd). These sensitive populations are impacted by poverty and environmental contamination. Social and economic factors influencing the higher poverty rates in CT 249.01 of the Holland target area are in the 65th percentile (low-income population 61st; black, indigenous, people of color 70th; educational attainment 82nd; linguistic isolation 85th; population under age 5 14th; population over age 64 19th; unemployment 40th; and housing burden 67th), and CT 249.01 ranks in the 95th percentile for pollution burden (proximity to cleanup sites 98th, proximity to hazardous waste facilities 93rd, proximity to RMP sites 100th, proximity to solid waste sites and facilities 83rd, wastewater discharge indicator 78th, and lead paint indicator 68th). Grand Haven’s CT 209 is equally burdened by pollution, ranking in the 96th percentile (proximity to cleanup sites 98th, proximity to hazardous waste facilities 70th, impaired water bodies 97th, proximity to RMP sites 99th, wastewater discharge indicator 90th, and lead paint indicator 81st). Environmental contamination threatens the health of these sensitive populations by weakening immune systems, which can lead to asthma, cancer, and other diseases. According to the Housing Next 2021 Needs Assessment, equitable housing continues to be a welfare disparity for the County as low-income and affordable workforce housing, specifically rental



units, are in high demand for both target areas. This need is attributed to 47% of the renting population in our target areas having median household incomes below \$50,000 (2021 Needs Assessment). Of this grouping, 41.6% are cost burdened (paying 30% or more for rent) and 20.9% are severely cost burdened (paying more than 50% for housing costs) (2021 Needs Assessment). In addition to the housing need, existing dwelling units are old, with 82.5% of residential units in CT 209 and 90.1% in CT 249.01 built in 1979 or before. Housing stock built prior to 1979 commonly contains lead-based paint, which represents health exposure risks to children including damage to the brain and nervous system and slowed growth and development. Families with constrained incomes have difficulty paying for maintenance of homes where lead-paint exposures may exist. Assessment, cleanup, and redevelopment of the priority sites through the EPA Grant will help lead to redevelopment projects that meet the housing needs of these sensitive populations and reduce exposure to environmental contamination.

#### 2.a.ii.(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions

The Grand Haven and Holland target areas have significant sensitive populations greater than 64 years of age (Grand Haven CT 209, 18.5%; Holland CT 249.02, 18.1%). This sensitive population is more susceptible to impacts of environmental exposures than normal as a result of lead-based paint from high percentages of housing stock built prior to 1979 (CT 209, 82.5%; CT 249.01, 90.1%) and soil contamination at priority sites, specifically heavy metals particulate ingestion and inhalation. With already weakened immune systems compromised by asthma, CTs 209 (75th percentile) and 249.01 (89th percentile) are further threatened by exposure to these contaminants (Climate and Economic Justice Screening Tool, or CEJST). Worsened asthma conditions have been exacerbated by coal-fired power plants which emitted heavy metals pollutants for decades in CTs 209 and 249.01. Based on a 2020 study by the US National Library of Medicine, National Institute of Health, research documents that toxic metals such as lead, cadmium, and manganese are linked with numerous neurodegenerative diseases including Alzheimer's Disease. According to the Michigan 2020 Primary Care Needs Assessment, the Alzheimer's Disease mortality rate in Ottawa County is 52.8% compared to Michigan at 34.3% and the U.S. at 30.5%. Assessment, cleanup, and redevelopment of the priority sites will reduce metals exposure concerns and positively influence the future health of the County.

#### 2.a.ii.(3) Environmental Justice

##### 2.a.ii.(3)(a) Identification of Environmental Justice Issues

The cities of Grand Haven and Holland are categorized as Eligible Distressed Areas by the Michigan State Housing Development Authority, as they exhibit higher than statewide averages for economic distress, including poverty. According to EPA's EJScreen, the Grand Haven target area includes sites located in the 96th percentile in the state for proximity to underground storage tanks, the 97th percentile for living near a risk management facility (i.e., potential for chemical spill), and 85th percentile for proximity to hazardous waste. Similarly, the Holland target area includes sites located in the 90th percentile in the state for proximity to underground storage tanks, the 99th percentile for living near a risk management facility, and 87th percentile for proximity to hazardous waste. The priority sites, including former coal-fired power plants, are also situated in sensitive elderly populations. These factors are all indicative of above-average exposure to environmental health threats to welfare and adverse health conditions for sensitive and low-income populations.

##### 2.a.ii.(3)(b) Advancing Environmental Justice

Merging our efforts to expand our economy while improving the environment and addressing health and social disparities cannot be achieved without providing affordable and attainable housing opportunities. Demand is high for equitable housing price points at or below 80% area median income. Nearly 2,400 owner-occupied and 2,500 rented units are needed in Ottawa County by 2025 according to Housing Next, an affordable housing organization based in West Michigan. Residents requiring these units span the full age spectrum, with seniors aging in place (a sensitive population) representing the largest forecasted growth over the next several years at 19%. Workforce housing also continues to remain a high priority as blue-collar household incomes below \$50,000 annually represent 47% of the renting population (Ottawa County Housing Needs Assessment Update, 2021). Housing supply for this population segment is limited and becoming cost prohibitive due to high interest rates and inflation.

In portions of the Grand Haven and Holland target areas, specifically in CTs 209 and 249.01, 82.5% and 90.1%, respectively, of the residential dwellings were constructed prior to 1979, increasing residents'

potential exposure to lead and asbestos. The County will utilize this EPA Grant to support construction of new affordable, sustainable, and equitable housing for all persons, which will help replace old housing stock and lessen lead and exposure risks, reduce maintenance costs for income constrained families, and increase property values and community tax revenues. These grant funds will also help with redevelopment planning efforts focused on transitioning our target areas of Grand Haven and Holland from past industrial uses, such as coal-fired power plants, to new commercial and residential mixed uses that improve environmental conditions impacting our sensitive populations, which are in the 96th (CT 209) and 95th percentiles (CT 249.01) for pollution burden – environmental effects (MiEJScreen). Redevelopment of the **Lake Macatawa Easternmost Shoreline** priority site will involve relocation of an industrial aggregate storage yard away from a sensitive elderly residential community and position it next to a scrap metal processor, a more appropriate alignment of land uses that is consistent with Holland’s 2017 Master Plan; none of the other projects will cause the displacement/relocation of businesses, and no displacement of residents is anticipated.

**2.b. Community Engagement**

2.b.i.–2.b.ii. Project Involvement and Project Roles

Project partners playing important roles in the implementation of this project are listed in the table below. It is anticipated that additional stakeholders will be added as the project develops.

Partner Name & Contact	Involvement in Project
Grand Haven Chamber of Commerce Elizabeth Butler ebutler@grandhavenchamber.org	Provides economic development support for the Grand Haven target area; will provide communication to local businesses to advertise public input/involvement opportunities. Will provide input in decisions for site selection/cleanup/redevelopment based on knowledge of the area’s economic needs. Can bring local business owners/residents to community meetings through their extensive contacts.
Lakeshore Advantage Amanda Murray amanda.murray@lakeshoreadvantage.com	Business attraction and expansion lead for Ottawa County; commercial/industrial real estate relationship facilitator.
West Coast Chamber Jodi Owczarski jodi@westcoastchamber.org	Provides economic development support for Holland target area; communication to local businesses/residents to advertise public input/involvement opportunities. Will provide input in decisions for site selection/cleanup/redevelopment based on their knowledge of the area’s economic needs and will be involved in future community meetings.
Housing Next – Lead Consultant Ryan Kilpatrick ryan@flywheelmomentum.com	Ensures housing availability at all affordability levels in the County. Holds their own outreach events within the target areas for the residents affected most. Housing Next will attend public involvement meetings and assist in procuring resident participation and input. Will also collaborate and help identify potential future developers that can assist in securing affordable housing funding.
Lakeshore Ethnic Diversity Alliance (LEDA) Gloria Lara g.lara@ethnicdiversity.org	LEDA’s ethnic diversity programs help forge partnerships that promote inclusion, which will greatly benefit our efforts to formulate equitable brownfield redevelopment strategies.

The Ottawa County Brownfield Redevelopment Authority (OCBRA) was developed under state statute to implement various incentive tools and will be involved in the decision-making process for this grant, consistent with our previous grants. We will continue to rely on our established relationship with the Michigan Department of Environment, Great Lakes, and Energy (EGLE), which will provide petroleum eligibility determination approvals, assistance on education, and review and approvals of future

brownfield cleanup and redevelopment programs. The EPA will also be invited to public meetings and will review materials and provide grant oversight and associated approvals. Our target area local government partners, the City of Grand Haven and City of Holland, will participate in decision-making and outreach activities associated with assessment, cleanup planning, and cleanup implementation relating to the priority sites. Virtual meeting options will be offered.

**2.b.iii. Incorporating Community Input**

The County realizes that successful brownfield redevelopment begins at the local level, and since our brownfield program’s inception, we have collaborated with the various units of government within the County to gather input that helps shape our brownfield assessment and redevelopment initiatives. During our previous EPA Assessment Grant cycles, press releases proved to be a very effective way to share information about the project, which will be continued under a new grant. These press releases were completed and circulated by numerous print and web-based news outlets. This prompted interested residents to opt into the County’s listserv dedicated to brownfield redevelopment through a platform called GovDelivery, which delivers pertinent County brownfield information directly to 894 email inboxes with an additional 2,602 when communications are also sent to the Economic Development Corporation list subscribers. In addition, project information will be shared through the meetings, websites, and newsletters of our partner organizations and municipalities. In our target area of Holland, our largest minority population is Hispanic (24.2%) with 3.9% of city residents who speak Spanish at home speaking English less than “very well”; in census tract 249.01 (location of the aggregate yard portion of the **Lake Macatawa Eastern Shoreline** priority site), 6.8% of residents who speak Spanish at home speak English less than “very well” (2021 ACS 5-year estimates). Therefore, it is important to ensure intentional communications with these community members. We will utilize our project partnership with LEDA and an all-Spanish local radio station (93.3 WMJH) to help convey project information to our Hispanic population residing in the project target areas.

OCBRA public meetings will be held regularly (typically at least once a month) to share input received and facilitate public comments. These meetings will have virtual attendance options. Typically, the meetings will be held at the Ottawa County Fillmore Complex, but alternative meeting locations in the target area communities will occasionally be held. Public comments obtained during these forums will result in the grant manager’s follow up directly to those community members to ensure all input can be received and incorporated into future decision making. The public may also convey inquiries and public comments to the OCBRA via their webpage. The County as an organization uses a variety of resources to overcome language barriers for those who need assistance, such as using our website translating tool and dedicated staff who are bilingual. Past experiences with each of these outreach methods have proven that they are effective in reaching residents and stakeholders. All forms of communication and outreach will include contact information and the County’s dedicated brownfield webpage address.

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

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

<b>Task 1: Site Assessments</b>
<i>i. Project Implementation:</i>
<ul style="list-style-type: none"> <li>• Site eligibility determinations, Access Agreements</li> <li>• Phase I, II and/or Baseline Environmental Site Assessments, Sampling Plans, Quality Assurance Project Plan (QAPP)</li> </ul>
<i>ii. Anticipated Schedule:</i> QAPP developed in first quarter, 2 projects completed in the first year and 2–3 in each subsequent year, ~50% of the grant used in 18 months
<i>iii. Task Lead(s):</i> Qualified Environmental Professional with Grant Project Manager oversight
<i>iv. Outputs:</i> 10 Phase I, II and/or Baseline Environmental Assessment reports; eligibility determinations; Assessment, Cleanup, and Redevelopment Exchange System (ACRES) updates; All Appropriate Inquiry checklists, QAPP
<b>Task 2: Cleanup and Reuse Planning</b>
<i>i. Project Implementation:</i> Work Plans, Cleanup Plans, Reuse Plans, Analysis of Brownfields Cleanup Alternatives (ABCAs), Brownfield Redevelopment Plans as needed for specific projects by Qualified Environmental Professional

<i>ii. Anticipated Schedule:</i> 2 projects completed in the first year and 2–3 in each subsequent year
<i>iii. Task Lead(s):</i> Qualified Environmental Professional with Grant Project Manager oversight
<i>iv. Outputs:</i> 10 technical work plans, Cleanup and Reuse Plans, ABCAs, conceptual site reuse plans, conceptual cost estimates, Brownfield Plans, etc.
<b>Task 3: Community Engagement</b>
<i>i. Project Implementation:</i> Press release, informational brochures and presentations, applications for funding, meetings with prospective developers and community, community liaison selection and guidelines
<i>ii. Anticipated Schedule:</i> In first two quarters, develop press release, applications, and funding guidelines; (ongoing) hold community engagement meetings and select community liaison
<i>iii. Task Lead (s):</i> Grant Manager, community liaison, support from Environmental Professional
<i>iv. Outputs:</i> Press releases, applications, brochures/presentations, meeting agendas and minutes
<b>Task 4: Grant Management</b>
<i>i. Project Implementation:</i> Procure Qualified Environmental Professional, prepare Quarterly Reports, ACRES, MBE/WBE reports, financial reports, deliverables to be completed by Grant Project Manager with support from Qualified Environmental Professional, attendance at two National Brownfield Conferences by one person
<i>ii. Anticipated Schedule:</i> Ongoing with quarterly updates and as projects progress
<i>iii. Task Lead(s):</i> Grant Project Manager with support from Qualified Environmental Professional
<i>iv. Outputs:</i> Quarterly Reports, financial reports, MBE/WBE reports

**3.b. Cost Estimates**

Budget Categories	Task 1: Site Assessments	Task 2: Cleanup and Reuse Planning	Task 3: Community Engagement	Task 4: Grant Management	Total
Travel	\$0	\$0	\$0	\$2,800	\$2,800
Contractual	\$360,000	\$110,000	\$21,200	\$6,000	\$497,200
Direct Costs	\$360,000	\$110,000	\$21,200	\$8,800	\$500,000
Indirect Costs	\$0	\$0	\$0	\$0	\$0
Total Budget	\$360,000	\$110,000	\$21,200	\$8,800	\$500,000

- Task 1, Contractual Costs: 10 Phase I and II Environmental Site Assessments at \$36,000 per site on average; **\$360,000 total.**
- Task 2, Contractual Costs: 10 Cleanup/Reuse Plans (ABCAs, Brownfield Plans, etc.) at \$11,000 per site; **\$110,000 total.**
- Task 3, Contractual Costs: Environmental Professional services and community liaison stipends for meetings and development of informational materials, ~176 hours over grant term at ~\$120/hour; **\$21,200 total.**
- Task 4, Travel Costs: assumes 1 person attending 2 National Brownfield Conferences (2 x \$250 in registration fees = \$500), airfare (\$400/conf. x 2 = \$800), hotel and accommodations (\$250/day x 6 = \$1,500); \$2,800 total; Contractual Costs: 60 hours for support during term of grant at \$100/hour; \$6,000 total; procure Qualified Environmental Professional (\$0); Grantee will provide personnel cost and supplies at no cost; Grantee will also provide meeting space; **\$8,800 total.**

**3.c. Plan to Measure and Evaluate Environmental Progress and Results**

Quarterly reports are an effective means of conveying work progress and status, difficulties encountered, financial expenditures, data results, and next steps. The County has prepared these reports for both of our previous grants with successful submittal to the EPA Project Officer and will follow that same process under this grant. In conjunction with quarterly reporting, we will track data for each assessment site noting specific accomplishments, contaminants discovered and locations, if cleanup activities are required and the implementation progress, and other resources that have been leveraged to assist with the redevelopment of the site. At the end of the grant period, a final report will be produced. All reports will be submitted through the EPA’s ACRES. The reports will be a tool for both the EPA and County to track and measure the grant’s progress in achieving the outputs and eventual outcomes. The ACRES database will also be utilized to track job creation and acres of land assessed. Project outputs and outcomes tracking

will be maintained by the Project Manager and contracted environmental consultant with a previously developed form.

#### **4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

##### **4.a. Programmatic Capability**

###### 4.a.i.– 4.a.iii. Organizational Capacity, Organizational Structure, and Description of Key Staff

The Ottawa County Brownfield Redevelopment Authority (OCBRA) will be assigned all grant oversight and approval responsibilities. The board consists of nine members that have varied professional backgrounds in consulting, real estate development, education, public service, and private business with extensive brownfield redevelopment experience in West Michigan, assisting with oversight of numerous Brownfield Plans, two previous EPA Assessment Grants, and a Michigan Department of Environment, Great Lakes, and Energy (EGLE) Brownfield Grant and Loan. Each member offers a different skillset and connection to our local communities. Administrative tasks will be managed by the Economic Development Coordinator, Becky Huttenga, who has been with the County for eight years. Ms. Huttenga has significant experience in natural resources and grant management, having secured and managed \$3.5M in grant funding in her career, including the two previous EPA Assessment Grants for Ottawa County. Her prior experience includes program management for an ag-tech business incubator and serving as an executive director for the Ottawa Conservation District, both experiences providing her with project management, financial, and community outreach expertise. The County itself, as the applicant, has the highest credit rating, AAA, from Moody's Investment Service. The County's Fiscal Services Department will be responsible for filing the required financial reports. The County's staff expertise and experience with the previously awarded EPA Grants, along with our partnerships and the contracted environmental consultant, 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.iv. Acquiring Additional Resources

Similar to our previous two EPA Assessment Grants, a Request for Proposals (RFP) will be issued to procure a local qualified environmental consultant for professional environmental services to support the grant. We will secure these services in accordance with the grant program's selection protocol and our purchasing policies, which follow a robust procurement process to ensure that we receive the highest quality services from our consultants and contractors. It is anticipated that the consultant selection process (involving proposal review and interviews) would be completed immediately following grant award. The selected consultant will then be reviewed and approved by the County Board of Commissioners. Michigan Works!, which is a statewide workforce development agency, provides resources, training, and local outreach to connect job seekers with local brownfield employment opportunities.

##### **4.b. Past Performance and Accomplishments**

###### 4.b.i. Currently Has or Previously Received an EPA Brownfields Grant

###### 4.b.i.(1) Accomplishments

The County previously received two EPA Brownfield Assessment Grants in FY13 and FY20. Our FY13 Assessment Grant helped assist 34 projects in the County that leveraged \$35.6 million of investment, resulting in over 400 temporary jobs, 300 permanent jobs, and an estimated \$9 million increase in taxable value. These projects successfully leveraged private capital, Tax Increment Financing, EGLE Brownfield Redevelopment Grant and Loan funds, and Community Development Block Grants, maximizing EPA Assessment Grant funds to create these outcomes. The current FY20 Assessment Grant has assisted 30 projects and leveraged \$221 million in investment, resulting in over 400 temporary jobs, 600 permanent jobs, and an estimated \$42 million increase in taxable value. These projects have successfully leveraged private capital and benefitted from other resources. All outcomes and outputs from the FY13 and FY20 EPA Assessment Grants are/will be accurately reflected in the Assessment, Cleanup, and Redevelopment Exchange System (ACRES).

###### 4.b.i.(2) Compliance with Grant Requirements

All required Quarterly Reports, Disadvantaged Business Enterprise Reports, Property Profile Forms, Final Federal Financial Reports, Final Performance Reports, and ACRES reporting have been completed in a timely manner and in accordance with our approved work plans for the FY13 Assessment Grant. Our FY20 Assessment Grant (project period 10/01/2020–9/30/2023), which was successfully implemented, is in the closeout process. A residual \$1,946 was left unspent due to our final project coming in under budget.

## **THRESHOLD CRITERIA RESPONSE OTTAWA COUNTY, MICHIGAN**

### **1. Applicant Eligibility** –

a. Ottawa County is a Michigan General Purpose Local Unit of Government and is eligible to receive funding through the U.S. EPA Brownfield Assessment Grant program.

b. N/A

**2. Community Involvement** – The County realizes that successful brownfield redevelopment begins at the local level, and since our brownfield program’s inception, we have collaborated with the various units of government within the County to gather input that helps shape our brownfield assessment and redevelopment initiatives. During our previous EPA Assessment Grant cycles, press releases proved to be a very effective way to share information about the project, which will be continued under a new grant. These press releases were completed and circulated by numerous print and web-based news outlets. This prompted interested residents to opt into the County’s listserv dedicated to brownfield redevelopment through a platform called GovDelivery, which delivers pertinent County brownfield information directly to 894 email inboxes with an additional 2,602 when communications are also sent to the Economic Development Corporation list subscribers. In addition, project information will be shared through the meetings, websites, and newsletters of our partner organizations and municipalities. In our target area of Holland, our largest minority population is Hispanic (24.2%) with 3.9% of city residents who speak Spanish at home speaking English less than “very well”; in census tract 249.01 (location of the aggregate yard portion of the **Lake Macatawa Eastern Shoreline** priority site), 6.8% of residents who speak Spanish at home speak English less than “very well” (2021 ACS 5-year estimates). Therefore, it is important to ensure intentional communications with these community members. We will utilize our project partnership with LEDA and an all-Spanish local radio station (93.3 WMJH) to help convey project information to our Hispanic population residing in the project target areas.

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**3. Expenditure of Existing Grant Funds** – Ottawa County has an EPA Brownfields Assessment Grant (Project Period 10/01/2020–9/30/2023) which expended \$298,053.07 of the \$300,000 award. Ottawa County has begun the closeout process, with the final MBE/WBE and Federal Finance Reports submitted.

**4. Contractors and Named Subrecipients** – N/A, a contractor/subrecipient has not been procured or named.