

City of Middlesborough

AWP-17-R04-004

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BILL KELLEY
Mayor

August 5, 2016

Environmental Protection Agency Region 4, Atlanta Federal Center
61 Forsyth Street, SW 10th Floor
Atlanta, Georgia 30303-8960
Attn: Ms. Barbara Alfano, Via Grants.gov submittal

Dear Ms. Alfano

The City of Middlesboro, Kentucky is pleased to submit this application for a USEPA Brownfields Area-Wide Planning (AWP) Grant for \$200,000 to develop an Area-Wide Plan to redevelop a target area of the City, which encompasses several Brownfield properties ripe for redevelopment.

1. Applicant Identification: City of Middlesboro, 121 North 21st Street, Middlesboro, KY 40965
2. EPA grant funding amount requested: \$200,000.
3. BF AWP Project Area Location and Description:
 - a. The Project Area is located within the City of Middlesboro, Bell County, KY and is informally named the Trace District.
 - b. Population of AWP Project Area: (Census Block Tract 9607, Group 1) 1,077; Population of Middlesboro: 9,710
4. Project area description: The Trace District is just under a half square mile located on the eastern portion of the city, receiving its name after Daniel Boone and the Boone Trace, a trail he pioneered opening the west to expansion. This area is located in the middle of our two biggest economic assets, the Historic Downtown and the Cumberland Gap National Historical Park. The District is roughly bordered by 12th Street on the east, often referred to as US 25E Business Highway, East Cumberland Avenue to the South, the Norfolk Southern Railroad to the west and Salisbury Avenue to the north. While sandwiched between two of the city's greatest resources, the Trace District creates a gap between those traveling to and from the National Park and the Downtown and is characterized by blight and vacancies. The resulting effect is many of those visiting the park never venture beyond Highway US 25E and subsequently simply bypass all that the City of Middlesboro has to offer. The Trace District is home to our highest minority population and a very large low-income population, making investment in this area a priority. Additionally, almost 70 potential brownfield sites were identified as part of an inventory within the District alone, including a blighted vacant former hotel, a vacant steel roofing property, a former bulk oil terminal, industrial sites within unknown histories and an abandoned auto sales and service property. Investment in planning efforts, which will lead to future redevelopment in this area will have a catalyst effect not just within the District but for the entire community. People will be drawn to the downtown, increased spending will help our businesses keep their doors open and as a result we will be able to retain and grow jobs within the community through the cleanup and reuse of properties that are likely harming the environment.

5. Project Contacts:
 - a. Project Director: Ms. Sandra Wilson, City Clerk, Phone (606) 248-5670, swilson@middlesborokentucky.net, PO Box 756, Middlesboro, KY 40965
 - b. Chief Executive/Highest Ranking Official: Honorable Mayor William Kelley, Phone (606) 248-5670, b.kelley@middlesborokentucky.net, PO Box 756, Middlesboro, KY 40965
6. Project summary: The proposed project will focus on one of the areas within our community that is in need of the most investment to protect minority, low-income and sensitive populations such as children. More than 40% of the residents residing in the District are living in poverty with extremely high unemployment rates making it a goal of the community to prepare the numerous brownfields for redevelopment. With assistance from the public, five catalyst/high priority brownfield sites were chosen as the focus for creating redevelopment strategies. Each of these sites are located in visible areas near gateway intersections or our valued historic canal walk trail, which runs through the project area. With the long term goal of putting each of these sites into reuse through future assessment and cleanup, we will work with our team of project partners to develop redevelopment and implementation strategies for these brownfields and the District as a whole. The city strives to include citizens in the process establishing a sense of ownership in the plan and subsequent development and we have a mission of creating a culture that celebrates all things "local," with this being the key to previous successes in our community. As such, we will form an advisory group of local residents and business owners affected by the changes that will take place in the district. This includes but will not be limited to several of our valued partners such as Discover Downtown Middlesboro who is a non-profit and able to guide the city on grant management and securing future funding; Action Realty who has knowledge of local real estate including several listings within the project area; Keith Nagel with the Nagle Law Office who specializes in land use and real estate development; and JRS Restaurant Corp who owns businesses and employs many residents of the District. Additional regional project partners will be involved to assist in the planning and implementation of the grant including the County Chamber of Commerce, Appalachian Regional Healthcare and Bell County Tourism as well as others. We feel that with our project partners and success with community involvement that we will meet all of our goals with this project. Investment in the Trace District will have a direct impact on those residing and looking for work in the project area, however, it will also have a community-wide impact as visitors are drawn into the city resulting in spinoff spending and economic support. Additionally, we believe that through identifying the environmental concerns associated with each of the catalyst properties and additional properties of which redevelopment is spurred, the overall health of our community will vastly improve.

We greatly appreciate the EPA's consideration of our grant application and look forward to partnering on a successful area-wide brownfields project.

Sincerely,



Mayor William Kelley
City of Middlesboro, Kentucky

D.2.b.i. Community Need

Located in Bell County, in southeastern Kentucky at the intersection with Virginia and Tennessee sits the City of Middlesboro. Middlesboro's history dates back to 1775, when Daniel Boone traveled the region as part of the "Boone Trace," a trail he blazed opening the west to expansion, population and commerce. The Boone Trace led to the city's incorporation as modern amenities became a reality, such as a post office, a sanitary canal, hotels, saloons, an opera house, the second electric streetcar in the country and the oldest continuously operating golf course in America. The first post office was named Middlesborough, and the city was formally incorporated two years later in 1890. The spelling was changed in 1894, though some still use it today. The city's rich history through involvement in the American pioneer's westward expansion is matched by substantial natural resources. Sitting within a meteor basin the city is bordered to the southeast by the Cumberland Gap National Park and to the northwest by the Kentucky Ridge State Forest.

While the city has numerous resources to help support regeneration and growth, a long-term reliance on formerly illicit alcohol exports and the coal industries has resulted in a decline of jobs, income and a subsequent increase in poverty. Last year alone, coal production in eastern Kentucky dropped to a level not seen since the Great Depression in 1932, costing more than 2,000 people their jobs in the state's eastern coalfield¹. With jobs in the area's major employment sector dropping 29% since 2014 the city is experiencing a loss of population as people flee to new job opportunities in other cities and often states. From 2010 to 2015 the city's already small population fell by 624 residents from 10,334 (2010 Census) to the current 9,710 (2015 Census estimates). The city's loss of population contributed to over 46% of the loss in the entire county during those five years. This is a trend that has continued since the peak of the population and coal production in the 1950's and the subsequent decline. In the past half century since the population has declined, income and employment levels have dropped due to fewer higher paying coal jobs. As a result, Middlesboro along with the Central Appalachian region is struggling to find a new identity. The consequential effect on the city is an increase in blight, brownfields, and a continually declining tax base.

With less population to support and dwindling incomes many local businesses have struggled and closed their doors, this is particularly true to the project area. The project will focus on just under a half square mile located on the eastern portion of the city, informally named the Trace District. This area is roughly bordered by 12th Street on the east, often referred to as US 25E Business Highway, East Cumberland Avenue to the South, the Norfolk Southern Railroad to the west and Salisbury Avenue to the north. This District is characterized by a mix of property uses including residential, retail, commercial and light industrial. However, the area creates a gap between the city's historic downtown, which is currently undergoing a revival and the draw of the Cumberland Gap National Park. The project area requires investment and reinvention to create a cohesive connection between two of the city's major attractions. Through focusing the planning grant in this area, future implementation will have a spinoff effect of drawing more people into the city's downtown in addition to serving the needs of the District.

The southeastern intersection in the project area of East Cumberland Avenue and US 25E Business Highway functions as a major gateway into the city. The business highway leads directly into the Cumberland Gap National Park to the south and Cumberland Avenue leads into the downtown towards the west. This gateway provides opportunity to draw the over 30,000 vehicles passing through the area on a daily basis further into the community, versus their current path of bypassing the city by heading north along the highway. Furthermore, to the north where 12th Street and

¹ <http://www.kentucky.com/news/state/article57684253.html>

Salisbury Avenue intersect, is the southern border of the city’s major shopping center. Between these two boundaries of the District, is an area that is void of economic development and has numerous brownfield properties creating the highest need in the community. As you move west away from the business highway, the number of vacant, blighted properties increases as well as opportunities for investment. This area includes the city’s historic canal walk spanning from the downtown into the project area following Yellow Creek, which creates a loop through the project area down to Cumberland Avenue. Along the canal walk are historic markers of Boone Trace, further supporting the District’s heritage that needs to be preserved.

Despite the diligent efforts made by the City of Middlesboro and their community partners, including Discover Downtown Middlesboro, Inc. (DDM), to make improvements and attract redevelopment and new industry, it’s still not enough and more work is needed. The city was devastated with a flood in 2011 covering the downtown and much of the project area with several inches of water. As a result, businesses closed, and a musty, mildew smell hung over the city. While the Federal Emergency Management Agency (FEMA) provided funds to assist in the city’s recovery, it has created a setback that has compounded the brownfield issues resulting from the loss of jobs and population. As such, and as a result of a declining tax base, the city is left with few funds for programs and specialized planning efforts outside of their existing budget and the need to provide services for residents.

In 2014, the New York Times identified Eastern Kentucky as the “hardest place to live in America”. This identification was based on education, median household income, unemployment rate, disability rate, life expectancy and obesity. This is showcased by the demographics of the entire city, but particularly within the project area.

	AWP Project Area (block 9607 grp1)	City of Middlesboro	Bell County	Kentucky	National
Population	1,077 ⁵	9,710 ¹	27,337 ¹	4,425,092 ¹	321,418,820 ¹
Unemployment	13.4% ⁵	7.5% ⁴	7.5% ²	5% ²	5.5% ²
Poverty Rate	40.5% ⁵	35.6% ³	32.7% ³	18.9% ³	15.6% ³
Percent Minority	27% ⁵	9.5% ³	5.1% ³	12.3% ³	26.2% ³
Median Household Income	\$21,165 ⁵	\$21,694 ³	\$24,976 ³	\$43,342 ³	\$53,482 ³

¹Data are from the 2015 US Census Population Estimate and are available on American FactFinder at http://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml

²Data are from the Bureau of Labor Statistics (The Employment Situation – April 2016) and are available at <http://www.bls.gov/news.release/empsit.nr0.htm>

³Data are from the 2014 American Community Survey data profile and are available on American FactFinder at http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_14_5YR_DP03&src=pt.

⁴Data are from City Data (Sept 2015) and are available at <http://www.city-data.com/city/Middlesborough-Kentucky.html>

⁵Data are from 2014 ACS Census Data and are available at <http://factfinder.census.gov/faces/nav/jsf/pages/searchresults.xhtml?refresh=t>

The project area has the highest minority population of all census block tracts within the city yet the area has received the least amount of private and public investment towards economic development and brownfield reuse, creating an environmental justice concern. These concerns become more and more prevalent as properties continue to fall vacant and poverty rates rise, exposing these populations to increased environmental and health hazards. Many of the brownfield properties identified within the project area (further described in section ii) adjoin or are within walking distance of the almost 425 households within the District (2014 Census ACS).

To further these concerns the project area has an **unemployment rate that is** nearly 6% higher than the City and County and more than **double the state and national rates** (of populations 16 and older). When including only those populations that consider themselves part of the labor force, this increases to an **unemployment rate of over 34%** in the District census tract. The high unemployment rates are mirrored by the extremely high **poverty rates** within the District, which is **more than double the state and national averages at 40.7%**. The high poverty rates are a spinoff of the low median household incomes at more than half the state and national averages.

Of the households living in poverty within the District census tract; **almost 50% are single female lead households**. Of these single female lead households almost 70% have children under the age of 18 years old and over 25% of the population within the District are under the age of 18. As such, In addition to environmental justice concerns, children as a sensitive population within the project area are likely more affected by the health, welfare and environmental concerns of brownfields. Each of these statistics further reinforces the status of this area as an underserved section of the community.

Furthermore the city faces a welfare concern as poverty and depression have led to illegal drug use and overdoses from opioids. In 2015, Kentucky had 1,248 deaths from opioid overdoses, setting a record level.² In Bell County, home to the City of Middlesboro, nearly two-thirds of adults do not have jobs and addiction to opioid painkillers has metastasized. Deaths related to opioid use in 2013 was 93.2 per 100,000 people in Bell County, nearly double any other Kentucky county. In 2016 Bell County was dubbed “among the worst in the nation” for opioid epidemic by the Boston Globe.

Many of the concerns described above are compounded by the brownfield properties within the Trace District. The city created an initial inventory of brownfields within the district utilizing environmental database reports, EPA My Environment mapper and community input. This inventory consists of 27 potential hazardous substance sites and 42 potential petroleum sites, the community has narrowed this list down to five catalyst, high priority sites for the area-wide plan (further described in section ii.). These properties are characterized by vacant, blighted industrial and commercial properties, many that are barely contributing to the tax rolls due to their state of disrepair and neglect.

A large number of the brownfields are the result of job loss and increased poverty in the community, as local businesses can no longer support themselves due to a loss of customers. This results in a ripple effect of additional job loss, continually increasing poverty rates, and a decline in tax revenue for the city, further diminishing funding for brownfield planning and redevelopment by the public sector. The creation and prolonging of brownfield properties within the District, furthers the social and welfare concerns of the community.

Furthermore, Bell County exceeds the state of Kentucky in adult diabetes rates (16% to 11.0%), as well as in adult asthma rates (20% to 16%); adult hypertension rates (46% to 39%) and in number of deaths due to heart disease per 10,000 (346 to 204). As a community the county trails the state in many areas, including percent of adults lacking physical activity (37% to 30%); prevalence of adult obesity (41% to 32%); adults smoking (37% to 27%); lack of physical activity due to physical, mental or emotional problems (42% to 29%); and percentage of residents in poor health as compared to the state (38% to 24%)³. The prevalence of brownfields and dangerous abandoned buildings in the District creates an unwelcoming environment that reduces street life, discourages walking, and likely contributes to the health and social concerns of the community.

² <http://www.kentucky.com/news/state/article83770067.htm>

³ <http://www.kentuckyhealthfacts.org/data/location/show.aspx?cat=1%2c2%2c3&loc=7>

These social effects and resulting health concerns are further hindered by the environmental effects of brownfields in the project area. Many of the brownfield properties sit near residential neighborhoods and Yellow Creek, which feeds directly into the city's watershed. Contamination from the brownfield properties could be spread into stormwater runoff creating a larger impact and more difficult and costly remediation effort. The community is already sensitive to contaminated stormwater runoff as a result of the extended legacy of the coal industry, which has brings runoff from surrounding mine scarred lands down into the city. Since the community is prone to flooding, it becomes increasingly important to protect the local water resources to prevent any widespread contamination due to contaminated soil and groundwater. Planning for future brownfield redevelopment in this area will help ensure these resources are protected as best as possible.

There are signs of hope, however. Beginning in 2013, Middlesboro engaged in a comprehensive strategic planning process. Broad public and stakeholder input was sought, resulting in a strategic plan for the downtown, the first preservation plan in Kentucky, and a philanthropic fundraising plan. Better yet, all of these plans were integrated with one another and gave the clearest path forward since Middlesboro was first founded. In the same year the Obama administration named southeastern Kentucky a "promise zone," putting it at the top of the list for federal grants. These planning efforts include much of the southern portion of the project area following the historic canal walk to the southern area boundary and along Cumberland Avenue past the Cumberland/US 25E Business Highway intersection. The city hopes to utilize these efforts to extend the vision further into the District and create a specialized plan to address brownfields and environmental concerns in the project area as a whole. Despite the environmental and social justice concerns, the city has significant cultural value that can contribute to the revitalization efforts, including the history of the Trace District, a strong presence of local artisans, and numerous outdoor/recreational activities.

ii. BF AWP Project Description

The City has a history of collaboration with the residents and community partners and through this collaboration the project area was identified due to the need for investment to resolve environmental justice issues and protect the area's children. Additionally, it was also identified that the District needs improvement in order to capitalize on the vehicle traffic that moves along US 25E to attract patrons from the Cumberland Gap National Park into the District and downtown. Downtown Middlesboro is on an upswing of investment and regeneration after the recession and years of decline due to job loss and core industry changes. However, the conditions of the project area discourage and hide Downtown Middlesboro's hiking/biking trails including the recently upgraded historic canal walk and local events including free concerts downtown. The AWP will assist in bridging a gap in investment and connecting the city's most vibrant resources. The project size just under a half square mile is reasonable as it addresses the city's goals, is positioned between two other attractions within the community and creates the opportunity for a new city resource.

Each of the following catalyst sites, including the site provided for threshold criterion meets the EPA definition of a "brownfield site" per CERCLA § 101(39) as the expansion, redevelopment, or reuse of each site is complicated by the potential presence of a hazardous substance, pollutant or contaminant as further described below. Each of these sites were presented to or suggested by the community for feedback on their prioritization for redevelopment and as such given their high priority status based on the input received.

Former Park View Motel: The former Park View Motel has been identified as the primary catalyst site and sits near the gateway intersection to the District from the southeast. As previously discussed, this intersection is identified as a priority for the city to assist in community-wide branding and to draw people in beyond the business highway bypass. The acre

property has sat vacant for several years and is one of the first properties seen as you enter the city from the south on US 25E, instantly creating a poor impression of Middlesboro. The former motel is adjoined to the north by an abandoned gas station, which poses a threat to the catalyst property as potential contamination may have migrated south. Additionally, the building was built in 1952 and likely contains asbestos, lead based paint and other hazardous materials that will require abatement prior to reuse. This property was selected due to its proximity to the city's priority gateway intersection and to other priority brownfield sites. There is also the potential to create a larger redevelopment by marketing the property with the abandoned gas station. As such, the property has the best reuse potential and is most likely to spur additional development on surrounding brownfields.

Former Steel Roofing Property: The former steel roofing property is within a block of the Park View Motel and adjoining gas station; creating a ripple effect for future redevelopment. The property is in a prime location for commercial or light industrial development that will spur job growth in the community. The site is currently characterized by two blighted shed like buildings, dirt and gravel patches, abandoned materials and vehicles. The long term history of this property is unknown and is located in an area that was historically occupied by industrial uses.

Former Bulk Oil Terminal: Located in the northwestern portion of the project area is a former Bulk Oil Terminal, which sits between the railroad tracks, the historic canal walk, and a former school that is currently being utilized for community event and park space. Bulk storage terminals typically have a wide array of contamination associated with them such as volatile organic compounds (VOCs), semi-volatile organic compounds (SVOCs), metals, polycyclic aromatic hydrocarbons (PAHs) and metals. Due to this property's location near an area that is often visited by children and the likely environmental concerns it was determined to be a priority in the District. The site also has high redevelopment potential as it is located along the historic canal walk trail and community parks and could be incorporated into these uses.

Former Industrial Site on Salisbury Ave: This approximate four acre site is located in the northeastern portion of the project area, adjoining the city's largest shopping center. The property has been vacant for many years and has a long history that includes long term industrial use based on its location which results in concerns such as VOCs, SVOCs, PAHs, polychlorinated biphenyls (PCBs), and metals. The property's proximity to nearby retail and a residential neighborhood creates a prime opportunity for restaurant, office, or medical office development.

Abandoned Auto Sales and Service: This abandoned lot is located at the southwest corner of the project area as you enter into the core of the historic downtown. The property historically included vehicle sales and service operations with eight service bays, which typically have concerns associated with VOCs, SVOCs, metals, and PAHs. Due to the high profile location of this property, input from the community, and environmental concerns this site was determined a high priority site. Its location and size is an ideal location for a restaurant or small local market to connect with patrons in the downtown as well as an adjoining hotel.

Preliminary market research has identified several future uses for brownfield sites within the project area. Including specialized retail, medical, office, restaurant and hotel uses. Each of which would create jobs, promote redevelopment to other brownfield sites in the area and potentially improve the health, well-being and implied worth of the currently derelict sites. The AWP will further vet these future uses, form clear and precise options towards redevelopment and assist in strategies for implementation.

While past uses and registry information has been gathered as much as possible during the process of creating an inventory each high priority site is in need of environmental assessment and possible cleanup. None of the sites have utilized other EPA or brownfields assessment or cleanup funds.

Funding for assessments is being sought through private sector interest and the fiscal year 2017 EPA Assessment Grant, which will allow for assessment activities to take place during or the Area-Wide Planning grant. This will provide a better understanding for future needs of these sites and allow the city to maximize efforts and momentum. For any potential and likely cleanup activities, the city will work with their project partner, non-profit DDC to identify cleanup grant opportunities. Additionally, they will utilize many of the leveraging resources identified in section vii.

The Budget chart below summarizes how the city intends to spend the grant funds for AWP project. The budget is divided into 6 tasks, some of which will be completed concurrently and interwoven with milestones.

Budget	Task 1 Cooperative Agreement Management	Task 2 Community Involvement	Task 3 Existing Conditions Research	Task 4 Catalyst / high Priority BF Site Reuses	Task 5 Next Steps Resources Implementation Strategies	Task 6 Develop Final BF AWP Document	Total
Personnel							
Fringe Benefits							
Travel	\$6,000						\$6,000
Contractual	\$5,000	\$50,000	\$20,000	\$20,000	\$25,000	\$60,000	\$180,000
Supplies		\$10,000			\$1,500	\$2,500	\$14,000
Total	\$11,000	\$60,000	\$20,000	\$20,000	\$26,500	\$62,500	\$200,000

Task 1: The Cooperative Agreement Management task demonstrates the funds that will be utilized for management of the grant including quarterly and final reporting and meeting with EPA project officer. Funding is split between staff efforts and a chosen consultant(s) with expertise in EPA Grant Management, estimating a total of \$5,000 in contractual services. Staff efforts will be utilized outside of the grant to maximize grant funds. A total of \$6,000 is budgeted, for two key staff to attend a minimum of two brownfield conferences and/or workshops to improve the quality of the plan and future implementation.

Task 2: The Community Involvement task’s primary purpose will be to solicit feedback/input from as many stakeholders as possible. The funds will be used to hold monthly meetings with the City, an advisory group and consultants to report on progress and discuss next steps and quarterly public meetings to continue to obtain the community’s priorities for the district and ensure the community is aware of future planning activities for their involvement. As part of developing the area-wide plan the city will work with consultants to hold a week long charrette. This is anticipated to include one meeting for an opening presentation and visioning design workshop, a concept plan presentation based on the results of the visioning design workshop, an “open door policy” day to allow all stakeholders to collaborate throughout the day, and a closing presentation. Three public site tours will take place leading up to the charrette of the project area and priority sites. Following the visioning and planning session monthly and quarterly meetings will continue to be held to update the public on the progress of the plan and solicit feedback to be implemented into the final product. The total cost associated with community involvement and the visioning/planning session includes approximately \$50,000 for contractual services based on the involvement of a professional planning firm. An additional \$10,000 is allocated for supplies such as marketing materials and time commitment, presentation materials/concept boards, drawing tools, and printing of maps for the community to assist in highlighting important aspects of the District etc.

Task 3: The Existing Conditions Research task will assist in establishing the local physical, social, economic, and environmental context on which to base the plan. This will allow for a more comprehensive visioning session, more informed decisions and better education of the public on the area. This task will include compilation of the area and priority site history, verification of existing infrastructure and site conditions as well as economic and market studies to determine what the local real estate market can support. This will be achieved utilizing city and county records, state and federal environmental database records, site visits and working with a consulting team to develop a market analysis. Additionally, following the visioning sessions the City will collaborate with the consulting team to obtaining an understanding on the need for public subsidies to achieve future implementation goals. The estimated cost includes consultant time to collaborate on historical and environmental research for each site – at a cost of \$10,000 and an area-wide market study at a cost of \$10,000.

Task 4: The Catalyst / High Priority Brownfield Site Reuses will be vetted by the city and consultant based on the results of tasks 2 and 3. Financial and market feasibility studies will be conducted to determine the suitability of sites for a proposed development or the sustainability of various development for a particular site. Scenarios will be developed for each site along with implementation and funding strategies. These scenarios will be prepared to enhance what was determined during the visioning and planning session and finalized based on their viability. Consultant time and material preparation of the scenarios is estimated at \$20,000 for this task.

Task 5: Next Steps Resources Implementation Strategies will work to identify the potential technical and financial resources that best suit each site reuse. The city will work with their partners, consultant, and other governmental agencies to review site information and obtain assistance in making these determinations. The consultant will assist in advising the city on short and long term implementation strategies as well as laying out a timeline for each. The budget allocated to this task includes \$25,000 for contractual time in developing the strategies alongside the city as well as \$1,500 for supplies such as presentation boards, printing materials and flyers.

Task 6: The Develop Final Brownfield AWP Document task is the final compilation of the above tasks. All of the above efforts will be summarized in the final plan including a detailed description of the project process, lessons learned and future performance measurement data. The brownfields area-wide plan will summarize the cleanup and reuse implementation strategies for the catalyst sites using information obtained through research into community engagement, prioritization, existing conditions, partnerships, and potential resources. The budget allocated to this task includes \$60,000 for contractual time in developing final document as well as \$2,500 for printing the final document to ensure copies are available at public venues for residents to review as well as additional copies for city staff and partners.

iii. Benefits to Community

Population loss all but eliminates organic growth and demand for new development and services. Without a strategy for stabilizing and increasing the region's population, attracting more visitors and increasing household income brownfield properties will continue to sit, the health, welfare and environment will continue to be at stake and the City's economy will continue to decline. The area-wide plan will allow the City to create strategies specifically for the assessment, cleanup and reuse of brownfield properties to assist in combating these issues.

The Trace District contains brownfields with some of the highest potential to attract near-term, private-sector, shovel-ready development, once redevelopment strategies are in place and the environmental concerns are more fully understood. The city's brownfields initiative will help to catalyze new employment (permanent, remediation, and construction), property investment, and

value leading to annual increased local property taxes. Most importantly, these targeted investments will help spark additional private-sector investment building from the momentum created by the grant. The grant will provide vital knowledge to stimulate remediation and redevelopment at priority sites that can then act as catalysts for further market-driven reinvestment.

The emphasis on community engagement that will accompany implementation of this grant will also increase awareness of potential public health and environmental contamination issues associated with the brownfield sites. As the extent and nature of contamination is determined through future assessment activities, community members will better understand how to limit their exposure. This community engagement will also facilitate the eventual redevelopment of these sites, as stakeholders will become aware of the many benefits associated with reusing brownfield sites. A long-term improvement in local health concerns such as obesity, hypertension, lack of physical activity and overall poor health will be seen as a result of a more walkable community with improved trail access and a decrease in stress due to additional jobs added to the market and improvement of properties in the project area. Additionally, long term environmental benefits will be achieved as sites are cleaned up and put into reuse, specifically in terms of protecting the local watershed that is fed by Yellow Creek.

The future redevelopment of brownfield sites will provide a significant creation of new jobs, thereby decreasing the high unemployment and poverty rates currently present in the Trace District. This will have a resulting improvement of the overall welfare of the children in the City as access to jobs and higher income opportunities increase for the single-mother lead households. Moreover, the city plans to work with the Middlesboro Workforce Center and other workforce development organizations to promote local hiring for potential employment opportunities related to the brownfield assessment, cleanup, and redevelopment in the community. This will directly benefit the high minority and low-income populations within the project area census tract. Additionally, the creation of more jobs within walking distance of several impoverished communities will reduce transportation costs for low-income residents, decrease stress and depression. A decrease in depression throughout the community will also assist in lowering the high number of opioid users.

The long-term outcomes and benefits that will result from implementation of this grant include woefully needed employment and rise in area incomes, an expanded city tax base, and creation of a healthier community through reduction of health measures such as obesity and depression. Redevelopment of sites such as the former bulk oil terminal has the opportunity to create additional greenspace and protect the adjoining park, community space and historic canal trail. Additional measurable outcomes are listed in section iv. This grant will also assist Middlesboro in promoting a vibrant, equitable, and healthy community through the redevelopment of brownfields that will: 1) eliminate blight and increase the quality of life for residents, 2) promote a more walkable community and improve areas near the canal walk, 3) create new opportunities for sustainable development, 4) enhance the environmental quality, health, and safety in the community, 5) support existing communities/neighborhoods and 6) leverage federal investment. The existing downtown plan also calls for all improvements and development to apply Low Impact Development (LID) techniques, such as directing runoff through landscape swales, utilizing passive and active water quality enhancement measures and dispersing drainage to multiple landscape locations. This will be incorporated into the area-wide plan as well for consistency throughout the developed areas of the city and utilized for the promotion of sustainable development of brownfields.

iv. Performance Measurement: Anticipated Outcomes and Outputs

The following outputs are anticipated to be accomplished during the 24 month project term.

- Documented meetings including;
 - o 24 advisory group meetings; 8 public stakeholder meetings; 3 project area and site tours; 4 design charrette workshop/meetings
- Meeting Announcements
- Documented participation of stakeholders
- Documentation of the history of area and priority sites
- A market study
- Preliminary budget for future site assessment work
- A listing of financing and incentive programs for future site assessment, cleanup and development activities
- Priority Site Reuse Scenarios
- Reports generated for the EPA as required by the Cooperative Agreement
- Area-wide plan, including implementation strategies

Following completion of the area-wide plan, the following outcomes are anticipated.

- Assessment and cleanup of brownfield sites, during implementation
- Redevelopment/reuse of brownfield sites
- Obtain a better understanding and addressing environmental justice concerns within the District
- Recognition and participation of residents and stakeholders from the project area in the area-wide plan
- Increase the community's network of governmental and community partnerships to further the city's brownfield program's goals
- Utilize the area-wide plan to identify opportunities to incorporate sustainable and equitable development approaches during the brownfield cleanup and future redevelopment

Measures of success for the project will relate directly to brownfield cleanup and reuse as a result of implementation of the plan. This will include the number of sites cleaned up, contaminants removed from the environment, environmental justice concerns identified and addressed and reduction of risk and access to brownfield sites by children in the community.

All outputs and outcomes will be tracked, measured and documented through the creation of a Brownfields Performance Measurement Database. This database will include measures of quantitative data such as number of participants at public meetings, number of sites assessed, number of brownfields cleaned up and redeveloped and number of temporary and permanent jobs created. Qualitative measures will include those items leading to healthier lives in our community which may be a result of increased use of the historic canal walk due to a decrease in brownfields in the District and increase in walkability along the primary corridors and economic measures such as a decrease in poverty rates and unemployment.

v. Community Partnerships and Engagement

As previously stated, since 2013 the city has worked to develop and implement a Downtown Development Plan. The plan includes much of the southern portion of the District, including three of the five catalyst sites. To obtain stakeholder input this plan utilized online surveys, interaction with business owners, civic leaders and residents, many within the project area. The plan directly outlined revitalization goals for the Boone Trace area, historic canal walk and Cumberland Avenue corridor, along with action items to obtain each goal. Primary goals called for encouraging entrepreneurship and job creation, improving the Canal Walk trail system, maintaining the historic

preservation of the community, and creating a better connection between the downtown and the National Park. These efforts have proven extremely effective as multiple tasks within each goal were already realized since the plan was implemented. This includes obtaining funding to make improvements to the canal walk, development of a downtown area market study to identify opportunities for growth and revitalization of many of the downtown storefronts. Since implementation, the City of Middlesboro and DDM has seen almost \$5 million in investment with roughly half towards rehabilitation of facades and building interiors in the downtown. Additionally, Cumberland Avenue has received infrastructure improvements including repaving of the corridor with new accessible curb cuts and crosswalks.

However, several goals require additional planning efforts to continue progress under the plan and to bring investment into the District. Specifically, it was highlighted in the plan to further identify sites with environmental contamination along Cumberland Avenue and to demonstrate the possibility of utilizing financial incentives for brownfields to assist with redevelopment of catalyst projects. As such, the area-wide plan will directly address these goals and act as an extension of the planning that has already begun. It will allow the city to expand planning efforts further into the Trace District creating a cohesive strategy between the downtown and eastern portion of the city, making the area-wide plan the next logical step in these endeavors.

The area-wide plan will also build from the efforts identified in the downtown plan to further increase economic activity throughout the District, continue improvements on the infrastructure and transportation amenities, increase use of the canal walk resulting in improved community health, improve property values and ultimately housing stock as a result of spinoff investment, and cleanup environmentally impacted sites through future redevelopment of brownfields. The area-wide plan will outline specific strategies and redevelopment/reuse scenarios with likely funding sources for the community to follow and present to potential developers and stakeholders, allowing for successful implementation following the grant period.

In addition to the ongoing activities that have taken place through the downtown plan, as part of identifying the priority area and sites for the grant, the city held a public meeting to involve the community. The meeting took place between 12:00 and 6:00 pm to allow for as many participants as possible throughout the day and involved multiple presentations and visioning boards. Various stakeholders attended the meeting, including residents, business owners, brokers and developers. As a result of this effort additional sites were added to the priority list and the project area was confirmed.

The city will continue to work with these stakeholders and the project partners listed below to ensure public involvement is obtained on the project.

Organization Name & Point of Contact: (Name, Email, & Phone)	Specific role in BF area-wide project	Already involved in project and/or will be
Discover Downtown Middlesboro Isaac Kremer downtownmiddlesboro@gmail.com 313-268-4356	Staff and volunteer support in grant management and community engagement expertize, participation in advisory group and all associated public meetings, assistance with planning execution, marketing of the public process on website and Facebook	Already involved with grant application, providing necessary local information and help with choice of catalyst sites
JRS Restaurant Corp; Jay Shoffner; jay@jrscri.com 606-248-8352	Provide information and outreach to the public, volunteers, serve on the advisory group.	Already involved through input on the grant and project area.

Nagle Law Office; Keith Nagle knagle.nlo@gmail.com 606-248-2144	Participation in advisory group, identifying new and growing businesses, and planning and land use expertise will be committed to the overall plan.	Already involved through providing planning expertise to the city as well as involvement in the grant application and anticipated assessment grant application
Action Realty; Jan Miller jan@actionrealty.com 606-248-7653	Participate in plan development and implementation including serving on the advisory group; provide information on listings of commercial properties within the project area; seek out and encourage businesses to locate and expand within city	Already involved with the grant application through providing preliminary information on catalyst sites that are listed with Action Realty
Appalachian Regional Healthcare Michael Slusher 606-242-1300 mislusher@arh.org	Provide basic health information and statistics, conference rooms for meetings, participation by senior leadership in planning process and outreach and advertising of public involvement	Will Be Going Forward
Bell County Chamber of Commerce Candice Jones chamber@bellcounty.com chamber.com 606-248-1075	Announcements of grant activities on their website and social media space, email information and updates to chamber members, participation in development and implementation	Already involved with local business owner participation in application and kick-off informational meeting
Bell County Tourism Jon Grace jon@bellcountytourism.com, 606-248-2482	Website and social media space, disperse information and updates, participation in advisory group	Will Be Going Forward

Community involvement has been one of the fundamental concepts of Middlesboro’s Downtown Development Plan (2013) and preparation of this grant application. Project partners will be utilized in a variety of ways from establishing an advisory group into implementation involvement. The advisory group will be formed between project partners to provide input on all aspects of the plan including planning, cleanup and future reuse phases. This group will meet on a monthly basis holding work sessions where they will receive information, discuss and make decisions to further the area-wide plan. The group will receive background information and briefing materials that frame the conversation before each meeting. The group’s work will result in a plan that fulfills the goals of the grant through following a project timeline. This timeline will guide the group through a process of issue identification, idea sharing, and decision making based on community input and the results of the charrette. The monthly meetings will also serve as a way to track and adjust timelines for planning and future implementation tasks as well as hold each partner accountable for presenting on their responsibilities. The outcomes and outputs will be recorded at each meeting to be entered into the Brownfields Performance Measurement Database, to assist in tracking progress. The city will work with partners such as Bell County Chamber, Bell County Tourism and the Appalachian Regional Commission (ARC) to gain a regional perspective on the project and ensure the priorities align with regional goals.

The advisory group will include a minimum of four project partners with a variety of connections to the community, this is anticipated to include DDM, JRS Restaurant Corp., Nagle Law Office, and Action Realty. Larger regional partners such as Appalachian Regional Healthcare, Bell County Chamber and Tourism will be included in quarterly meetings and reports and will be utilized on

an ongoing basis as their services are needed from the advisory group. The advisory group will be run by the City and partner DDM, as DDM had significant involvement in the Downtown Development Plan and holds the most experience with similar planning endeavors. The contracted consultants will be asked to attend each meeting to ensure their understanding of the community's goals are up to date.

Beyond the project partner's involvement the city's plan for involving targeted community stakeholders and communicating project progress is consistent with a mission of creating a culture that celebrates all things "local," with that being the key to previous successes. There are numerous ways the city will continue to encourage community involvement in the project including both City Council meeting updates and quarterly involvement meetings. The city holds twice-monthly Council meetings that are open to the public at which time city leadership updates the City Council on revitalization project efforts. However, a more interactive and informal setting typically gains the most creative outcomes and involvement from the community. Therefore, additional quarterly meetings will be held to discuss the area-wide plan in more detail and create an environment of interaction with residents. The city will actively seek to identify concerns that residents have and respond to these in a prompt and constructive manner. This will be done through frequent surveys and polling, both paper and electronically; door-to-door outreach; and a close monitoring of social media channels. The city will identify and reach out to sensitive populations through partnerships with community organizations. Progress will be communicated through public notices and frequent updates posted at the city's and project partner websites, in e-blasts and bulk mailings, through posting notices at the public library, City Hall, churches, grocery stores, restaurants, preschools, and elsewhere. The city has utilized and will continue to utilize the open meetings public notice system with public notices of meetings announced in local newspapers. Through the quarterly involvement meetings and the charrette described in section ii under Task 2, the community will have significant opportunity to provide input that will be incorporated into the plan to ensure community ownership of the process and project. Each of the meetings will be focused on different aspects of the plan, to ensure meaningful involvement is obtained.

Middlesboro's small town appeal and community support of this project lead to the conviction that receiving input will not be difficult. Social media, email and websites have also increased the wealth of information and ease to receive comments, suggestions and other opinions on the project. Project progress will be spread via the same means and at each of the public council meetings a Project Status or Update will be relayed. The community members already own the project and are excited to see their preliminary efforts take a more substantial and actual shape into eventual redevelopment of the area.

vi. Programmatic Capability and Past Performance

The City of Middlesboro will administer the grant with the assistance of their partner DDM and selected consultants. The project director role will be held by Ms. Sandra Wilson, the City Clerk. Ms. Wilson has extensive experience in managing the city's budgets, working with the public to procure involvement, and has an understanding of what the City of Middlesboro's residents would like to see in the area-wide plan. Her responsibilities include municipal elections, records management, purchasing, and risk management; organization, supervision, review and participation in the work of professional, technical and office support staff; coordination of activities with other city officials, departments, outside agencies, organizations, and the public. Ms. Wilson's experience with budget management, including grants awarded to the city and involvement with all departments and the public will allow the grant to be carried out successfully. Ms. Wilson's experience will be supported by DDM's Executive Director Mr. Isaac Kremer. Isaac Kremer is a nationally recognized leader in place-based revitalization and has secured over \$1.28

million in grants and has leveraged over \$25 million of investment during his career. DDM as a 501(c)3 non-profit organization can assist in leveraging additional funding as part of the implementation process of the grant. The experience between each partner will ensure timely and successful achievement of the area-wide planning grant. Although the City of Middlesboro has never received an EPA Brownfields Grant, the city has successfully administered grant funding from other federal and non-federal agencies. The following is a description of the city's most recent grants that are related the revitalization and redevelopment within the city.

New York Community Trust – Awarded \$110,000 to launch an entrepreneurship training program for artisans to help sell their work online. Training occurred in partnership with Southeast Kentucky Community & Technical College, Eastern Kentucky Concentrated Employment Program, and other partners. All goals and objectives have been accomplished on time and budget.

The Preservation Green Lab and the National Main Street Center – Middlesboro was one of the first pilot communities to participate in America Saves! The program is designed to create and support the economic success of Main Street communities and other small-scale commercial districts by improving building performance and energy efficiency. Supported by a \$2 million grant award from the U.S. Department of Energy, America Saves! will drive cost savings and new investment in existing buildings in Main Street communities across the country. Using community relationships and volunteers, the city has promoted and connected business and building owners to the America Saves! project. Main Street networks have supported participants as they learned how their facilities use energy and considered options for improving buildings and energy-using building systems. The National Trust is offering small grants to help in the local program rollout efforts. This project is also the first officially designated project in the Southeast Kentucky Promise Zone to receive funding. Goals, objectives, and timeliness are being met with no corrective measures.

Levitt Amplify Music Place Grant – Secured \$25,000 in grants to us transform a vacant lot across the street into a live music venue in 2015 and 2016. The overall government operational controls take precedence, such as internal controls measurement and evaluation with budgetary allocations and restrictions. Controls are monitored by local governance and DDM. External audits are completed yearly, with no adverse findings thus far. The grant has been successful in augmenting the city's community-driven revitalization of its economically challenged downtown, encouraging further community investment in the arts and promoting Middlesboro as a cultural destination.

Each of the grants identified above have met or are meeting reporting requirements under their agreements including timely progress reports and final reports when applicable. In addition, the city and DDM have worked collaboratively on several additional projects. For example, a Better Block event in October 2013 brought out more than 100 volunteers to transform a block of the downtown over a weekend. The city received \$500 in seed money by winning the Successful Communities Contest held by CommunityMatters. A grant from the Appalachian Regional Commission and private gifts helped raise over \$20,000 in additional funds. The funding helped reopen a theater that was closed for over 30 years, create an Exploration Center for creative play and learning for kids, and bring new vitality to a block. Better Block was repeated on another block in May 2014. This time over \$20,000 was raised to launch a pop-up shop called the Makers Market to highlight local artists, crafters, and food producers. A vacant alley among our brownfield sites was transformed in to a pop-up park.

vii. Leveraging

The City is committed to this project and working to meet other needs of the Area-Wide Planning Grant and future implementation that are not met directly through the grant, use of general tax

revenues, and in-kind assistance from qualified staff such as the City Manager, City Attorney, Finance Director, Public Works Director, Community Development Director and DDM Director. The City will commit future staff time to identifying potential financial funding options to assist with the redevelopment of brownfield properties. This “in-kind” time will include, but is not limited to, conducting meetings with developers, state agencies, stakeholders and the public.

The city has worked with DDM to leverage their 2013 Downtown Development Plan, which was funded through the Appalachian Regional Commission Flex-E Grant. The area-wide plan will serve as an extension of the downtown plan, giving the city a jump start in their planning and visioning efforts. In addition, the city with the Transportation Cabinet completed a repaving and crosswalk project on Cumberland Avenue as a goal of their downtown development plan. Resulting in one of the first steps of improving the District and connecting the Downtown with the National Park. This investment will create an area that’s more attractive to potential developers and spur future investment in the District.

The city has an established philanthropic fundraising plan, which was funded through an Appalachian Regional Commission Grant through the Center for Rural Development totaling \$8,000. The fundraising plan sets specific goals and strategies for generating donated funds towards job creation and retention, improvements to the city trails and regional collaboration efforts. Each of these items are direct goals for the area-wide plan, the city will leverage the philanthropic plan to further fundraising efforts for activities specifically within the District. Moreover, the City is aggressively pursuing Kentucky-sponsored grants and loans to assist with the cost of redeveloping brownfields and improving infrastructure and resources in the project area. This includes but is not limited to Community Development Block Grants, State Incentives for Redevelopment of Contaminated Land, Petroleum Storage Tank Funds, Petroleum Cleanup and Redevelopment Fund, Kentucky Brownfields Revolving Loan Fund, and Kentucky Targeted Brownfields Assessment. A summary of the most viable funding sources is provided below, outlining how they will assist in future implementation of the area-wide plan.

Funding and Source	Description
Targeted Brownfield Assessments (TBA); KY Dept. of Environmental Protection	Phase I & II ESAs free of charge to local governments, non-profits and other agencies when a new purchase is occurring. This program can provide funding for assessment, should an assessment grant not be awarded or during the period prior to obtaining an assessment grant. This will assist in moving development forward on the brownfields identified in the area, should a private party show interest in a site.
Tax Increment Financing; KY Economic Development Financing Authority	TIF is designed to channel funding toward the public improvements in distressed or underdeveloped areas where development would not otherwise occur. A development area can include a developed area in need of redevelopment or other blight conditions may be eligible for both state and local participation where development will result in job creation and future economic development activities. The amount of revenue varies based on the amount of investment in the area.
Brownfield Revolving Loan Fund; KY Brownfield Redevelopment Program	The RLF program provides subgrants to local governments and nonprofits and loans to local governments, nonprofits and the private sector for cleanup activities associated with brownfield redevelopment. The city will work with developers to secure these funds during the implementation phase. Grants range from \$35,000 to \$140,000; loans will be made with no to low interest based on the entity applying.

<p>Property Tax Exemptions; KY Brownfield Redevelopment Program</p>	<p>Tax incentive and credits are provided to individuals or businesses that complete an approved cleanup on a qualified brownfield property. For three years following receipt of a no further remediation letter, the property will not be subject to local ad valorem property taxes. The state taxes will be reduced. Qualified parties can also receive up to \$150,000 worth of income tax credits for expenditures made to meet cleanup requirements. The allowable credit can be received for 10 successive years. This incentive will allow the city to further market the viability of redeveloping brownfields and allow the private sector to leverage these resources.</p>
<p>Petroleum Storage Tank Environmental Assurance Fund (PSTEAF); Kentucky Department for Environmental Protection</p>	<p>The Petroleum Storage Tank Environmental Assurance Fund (PSTEAF) to assist owners and operators of USTs in meeting the federal financial responsibility requirement and to provide reimbursement of eligible costs of corrective action due to a release from a UST system. All reimbursement for UST-related activities comes from the PSTEAF. Monies for the PSTEAF come from an assurance fee of \$0.014 assessed on each gallon of gasoline and special fuels imported to Kentucky. Owners and operators can seek reimbursement for costs associated with removal and/or remediation in the event of a release. This fund may become beneficial as future assessment activities take place and on the Former Park View Motel, should cleanup activities be required by the adjoining gas station owner/previous owner.</p>

The city is also be pursuing a fiscal year 2017 EPA Assessment Grant. As part of this effort the city has met with an EPA regional project officer to discuss the application and viability of the application. The city is confident in a fiscal year 2017 award, which will assist the area-wide plan during the grant period. Lastly, as one of President Obama’s recently-announced “Promise Zones” the city and Bell County can leverage additional Promise Zone resources. The Promise Zone includes a \$1.3 million loan fund for small businesses, increased job training, and special help in applying for antipoverty programs. The people and organizations of the Promise Zone are mobilizing their human, natural, cultural, historic and economic assets to design communities to create a competitively trained workforce that can find meaningful work which provides wages and benefits capable of supporting a family; a healthy environment which provides diverse economic and recreational opportunities for a healthy population; and accentuate regional and personal histories to provide a context for the continued growth in the culture, artisan and crafts skills and knowledge that helped create such resilient people and places. Kentucky Highlands took the lead in applying for the program and is working with several local partners, including the University of Kentucky, Eastern Kentucky University, Berea College and the East Kentucky Concentrated Employment Program to “build new ladders of opportunity” in poor areas such as Middlesboro. Funds awarded under this program will directly benefit the job creation efforts in the Trace District. The area-wide planning grant will have a significant impact on an area in need of change through the redevelopment of brownfield properties. The city and its partners will work diligently to leverage other resources to ensure this grant is a success.

Summary of Attachments

- I. Project Milestones Schedule
- II. Threshold Criteria Responses
- III. Additional Letters of Commitment
- IV. Other Factors Checklist

Attachment I
Project Milestones Schedule

City of Middlesboro - Trace District Area-Wide Planning Grant Project Schedule										
Year Quarter	Completed	Year 1				Year 2				
		1	2	3	4	1	2	3	4	
Task 1: Cooperative Agreement Management										
Consulting Team Selection		x								
Quarterly Reporting		x	x	x	x	x	x	x		x
Final Reporting										x
Budgeting		x	x	x	x	x	x	x		x
Brownfield Conferences/Workshops									x	
Task 2: Community Involvement										
Pre-Grant Stakeholder Involvement Meeting	x									
Monthly Advisory Group Meetings		x	x	x	x	x	x	x		x
Quarterly Public Involvement Meetings		x	x	x	x	x	x	x		x
Site Visits/Tours										x
Charrette Opening Presentation & Visioning Session										x
Charrette Concept Plan Presentation										x
Charrette Open Door Day										x
Charrette Closing Presentation										x
Task 3: Existing Conditions Research										
Area-Wide Historical Research		x	x	x	x					
Site Specific Historical Research		x	x	x	x					
Are-Wide Market Study	x*	x	x							
Task 4: The Catalyst, High Priority Brownfield Site Reuses										
Site Reuse Concepts						x			x	
Site Specific Feasibility Studies						x		x		
Task 5: Resources Implementation Strategies										
Technical Resource Identification						x			x	
Financial Resource Identification						x			x	
Site Specific Short Term Strategy Development								x	x	
Site Specific Long Term Strategy Development								x	x	
Area-Wide Short Term Strategy Development								x	x	
Area-Wide Long Term Strategy Development								x	x	
Task 6: Develop Final AWP Document										
Development & Completion of AWP Document										x
										x

*completed on a portion of the District

Attachment II
Threshold Criteria Responses

THRESHOLD CRITERIA

1. **Applicant Eligibility**

- a. Eligible Entity: The City of Middlesboro is a General Purpose Unit of Government as defined under 40 CFR Part 31.
- b. The Applicant is not a State entity.
- c. The City of Middlesboro is not applying as a POWER+ applicant.

2. **Specific and eligible BF AWP project area**

a. Geographic Boundaries

The project will focus on approximately 320 acres located on the eastern portion of the city, informally named the Trace District. This area is roughly bordered by 12th Street on the east, often referred to as US 25E Business Highway, East Cumberland Avenue to the South, the Norfolk Southern Railroad to the west and Salisbury Avenue to the north.

b. Printed Map

A map is attached which precisely delineates the project area boundaries. The location of the catalyst, high priority brownfield sites is marked.

3. **Identify one catalyst, high priority brownfield site within the BF AWP project area around which this project will focus.**

a. Basic Site Information

- i. Name: Former Park View Motel
- ii. Address: 202 1/2 N. 12th St., Middlesboro, KY 40965
- iii. Approximate Acreage: 1.0 Acres

b. Site Eligibility for Funding

- i. The site is not listed or proposed for listing on the National Priorities List
- ii. The site is not subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA.
- iii. The property is not subject to the jurisdiction, custody, or control of the United States government.

c. Type of contamination, or potential contamination, at the site

The former motel is adjoined to the north by an abandoned gas station, which poses a threat to the catalyst property as potential contamination may have migrated south. Additionally, the building was built in 1952 and likely contains

asbestos, lead based paint and other hazardous materials that will require abatement prior to reuse. The predominant contaminant is hazardous substance.

d. Petroleum site eligibility, if applicable

- i. The property does not require a petroleum site eligibility determination.

e. Date of prior determination

Not Applicable

4. Ineligible Activities

Not Applicable

5. Letter of Commitment to the project

- a. The letter of commitment is from Discover Downtown Middlesboro, a relevant community based/non-profit organization.
- b. Not applicable as the applicant is a government entity
- c. The letter of commitment is written on organization letterhead and is signed by Isaac Kremer, the Executive Director.
- d. The letter includes role description, commitments, and contact information.

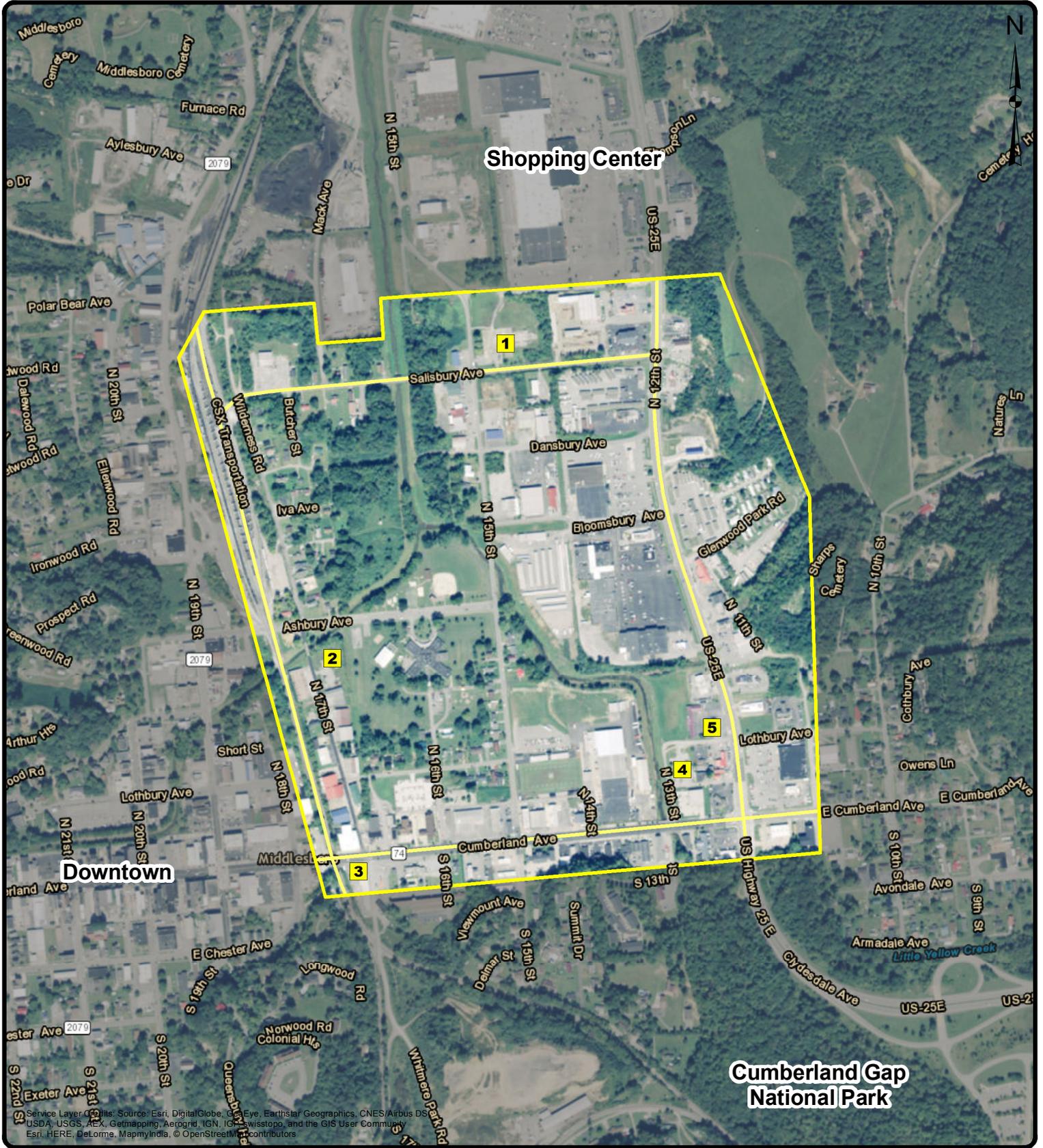
6. Substantial compliance with proposal submission instructions and requirements

- a. This proposal puts forth an acceptable project task/activities as described in Sections 1 and 4 of announcement EPA-OLEM-OBLR-16-05.
- b. This proposal addresses the criteria in Sections 3 and 5 of announcement EPA-OLEM-OBLR-16-05.
- c. This proposal complies with the stipulated page limit.

7. Proposals must be submitted through www.grants.gov.

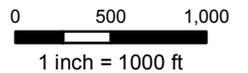
- a. Applicant DUNS Number: 071022503
- b. The proposal was submitted through www.grants.gov.

City of Middlesboro - Trace District



Catalyst Sites

- Brownfield Area-Wide Planning Boundary
- 1 Former Industrial Site
- 2 Former Bulk Oil Terminal
- 3 Abandoned Auto Sales & Service
- 4 Former Steel Roofing
- 5 Former Park View Motel



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Danelle O'Connell
Selling to the World Director

Jeannie Redmond Allen
Selling to the World Assistant

August 9, 2016

City of Middlesboro, Kentucky
Mayor William Kelley
2008 Cumberland Avenue
Middlesboro, Kentucky 40965

Dear Mayor Kelley,

Discover Downtown Middlesboro (DDM) is pleased to submit this letter of support and commitment in partnership for the City of Middlesboro's USEPA Area-Wide Planning Grant. As yourself and other City officials are surely well aware, Discover Downtown Middlesboro has been in the forefront of small towns in America and especially USEPA Region 4 advocating for Brownfield Assessment and Cleanup.

We've attended each of the last two National Brownfields Conferences, and helped to facilitate a lively and well attended session on Tactical Urbanism at the most recent conference in Chicago. We've also taken advantage of other training and technical assistance opportunities, attending workshops, participating in webinars, and networking with partner organizations including the Center for Creative Land Recycling and the Community Development Finance Association.

We understand that the urgency for this request from the City of Middlesboro is two-fold – we as a community are disproportionately impacted by contaminated sites due to our industrial heritage which is remarkable among small towns, and the extended legacy of our coal industry which has brought run-off from mine scarred lands, and amplified social and economic challenges we face due to recent massive job cuts. We as a community are striving to respond to these many challenges though it will require using every tool at our disposal.

Regular reinvestment statistics we collect show competing trends of ongoing decline and neglect and the early stirrings of improvement. On the neglect side commercial areas in the City still have a vacancy rate in excess of 16% and significant job losses caused by businesses closing. Improvement is evidenced by the fact that each of the past two years over 100 new jobs have been created downtown and over two-dozen new businesses have opened. If we have a chance for our community to be successful while the region we are in continues to struggle and atrophy jobs, the important work of assessing our brownfield sites and moving towards their improvement will be a key ingredient to our success.

Lastly, the Downtown Middlesboro Strategic Plan that was adopted by our Board in 2013 calls for the City to "Perform a corridor study along Cumberland Avenue to identify sites that have environmental contamination." Further, we identified brownfield sites and the need for their revitalization. With this application the City of Middlesboro is helping to achieve that potential while addresses a larger area in need for the community. Our commitment to the project is to provide staff and volunteer support to help identify brownfield sites, get information to the 224 businesses in our downtown district, and to support the project as needed. I will serve on the advisory board and assist the City in running the planned public involvement meetings. We will also utilize our website and Facebook page as a way to inform citizens of opportunities to be involved in the grant planning process and future implementation.

Contact Information

The Palace
2008 Cumberland Avenue

City Hall, 2nd Floor
Room 8
(606) 248-6155
downtonnmiddlesboro@gmail.com
www.downtonnmiddlesboro.org

Mailing Address

P.O. Box 1156
Middlesboro, KY 40965

Thank you,

Isaac Kremer, Executive Director

Attachment III
Additional Letters of Commitment



August 3, 2016

To Whom It May Concern,

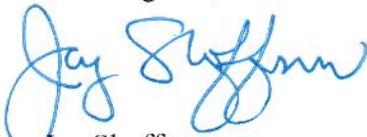
At JRS Restaurant Corp, we aim to provide excellent service and food in order to grow our business and contribute to our community. A large part of this is the concept of remaining actively involved and giving back in order to better the community. We feel that by supporting the City of Middlesboro we are in turn supporting the community, as we share the City's goals for this grant of planning and ultimately eliminating potential hazards and contamination at properties within its community.

One of our restaurants is within the proposed project area and we agree that brownfield redevelopment is crucial to the success of current and future businesses in and around the City. The primary goal of attracting more patrons and travelers into the heart of Downtown Middlesboro means increased business for all of our community and we will support this goal in any way possible.

Being a community restaurant organization, JRS has unique access to community resources as well as a host of eager employees and customers who are members of the community. We are all willing and excited to partner with the City, and can commit to providing assistance in a variety of ways including serving on the advisory group. As active members of our community, we can provide basic information and outreach about the grant and the grant process as well as advertising public involvement events. We can provide news and updates regarding the grant through our various outlets including our community boards to ensure that everyone who walks through our doors is fully informed about how they can participate in the planning of our community. This will also allow us to connect eager volunteers who will be willing to help in any way they are able with the grant project.

We sincerely appreciate the efforts made by the City in their pursuit of funding from this grant, and we hope that together we can successfully better the lives of the members of our community. I may be reached at (606) 248-8352.

Best Regards,



Jay Shoffner



Nagle Law Offices

Attorneys at Law

1914 Cumberland Avenue

Post Office Box 248

Middlesboro, Kentucky 40965

TELEPHONE

(606) 248-2144

FAX (606) 248-2774

***KEITH A. NAGLE**

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*Also Licensed in Tennessee

JENNIFER F. NAGLE

jennifernagle7@gmail.com

August 5, 2016

City of Middlesboro, Kentucky

Mayor Bill Kelley

2008 Cumberland Avenue

Middlesboro, Kentucky 40965

Dear Mayor Kelley,

On behalf of Nagle Law Offices, I write with wholehearted support for the City of Middlesboro's EPA Area Wide Planning Grant application. Our practice is invested in our community and region, and we regularly assist new businesses and industry to find suitable sites with which to locate.

This grant will assist in providing a plan to redevelop sites for new industry, thus creating job growth all of which is directly related to many of our goals as a firm. This economic impact will in turn make our community more attractive to individuals who may consider shopping, working, or living in our area. Additionally, the entire region will benefit as the local economy and quality of life improves with new businesses and a healthier environment, as cleanup and redevelopment takes place as a result of this grants implementation.

For the planning project, we are committed to participating as a planning partner at collaborative advisory group and public meetings where discussion of land re-use, strategies for remediation and funding sources, among other topics will be discussed. We look forward to discussing potential reuses for the suggested project area and catalyst site. We believe community involvement as a partner in the planning activities will assure environmental justice and social equity considerations are taken into account when brownfields are assessed and remediated. Additionally, we can assist in identifying new and growing businesses to bring into the community to potentially redevelop the sites following grant plan implementation. Nagle Law Offices is pleased to continue this mutually beneficial partnership, and we are excited to see how this will help to grow our community and improve quality of life in the entire region.

Very truly yours,

Keith A. Nagle

KAN\ps

letters\aug2016\kelley.ddm

ACTION REALTY COMPANY

1622 CUMBERLAND AVENUE

MIDDLESBORO KY 40965

Janice S. Miller, Realtor

606 269 3740

606 248 7653

August 8, 2016

To Those Whom It Concerns,

Action Realty Company is proud to hear that the City of Middlesboro is pursuing efforts to improve our local community and want to continue our partnership in economic development through the EPA Brownfield Area-Wide Planning Grant.

Action Realty Company has served southeastern Kentucky for more than 20 years. As a locally owned and operated real estate agency with our office in the project area off of East Cumberland Avenue, we understand the importance of redeveloping this section of the City as we see it out our window every day. Additionally, I personally own property near the City's top catalyst site the former bulk storage terminal and can advocate towards the benefit of planning for redevelopment of this property. This site is also a current listing with my firm and attest to the difficulty in marketing the site due to its current state.

Our Real-estate office has many resources that will support the City's goals for the grant including listings of commercial properties within the project area. As a supporter of entrepreneurs and small businesses, we will continue seeking out and encouraging businesses to locate and expand in Middlesboro, particularly within the project area. We will partner on the grant and future implementation through providing pamphlets and flyers at our office, to inform residents and business owners of opportunities to be part of the planning process as well as serve on the advisory group. We look forward to participating in plan development and implementation.

Sincerely,

Jan Miller, Realtor
ACTION REALTY COMPANY
606 248 7653 or 606 269 3740
Jan@actionrealtycompany.com



Jan Miller
Realtor



1622 Cumberland Avenue
Middlesboro, KY 40965
jan@actionrealtycompany.com

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Appalachian Regional Healthcare

July 27, 2016

To Whom It May Concern:

Middlesboro ARH is a 96 bed Joint Commission accredited acute care hospital located at 3600 Cumberland Avenue, Middlesboro, KY 40965. We are part of the larger Appalachian Regional Healthcare system, which serves over 350,000 residents in eastern Kentucky and West Virginia. We have 4 physician offices and clinics located in downtown Middlesboro. We are committed to the at risk and underserved population in Bell County and are very involved in improving the health of the community as well as supporting economic growth. We feel that by supporting the City of Middlesboro we are in turn supporting the community, as we share the City's goals for this grant of planning and ultimately eliminating potential health hazards and contamination at properties within the community.

The primary goal of attracting more patrons and travelers into the heart of Downtown Middlesboro means increased business for all of our community and we will support this goal in any way possible.

As a health care provider, Middlesboro ARH has unique access to community resources and as the community's 2nd largest employer to a host of eager employees. We are willing and excited to partner with the City, and can commit assistance in a variety of ways, such as providing:

- Basic health information and statistics for the grant and planning process.
- Conference rooms for volunteers and organizers in which to meet.
- Participation by senior hospital leadership in the planning process as needed.
- Outreach information about the grant and the grant process as well as advertising public involvement at our events.
- News and updates regarding the grant through our various outlets to ensure that everyone who walks through our doors is fully informed about how they can participate in the planning of our community. This will also allow us to connect eager volunteers who will be willing to help in any way they are able with the grant project.

We sincerely appreciate the efforts made by the City in their pursuit of funding from this grant, and we hope that together we can successfully better the lives of the members of our community.

Respectfully,

A handwritten signature in black ink that reads "Michael Slusher". The signature is written in a cursive, flowing style.

Michael Slusher, FACHE
Community Chief Executive Officer
Middlesboro ARH
Telephone: (606) 242-1300
E-mail: mislusher@arh.org



July 21, 2016

City of Middlesboro, Kentucky
Mayor Bill Kelley
2008 Cumberland Avenue
Middlesboro, Kentucky 40965

Honorable Mayor Kelley,

The Bell County Chamber of Commerce finds the decision to support the City of Middlesboro's application for the EPA Brownfields Area-Wide Planning grant, to be a simple one. The goals of the City in pursuing this grant fits perfectly with the goals of the Chamber. If this funding is awarded and results in the redevelopment of previously vacant or contaminated sites in the area, this will attract new businesses and create growth opportunities for our existing business community members.

The Bell County Chamber of Commerce is a community-minded business organization committed to the growth and development of the local economy. We meet this goal by working to attract new and better paying jobs to Bell County, helping keep and grow existing businesses, aiding Bell County residents to achieve their dream of owning a business, and promoting Bell County as a great place to live and visit. This grant will assist in serving this purpose, as the implementation of the Area-Wide Plan will provide the foundation for attracting new businesses and jobs, thus improving our economic diversity and local quality of life.

The Bell County Chamber of Commerce is pleased to commit our support to this grant through participation in development and implementation of the Area-Wide Plan. We will provide information to our members regarding participation/input opportunities via email and on our community website. We will also utilize our facebook page to advertise public meetings, grant milestones, and future implementation updates. Additionally, through working with the business community the Chamber can assist new businesses in locating at the catalyst properties in the target area if their needs fit. We are willing to commit additional assistance as needed by the City throughout the grant process and into the future.

Thank you for your efforts,

Candice Jones
Executive Director
Bell County Chamber of Commerce
606-248-1075
chamber@bellcountychamber.com



To The Honorable Mayor Kelly,

On behalf of the Bell County Tourism Commission, we would like to take this opportunity to express our support for the EPA Brownfield Area-Wide Planning Grant Application. We believe that in order for our area to achieve its full potential, a project such as this to revive contaminated and/or currently unusable properties throughout the city needs to happen.

From a tourism perspective, it is clear how such a program could positively impact Middlesboro. When our city hosts visitors from out of town, we get just one chance to make a positive first impression. If their visit is remembered with dilapidated structures or vacant lots, of course that resonates with them and is something they remember going forward. Images like that can lead to them not visiting again. Tourism and our downtown development go hand in hand. They often go in the same direction, and it is up to us to make sure that direction is progressively forward.

It is crucial that our city jump on every opportunity available to improve our great city, and this grant would help revitalize our downtown in ways not seen before. Tourism will be happy to help this project however we can, whether it be offering meeting space in the Arthur Building, helping get the word out via our social media sites, etc. We will also participate in an advisory group that would meet to discuss the plan, community feedback, timelines and goals.

Thanks for your consideration!

Cordially,

Jon Grace / Bell County Tourism Director

Office: 606-248-2482 / Cell: 606-499-0567

Email: jon@bellcountytourism.com / Website: www.bellcountytourism.com

Attachment IV
Other Factors Checklist

Appendix 2: Other Factors Checklist

Name of Applicant: Middlesboro, Kentucky

Please identify with an **X** any of the items below which may apply to the applicant’s BF AWP project area as described in your proposal. To be considered for an Other Factor, include the page number where each applicable factor is discussed in your proposal. EPA may verify these disclosures and supporting information prior to selection and may consider this information during the evaluation process. Attach documentation to the proposal as applicable. If this information is not clearly discussed in the narrative proposal or in any of the attachments, it will not be considered in the grant selection process.

X	Other Factor	Page #
	<i>None of the Other Factors are applicable.</i>	
	BF AWP project is in an urban area (city population is 100,000 or more).	
x	BF AWP project is in a rural area (city/town/village/unincorporated area/etc. population is 20,000 or less and is not located in a Metropolitan Statistical Area).	1, 2
x	BF AWP project is in a micro community (city/town/village/unincorporated area/etc. population of 10,000 or less).	1, 2
	Applicant is or is applying on behalf of a federally recognized Indian Tribe or an entity from a United States Territory.	
	Applicant is a POWER+ community who is proposing a BF AWP project area with one or more eligible catalyst, high priority brownfield site(s) and a recently closed (2008 or later) or closing power plant.	
	Applicant’s catalyst, high priority brownfield site(s) is (are) tied to recent (2008 or later) natural disaster(s) within the BF AWP project area.	
	Applicant’s catalyst, high priority brownfield site(s) is (are) tied to a recent (2008 or later) manufacturing industry plant closure within the BF AWP project area.	
	Applicant’s catalyst, high priority brownfield site(s) are tied to a recent (2008 or later) significant economic disruption, <u>unrelated</u> to a natural disaster, manufacturing industry plant closure or closing/closed power plant, within the BF AWP project area, resulting in a significant percentage loss of community jobs and tax base.	
	Applicant is a recipient or a core partner of HUD-DOT-EPA Partnership for Sustainable Communities (PSC) grant funding or technical assistance that is directly tied to the BF AWP project area, and can demonstrate that funding from a PSC grant/technical assistance has or will benefit the BF AWP project area. Examples of PSC grant or technical assistance include a HUD Regional Planning or Challenge grant, DOT Transportation Investment Generating Economic Recovery (TIGER), or EPA Smart Growth Implementation or Building Blocks Assistance, etc. <i>Attach documentation of PSC recipient or core partner status.</i>	

	<p>Applicant’s BF AWP project area is directly tied to EPA’s Making a Visible Difference (MVD) initiative, and the applicant can demonstrate that funding/technical assistance/other resources from the MVD initiative has or will benefit the BF AWP project area. Applicant must clearly demonstrate there is a nexus between their MVD status and the proposed brownfields activities.</p>	
	<p>Applicant is a recipient of an EPA Urban Water grant and can demonstrate that that funding/technical assistance/other resources from the Urban Waters grant has or will benefit the BF AWP project area. Applicant must clearly demonstrate there is a nexus between their Urban Waters efforts and the proposed brownfields activities.</p>	
	<p>Applicant is designated as a HUD Promise Zones community, and can demonstrate that funding/technical assistance/other resources from the Promise Zones designation has or will benefit the BF AWP project area. Applicant must clearly demonstrate there is a nexus between their Promise Zones designation and the proposed brownfields activities. <i>Attach documentation of HUD Promise Zone community status.</i></p>	
	<p>Applicant is one of the 24 recipients, or a core partner/implementation strategy party, of a “manufacturing community” designation provided by the Economic Development Administration (EDA) under the Investing in Manufacturing Communities Partnership (IMCP). To be considered:</p> <ul style="list-style-type: none"> • Applicant must clearly demonstrate in the proposal that there is a nexus between their IMCP designation and the proposed BF AWP project. • Attach documentation which demonstrates either designation as one of the 24 recipients, or relevant pages from a recipient’s IMCP proposal which lists/describes the core partners and implementation strategy parties. A core partner/implementation strategy party is a local partner organization/jurisdiction that will carry out the proposed strategy, as demonstrated in letters of commitment or memoranda of understanding which documents their contributions, roles, and responsibilities to the partnership. EDA may provide to EPA a list of the core partners/implementation strategy parties for each of the 24 “manufacturing community” designees, which EPA would use to verify this other factor. 	