

# UPPER COASTAL PLAIN

## COUNCIL OF GOVERNMENTS

121 W. NASH STREET (27893)  
P. O. BOX 9

WILSON, NORTH CAROLINA 27894

R04-24-A-027

TELEPHONE: 252.234.5952

FAX: 252.234.5971

- 1) Applicant Identification: Upper Coastal Plain Council of Governments (UCPCOG)  
121 West Nash Street, Wilson, NC 27893  
PO Box 9, Wilson, NC 27894
- 2) Funding Requested:
  - a) Assessment Grant Type: Community-wide
  - b) Federal Funds Requested: \$500,000.00
- 3) Locations:

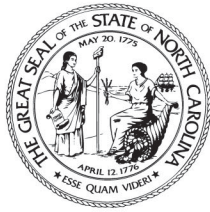
The Upper Coastal Plain Council of Governments region and this application covers a five-county jurisdiction in North Carolina: Edgecombe, Halifax, Nash, Northampton, and Wilson. Priority sites towns are Princeville, Enfield, and Scotland Neck, NC.
- 4) Target Area and Priority Site Information: This application initially focuses on Priority Sites in the Target Areas of the small, economically distressed, environmental justice challenged, POC majority Towns of Princeville (Edgecombe County), Enfield and Scotland Neck (Halifax County).
  - a) Princeville Priority Site: 194-210 Concrete Rd, Tarboro, NC 27886  
Census Tract Target Area: 0209.00
  - b) Enfield Priority Site: 505 S McDaniel St, Enfield, NC 27823  
Census Tracts Target Area: 9309.01 & 9309.02
  - c) Scotland Neck Priority Site: Parcel ID 1100827, 1202 Main St., Scotland Neck, NC 27874  
Census Tracts Target Area: 9311.01 & 9311.02
- 5) Contacts:
  - a) Project Director: Ron Townley, Phone: (252)234-5965, email: [rtownley@ucpcog.org](mailto:rtownley@ucpcog.org)  
Mailing Address: PO Box 9, Wilson, NC 27894
  - b) Chief Executive: Robert Hiatt, Phone: (252)234-5950, email: [rhiatt@ucpcog.org](mailto:rhiatt@ucpcog.org),  
Mailing Address: PO Box 9, Wilson, NC 27894
- 6) Populations of Priority Site City and Town:
  - a) Princeville, NC: 1,254
  - b) Enfield, NC: 1,865
  - c) Scotland Neck, NC: 1,640

7) Regional Priorities Form/Other Factors Checklist:

Other Factor	Page #
Community population is 10,000 or less: Princeville, Enfield, and Scotland Neck	1
Applicant is, or will assist, a federally recognized Indian tribe or United States territory.	NA
The priority site(s) is impacted by mine-scarred land.	NA
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them):	N/A
The priority site(s) is in a federally designated flood plain. Princeville – Tar River,	1, 3, 5,
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	N/A
The reuse of the priority site(s) will incorporate energy efficiency measures.	4, 9
The proposed project will improve local climate adaptation/mitigation capacity and resilience to protect residents and community investments.	1,2, 3, 4, 5, 6, 9
At least 30% of the overall project budget will be spent on eligible reuse/areawide planning activities, as described in Section I.B., for priority site(s) within the target area(s).	NA
The target area(s) is located within a community in which a coal-fired power plant has recently closed (2013 or later) or is closing.	N/A

8) Letter for State Authority: Attached

9) Releasing Copies of Applications: not applicable



NORTH CAROLINA  
*Environmental Quality*

November 2, 2023

ROY COOPER

*Governor*

ELIZABETH S. BISER

*Secretary*

MICHAEL SCOTT

*Director*

Ron Townley, Project Manager  
Upper Coastal Plain COG  
121 W. Nash St.  
Wilson, NC 27893  
[rtownley@upcog.org](mailto:rtownley@upcog.org)

Re: U.S. EPA Brownfields Community-Wide Assessment Grant  
Upper Coastal Plain Council of Governments

Dear Mr. Townley,

The North Carolina Department of Environmental Quality (DEQ) Brownfields Redevelopment Section (BRS) acknowledges and supports the Upper Coastal Plain Council of Governments' (UCPCOG) application for a U.S. EPA Brownfields Community-Wide Assessment Grant. We understand your grant will focus on the regions of UPCOG's footprint for Edgecombe, Halifax, Nash, Northampton, and Wilson Counties and will have a strong environmental justice focus. The purpose of the grant will be to bring revitalization to these communities, which would be a tremendous economic development success for the UPCOG region.

The BRS offers technical project guidance to help ensure assessments conducted utilizing grant funds are in accordance with our program requirements throughout the life of your project. Coordination with the BRS is critical to ensuring that the assessments make efficient use of the federal funds awarded. The BRS can also assist with evaluating the benefits of entering specific properties into our State Brownfields Program through a brownfields agreement. A brownfields agreement outlines the controls needed to make the site safe for the intended reuse and is often a marketing tool for developers and instrumental in securing redevelopment financing. Additional tax incentives are also available upon completion of Brownfields redevelopment if completed in the State's Program.

We hope that the UPCOG is successfully awarded this grant, but we will continue to support you in your Brownfields redevelopment efforts whether a grant is awarded or not. We truly believe successful Brownfields projects can rejuvenate a community.

Sincerely,

Jordan Thompson  
Brownfields Project Manager

ec: NCDEQ Brownfields Public Outreach Team



North Carolina Department of Environmental Quality | Division of Waste Management  
217 West Jones Street | 1646 Mail Service Center | Raleigh, North Carolina 27699-1646  
919.707.8200

## **IV.E. Upper Coastal Plain Brownfields Community-Wide Assessment Grant Narrative**

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

#### **a. Target Areas and Brownfields**

**i. Overview of Brownfield Challenges and Description of Target Area:** The geographic boundary of this effort covers the Upper Coastal Plain Council of Governments (UCPCOG) Region, consisting of five of the most distressed NC Tier 1 Counties (Edgecombe, Halifax, Nash, Northampton, Wilson) and 41 chronically impoverished municipalities therein. This coastal plain is a mix of environmentally important flood prone wetlands, farmlands and forests containing five sensitive watersheds that empty into the sounds of NC. The largely minority populated small cities and rural towns within the boundary contain a highly disproportionate number of failed commercial and industrial developments. This is primarily due to the loss of hundreds of small manufacturers and industries and the downturn of the tobacco industry. The UCPCOG, as lead applicant, has inventoried over 400 brownfields sites with the majority located in low-income, minority, persistently impoverished small towns and city neighborhoods. The impacts of our brownfields include unknown environmental impacts to our communities, blight imposed by these shuttered businesses, and loss of jobs. Our challenge is removing the major barrier to these sites' reuse – their unknown environmental conditions. As of November 2022, the region had 72 sites on the NC Department of Environmental Quality's Inactive Hazardous Sites Branch Inventory, over 1,600 leaking UST sites, 23 confirmed former dry cleaner releases, and over 40 unregulated landfills. This grant will not only identify potential contaminant sources in our communities but provide information to allow our sites to be put back into beneficial, climate friendly, and environmentally just reuse.

We focus on three DISADVANTAGED COMMUNITIES per the Climate & Economic Justice Screening Tool, each chronically distressed with large minority populations who are victims of ongoing environmental injustice (\* Populations are 2020 Census, MHIs and Poverty are 2021 ACS, POCs are EPA EJ tool).

**Princeville (Pop: 1,254; Median Household Income (MHI): \$37,465; People of Color (POC): 97%; Poverty: 19.8%)\*** is the first and oldest town in America chartered by Black people. Entirely in a flood plain in a bend of the mighty Tar River, the town-wide flood caused by Hurricane Matthew was the 10th major flood in Princeville's 150-year history, and the second in as many decades. Matthew displaced most of the residents, wiped away entire blocks, razed the town hall, school, senior center, park, businesses, etc. To safeguard this history, several arms of the state and federal government have committed to investing millions of dollars to protect the town from floods. UCPCOG, FEMA, Army Core of Engineers, NC EM, NC Commerce, and a host of universities, non-profits, and faith-based organizations have invested countless person-hours and money, acquiring new higher ground, improving levees, and redesigning and rebuilding this historic but impoverished minority town. However, the blight associated with shuttered businesses remains. The town's catastrophes are testament to how black history is at risk from accelerating climate change, as well as a national lesson in climate adaptation and resilience.

**Enfield (Pop: 1,865; MHI: \$22,484; POC: 81%; Poverty: 31.6%)\*** is the oldest town in Halifax County located along US Highway 301, formerly the main north-south highway on the eastern seaboard. In the late 1960s with the completion of Interstate 95, traffic through Enfield dwindled. With traffic diversion came the shutdown of many businesses, primarily service stations and industrial facilities that needed direct access to the highway. But the town is actively renovating key major infrastructure, hotly pursuing downtown redevelopment, and is starting to be re-discovered as an affordable, friendly place located a short commute to large manufacturers and urban employment.

**Scotland Neck (Pop: 1,640; MHI: \$15,985; POC: 75%; Poverty: 47.4%)\***, 17 miles east of Enfield on US Hwy 251, was once a thriving agricultural town of 164+ farming families and support businesses. UCPCOG's last land-use plan and housing update revealed the farms are now worked by 4 major agribusinesses and there has been no new housing constructed since the 1970s. A closed hospital,

abandoned oil company and other past thriving businesses blot the landscape. While strapped for resources, the town is nonetheless positioned for revitalization with well-maintained community facilities like the Scotland Neck Memorial Library, municipal complex with auditorium, senior citizens center, Police and Fire station, schools, EMS station, and wellness center. Two miles away is Sylvan Heights, the world's largest waterfowl park, featuring over 2,500 birds from around the world.

**Community-Wide (Pop: 288,747; MHI: \$43,589; POC:56%)\*** In addition to priority areas and sites below, the UCPCOG will utilize remaining grant funds for other inventoried sites in the region. Priority sites are expected to be addressed in the first 12-18 months of the grant. Our project will improve distressed communities that don't have the resources to address their BF sites.

**ii. Description of Priority Brownfield Sites: Princeville** has 6-8 brownfield sites that can be addressed under this grant. These include a former truck stop, several abandoned service stations, a salvage yard, and a former agricultural distributor. The priority site is a 4.65-acre **abandoned wood treatment facility** just south of Main Street surrounded by numerous low-income residences. There are 8 vacant structures with 7,270 sq ft of dilapidated buildings. The owner has offered it as a donation to the town but there are no resources to assess the environmental conditions or conduct cleanup. The town is concerned with potential contamination from copper, chromium and arsenic and other VOCs. This site is a priority as it is an ideal location for reuse as a municipal facility or service business(es) (including a grocery) that were destroyed by the floods.

**Enfield**, along Hwy 301, has an abandoned car dealership, 12 sites with known releases from USTs, and at least 6 vacant or underutilized former service stations or businesses that used to support the traffic along this highway. The priority site is a **former service station** on Hwy 301. This 0.55-acre site is unsecured, vacant with no structures, and abuts a Church and several residences. There are concerns with USTs, petroleum contaminants and solvent related compounds from former operations. This site is a priority for the town because assessment would identify potential health threats to the adjacent church/residences and put it one step closer to its desired redevelopment as a commercial/retail facility.

**Scotland Neck** has four former dry cleaners, several abandoned fuel stations, a vacant hospital on 5 acres of land ripe for an affordable housing project, and at least a half dozen former gasoline stations. The town's priority site is the **former Chevrolet Car Dealership**. This 0.5-acre site contains one vacant 9,400-square foot structure. The site was developed as a car dealership in 1947 and operated until the 1960s. The dealership shut down and the site was operated as an auto repair facility. The site has sat vacant for over 10 years. The site sits at the south end of Main Street with residences directly behind. This site is a priority because the town would like it redeveloped with some type of commercial/retail use to bolster downtown revitalization efforts. There is also concern that VOCs associated with former auto repair operations have the potential to be causing vapor intrusion conditions at nearby businesses and residences.

**iii. Identifying Additional Sites:** In addition to our priority sites detailed, the UCPCOG will utilize remaining grant funds to address other inventoried sites in the region. Our staff and to be chosen consultant will review/refine the current inventory and update the inventory based on information gleaned during community and Steering Committee meetings and other input received from our member communities. Our consultant will also be available to perform more detailed inventory activities should the need arise. As we prioritize sites, we will focus on sites in EJ impacted, BIPOC, underserved, disadvantaged communities and use census data and CEJST to help in that endeavor. Secondly we will use the following ranking criteria: abandoned or underutilized that meet Site Eligibility requirements; existing buildings/structures/infrastructure and condition for reuse; redevelopment plans aligns with community goals; site reuse contributes to the overall revitalization efforts; potential environmental concerns; exposure potential; and site "marketability".

**b. Revitalization of the Target Area**

**i. Reuse Strategy and Alignment with Revitalization Plans:** Our target communities have no formal planning staff and rely on the UCPCOG for such services. The redevelopment of all sites in this project align with the UCPCOG’s regional [Comprehensive Economic Development Strategy \(CEDS\) 2027](#). CEDS is a progressive, unanimously adopted, federally recognized, approach to equitable revitalization across the region. CEDS was developed with input from each of these communities. CEDS over-arching Visions that align directly with our project include: “All residents have the resources necessary to lead a healthy and prosperous life” and “Community wealth is generated throughout the region.” Specific supporting Initiatives include: “work with the region’s small towns to develop public incentives and realign development to remove barriers to downtown infill and building reuse,” and “analyze the region’s infrastructure needs to help stakeholders prioritize the most strategic investments at existing or additional business and industrial sites.”

**Princeville** is a community working diligently to COMPLETELY rebuild and revitalize itself using our CEDS as its guide after 2 total loss hurricane events. While new development will occur on recently acquired higher ground granted from the state, existing land, vacant lots, and historically important sites are targeted for climate resilient reuse through elevation and appropriate design standards. Specific priorities include working toward national historic recognitions for being the first town chartered in America by Black people, strategies to grow its business and population bases, develop tourism, and represent the important roles the Black population served in Eastern NC and the Southern US. The town envisions redeveloping the former **wood treatment facility** with support businesses and/or municipal facilities destroyed by the floods.

**Enfield’s** revitalization strategies align perfectly with CEDS and focus on extensive, ongoing improvements to dated infrastructure, revitalizing a largely vacant downtown, targeted housing replacement/repair programs, highspeed internet expansion, and more. Their priority is to redevelop their brownfields along Highway 301 with new commercial/retail establishments to augment the strides in affordable living options they plan to offer to commuters from nearby urban centers and large manufacturing employers.

**Scotland Neck** is an excellent example of a small, rural town that’s strategy is to continuously preserve its rural character and charm while striving to embrace and keep up with change. The small main street still has its family-owned hardware/general store, architecturally preserved former bank buildings and other beautiful structures, and is known throughout the region as the last remaining town where you can literally park in the middle of main street via its unique design. Redevelopment of the **former Chevrolet dealership** with a commercial/retail use further the Town’s goal of downtown infill and building reuse (a key CEDS initiative).

**ii. Outcomes and Benefits of Reuse Strategy:** The reuse of our priority brownfield sites will result in additional jobs, increased property values, and increased tax revenue for these small communities, outcomes which clearly correlate to the CEDs vision of generating community wealth throughout the region. UCPCOG estimates revitalization of the priority sites alone will result in \$10,000,000 of private investment based on input from the towns’ leadership about past redevelopment interest in these sites hindered by unknown environmental conditions. Reusing structures will eliminate the larger carbon footprint associated with a new build. All priority site municipalities are engaged in current, region-wide disaster/climate mitigation/resilience planning efforts, as evidenced by flood mitigation measures taken by Princeville. These efforts also include using energy efficient measures in municipal projects. As new residents and employees arrive, increased tax revenue will help pay for planned greenspace, parks, and quality of life amenities desired by the town’s residents.

**c. Strategy for Leveraging Resources**

i. **Resources Needed for Site Reuse:** The UCPCOG is the primary resource for grants and other funding mechanisms for our small, rural communities. We have a strong track record of leveraging funds on brownfield projects, with \$58,000,000+ in leveraged funds documented in ACRES from past EPA BF Assessment Grant supported projects. If additional funds are needed for site assessment and/or remediation, we will strategically use funding available through the NC Dry Cleaning Solvent Cleanup Act program, the NC LUST Trust Fund, or apply for EPA Brownfields Cleanup or Multipurpose Grants. We also strategically use the NC Brownfields Redevelopment Section (NCBRS), which provides excellent liability protection and tax incentives to prospective developers. For site reuse, UCPCOG has a strong track record of receiving, administering, and leveraging federal, state, foundation and other sources of funds. In FY 2023, our Planning and Development Services (PDS) Department has 65 active projects representing over \$108M of dedicated to site reuse and/or economic development, with approximately \$7.5M in the target areas. Project components include low-income housing, Energy Efficiency, clean energy, rural broadband, water/sewer/stormwater infrastructure, ARPA TA, disaster resilience, climate mitigation/responses, Main Street redevelopment, and more. In 2022, the UCPCOG assisted in applying for approximately \$27M in our target areas. Lead funders over the years include US EDA, EPA, USDA, NC Dept. of Commerce, NC Dept. of Environmental Quality, and Kate B. Reynolds Foundation.

ii. **Use of Existing Infrastructure:** Every priority site has adjacent primary paved road access, nearby access to major transportation corridors (Interstate 95, Highway 301 and US 158), broadband (higher speeds coming!), water, and sewer. Priority sites have no additional key infrastructure needs for their revitalization. All of our other inventoried sites have access to key infrastructure, and many have buildings/structures that are in good condition.

## 2. **COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

### a. **Community Need**

i. **The Community's Need for Funding:** Per U.S. Census data: the UCPCOG 5-county project area population fell from 310,416 to 288,747 persons from 2010 to 2020. Each of our target community's population is less than 2,000! Median Household income for the region (\$43,589) is well below the NC (\$67,481) and national (\$74,755) averages (2021 ACS). Medium household income for our three target communities is even lower (Enfield - \$22,484; Princeville - \$20,976; Scotland Neck - \$15,985). Based on these statistics and with no staff resources to spearhead efforts, it is easy to see why Enfield, Princeville, and Scotland Neck have no resources to fund site assessment or cleanup at these sites. Regionally, Halifax County, where Enfield and Scotland Neck are located, is ranked as the fourth most distressed of the state's 100 counties while Edgecombe County, where Princeville is located, is ranked third (NC Department of Commerce). Municipal tax revenues have plummeted over the decades resulting in inadequate income to spend on basic public services. Fund balances are below recommended reserves and local taxes in the target communities are minimal, limiting public support for all but essential services. With unemployment around priority sites well over state and national averages, poverty rates far higher than state and national levels, a declining population due to aging and an exodus of youth, and a lack of employment opportunities, area non-profits and churches dedicate resources to basic food, shelter, and emergency needs. These communities rely heavily on the UCPCOG for planning & development needs including grant writing/management. UCPCOG receives very limited dues from members, 1.6% of the total organizational budget, which is divided between departments. PDS's share of dues allocation is utilized to match state and federal grants that require them. This grant will meet our communities' needs by funding environmental work at sites which will put them one step closer to reuse, which will ultimately result in the jobs, economic development and additional tax revenue desperately needed.

**ii. Threats to Sensitive Populations:** Using EPA's EJScreen Tool, U.S. Census, and NC DOC and NC State Center for Health Statistics data tools to gain a better understanding of the communities:

(1) Health or Welfare of Sensitive Populations: The sensitive population in our target areas and the UCPCOG region is low-income people of color. The region is made up of 56% people of color as opposed to 37% for NC and 40% for the US. This number rises to 65% POC in Scotland Neck, 79% in Enfield and 96% in Princeville. As stated previously, the median household income in our 5-county region is below NC and national averages, with incomes numbers in our target areas even worse. The reuse of these brownfields sites will bring new and better paying jobs to the areas, helping to address the low income status (welfare) of our residents while identifying/abating the health threats which may be associated with them. An example of our success – the reuse of one of our brownfields in Roanoke Rapids (assessed using previous grants) is resulting in the addition of 323 temporary jobs and 95 permanent jobs paying an average annual salary of \$44,108. We anticipate redevelopment of one of the brownfield sites in Princeville with a grocery will help address food needs in that small community, which will ultimately lead to better health.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions: According to EJScreen, Enfield, Princeville and Scotland Neck rank in the 94<sup>th</sup>, 94<sup>th</sup> and 82<sup>nd</sup> percentiles, respectfully, for asthma. Cancer is the leading cause of death in our region and Enfield, Princeville and Scotland Neck rank in the 52<sup>nd</sup>, 33<sup>rd</sup>, and 76<sup>th</sup> percentiles, respectively, for cancer. Asthma and cancer have been shown to be directly related to contaminants (VOCs, SVOCs, metals) suspected at our priority brownfields sites. By identifying these sources through assessment and removal of these sources during reuse, the threats they pose to our residents will be eliminated or reduced.

(3)(a) Identification of Environmental Justice Issues: Longstanding EJ issues are well documented throughout our region and have affected our communities by exposing them to higher than normal loads of pollution. These have also resulted in a lack of investment in these areas, impacting the local economy and economic standing of residents. From Princeville's founding in a flood prone swamp to the POC neighborhoods in the towns literally being redlined to "the other side of the tracks" where the landfills, wastewater treatment plants and hazardous material reliant manufacturers were located. PCB contaminated oil was spread over the highways of eastern NC counties (including four in our region) in the late 70s and that soil was buried in a landfill just across the border and hydraulically upgradient of an area of Halifax County that is almost entirely POC. EPA's EJSCREEN Tool ranks Enfield, Princeville and Scotland Neck in the 99<sup>th</sup>, 98<sup>th</sup> and 90<sup>th</sup> percentile for the UST Index. In addition, Enfield ranks in the 95% for the Wastewater Discharge Index, Princeville ranks in the 98% for the RMP Facility Proximity Index, and Scotland Neck ranks in the 90% for the Air Toxics Respiratory HI. Each of our Target Areas are identified as a disadvantaged community by CJEST due to their low-income socioeconomic status and historic overburdening in areas of climate change, energy, health, and legacy pollution (Enfield and Princeville).

(3)(b) Advancing Environmental Justice: This grant project will identify and assess contaminated sites and develop multi-faceted clean-up/reuse plans to improve the environmental quality of life for our underserved populations. By attracting new businesses to our brownfield sites, we'll eliminate the displacement of current residents and businesses. In fact, it will supply new opportunities for employment for our current residents and synergy for our current businesses. Safe reuse of these sites will also provide new business opportunities and jobs closer to home that reduce commuter traffic, associated air pollution, and help mitigate climate change affecting the entire coastal plain.

**b. Community Engagement**

**i. Project Involvement & ii. Project Roles:** The UCPCOG Brownfields Steering Committee, in place since 2010, has at least one person representing each of our member communities within the 5-county region. Each Steering Committee Official (SCO) provides input on standing agenda items which include site selection, prioritization, cleanup alternatives, potential health threats, reduction of any identified



threats, and site redevelopment opportunities. The project partners listed below are located in and/or are active as trusted local partners within our priority site communities.

Partner Name	Point of contact	Specific role in the project
<a href="#">A Better Chance, A Better Community (ABC2)</a>	Chester Williams, CEO, <a href="mailto:ceo@abc2nc.org">ceo@abc2nc.org</a> (252) 592-1197	Community outreach, environmental justice education, policy, program equity support. Youth leadership specialists.
NC Association of Community Development Corporations	Sue Perry-Cole, President & CEO, <a href="mailto:sperrycole@cnacdc.org">sperrycole@cnacdc.org</a> , (252) 443-4659	Community outreach, Environmental Justice, policy, program support. Community development, low-income housing, & gentrification specialists.
Town of Enfield	Mayor Robinson & Director Locke, <a href="mailto:rlocke@enfieldnc.org">rlocke@enfieldnc.org</a> , (252)445-3146	Property Access & site(s) revitalization support, policy, Community Engagement.
Town of Princeville	Mayor Jones & Manager Knight, <a href="mailto:gknight@townofprinceville.com">gknight@townofprinceville.com</a> (252) 823-1057	Community engagement, policy & permits, reuse/redevelopment strategy, site access.
Town of Scotland Neck	Mayor Braxton & Manager Dempsey, <a href="mailto:ndempsey@townofscotlandneck.com">ndempsey@townofscotlandneck.com</a> , (252) 826-3152	Property Access & site(s) revitalization support, policy, Community Engagement.

iii. **Incorporating Community Input:** UCPCOG will modify and utilize a proven Community Involvement Plan (CIP) developed under previous grants. Modifications will include a very targeted focus on residents and others that have traditionally been underserved, chronically distressed, and have suffered from institutional, social and environmental injustices. Climate mitigation and adaption will be one topical focus. In addition to our semi-annual Steering Committee meetings, our most effective community engagement will continue to be targeted meetings and events in each community with BF sites, especially prior to Phase II activities. All meetings will have virtual components for those who cannot participate in person. At our targeted meetings (8-10) we will solicit input and respond at that time and/or through follow-up conversations or email. Spanish translators are available at meetings as needed. UCPCOG, municipal, and partner communication techniques to relay project progress include on-site visual displays (poster boards, handouts and presentations). We will also develop a project website and continue posting updates on the UCPCOG Facebook and LinkedIn pages. We will extend materials and information through town halls and community centers. We also communicate progress and responses through an email list of over 560 constituents, local newspapers, newsletters, and reports.

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

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

<p><b><u>Task/Activity: Task 1 – Public Involvement - EPA-funded tasks/activities:</u></b></p> <p>i. <b><u>Project Implementation</u></b> UCPCOG staff will serve as community engagement coordinator <u>leading tasks</u> with one liaison partner per community as <b>see 2.b above</b>. Community engagement activities are location specific &amp; will include comprehensive, methods for compliant costs and to reach the local community with a special emphasis on those who have suffered long-standing environmental, social, and institutional justice issues. <i>Non-EPA grant resources needed to carry out tasks/activities, if applicable: N/A</i></p>
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<p><i>ii. Anticipated Project Schedule:</i> Public Involvement will occur throughout the 48-month grant period. Regularly schedule Steering Committee meeting will take place semi-annually.</p>
<p><i>iii. Task/Activity Lead:</i> UCPCOG experienced professional facilitators, planners and project managers.</p>
<p><i>iv. Outputs:</i> 8-10 site specific community engagement workshops; 2-3 general informational sessions for developers, lenders and property owners; 3-5 Pre-Phase II community outreach sessions; 6 bi-annual regional newsletters; 2 newspaper articles annually in 2 newspapers; 6-10 Brownfields Partnership meetings; social media; attend one National and one Regional Training Conference.</p>

<p><b><i>Task/Activity: Task 2 – Site Inventory: EPA-funded tasks/activities:</i></b></p>
<p><i>i. Project Implementation</i> UCPCOG staff led extensive inventory work conducted during previous grants. Our staff and chosen contractor will review/refine the current inventory and update the inventory based on information gleaned during community and Steering Committee meetings and other input received from our member communities. As additional sites are identified for eligible activities throughout the geographic boundary(ies) identified in 1.a.i., they will be prioritized for assistance based on environmental and public health needs with an emphasis on justice issues for underserved areas as well as redevelopment interest, potential to improve the community, etc. <i>Non-EPA grant resources needed to carry out tasks/activities:</i> N/A</p>
<p><i>ii. Anticipated Project Schedule:</i> Inventory work will start immediately and occur throughout the grant period. Selection for assistance will occur once priority sites’ reasonable cost estimations are known.</p>
<p><i>iii. Task/Activity Lead:</i> UCPCOG staff with support from our chosen contractor.</p>
<p><i>iv. Outputs:</i> Inventory updates, additional sites ranked, selected by program members, and assessed.</p>

<p><b><i>Task/Activity: Task 3 – Environmental Site Assessments: EPA-funded tasks/activities:</i></b></p>
<p><i>i. Project Implementation:</i> Town officials indicate they have access to each priority site. Our contractor will complete Phase I ESAs on all eligible sites in accordance with ASTM 1527-21 and the EPA’s All Appropriate Inquiries (AAI) rule (40 CFR Part 312). Phase II ESAs will be completed in accordance with ASTM 1903-11. Before the initiation of a Phase II ESA, Quality Assurance Project Plans (QAPPs) will be submitted to both EPA and NCDEQ for review and approval. <i>Non-EPA grant resources needed to carry out tasks/activities</i> N/A</p>
<p><i>ii. Anticipated Project Schedule:</i> We anticipate our Phase I ESAs to be completed by month 24. We anticipate Phase II ESAs to be completed between months 12 and 30 (some Phase II ESAs will start while Phase I ESAs are completed).</p>
<p><i>iii. Task/Activity Lead:</i> Our chosen contractor with support from UCPCOG staff.</p>
<p><i>iv. Outputs:</i> 15 Phase I &amp; 7 Phase II ESAs, 3-5 sites entered into the NC Brownfields Program.</p>

<p><b><i>Task/Activity: Task 4 - Cleanup and Redevelopment Planning: EPA-funded tasks/activities:</i></b></p>
<p><i>i. Project Implementation</i> The Contractor, UCPCOG staff and representative community members will conduct cleanup planning activities with sensitivity to environmental justice issues. The Contractor will prepare An Analysis of Brownfields Cleanup Alternatives (ABCA) or equivalent document that include cleanup costs and the best way(s) to proceed with redevelopment based on the extent of contamination and community input. The team will create redevelopment plans with the community for the targeted properties, potentially using charrettes or visioning sessions at community meetings (covered under public involvement). Our contractor will assist the UCPCOG and (re)developers with negotiating brownfield agreements. <i>Non-EPA grant resources needed to carry out tasks/activities</i> N/A</p>
<p><i>ii. Anticipated Project Schedule:</i> We anticipate these activities to take place between months 12-42.</p>
<p><i>iii. Task/Activity Lead:</i> Our chosen contractor with support from UCPCOG staff.</p>
<p><i>iv. Outputs:</i> 3 ABCAs (or equivalent) completed; site redevelopment/concept plans; number of remedial or mitigation measures implemented.</p>

<b>Task/Activity: Task 5 – Programmatic Administrative Tasks: EPA-funded tasks/activities:</b>
<i>i. Project Implementation</i> UCPCOG will provide financial and performance reporting, contractor solicitation, selection & oversight, Quarterly Reports, meetings with the EPA Project Manager and EPA team and other eligible duties. <i>Non-EPA grant resources needed to carry out tasks/activities</i> N/A
<i>ii. Anticipated Project Schedule:</i> Administration will occur throughout the 48-month grant period.
<i>iii. Task/Activity Lead:</i> UCPCOG experienced professional Planners and Project Managers.
<i>iv. Outputs:</i> Complete, and on-time, on budget, Federal, State, Local compliance including reports.

**b. Cost Estimates**

Category	Tasks (figures are x \$1,000)					
	1. Pub. Inv.	2. Inv.	3. ESAs	4. CUP	5. Admin	Total
Personnel*	\$27.3	\$7	\$27.6	\$2.1	\$12	\$76.0
Fringe*	\$11.5	\$2.9	\$8.9	\$0.9	\$5	\$29.2
Travel	\$7	\$0.5	\$1	\$0.5	0	\$9
Equipment	0	0	0	0	0	0
Supplies	\$1	0	0	0	0	\$1
Contractual	\$10	\$5	\$300	\$15	0	\$330
Other	\$10	0	0	0	0	\$10
<b>Total Direct*</b>	<b>\$66.8</b>	<b>\$15.4</b>	<b>\$337.5</b>	<b>\$18.5</b>	<b>\$17</b>	<b>\$455.2</b>
Indirect Costs*^	\$18.2	\$4.6	\$12.5	\$1.5	\$8	\$44.8
<b>Total Budget</b>	<b>\$85</b>	<b>\$20</b>	<b>\$350</b>	<b>\$20</b>	<b>\$25</b>	<b>\$500</b>

\*Personnel, Fringe, TD, and Indirect contains rounding for chart readability. Fringe rate for FY 2024 is 38.40% of Personnel. ^ Indirect is 42.557% per Federally approved cost rate plan.

**Task 1 – Public Involvement:** 8-10 local events; Personnel costs: 682.5 hours @ \$40/hour ave. + fringe = \$38,800; Contractor participation: 80 hrs. at \$125/hr. = \$10,000; Travel: \$3,500 for local events and meetings + \$2,500 for National Brownfields Conference + \$1,000 for an EPA Region IV or state level training workshop = \$7,000; \$1,000 in supplies includes materials, printing, etc. for community outreach and engagement; “Other” is \$10,000 for community engagement stipends and travel for underserved, minority, social, env. justice partners per 2CFR Part 200 and EPA guidance. Total budget is \$85,000 w/indirect support.

**Task 2 – Site Inventory:** Personnel costs: 175 hours @ \$40/hour ave. + fringe = \$9,900; 40 hours @ \$125/hr. = \$5,000 for contracted assistance + \$500 for travel in region. Total budget is \$20,000 including indirect.

**Task 3 – Environmental Site Assessments (ESAs):** Personnel: 690 hrs. @ \$40/hr.+fringe+ travel=\$37,500 Contractor budget is \$300,000: Generic QAPP (\$5,000). 15 Phase I ESAs to cost approximately \$3,500 each. We anticipate the Phase II ESA at the Former Chevrolet site to cost \$40,000, Enfield Service Station at \$35,000, and former wood treating at \$50,000. With the remaining \$117,500 in funds, we anticipate completing 4 additional Phase II ESAs at approximately \$30,000 apiece. Total is \$350K including indirect support.

**Task 4 - Cleanup and Redevelopment Planning (CUP):** Personnel Costs: 52.5 hours @ \$40/hour ave. + fringe = \$3,000; Contractor = 3 ABCAs @ \$5,000 = \$15,000 (ave. cost depends on type of document needed and scope of project); \$500 travel in region. Personnel and travel include community and stakeholder engaged redevelopment planning efforts based on ABCAs. Total budget is \$20,000 including indirect support.

**Task 5 - Administrative Tasks:** Personnel costs: 300 hours @ \$40/hour ave. + fringe = \$17,000 + \$8,000 in federally approved indirect for a total of \$25,000 (5% of EPA funds). Costs are for eligible

program tasks: BFA Cooperative Agreement Work Plan, Community Engagement Plan, contractor solicitation/selection/oversight, financial and performance reporting, meetings with the EPA Project Manager and EPA team and other eligible duties.

**c. Plan to Measure and Evaluate Environmental Progress and Results:** The UCPCOG will track/measure/evaluate our project progress through monthly status reports supplied by our contractor and information entered into EPA's Assessment, Cleanup, and Redevelopment Exchange System (ACRES). Monthly calls (minimum) with our contractor will focus on the project budget, accomplishments/outputs/outcomes and how they track with the schedule in our approved work plan. Site reuse & CUPs will consider energy efficiency and climate mitigation and adaptation. Quarterly reports will be provided to EPA. Any deviations or issues will be discussed immediately with our EPA project manager and measures taken to ensure our project remains on track to achieve our stated goals. This will include environmental justice measures that will be developed.

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

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

**i. Organizational Capacity:** UCPCOG has the proven capacity and ability to carry out and manage the programmatic, administrative, and financial requirements. We currently manage over 50 projects representing over \$70M in local, state, federal, and foundation funds. In FY2022, UCPCOG attracted over \$15M in new funds to the region for local and regional projects, supporting over 400 jobs. Recent grant funding includes ARPA Technical & ARPA Disaster Recovery Assistance, CDBG Neighborhood Revitalization, NC Rural Transformation, Clean Water & Drinking Water Management Trust Funds, local/healthy food supply chain and access funds. Where appropriate, funds can be directly available to our brownfield sites once the environmental conditions are known and addressed. **As detailed in 4.b.i.(1)**, our BF program has proven capacity during past EPA BF Assessment Grant supported projects.

**ii. Organizational Structure:** The UCPCOG is a State Authorized Regional Council of Governments and Federally recognized Economic Development District governed by a Board of Directors comprised of the 46-member governments. We have used a regional approach to address Brownfields assessments, cleanup and redevelopment since 2010. There is a BF governance & management structure to help identify, select, and prioritize sites for assessment, cleanup, etc. Members have a Steering Committee Official (SCO) with one vote on matters of importance. Technical Coordinating Committee (TCC) representatives work directly with staff on technical issues of site eligibility, ownership, priority for redevelopment, etc. Brownfields Committee meetings are open to the public. This structure ensures the timely and successful expenditure of funds and completion of the grant/project requirements.

**iii. Description of Key Staff:** Highly experienced staff at UCPCOG will be responsible for the grant management, maintaining the site inventory, and driving the community engagement process under direction of partners. The team involved in our last grant, including Project Manager Ron Townley, are in place. Ron Townley, has lead BF projects using EPA Assessment, Cleanup, and RLF funds since 2001 (an EPA BF Pilot project awarded to Land-of-Sky Regional Council of Governments) and oversees comprehensive disaster and resilience efforts through state funding. Other staff include Department Director, Ben Farmer, specializing in Economic Development; Regional Planner, Tirence Horne, who also manages Brownfields, housing revitalization, energy efficiency, clean energy, mapping, and data; Betsy Kane, Senior Planner, leads community development and revitalization and ARPA technical assistance; Helen Page, Regional Planner specializing in water/sewer/stormwater; Administrative Assistant Ginger Morris; and Kelly

Lancaster, Finance Director, financial administration compliance, budgeting, payroll, and federal funds through the ASAP system. UCPCOG has had no adverse audit findings in 46 years.

**iv. Acquiring Additional Resources:** An RFP will be issued within a month of the award notice to acquire professional environmental contractor services for the UCPCOG and partners in accordance with the procurement standards contained in 2 CFR 200's relevant sections. A prior successful and EPA compliant system is already in place to review and recommend the most qualified firm to the Executive Director and Board of Directors who is authorized for procurement. The contractor will be primarily responsible for Phase I & II ESAs, Clean-up Plans and will also assist with community outreach, ACRES, and compliance activities. We don't anticipate the need for additional resources. The UCPCOG has been successful in retaining key staff such as those proposed for this project team. However, in the event of turnover, we are experienced in quickly recruiting qualified replacements. Our team's experience with EPA and other grant projects allows for quick acquisition of additional resources should the need arise.

**b. Past Performance and Accomplishments**

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

**(1) Accomplishments:** UCPCOG was awarded 3 EPA Community-Wide Assessment grant awards (2011, 2014, 2020). Accomplishments from the first 2 grants resulted in the UCPCOG BF program receiving a 2017 National Association of Development Organizations' (NADO) Innovation Award for organizational structure, project approach, and successes with Brownfields Revitalization. Lead staff led a session at the NADO National Training Conference in September 2017 to share their model of regional success in rural, impoverished, POC communities.

Specific EPA BF Assessment Grant supported, ACRES documented, leveraged, outcomes and outputs include **work on 35 sites with over \$58M in brownfields site redevelopment occurring on 13 sites totaling 28.35 acres ready for reuse, 33 Phase I ESAs (some multi-parcel), 12 Phase II ESAs, 2 cleanup plans for the NC Brownfields Program, 71 cleanup and redevelopment jobs.** This includes \$800,000+ in committed funds for the redevelopment of the Patterson Mill site in Roanoke Rapids; CBDG catalyst award that turned 2 vacant warehouses in Littleton into a new public library; over \$200,000 for UST removals, asbestos removal, and building demolition from the City of Rocky Mount; over \$34,000,000 in property purchase/redevelopment funding, and an estimated \$4,800,000 in new market tax credits for development of the downtown Rocky Mount Event Center located in a distressed, low income, POC neighborhood. Under the grant ended 9/2023, the WestPoint Stevens site in Roanoke Rapids is about to sign a BFA and undergo an ownership change that will result in a \$125M investment in the site and bring 110 jobs. This investment is directly tied to our use of grant funds to thoroughly investigate this site. Additionally, we have conducted 51 outreach meetings held involving community residents, developers, lenders, realtors, public officials and/or Brownfields partnership members, held 15 formal presentations at events, 12 e-blast mailings of the UCPCOG brownfields program newsletter to over 400 recipients, and have had 8 write-ups in media/publications/reports.

**(2) Compliance with Grant Requirements:** UCPCOG successfully executed the 2011, 2014 and 2020 Community-Wide Assessment grant awards in "substantial compliance" with our work plans, schedules, and terms and conditions. There were NO remaining funds when the grants were closed on schedule. For each grant, our deliverables, MBE/WBE submittals, quarterly and annual reporting and ACRES reporting were timely and accurate.

## Upper Coastal Plain Council of Governments Community-Wide Assessment Grant 2024

### Threshold Criteria

#### Description of Community Involvement:

UCPCOG will modify and utilize a proven Community Involvement Plan (CIP) developed under previous grants. Modifications will include a very targeted focus on residents and others that have traditionally been underserved, chronically distressed, and have suffered from institutional, social and environmental injustices. Climate mitigation and adaption will be one topical focus. In addition to our regular Steering Committee meetings, our most effective community engagement will continue to be targeted meetings and events in each community with BF sites, especially prior to Phase II activities. Ten percent (10%) of the “public involvement” funds will be utilized to provide direct support to community trusted non-profits following EPA Guidance on Participant Support Costs, and all relevant UGG. Costs are anticipated to include the under-resourced, minority run partners’ time & work plan stipends and travel. They are vital to serve as community liaisons, help address environmental justice concerns in these underserved areas, and get real engagement from residents.

#### **Named Subrecipients:**

EPA does not require or encourage applicants to name a specific subrecipient(s) in the application for Brownfields Grant funding. UCPCOG **has not** named or identified a specific subrecipient(s) to conduct work proposed in this application. When identified, UCPCOG will comply with the requirements described in the EPA-OLEM-OBLR-22-05 RFA and applicable Federal requirements.

The plan will also consider any remaining COVID 19 issues and virtual meeting availability.

Spanish translators are available at meetings as needed. UCPCOG, municipal, and partner communication techniques to relay project progress include on-site visual displays (poster boards, handouts and presentations).

UCPCOG, City, Town and partner communication techniques to relay project progress will also include on-site displays. For those who follow on social media, UCPCOG & City Facebook and LinkedIn pages will be utilized and get updated regularly. We can also communicate progress through an email list of over 400 constituents, local newspapers, newsletters, and reports.

To help ensure participation by those with limited internet connectivity in rural areas or due to economic distress, we will extend materials and information through town halls, community centers, parks, neighborhood food sources, and others.

UCPCOG Annual Reports also connect these efforts with the region’s leadership and citizens. Additionally, the committee will actively assist partner organizations with gathering public input throughout the development of individual BF sites to ensure the neighboring communities’ input is intentionally received and listened to.

Secured key partnership commitments are listed below. Each is a local community leaders and partner thoroughly engaged with UCPCOG, have deep knowledge of their communities.

## Key Project Partners

Partner Name	Point of contact	Specific role in the project
<a href="#">A Better Chance, A Better Community (ABC2)</a>	Chester Williams, CEO, <a href="mailto:ceo@abc2nc.org">ceo@abc2nc.org</a> (252) 592-1197	Community outreach & engagement, social & environmental justice education, policy, program equity support. Youth leadership specialists.
NC Association of Community Development Corporations	Sue Perry-Cole, President & CEO, <a href="mailto:sperrycole@cnacdc.org">sperrycole@cnacdc.org</a> , (252) 443-4659	Community Outreach & Engagement, Social & Environmental Justice, policy, program support. Community development, low-income housing, & gentrification specialists.
Town of Enfield	Mayor Robinson & Director Locke, <a href="mailto:rlocke@enfieldnc.org">rlocke@enfieldnc.org</a> , (252)445-3146	Property Access & site(s) revitalization support, policy, Community Engagement.
Town of Princeville	Mayor Jones & Manager Knight, <a href="mailto:gknight@townofprinceville.com">gknight@townofprinceville.com</a> (252) 823-1057	Community engagement, policy & permits, reuse/redevelopment strategy, site access.
Town of Scotland Neck	Mayor Braxton & Manager Dempsey, <a href="mailto:ndempsey@townofscotlandneck.com">ndempsey@townofscotlandneck.com</a> , (252) 826-3152	Property Access & site(s) revitalization support, policy, Community Engagement.

**Brownfields Committee:** UCPCOG, as a 46-member governmental regional organization, has many standing committees, task forces, working groups, etc. that form around topics and issues of common interest. UCPCOG has led a regional brownfields partnership since 2010. This group consists of both county and municipal elected officials and their professional staff (Planners, engineers, administrators, as well as public works, parks & recreation, and health).

This group meets annually when unfunded and quarterly when project funds are available to assist priority sites. Members actively engage the community, local leadership, prospective developers and site owners, and help update site inventories. They are deeply engaged in the priority site selection process and how limited available grant funds will be spent and where other technical and community outreach assistance will be provided.