

## Narrative Information Sheet

### 1. Applicant Identification

City of Ponderay  
288 Fourth Street  
PO Box 500  
Ponderay, ID 83852-0500

### 2. Funding Requested

- a. Grant Type: Multipurpose
- b. Requested Amount: \$800,000
- c. Contamination: Hazardous Substances

### 3. Location

City of Ponderay, Bonner County, Idaho

### 4. Contacts

#### a. Project Director

Erik Brubaker  
Planning, Parks and Development Director  
City of Ponderay  
288 Fourth Street  
PO Box 500  
Ponderay, ID 83852-0500  
[planner@ponderay.org](mailto:planner@ponderay.org)  
208-265-5468

#### b. Chief Executive/Highest Ranking Elected Official

Steve Geiger, Mayor  
City of Ponderay  
288 Fourth Street  
PO Box 500  
Ponderay, ID 83852-0500  
[mayor@ponderay.org](mailto:mayor@ponderay.org)  
208-265-5468

5. Population

1,032<sup>1</sup>

6. Other Factors Checklist

<b>Other Factors</b>	<b>Page #</b>
Community population is 10,000 or less.	1
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
The priority brownfield site(s) is impacted by mine-scarred land.	5
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).	1
The priority site(s) is in a federally designated flood plain.	4
The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	

7. Letter from the State or Tribal Environmental Authority

A letter from our State Authority, the Idaho Department of Environmental Quality, is attached.

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<sup>1</sup> *United States Census, American FactFinder – Community Facts, 2013-2017 American Community Survey 5-Year Estimates, Ponderay city, Idaho, 1/10/2019.*



STATE OF IDAHO  
DEPARTMENT OF  
ENVIRONMENTAL QUALITY

1410 North Hilton • Boise, ID 83706 • (208) 373-0502  
[www.deq.idaho.gov](http://www.deq.idaho.gov)

Brad Little, Governor  
John H. Tippets, Director

January 29, 2019

Mayor Steve Geiger  
City of Ponderay  
288 Fourth Street  
PO Box 500  
Ponderay, ID 83852-0500

Re: State Acknowledgement Letter to City of Ponderay Regarding EPA Brownfields Multipurpose Grant Application

Dear Mayor Geiger,

This letter acknowledges that the City of Ponderay (City) notified the Idaho Department of Environmental Quality (IDEQ) - the designated State Environmental Authority - that the City of Ponderay is submitting to the United States Environmental Protection Agency (EPA), a \$800,000 Brownfields Multipurpose Grant Application Ponderay, Idaho community. The notifications to IDEQ satisfy the notification criterion of the EPA Proposal Guidelines for Brownfields Multipurpose (MP) Grants.

Not only is the State informed of the City's intent to apply for federal funding, the State is very supportive of these efforts to revitalize brownfield properties, mitigate potential health risks, and restore economic vitality. In 2009, the EPA and IDEQ entered into the Pend D'Oreille Bay Trail Brownfields Assessment Coalition Hazardous Substance and Petroleum Area Wide Assessment Cooperative Agreement (2B00J03401) in the amount of \$650,000. Coalition Assessment Partners include IDEQ, and the cities of Ponderay, Sandpoint and Kootenai, and Bonner County. Under the Grant, IDEQ's contractors assessed 19 properties totaling 91.25 acres located between the Burlington Northern Santa Fe Railway Company (BNSF) railroad right-of-way and the Lake Pend Oreille shoreline. Of the 19 properties assessed, three properties associated with the former Panhandle Smelting and Refining Company totaling 23.02 acres require further assessment, cleanup and revitalization. The City is the owner of one of these properties. The other two properties associated with the smelter are owned by a private party and BNSF.

IDEQ strongly supports the City of Ponderay in their Brownfields Multipurpose Grant and believes the stated goals of the grant meet the mission for Brownfields assessment, cleanup and revitalization.

Very Truly Yours,

A handwritten signature in black ink, appearing to read "Eric Traynor", written over a horizontal line.

Eric Traynor  
Brownfields Response Program Manager  
Idaho Department of Environmental Quality  
Phone: (208) 373-0565  
Email: [eric.traynor@deq.idaho.gov](mailto:eric.traynor@deq.idaho.gov)

## **Threshold Criteria for Multipurpose Grants**

### **1. Applicant Eligibility**

In accordance with Idaho Code, Title 50, the City of Ponderay is a municipal corporation.

### **2. Community Involvement**

Public outreach and involvement are necessary to engage community stakeholders in the planning of the project and ensuring that the public is aware of the benefits of the work, particularly when remediation begins. The community outreach plan includes:

- Press releases will be prepared and distributed to the Bonner County Daily Bee, Sandpoint Reader, the Spokesman-Review, Sandpoint Online, and local radio stations, as well as posted on the City's website and linked to via social media when the grant is awarded and to announce public meetings, including a public workshop prior to 30-day comment period for the remediation.
- A legal notice will announce the 30-day comment period in the Bonner County Daily Bee;
- A kick-off planning meeting, open to the public, and involving stakeholders will be held;
- Stakeholder communication will be maintained via regular e-mails and social media updates;
- Public input, including a minimum of two public meetings for plan input, will be solicited by the planning contractor;
- A page on the City's website for the project will be created and updated as needed. The City will also deliberate decisions regarding the cleanup and revitalization plans in City Council meetings;
- The Annual Ponderay Neighbor Day community event will feature the Brownfields cleanup project and solicit public input;
- Public input opportunities and updates will be promoted on the Friends of the Pend d'Oreille Trail and Idaho Conservation League websites, social media platforms and in quarterly newsletters; and
- The Idaho Department of Environmental Quality (IDEQ) Voluntary Cleanup Program will be set up to receive and incorporate comments from the public. The Voluntary Remediation Work Plan will be made available for public comment. After any comments are satisfactorily resolved, the work plan is approved for implementation.

### **3. Target Area**

The targeted area includes 1,032 people in the City of Ponderay within Bonner County, which has a total population of 43,560 (2017 ACS). The waterfront edges of the City is side-by-side along a two-mile stretch of the northern shoreline of Lake Pend Oreille, shared by the cities of Sandpoint and Kootenai. This shoreline is locally known as the Pend d'Oreille Bay Trail (POBT). The POBT is a scenic pathway that connects these communities along the shoreline of Lake Pend Oreille, paralleled by the Burlington Northern Santa Fee Railway Company (BNSF) and the Montana Rail Link Railroad (MRL) mainline tracks.

In 2009, IDEQ, the State of Idaho's environmental authority, was awarded an EPA Coalition Assessment Cooperative Agreement (2B00J03401) in the amount of \$650,000, for Community Wide Hazardous Substance and Petroleum Brownfield Assessment (POBT-CA). Coalition Assessment Partners include IDEQ, and the City of Sandpoint, the City of Ponderay, the City of Kootenai, and Bonner County. The POBT consists of five zones with 19 separate properties

totaling 91.25 acres in a mix of privately-owned and municipality-owned properties located between the BNSF right-of-way (ROW) and shoreline.

#### **4. Affirmation of Brownfield Site Ownership**

The Brownfield properties are directly across the BNSF tracks from Ponderay's oldest neighborhood and includes the site of the former Panhandle Smelting and Refining Company (PSRC). The PSRC is an EPA-recognized Brownfields property located within the POBT. The PSRC was built in 1904 to process lead and silver ore from local mines. Beset by lawsuits, the smelter operated intermittently until 1910 and closed permanently in 1913 through foreclosure proceedings. By December 1922, salvage crews had dismantled the plant and scrapped all salvageable materials.

Under the POBT Coalition CA, the following property is owned by the City of Ponderay and meets EPA site eligibility criteria and is registered in the EPA ACRES database as:

- POBT Zone 4, Property 14, PSRC, Tax 91. EPA ACRES # 118401. EPA Site Eligibility Approval: November 9, 2011

The hope of this grant is to bring the following properties into the overall cleanup and redevelopment of the PSRC via purchases or fee simple transfers of the deeds, which both received site assessments under the POBT Coalition CA.

- POBT Zone 4, PSRC, Martin Property: EPA ACRES # 118343. Owned by Dana L. Martin. EPA Site Eligibility Approval: November 9, 2011
- POBT Zone 4, Property 15, PSRC, BNSF Railway Co., Right-of-Way. EPA ACRES # 118761. Owned by BNSF. EPA Site Eligibility Approval: November 9, 2011

#### **5. Required Cost Share**

The City of Ponderay is contributing \$40,000 cash to this project, which will come out of the City's General Fund.

## **Narrative**

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

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

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

The City of Ponderay is located along the shoreline of Lake Pend Oreille, the largest natural lake in Idaho. Our city is a regional commercial hub with a population of 1,032 in northern Idaho's Bonner County (population 43,560), and neighbors the cities of Sandpoint, a popular year-round tourist destination with 8,390 residents; and Kootenai, a small residential community of 834 people. Running along a portion of the shoreline between the cities is the Pend d'Oreille Bay Trail (POBT). This undeveloped trail has the potential to connect our three communities to each other and the lake.

The U.S. Army Corps of Engineers (USACE) installed shoreline rip rap along much of the project area from 1964 to 2011 to protect the railroad grade from flooding and erosion. This work created the foundation for a rudimentary shoreline trail in Ponderay. For many years, this unofficial trail was used by locals, even though it traversed undeveloped private property, railroad right-of-way (ROW) and involved dangerous access over busy railroad tracks. Despite its limited and unsafe access, the trail became popular for walking, biking, jogging, watching wildlife, and reaching Lake Pend Oreille.

Historical land uses of the Panhandle Smelting and Refining Company (PSRC) have left their mark on the trail corridor and the Ponderay Village neighborhood. Remnants include concrete abutments and a large slag heap on the lake's edge—known locally as Black Rock. Present-day concerns about potential environmental impacts to the land and shoreline led to assessments of several properties along the trail.

Planning for the trail corridor began in earnest in the mid-2000s and coincided with Idaho Department of Environmental Quality (IDEQ), the State of Idaho's environmental authority, strategy for assessing and cleaning up contamination at historical sites within the trail corridor. The final project is envisioned as a 2-mile trail with 10 to 40-acre network of parks, public spaces and natural areas connecting all three shoreline communities. In the past few years much has been accomplished, including the community's purchase of more than 1 mile of the southern trail section from private owners, and IDEQ's comprehensive brownfields assessment of potential areas of contamination. Further progress is blocked by the need to clean up the contaminated shoreline.

##### **ii. Description of the Priority Brownfield Site(s)**

In 2009, the U. S. Environmental Protection Agency (EPA) and IDEQ entered into the POBT Brownfields Assessment Coalition Hazardous Substance and Petroleum Area Wide Assessment Cooperative Agreement (2B00J03401) (POBT Grant). Coalition Assessment (CA) Partners include IDEQ, the cities of Ponderay, Sandpoint, Kootenai, and Bonner County. Funded through the American Recovery & Reinvestment Act, IDEQ provided staff resources for project management, contractor procurement, public outreach, reporting, and technical oversight. Under the POBT Grant, IDEQ and its contractors assessed 19 properties (privately and municipally owned) totaling 91.25 acres located between the BNSF ROW and the shoreline. Tasks included:

- Phase I Environmental Site Assessments (ESAs) on 19 properties;
- Phase I ESAs on 4 properties for the Cities of Ponderay and Sandpoint to satisfy All Appropriate Inquiry prior to the City's purchase of private properties in Zones 1, 2 & 3;
- Quality Assurance Project Plans (QAPP) for Phase II ESA on 11 properties;
- Phase II ESAs in Zones 4 (PSRC) and 5 in the northern area of the project; and
- Phase II groundwater seep investigations on 10 properties in Zones 1, 2, 3 and 4 (PSRC).

Under the POBT Grant, IDEQ's contractor conducted a Phase II ESA and Risk Evaluation on the PSRC property. Findings of this assessment identified that soils in an area of approximately 6 acres across a portion of PSRC contained heavy metals (primarily lead) at concentrations exceeding EPA Residential Screening Levels (RSLs). Lead levels in surface soils were found as high as 77,100 mg/kg. In May 2012, IDEQ's contractors completed a supplemental Phase II ESA on PSRC. The slag dump investigation revealed lead levels as high as 12,200 mg/kg. Groundwater results were found to be below RSLs. Based on information from these investigations, the PSRC has soil metals concentration that exceeds risk-based standards.

Since completion of the POBT Grant in August 2012, IDEQ expended \$285,400 in State Response Grant-128(a) funds to carry out brownfields-related work in the corridor including:

- Phase II ESAs on three properties in Zones 1, 4 and 5;
- Analysis of Brownfield Cleanup Alternatives for two properties in Zone 4 (PSRC); and
- Two Brownfields Area-Wide Planning reports supporting the City of Ponderay's U.S. Department of Transportation BUILD Transportation Discretionary Grant for planning to complete a grade separation final design for access to POBT shoreline in Zone 4 (PSRC).

Efforts supported by this grant will address lead and other heavy metals at PSRC (properties 11, 14 and 15), which includes Black Rock. All three of these properties are listed in ACRES; however, only one property is owned by the City of Ponderay:

- 1) ACRES #118401. Name: POBT Zone 4, Property 14, Tax 91. Total area is 3.35 acres.

The other two properties are owned by private entities. This grant will bring the private properties into the overall cleanup and revitalization of the PSRC via purchases, fee simple transfers or leaseholder agreements:

- 2) ACRES #118343. Name: POBT Zone 4, PSRC, Martin Property. Owned by Dana L. Martin. Total area is 12.85 acres.
- 3) ACRES #118761. Name: POBT Zone 4, Property 15, PSRC, BNSF Railway Co., Right-Of-Way. Owned by BNSF Railway Co. Total area is 4.2 acres.

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

### **i. Overall Plan for Revitalization**

There is not a cohesive plan for the PSRC per se; however, a revitalization strategy in this broader area has been an on-going effort for the City since 2008, which is also the year the Friends of the Pend d'Oreille Trail (FPOBT) formed. The following planning activities have been completed toward the development of a revitalization strategy:

- The FPOBT secured technical assistance from the National Park Service Rivers, Trails, and Conservation Assistance (RTCA) program to develop a trail plan. After a 2-year public engagement process, the award winning POBT Concept Plan was published in 2010. That same

year, Ponderay hosted a community “Vision-to-Action” workshop conducted by the U. S. Army Corps of Engineers, to spur ideas about the community’s future.

- More than a mile of shoreline was purchased over a three-year period by the cities of Sandpoint and Ponderay from 2011-2013 with the help of a community-wide fundraising campaign. These purchases allow the public access to 1.5 miles of the trail and shoreline.
- Following these efforts and the brownfields environmental assessment work, cleanup of the PSRC became a priority for the community. Using LOR Foundation grants the City developed the Ponderay Village Subarea Plan, a Ponderay Greenbelts and Pathways Plan, and the Highway 2/200 corridor study. The Greenbelts plan and Highway 2/200 study were adopted by the City in 2016. The Village Subarea Plan is a conceptual plan for creating growth outcomes including public access to the shoreline and connecting Ponderay and Kootenai to the POBT once the PSRC is cleaned up. The next phase of the Subarea Plan will include a new zoning and development code for the Ponderay Village Neighborhood.
- In 2016, the City initiated public outreach through the annual Ponderay Neighbor Day, a city-sponsored festival. Surveys from Neighbor Day show that public access to the lake is a top priority and that the public still has substantial health concerns and a strong interest in the revitalization plan of the PSRC property. The surveys also drew out concerns about development potential of the PSRC along the lake shore. The critical need is for a site-specific plan for the PSRC including cost and community benefit analysis of a range of scenarios that balance park, greenway and economic development options.
- The Village Subarea Plan needs only the addition of a site-specific revitalization plan for the lakeshore site before adoption by Ponderay City Council. This multipurpose grant will finalize the post remedial action planning needed for the revitalization strategy of the target area.

ii. Outcomes and Benefits of Overall Plan for Revitalization

This Multipurpose grant project is critical to the revitalization of the PSRC to meet the health, welfare, environmental and financial needs of the targeted area. Revitalization of the contaminated shoreline corridor into a community trail and park system will result in:

- Eliminating contamination and health risks to sensitive populations (children, women of child-bearing age and the elderly) as well as low-income families and locals who are being exposed to hazardous materials when they access the PSRC property along the shoreline;
- Providing the opportunity for recreation and safe public access to Lake Pend Oreille, a public resource, where low to moderate income families of Ponderay cannot afford to own waterfront or are not permitted access;
- Creating a potential non-motorized transportation link between Sandpoint, Ponderay, and Kootenai that can be used by people to walk or bike to and through the communities, providing a safe alternative to walking/biking along the hazardous Highway 200 shoulder;
- Providing economic opportunity for Ponderay by making the shoreline a safe, attractive and affordable destination for visitors and residents to enjoy healthy outdoor recreation and increasing the potential for private economic development in the Ponderay Village neighborhood.

c. **Strategy for Leveraging Resources**

i. Resources Needed for Site Reuse

Upon grant award the City will enter into IDEQ’s Voluntary Cleanup Program (VCP), created in 1996 by the Idaho Land Remediation Act (Idaho Code §39-72) to develop a cleanup plan, called

a Voluntary Remediation Work Plan. IDEQ provides oversight and assistance throughout the cleanup process. Once IDEQ issues a Certificate of Completion upon approval, the participant may request a Covenant Not to Sue from IDEQ. These documents are recorded with the deed to the property. Additionally, once in the VCP, the City will be eligible to leverage the Idaho Department of Lands (IDL) Abandoned Mine Land (AML) program for additional funds for overall revitalization. Two foundations have committed to contributing funds to construct a railroad underpass, and a local option tax could help fund infrastructure and park needs. The Idaho Community Development Block Grant program has funding available for infrastructure construction activities in the City's revitalization efforts to develop a downtown.

In addition, project partners will seek additional funds, from private foundations and other sources such as the EPA Environmental Justice Small Grants program and the National Fish and Wildlife Foundation's Five-Star Urban Waters and Restoration Program, to augment our community outreach with volunteer, boots-on-the-ground engagement and/or education projects.

ii. Use of Existing Infrastructure

The existing infrastructure in the area is primarily the active rail line. Under Section 9 of the Flood Control Act of 1946 (33 USC 701(q)) the USACE installed shoreline rip rap along much of the POBT to protect the railroad grade from flooding and erosion. This work established a roadbed for maintenance access for the USACE and created a shoreline trail. The shoreline portion of the site contains mapped floodplain and will be addressed during the revitalization plan.

Cleanup of the PSRC will allow for the extension of the POBT across the project site to USACE property on the northeast side of the property. In addition, the existing trail bed can be utilized for moving equipment and material during the cleanup of the property. In 2004, the BNSF Railway Company permitted a temporary at grade crossing for construction of the stabilized bank. The access road and decommissioned crossing still exists about 2,000 feet west of the project and may be available for use during remediation.

At a minimum, the PSRC revitalization may result in a passive park and trail. For any infrastructure development; however, access will be necessary across the BNSF tracks. The proposed underpass location is about 500 feet west of the project property. An undercrossing technical feasibility study completed in 2017 provided preliminary engineering designs and cost estimates. The City is working with the FPOBT and other partners to make the proposal "shovel-ready" and competitive for federal funding to construct the underpass. In addition, the city is exploring public financing to help fund the infrastructure needs.

Another proposed underpass location identified by project partners is a drainage gully that borders the east side of the property. Stormwater is conveyed through a metal culvert under the railroad tracks. In March 2017 the culvert washed out, and Montana Rail Link (MRL) placed a temporary culvert that will be replaced in the future. The replacement could possibly include pedestrian access.

**2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

**a. Community Need**

i. The Community’s Need for Funding

With a population of 1,032, the City does not have the tax base to fund the Brownfields-related concerns. According to the U. S. Economic Development Administration, Bonner County has met the “Area Distress” criteria – based on unemployment rate (1% or more above the national rate) and per capita income (less than or equal to 80% of the national average) – every decade since 1960. Currently, the per capita income for Ponderay is less than 50% of the national average, with of poverty rate of nearly 20%. Nearly one child in 5 under the age of 18 in Ponderay lives below the national poverty level (ACS 2017) and 40.6% of all elementary, middle and high school students in the Lake Pend Oreille School District receive the “free or reduced-price lunch” program (Kids Count Data Center). As with most distressed rural areas, our community lacks the ability to solely fund the cleanup of this former mine site and reinvest in our community.

While Ponderay is a retail hub—home to Wal-Mart, Home Depot and car dealerships—very little sales tax revenue is returned to the community, as state sales tax distribution is determined by population. The financial realities of low to moderate-income residents in this area underscore the need for providing public access to outdoor and recreational opportunities that is safe, healthy—and free. The Multipurpose Grant will allow the City to carry out planning, environmental assessment and clean-up activities that would otherwise be out of reach due to a lack of local resources.

ii. Threats to Sensitive Populations

(1) Health or Welfare of Sensitive Populations

On a typical day near, on and around PSRC, mothers can be seen accompanying their young children on POBT trail excursions. In addition, young women of child-bearing age are seen frequenting the trail. According to ACS 5-Year Estimates for 2017, children under the age of 9 years, the most sensitive age of exposure to lead, make up 10.5% of the population of Ponderay. Residents of the Ponderay Village neighborhood report regularly seeing unaccompanied children crossing the railroad tracks to access the contaminated PSRC site. Women of childbearing age (ages 15-49)<sup>1</sup> make up 51.5% of the population. Another sensitive population using the contaminated area is the elderly (age 65+)<sup>2</sup>, making up 16.3% of the population of Ponderay (ACS Data, 2017).

Under the POBT CA grant, IDEQ’s contractors found that soils at the PSRC contain lead levels that pose a public health hazard. Ingestion from hand-to-mouth and inhalation of lead in soil and outdoor dust on a basis of several weeks a year could lead to potential damage to the nervous system, a risk that is even higher for children and developing fetuses who are more susceptible to the negative effects of lead. Potential adverse health effects due to exposure to lead include developmental delays in children, impaired hearing, hypertension, male reproduction impairment, and weakened hemoglobin production.

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

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<sup>1</sup> *Sexual and reproductive health: Infertility definitions and terminology*, World Health Organization, <https://www.who.int/reproductivehealth/topics/infertility/definitions/en/>

<sup>2</sup> *Sixty-five Plus in the United States, Economics and Statistics Administration*, U.S. Department of Commerce, May 1995, <https://www.census.gov/population/socdemo/statbriefs/agebrief.html>

According to the Agency for Toxic Substances and Disease Registry (ATSDR) fact sheet, the effects of lead are the same whether it enters the body through breathing or swallowing and can affect almost every organ and system in the human body. Both children and adults can experience lead toxicity in the nervous system. High lead level exposure can severely damage the brain and kidneys in both children and adults and can ultimately cause death. The EPA has determined that lead is a probable human carcinogen.<sup>3</sup>

Although physicians in the area have reported higher incidents of cancer, it cannot be directly attributed to exposure at the PSRC. However, recent information from the Cancer Data Registry of Idaho for Bonner County states that the age- and sex-adjusted cancer mortality rate for Bonner County, was 188.5 deaths per 100,000 persons per year for the years 2012-2016, compared with 166.1 for the remainder of the state. There were approximately 21% more cancer deaths in Bonner County than expected based upon rates in the remainder of the state.<sup>4</sup>

### (3) Economically Impoverished/Disproportionately Impacted Populations

Ponderay, like North Idaho's economy, traditionally relied on sawmills but in recent years has suffered due to slumping market demand for forest products. From 2006 – 2009, 1,003 lumber industry employees lost their jobs, which indirectly affected 2,086 jobs in other sectors and generated a loss to the regional economy of \$119.5 million.<sup>5</sup> In recent years Ponderay has seen growth as a regional retail center based upon its proximity to state Highway 200 and Highway 95, with a growing number of service jobs. However, the relatively well-paying lumber industry jobs (with a time-adjusted wage scale of \$15 to \$19/hour) were replaced with new service-sector jobs that average only \$9 to \$12/hour. (Idaho Department of Labor) The median income for full-time, year-round male workers in Ponderay is \$35,132 for female workers, \$26,406. (U.S. Census Bureau)

With a low to moderate income level of 69.74% (Idaho Department of Commerce), the financial realities in our community underscore the need for access to the lake and financial assistance to help pay for cleanup. At the going price of over \$4,100 per linear foot, Lake Pend Oreille frontage is premium real estate, affordable only to the wealthy. This presents an environmental justice disparity in two ways: Lower income residents have been priced off the water; and private, exclusive developments have shut off direct access to the lake and its recreation opportunities to all but the wealthy. Low to moderate income residents who access the POBT corridor through the PSRC site risk their health and safety by recreating in an area where they are exposed to heavy metals and other potential contaminants. This portion of the population is bearing a disproportionate share of the contamination problems along the shoreline.

## **b. Community Engagement**

### **i. Community Involvement**

Community partners involved in the project and the role each partner will have in the project include the following:

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<sup>3</sup> *Lead-ToxFAQs™*, CAS # 7439-92-1, Agency for Toxic Substances and Disease Registry (ATSDR), Division of Toxicology and Human Health Sciences, <https://www.atsdr.cdc.gov/toxfaqs/tfacts13.pdf>

<sup>4</sup> *Bonner County Cancer Profile, A Fact Sheet*, Idaho Hospital Association, 2012-2016, <https://www.idcancer.org/ContentFiles/special/CountyProfiles/BONNER.pdf>

<sup>5</sup> *Industry Scenario Report*, Idaho Department of Labor, May 2010.

<b>Partner Name</b>	<b>Point of Contact</b>	<b>Specific Role in the Project</b>
City of Kootenai	Nancy Lewis, Mayor <a href="mailto:cityclerk@cityofkootenai.org">cityclerk@cityofkootenai.org</a> 208-265-2431	As a POBT Partner City is responsible for assisting with community outreach and involvement and assisting with trail extension planning and implementation.
City of Sandpoint	Shelby Rognstad, Mayor <a href="mailto:mayor@ci.sandpoint.id.us">mayor@ci.sandpoint.id.us</a> 208-263-3310	As a POBT Partner City is responsible for assisting with community outreach and involvement and assisting with trail extension planning and implementation.
Friends of the Pend d'Oreille Trail (FPOBT)	Susan Drumheller <a href="mailto:susandrumheller29@gmail.com">susandrumheller29@gmail.com</a> 208-946-0846	FPOBT is responsible for assisting with community outreach and involvement and assisting with trail extension planning and implementation.
Idaho Conservation League (ICL)	Matt Nykiel <a href="mailto:mnykiel@idahiconservation.org">mnykiel@idahiconservation.org</a> 208-265-9565 ext. 2	ICL is responsible for assisting with community outreach and review environmental cleanup plans.
Idaho Department of Environmental Quality	Steve Gill <a href="mailto:Steve.Gill@deq.idaho.gov">Steve.Gill@deq.idaho.gov</a> 208-666-4632	IDEQ is responsible for providing oversight and assistance throughout the cleanup process via their Voluntary Cleanup Program. IDEQ project officer will assist the City in managing the grant in accordance with the CA workplan.
Dana Martin	Dana Martin <a href="mailto:danalmartin17@gmail.com">danalmartin17@gmail.com</a> 208-610-0295	Private property responsible for PSRC property transfer to the City for the cleanup. Also responsible for their endorsement of the final revitalization plan for the PSRC property
Burlington Northern Santa-Fe Railway Company (BNSF)	Courtney Wallace <a href="mailto:courtney.wallace@bnsf.com">courtney.wallace@bnsf.com</a> 206-625-6232	BNSF is responsible for PSRC property transfer to the City for cleanup. Also responsible for endorsement of the final revitalization plan and future pedestrian undercrossing of railroad track.
Montana Rail Link (MRL)	Theresa Beckwith <a href="mailto:tbeckwith@mtrail.com">tbeckwith@mtrail.com</a> 406-523-1324	MRL is responsible for PSRC property transfer to the City for cleanup. Also responsible for endorsement of the final revitalization plan and future pedestrian undercrossing of railroad track.
US Army Corps of Engineers (USACE)	Craig Brengle, Natural Resource Manager Albeni Falls Dam 208-437-7225	USACE is responsible for permitting any encroachment activities in, on or over navigable lakes, managing an easement along a portion of the shoreline and operates Albeni Falls Dam, which regulates Lake Pend Oreille's level.
Idaho Department of Lands (IDL)	Todd Drage, IDL AML <a href="mailto:tdrage@idl.idaho.gov">tdrage@idl.idaho.gov</a> 208-334-0200  Justin Eshelman, IDL Permitting 208-263-5104	IDL is responsible for overseeing a permanent source of funding for reclaiming abandoned mines known as the: Abandoned Mine Land Program. IDL is also responsible for permitting any encroachment activities located in, on or over navigable lakes.

ii. Incorporating Community Input

Public outreach and involvement are necessary to engage community stakeholders in the planning of the project and ensuring that the public is aware of the benefits of the work, particularly when remediation begins. The community outreach plan includes:

- Press releases will be prepared and distributed to the Bonner County Daily Bee, Sandpoint Reader, the Spokesman-Review, Sandpoint Online, and local radio stations, as well as posted on the City's website and linked to via social media when the grant is awarded and to announce public meetings, including a public workshop prior to 30-day comment period for the remediation.
- A legal notice will announce the 30-day comment period in the Bonner County Daily Bee;
- A kick-off planning meeting, open to the public, and involving stakeholders will be held;
- Stakeholder communication will be maintained via regular e-mails and social media updates;
- Public input, including a minimum of two public meetings for plan input, will be solicited by the planning contractor;
- A page on the City's website for the project will be created and updated as needed. The City will also deliberate decisions regarding the cleanup and revitalization plans in City Council meetings;
- The Annual Ponderay Neighbor Day community event will feature the Brownfields cleanup project and solicit public input;
- Public input opportunities and updates will be promoted on the FPOBT and Idaho Conservation League websites, social media platforms and in quarterly newsletters; and
- The IDEQ VCP will be set up to receive and incorporate comments from the public. The Voluntary Remediation Work Plan will be made available for public comment. After any comments are satisfactorily resolved, the work plan is approved for implementation.

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

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

##### **Task 1: Planning – Lead Entity: City of Ponderay**

There are several components to this task that will need to be conducted prior to a successful cleanup project. The revitalization plan will augment the cleanup plan. Planning activities will be conducted during year one, year three and year four of the grant.

EPA Grant Request: A revitalization plan will be prepared for the PSRC by a contractor and include site-specific scenarios that include both cost benefit and community benefit analyses. A planning firm will be selected based on qualifications to produce the needed target area planning deliverables and conduct community involvement activities. As a revitalization plan emerges from this process, a cleanup plan will be prepared that fits the needs of the project. City staff expenses directly related to their involvement in this task, including meetings with the contractors and document review, will involve a combination of EPA grant funds and City resources.

##### **Task 2: Phase I Environmental Site Assessment (ESA) – Lead Entity: Qualified Environmental Professional**

The PSRC property is owned by the City of Ponderay, meets EPA site eligibility criteria and is identified in EPA ACRES database as # 118401, POBT Zone 4, Property 14, PSRC, Tax 91.

This grant will bring the following properties into the overall cleanup and revitalization of the PSRC via purchases or fee simple transfers of the deeds. These properties include:

- Two parcels, owned by Dana L. Martin and identified in EPA ACRES # 118343, POBT Zone 4, PSRC, Martin Property.
- One parcel owned by BNSF Railway Co. and identified in EPA ACRES # 118761, POBT Zone 4, Property 15, PSRC, BNSF Railway Co., Right-of-Way.

This task involves the completion of three Phase I ESAs as part of due diligence. The City of Ponderay will conduct two Phase I ESAs on Dana L. Martin's parcels prior to the lease or transfer of these parcels to the City for cleanup. Another Phase I ESA is planned for the adjacent BNSF property depending on the potential for additional assessment activities described under Task 3. Phase I ESAs will be completed in year one, year two, or year three of the grant.

EPA grant request: Site specific cost estimates include Phase I ESAs that meet both ASTM 1527-13 and AAI requirements. City of Ponderay staff expenses directly related to their involvement in this assessment task—including meetings with the contractors and document review—will involve a combination of EPA grant funds and City resources.

### **Task 3: Phase II Environmental Site Assessments (ESA) – Lead Entity: Qualified Environmental Professional**

The City will select and contract with a qualified environmental professional to conduct the assessment activities under this task. The assessment will be completed in year two, or three or year four of the grant and will address the following data gaps:

- There is no information on metals concentrations in soils on the adjacent BNSF property.
- Limited lake sediment data were collected during the POBT CA Phase II investigations. Samples were collected from beach sands around the slag pile that are submerged during high water. However, the extent of lake sediments affected by site contamination is unknown.
- No surface water samples were collected during the Phase II.

EPA grant request: The City of Ponderay consulted with an environmental consulting firm to estimate the cost of completing the Phase II ESA which includes the following:

- BNSF ROW: Phase II activities on the BNSF Railway property include surface and sub-surface soil sampling assess metals concentrations with the purpose of identifying areas that requires cleanup action and possible clean fill to be used during cleanup.
- PSRC: Phase II activities at the Smelter Site include surface and sub-surface soil sampling and analysis for the purpose of identifying soils that can be disposed of on site.
- Pend Oreille Lake sediments and surface water: Phase II activities includes sediment and surface water sampling for comparison to aquatic health criteria and to assess risks associated with incidental ingestion of surface water and/or sediments while recreating near the slag pile.
- City of Ponderay staff expenses directly related to their involvement in the assessment task—including meetings with the contractors and document review—will involve a combination of EPA grant funds and City resources.

### **Task 4: Cleanup – Lead Entity: Qualified Engineering/Environmental Professional/Cleanup Contractor**

The Draft ABCA and VCP Workplan for Zone 4 of the Proposed Pend d’Oreille Bay Trail (completed in 2013) provided a preferred alternative for the PSRC property.

This task is based on the preferred alternative and includes 1) the construction of an onsite repository to dispose of contaminated soils exceeding site cleanup levels and onsite disposal criteria, 2) the encapsulation of the slag pile, a retaining wall system and concrete deck and 3) the capping and/or fencing of soils that exceed site cleanup levels but are not suitable for disposal in an onsite repository. Cleanup activities will be completed in year three, four, and five of the grant as follows: cleanup plan and construction drawing (year three), repository construction and soil removal (year four and five), and cleanup completion report (year five).

EPA grant request: This includes design and construction of onsite repository, hazardous waste removal and disposal to the repository, encapsulation or removal of the slag pile (Black Rock), engineering oversight, and closure reporting. City of Ponderay staff expenses directly related to their involvement in this assessment task—including meetings with the contractors and document review—will involve a combination of EPA grant funds and City resources.

**b. Cost Estimates and Outputs**

Budget Categories		Project Tasks (\$)				Total
		Planning	EA Phase I	EA Phase II	Clean-Up	
<b>Hazardous Substances</b>						
<b>Direct Costs</b>	Personnel	10,000	4,000	2,000	2,000	18,000
	Fringe Benefits					
	Travel	8,000	4,500	2,000		14,500
	Equipment					
	Supplies	2,500	500	500	2,500	6,000
	Contractual	60,000	21,000	75,000	645,500	801,500
	Other					
Total Direct Costs		80,500	30,000	79,500	650,000	840,000
Total Indirect Costs						
Total Federal Funding		40,500	30,000	79,500	650,000	800,000
Cost Share		40,000				40,000
Total Budget		40,000	30,000	79,500	650,000	840,000

The cost share of \$40,000 cash will come from the City’s General Fund.

**Task 1, Planning**

- *Personnel Costs*: 200 hours at average rate of \$50/hour = \$10,000
- *Travel*: Attend 2 Brownfield conferences and meetings with stakeholders = \$8,000
- *Supplies*: Room rental for five public meetings and associated supplies = \$2,500
- *Contractual Costs*: Revitalization Planning and Community Input = \$60,000

**Task 2, Phase I Environmental Site Assessments**

- *Personnel Costs*: 80 hours at average rate of \$50/hour = \$4,000
- *Travel*: Attend multiple meetings with BNSF, MRL, and other stakeholders = \$4,500
- *Supplies*: Public information boards and supplies for stakeholder meetings= \$500

- *Contractual Costs*: 3 Phase I site assessments at an average cost of \$7,000 = \$21,000

### **Task 3, Phase II Environmental Site Assessments**

- *Personnel Costs*: 40 hours at average rate of \$50/hour = \$2,000
- *Travel*: Attend multiple meetings with BNSF, MRL, and other stakeholders = \$2,000
- *Supplies*: Public information boards and supplies for stakeholder meetings= \$500
- *Contractual Costs*: Limited Phase II site assessment (including soil, sediment and surface water sample collection, analysis, and reporting) = \$75,000

### **Task 4, Site Cleanup**

- *Personnel Costs*: 40 hours at average rate of \$50/hour = \$2,000
- *Supplies*: Public information boards and supplies for stakeholder meetings= \$500
- *Contractual Costs*: Design and construction of onsite repository, the encapsulation of the slag pile (Black Rock), hazardous waste removal and disposal to repository, site reclamation, engineering oversight, and closure reporting = \$645,500

### **c. Measuring Environmental Results**

The key environmental outcomes to be achieved under this grant include:

- minimizing exposure to hazardous substances and resulting human health risk by *reducing surface soil lead and metals concentrations at PSRC*;
- *minimizing lead and metals concentrations in surface water and sediment* by reducing erosion of site soils and slag into Lake Pend Oreille;
- *preparing approximately 23 acres for reuse/development*.

The completion of each project task described in this section will result in specific deliverables or outputs. These outputs include the completion of a revitalization plan and a cleanup plan (Task 1), three Phase I ESAs (Task 2), one Phase II ESA (Task 3), and a cleanup plan, construction drawings, and a cleanup completion report (Task 4). A timeline for completion of each output is included under each task description in Section 3.a. Slippage is anticipated due to negotiations on property transfer and/or lease with the private property owner and BNSF.

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

### **a. Programmatic Capability**

#### **i. Organizational Structure and Experience**

The City will work side by side with IDEQ to ensure timely and successful completion of technical, administrative and financial requirements of the project. This Multipurpose grant will be managed under the Department of Planning Parks and Development, with support from the administrative staff, city engineers and the Mayor. Key staff include:

**Project Director:** Erik Brubaker, Planning, Parks and Development Director. Erik will be the lead contact for all project tasks under this Multipurpose grant. His expertise is community building with responsibility to the neighborhood and project vision. A professional planner with an environmental biology background and construction experience, Erik has been steadily increasing the City's capacity in the development of park, multimodal transportation, and greenway projects.

**Chief Executive:** Steve Geiger, Mayor. The Mayor is will ensure that the project is kept on task with periodic checkpoints and by providing leadership to the council and community. In his career, the Mayor has built a successful construction business with 10-15 full time employees. He also served on the council prior to his term as Mayor and has the project history and fiscal credibility to see it through. Mayor Geiger has proven to be an effective task-oriented leader. The Mayor provides oversight of all staff, city contracts and obligations.

**Grant Administrator:** KayLeigh Miller, Planner will serve as the grant administrator on this project. She has successfully administered complex City projects such as Ponderay Neighbor Day and while at Bonner County she administered a major flood plain mitigation grant the county had received through FEMA. Kayleigh has seven years of professional planning experience and has also worked for a title company where she aided in complex real estate transactions. Kayleigh's responsibilities will include administration, project scheduling and organization.

**Finance Administrator:** Su Warren, Clerk Treasurer is responsible for tracking all City funds. Su has an extensive career in private and municipal accounting. Su is accountable to city ordinance and Idaho state requirements for meetings, budgeting, and procurement.

ii. Acquiring Additional Resources

Using federal procurement requirements, the City will solicit additional contractors as needed for expertise to fulfill the grant requirements according to EPA guidelines. The City will also use existing resources as a part of the project team that are not city staff. These key members of the project team included HMH Engineering, our city civil engineers; and Steve Gill with IDEQ, the agency that administered the POBT CA grant.

**b. Past Performances and Accomplishments**

ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements

The city of Ponderay has received federal transportation funds for construction and acquisition projects and a proven capacity to see them through.

(1) Purpose and Accomplishments

Recent grant projects include a Transportation Alternatives Program project using federal transportation funds for sidewalks, bike lanes and bioswales to a local street. This \$550,000 construction project leveraged \$200,000 in grant funds. The project was completed in 2018 and successfully provides a safe connection. Another recent project was a \$75,000 federal grant through Idaho Parks and Recreation to purchase the waterfront property that provided legal and public access to the mile of shoreline adjacent to the subject Brownfields Site. On each of these projects the requisite compliance terms were satisfied this included procurement, wages, appraisal, and quarterly reports.

(2) Compliance with Grant Requirements

On all three projects the requisite compliance terms were satisfied. On the TAP project, the original project timeline was exceeded by a year due to construction season and environmental concerns. The city made the most of the extended timeline to increase the voluntary match and add street lights and street surfacing to the project through change orders.



## Confirmation

Thank you for submitting your grant application package via Grants.gov. Your application is currently being processed by the Grants.gov system. Once your submission has been processed, Grants.gov will send email messages to advise you of the progress of your application through the system. Over the next 24 to 48 hours, you should receive two emails. The first will confirm receipt of your application by the Grants.gov system, and the second will indicate that the application has either been successfully validated by the system prior to transmission to the grantor agency or has been rejected due to errors.

Please do not hit the back button on your browser.

If your application is successfully validated and subsequently retrieved by the grantor agency from the Grants.gov system, you will receive an additional email. This email may be delivered several days or weeks from the date of submission, depending on when the grantor agency retrieves it.

You may also monitor the processing status of your submission within the Grants.gov system by clicking on the "Track My Application" link listed at the end of this form.

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**Grants.gov Tracking Number:** GRANT12778248

**Applicant DUNS:** 03-641-9708

**Submitter's Name:** Erik Brubaker

**CFDA Number:** 66.818

**CFDA Description:** Brownfields Assessment and Cleanup Cooperative Agreements

**Funding Opportunity Number:** EPA-OLEM-OBLR-18-08

**Funding Opportunity Description:** FY19 GUIDELINES FOR BROWNFIELDS MULTIPURPOSE (MP) GRANTS

**Agency Name:** Environmental Protection Agency

**Application Name of this Submission:** Ponderay Village PSRC Brownfield Multipurpose Grant Project

**Date/Time of Receipt:** Jan 31, 2019 08:01:35 PM EST

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