



R04-26-A-047

US EPA FY26 BROWNFIELD COMMUNITY-WIDE ASSESSMENT GRANT THE CITY OF JACKSON, TENNESSEE

Narrative Information Sheet

Pertinent applicant information follows:

- 1. Applicant Identification:** City of Jackson
121 East Main St, Suite 301
Jackson, TN 38301
- 2. Website URL:** <https://www.jacksontn.gov/>
- 3. Funding Requested:** a. Assessment Grant Type—Community-Wide
b. Federal Funds Requested—\$500,000.00
- 4. Location:** Jackson, Madison County, Tennessee
- 5. Target Area and Priority Site Information:** The target area consists of two city districts located in disadvantaged census tracts:
- Old Hickory/Jackson Plaza Redevelopment Area:
Census Tract 47113000200 (Madison County)
 - Priority Site: Jackson Plaza (50 Old Hickory Blvd., Jackson, TN 38305)
 - Downtown/Airways Corridor:
Census Tract 47113000700 (Madison County)
 - Priority Site: Armstrong/Bruce Hardwood (340 Williams St., Jackson, TN 38301)
 - Downtown/Airways Corridor:
Census Tract 47113000800 (Madison County)
 - Priority Site: Dudley’s Service Center/Station (463 East Chester St., Jackson, TN 38301)
- See attached map for target area and priority sites.
- 6. Contacts:** **a. Project Director**
Mr. Stanley Pilant
Director of Planning Growth and Development
121 East Main St., Suite 301
Jackson, TN 38301
spilant@jacksontn.gov

b. Chief Executive/Highest Ranking Elected Official

Scott Conger
Mayor
121 East Main St., Suite 301
Jackson, TN 38301
sconger@jacksontn.gov

7. Population: 68,098 (US Census Bureau. 2019-2023 American Community Survey 5-year estimates)

8. Other Factors:

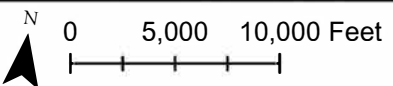
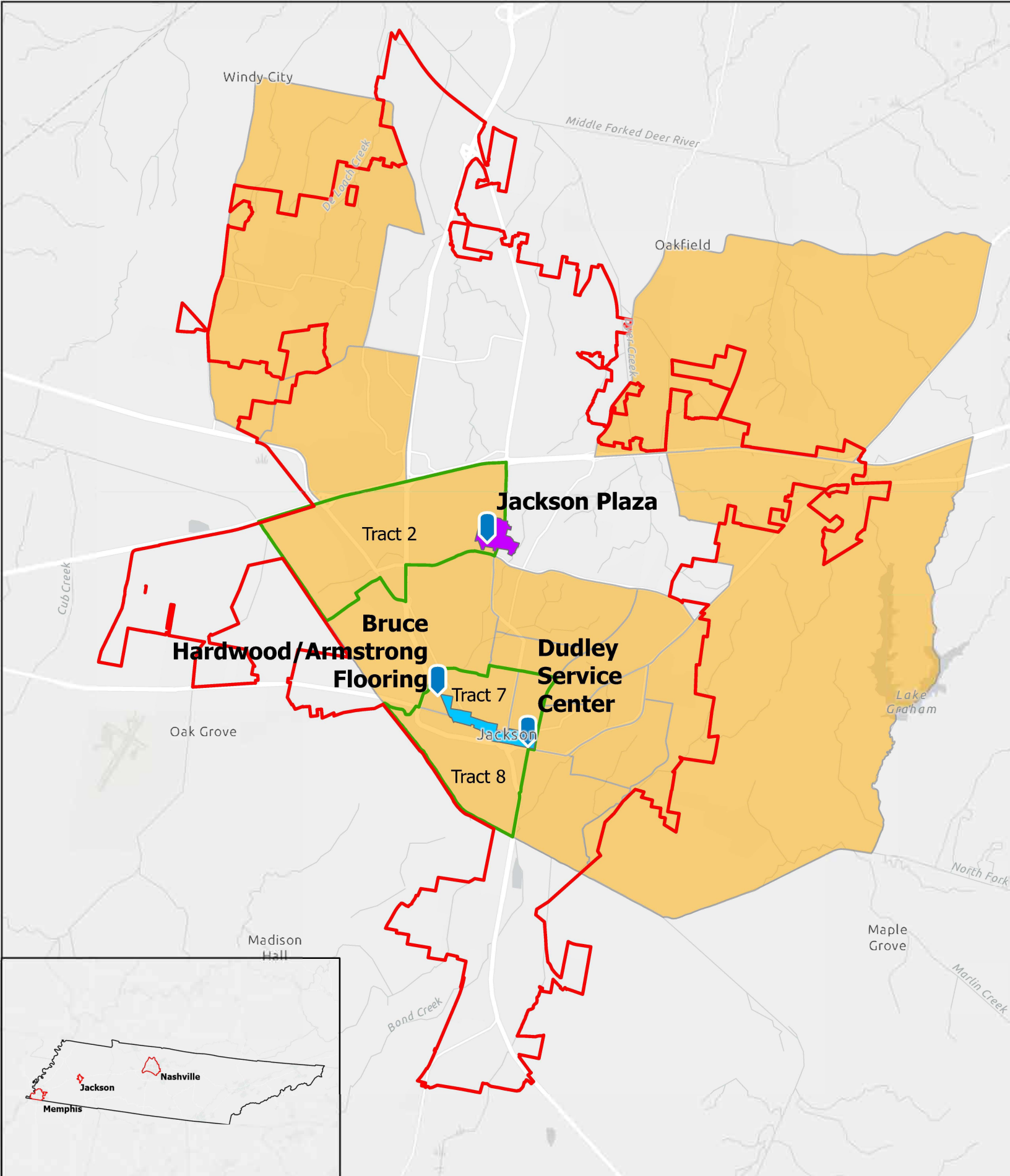
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Community population is 15,000 or less.	NA
The applicant is, or will assist, a federally recognized Indian Tribe or United States Territory.	NA
The priority site(s) is impacted by mine-scarred land.	NA
The priority site(s) is adjacent to a body of 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).	NA
The priority site(s) is in a federally designated flood plain.	NA
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	NA
The reuse of the priority site(s) will incorporate energy efficiency measures.	3
The proposed project will improve local climate adaptation/mitigation capacity and resilience to protect residents and community investments.	3
At least 30% of the overall project budget will be spent on eligible reuse/area-wide planning activities, as described in Section 3.A.(2), 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 (2015 or later) or is closing.	NA

9. Letter from the State or Tribal Environmental Authority

See attached.

10. Releasing Copies of Applications

Not Applicable. Application does not have any confidential, privileged, or sensitive information.



-  Priority Sites
-  Areas of Persistent Poverty
-  Jackson Boundary
-  Airways Corridor
-  Old Hickory/Jackson Plaza
-  Tennessee Target Areas

Jackson Tennessee - AREAS OF PERSISTENT POVERTY
EPA



TENNESSEE DEPARTMENT OF ENVIRONMENT & CONSERVATION
DIVISION OF REMEDIATION
DAVY CROCKETT TOWER, 7TH FLOOR
500 JAMES ROBERTSON PARKWAY
NASHVILLE, TENNESSEE 37243

January 12, 2026

Stanley Pilant
Planning Director
111 E Main Street, Suite 201
Jackson, TN 38301

Re: State Letter of Acknowledgement for the Community Wide Assessment Grant
Application

Mr. Pilant,

The Tennessee Department of Environment and Conservation (TDEC) is pleased to acknowledge your efforts to apply for a \$500,000 US Environmental Protection Agency (EPA) Brownfields Community Wide Assessment Grant.

Since many brownfields are abandoned, underutilized, and/or contaminated, TDEC is expressly interested in seeing initiatives to return these sites to productive uses. This effort is consistent with our mission to enhance the quality of life for citizens of Tennessee and to be stewards of our natural environment. In cooperation with Region 4 EPA, the TDEC brownfields staff will provide technical support and oversight for your grant.

We greatly appreciate your efforts to address brownfields in the City of Jackson, Tennessee.

Sincerely,

Paula Middlebrooks

Paula Middlebrooks
State of Tennessee Brownfields Redevelopment Program

**FY2026 EPA COMMUNITY-WIDE ASSESSMENT GRANT APPLICATION
CITY OF JACKSON, TN**

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

Target Area and Brownfields

a. Overview of Brownfield Challenges and Description of Target Area:

Jackson, Tennessee (population 68,098¹) is a small city in West Tennessee that serves as the hub for nine rural counties between Memphis and Nashville. Jackson has a long history as a center for agricultural and industrial production. Attracted by the low labor rates and cost of living, companies such as Conagra Brands, Inc., The Kellogg Company, Delta Faucet Company, Stanley Black & Decker, Toyota Motor Manufacturing, and Owens-Corning have operations here. However, industry trends over the past several decades - consolidation, advances in technology, logistics and productivity have contributed to economic uncertainty as companies, large and small have closed or left the city. Since 2000, manufacturing jobs have gone from 20% to 13% and over 250 properties are now abandoned and/or vacant. The spectre of contamination, particularly in light of the three superfund sites already identified in the city (American Creosote Works, ICG Iselin Railroad Yard, and the Michner Plating-Mechanic Street) has made redevelopment of all types and uses a significant challenge.

Jackson is currently at a tipping point, where without the injection of funds to assess potential contamination, the city will struggle to attract new residents, investment, developers, and businesses to the city. In the *2015 One Jackson Civic Master Plan*, significant parts of the city were found to be suffering from blight and disinvestment. Of the 30,000 jobs that remain in Jackson, only a third are filled by city residents. This economic outflow is reinforced by a lack of good housing options and the perceived quality of life in the city. For people to live and work in Jackson, the City needs to remove blight, improve its housing stock, reinvent its commercial corridors into vibrant walkable destinations and provide suitable places for new businesses to grow. These elements are essential to attract and retain companies and the good jobs our people need. However, redevelopment has stagnated in part due to concerns regarding potential environmental contamination on blighted sites. This grant would enable the city to assess the condition of these vacant properties and make strategic investments that will reduce the risk to developers, spurring on the desired revitalization in targeted areas. If funded, Jackson will use EPA grant funding throughout the city, with a particular focus in two targeted areas poised for economic revitalization that will result in significant economic impact:

- **Old Hickory Boulevard/Jackson Plaza Area (Census Tract 2):** First developed in the mid-1960s, this area just north of downtown Jackson is composed of roughly 40 properties that served as a regional destination for retail goods and services for more than 50 years. Like many older shopping malls and strip centers across the country, popularity has declined and the result has left the Old Hickory Mall largely empty and a magnet for crime, homeless encampments, and drug use. Across the street, the Jackson Plaza Shopping Center, now owned by the city has been vacant for over 20 years. The City of Jackson engaged the community in reuse planning to re-invent the 145-acre target area and a vision for a vibrant entertainment and sports complex with mixed-use retail and affordable housing emerged. However, former dry cleaners, gas stations, and oil/tire shops are among the potential brownfields with suspected contamination that present stumbling blocks to redevelopment.
- **Downtown/Airways Corridor (Census Tracts 7, 8, and 9):** The Downtown/Airways corridor was an early center of commerce in the Greater Jackson Area with a mix of manufacturing,

¹ US Census Bureau. 2019-2023 American Community Survey (ACS) 5-year estimates.

industrial, auto repair shops, civic buildings, and residential uses. However, the area suffered decline when development moved north along I-40. Today, the Airways corridor is characterized by numerous vacant and blighted properties which create an unattractive experience for one of the City’s main gateways to downtown. Thirty-one sites (110 of the area’s 177 acres or 62%) are identified as potential brownfield sites suspected to have contaminants including heavy metals, petroleum, creosote, asbestos, PCBs, and PAHs. The majority of these properties are small and would benefit from consolidation into larger parcels to appeal to private developers.

b. Description of the Priority Brownfield Site(s): Both target areas include multiple brownfield sites, but the community-based plans have identified three strategic sites (comprising 93.18 acres) most likely to catalyze redevelopment in these neighborhoods:

- **Jackson Plaza** (50 Old Hickory Blvd) is a 21.2-acre keystone site within the Old Hickory/Jackson Plaza redevelopment area. The property was acquired by the city in 2023. The site contains a large, abandoned strip mall which included dry cleaners and auto repair shops. A Phase I ESA was conducted and the primary issues of concern were asbestos, historical dry cleaning, and auto related operations that had no regulation oversight or closure. The redevelopment of this site is contingent upon funding for a Phase II ESA to know the full extent of the contamination. Community planning shows interest in the site being developed into a mixed-use walkable town center and event center, however, developers are cautious about the limited knowledge of the suspected contaminants.
- **Bruce Hardwood/Armstrong** (340 Williams St) is the dominant 71.7-acre site located on the west end of the Downtown/Airways Corridor in census tract 7. The vacant site was formerly part of Armstrong Flooring, Inc., a flooring product manufacturer, that closed the facility in 2017. The site is currently owned by a private owner who is working with the City. An environmental assessment of the site for potential acquisition and to plan for the property’s best reuse is needed. Historical manufacturing of wood flooring and its finishing may have impacted soil, groundwater, and/or soil vapor on the property.
- **Dudley’s Service Center/Station** (463 East Chester St) is a 0.28-acre site located in the Royal Street District of the Downtown/Airways Corridor in Census Tract 8 along the I-40 Bypass. The site was previously a gas station and repair garage and has been vacant for many years. It is on a highly visible corner location across the street from the Greater Jackson Chamber of Commerce building. Emblematic of the over 30 neglected properties in the target area, the City is working with the current owner to purchase the site with the intent to encourage redevelopment into a commercial/restaurant or green space that is more compatible with the walkable urban landscape envisioned in the Downtown/Airways plan.

Name	Address	Acre	Status	Prior Use	Suspected Contaminants
Jackson Plaza	50 Old Hickory Blvd	21.2	Vacant	Abandoned strip mall, dry cleaner and oil/lube shops	VOCs, TBA, MBTE, heavy metals, TCE, PCE/PERC
Bruce Hardwood/Armstrong Flooring	340 Williams St	71.7	Vacant, storage	Hardwood floor manufacturing and storage	VOCs, PAHs, PCBs, heavy metals, petroleum
Dudley’s Service Station	463 E. Chester St	0.28	Vacant	Abandoned garage/gas station	VOCs, TBA, MBTE, heavy metals, TCE, PCE/PERC

c. Identifying Additional Sites: The City has used its list of vacant and tax delinquent parcels coupled with a windshield inventory to identify potential brownfield sites that require assessment and potential intervention. Using this as a starting point, the City proposes to create a more robust brownfields inventory with GIS mapping to include key metrics, mapping and land use information and prioritized based on several factors, including current conditions, site redevelopment potential, environmental risk, community input and potential benefits. Prioritization will be done in collaboration with a Brownfield

Advisory Committee, neighbors potentially impacted by suggested redevelopment and other stakeholders to ensure projects align with the redevelopment area plans and community input/feedback.

Revitalization of the Target Area

d. Reuse Strategy and Alignment with Revitalization Plans: Since the catastrophic extreme weather event of 2003 when tornadoes destroyed or heavily damaged over 1,700 homes and every public building, the City of Jackson has pursued a proactive strategy for community redevelopment. With recommendations from the Urban Land Institute, the City has collaborated with the Jackson Housing Authority, Jackson Downtown Development Corp and the Community Redevelopment Agency (CRA) and others to not only rebuild from higher intensity storm events, but to address the loss of employment opportunities with the decline in manufacturing, deterioration of older neighborhoods, a decline in property values, loss of historic assets, destabilization of the tax base and increases in crime and public health. Together, significant planning and community engagement have fueled the strategy of making public investments in blighted properties to encourage private investment and create catalytic community anchors. The proposed target areas and priority sites have been identified as key properties for redevelopment in the 2015 *One Jackson Civic Master Plan*. The 2023 Jackson Plaza/Old Hickory Small Area Plan envisions turning the derelict retail area into a vibrant mixed use “town-center” anchored by an event/sports center, characterized by a thriving district with diverse housing types, an interconnected street network and inviting open spaces. A 2025 Market Study validated the concept, ensuring the proposed development aligns with market demands in the region. The Armstrong/Bruce Hardwood site, a major eyesore at the west end of the Downtown/Airways District Small Area Plan is reenvisioned to become an anchor of a Maker District with smaller urban scale live-work spaces for startup businesses, musicians, artists, and craftsmen as well as a museum, brewery, market, and/or food hall. The Dudley Service Station site at the east end of the district provides the opportunity to activate a critical intersection along Royal Street with corner stores, restaurants and enhanced streetscape. All three of these redevelopments would meet the goal of attracting workers and businesses back to the city. The addition of new workforce housing, diverse entertainment and maker spaces will also help retain young people graduating from the city’s five colleges and the state technology center.

e. Outcomes and Benefits of Reuse Strategy: Assessment of the priority sites will assist the city in moving projects from the conceptual phase into construction by removing the potential for unknown environmental contaminants as a barrier to attracting private developers. It is anticipated that redevelopment of the Jackson Plaza site alone will be a game changer for the city. It has the potential to generate nearly \$1.7 billion in spending within the local economy, \$835 million in new earnings, 172 temporary construction jobs, 478 on-going full-time equivalent jobs and \$73 million in local city/county taxes by adding 72,000 SF of commercial space, and 380 housing units.² For Jackson, EPA grant funds have the potential to:

- Prepare priority sites for cleanup, greenlight vacant properties for development and/or identify sites requiring further investigation with prioritization (brownfield inventory).
- Attract outside investment in vacant and blighted properties.
- Increase the stock of homes and commercial buildings constructed with improved energy efficiency
- Increase number of structures built to modern building codes that incorporate resiliency measures against extreme weather, tornadoes, and flooding events
- Revitalize Jackson’s historic manufacturing districts and commercial corridors, making them a more attractive gateway into the city.
- Change former industrial/commercial land use to meet the modern needs of the city and offer the

² JLL Jackson Plaza Market Analysis Report, April 2025

opportunity to create jobs and workforce development.

- Develop community uses such as green space, parks, public plazas and cultural centers.

Strategy for Leveraging Resources

f. Resources Needed for Site Reuse: Jackson plans to leverage EPA funds with prior and future sources to ensure successful financing of redevelopment of the priority sites. For example, the City has already invested \$500,000 in visioning and planning for the Old Hickory/Jackson Plaza and Downtown/Airways redevelopment areas. The City has taken a big step and committed to a \$400,000 development contract with JLL Real Estate for the Jackson Plaza property. However, we anticipate needing \$2 million for its demolition plus an additional \$100 million in private investment to fully redevelop the property as the community envisioned. The City plans on leveraging county funds and state tax credits for affordable housing and community investments throughout the city. This includes the creation of a Tourism Development Zone (TDZ), using Tax Incremental Financing (TIF), the potential for a Payment in Lieu of Taxes (PILOT) program and state FastTrack Infrastructure Program funding. The City will also seek additional federal funding to complement the reuse strategies—Safe Streets for All funds are currently being used to create a city Safety Action Plan and USDOT Transportation Alternatives Set-Aside funding will be sought to implement Complete Streets projects. EPA Brownfields cleanup funds will be sought to address contamination found during the assessment process. The Jackson Planning, Growth, and Development Division will continue to provide technical assistance and planning support to forge beneficial partnerships with developers and industries interested in brownfields.

g. Use of Existing Infrastructure: The proposed brownfield target sites are locations with access to existing roads, utilities, city services, telecommunications fibers, and sewer. There is existing capacity in these systems, which were designed to serve the City when it had more industrial facilities. Both target areas are easily accessible by major highways (US I-40 and US Hwy 45), rail, and public transit. As discussed earlier, federal and state transportation dollars are being used to improve streetscapes and improve walkability in areas that will support redeveloper investments.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

Community Need

a. The Community’s Need for Funding: According to 2019-2023 ACS 5-year estimates, 22.7% of the population in Jackson live in poverty, compared to 13.8% in Tennessee and 12.4% in the US. These numbers rise as high as 40.8% for individuals living in the target site census tracts (CTs). Overall, annual household incomes in Jackson are 28.4% less than the state average and 36.8% less than the US average and 16.4% of these households experience deep poverty—earning less than half of the federal poverty level. Both Jackson and the target site CTs have roughly double the percentage of households receiving SNAP benefits than the state or the nation. This makes it difficult for Jackson’s City Council to raise taxes to the rates needed to properly revitalize these communities. The City also has hundreds of vacant properties which have a negative effect on its tax base. Unemployment rates as high as 18.4% in the Downtown/Airways census tract 8 also creates a large demand for services that are not commensurate with Jackson’s available financial resources. Given the fiscal state of the City, competing needs for basic services, and the sheer volume of brownfield sites, Jackson is unable to address the assessment or remediation as well as the subsequent reuse of these brownfields without EPA assistance.

Measures of Poverty in Jackson, TN

Measurement	US	TN	Jackson	Jackson Plaza (CT2)	Armstrong/Bruce Hardwood (CT7)	Dudley’s Service Station (CT8)
Income						
Median Household	\$81,604	\$71,997	\$51,552	\$41,649	\$33,548	\$18,804
Per Capita	\$43,289	\$37,866	\$29,887	\$28,953	\$22,909	\$18,240
Below Poverty Status						
Families	8.7%	9.9%	19.6%	23.4%	35.5%	48.4%

Individuals	12.4%	13.8%	22.7%	24.7%	36.4%	50.5%
Individuals 65+	10.4%	10.8%	14.2%	16.5%	61.8%	55.9%
Children Under 18	16.3%	18.7%	34.1%	28.1%	41.0%	52.8%
Households receiving SNAP (past 12 mo.)	11.8%	11.2%	20.4%	23.2%	25.1%	40.7%
Housing Cost Burden						
Mortgages	13.9%	10.0%	11.2%	22.4%	25.3%	65.1%
Rent	50.4%	48.1%	58.1%	62.4%	80.4%	47.4%
Unemployment Rate	5.2%	4.7%	8.6%	6.3%	7.3%	18.4%

Source: 2019-2023 ACS, 5-Year Estimates for Madison County Census Tracts 2, 7 and 8.

b. Health or Welfare of Sensitive Populations: A majority of the residents in the target census tracts are burdened with health and welfare challenges due to the significantly higher percentage of children, families and seniors living in poverty, in comparison to the state and nation. Housing conditions are one factor - 67% live in rental homes, an increase of 16.9% since 2010. Rental homes are generally not maintained as well and substandard housing conditions like dampness, mold, pests and exposure to toxic substances or allergens are linked to compromised health outcomes. In Downtown/Airways census tracts, 54-62% of the housing is pre-1960 which also raises the possibility of exposure to lead for children. Historical development patterns have meant that these low-income residential units are clustered in close proximity to industrial/manufacturing areas which had little regulation or oversight disproportionately putting these residents at risk to environmental hazards. Notable sensitive populations include:

- **Single mothers and families with children:** The most profound effects of poverty are felt by children. In the target areas, over 29% of families and 52% of single mother households with children live in poverty as opposed to the US, 6.2% and 3.7% respectively.³ Children in these families face housing and food insecurity, a lack of healthcare and environment risks that can negatively impact their development.
- **Individuals with disabilities:** An average of 16.4% of individuals in the target areas are disabled – higher than the state and country across all age groups. Most notably, in CT 8, the percentage of non-institutionalized individuals with a disability aged 18-64 is 46.8% - 33.9% higher than the rate for the US (12.9%) and almost triple the rate for the state (15.9%).⁴ This population is subject to compromised health, limited mobility and/or obstacles that make environmental risks more consequential.
- **Housing-cost burdened:** Between 62% and 80% of residents in the Downtown/Airways area (CT2 & 7) spend more than 30% of their gross income in rent, compared to the national average of 50.4%, contributing to the fact that 23-25% of residents need SNAP benefits in 2020.¹ Home owners are the majority in CT 8 and they are forced to make tough decisions between paying the mortgage and buying food as 40% are receiving SNAP benefits.

Funding the environmental assessments at the priority sites will facilitate the redevelopment that will bring living wage jobs. Such jobs are expected to strengthen the economic resilience of residents that can reduce the cost-burden, thus lessening the negative impacts and adverse health outcomes that affect these sensitive populations. Investment in turning smaller parcels into modern affordable infill housing will provide safer and more diverse housing options that can improve the quality of life for families, their children and disabled populations.

c. Greater Than Normal Incidence of Disease/Adverse Health Conditions: According to State Health Assessment Data, Madison County performs worse than the state on numerous health measures, including heart disease, children in poverty, obesity, cerebrovascular deaths, diabetes deaths, and drug-related issues. Adverse health conditions associated with the environmental issues found in the target

³ Headwaters Economics, Economic Profile for census tracts 2, 7 and 8; 2023 US census

areas include:

- **Asthma:** Chronic asthma in Madison County affects 12% of the population³—higher than the CDC’s national estimate of 8.7% and places residents of the target areas in the 90th-95th percentile in the US. Studies have shown asthma rates increase when family income decreases, especially below the poverty threshold. Poorly maintained housing is linked with worsened asthma and other respiratory illnesses. The assessment of brownfield sites will help encourage the creation of safe, high-quality, affordable housing and living wage jobs that can help mitigate potential contaminant exposures contributing to asthma for families living in Jackson’s dilapidated housing stock.
- **Premature birthweight:** 12.5% of all children born in Madison County have a low birthweight compared to CDC’s US rate of 8.6%.⁴ Low birthweight increases risks for serious immediate and long-term health issues for a child, including developmental and cognitive delays, as well as chronic diseases later in life. Adverse birth outcomes can be linked to high prenatal exposure to VOCs, a known carcinogen suspected at all three priority brownfield sites.⁵ EPA assessment funds will help to identify such contaminants, facilitating their delineation, removal and subsequently reduce exposure that may be associated with this greater-than-normal incidence affecting pregnant women and their babies.

d. Economically Impoverished/Disproportionately Impacted Populations: A significant portion of Jackson, including the three target area census tracts are Areas of Persistent Poverty. This federal designation confirms the challenge of turning the tide of disinvestment, blight and abandoned properties is high and long-standing. These properties also present significant environmental hazards for the known, unknown and unregulated industrial and manufacturing uses in close proximity to residential homes. Jackson has the distinction of having 3 superfund sites on the NPL with another 21 sites actively reporting to EPA. Identifying brownfields and their potential contaminants with EPA assistance will make remediation possible and remove the financial uncertainty standing in the way of public and private investment needed to achieve the goals our communities have set for their future.

Community Engagement

e. Project Involvement and f. Project Roles: The following table provides a list of partners who will serve as the founding members of a Brownfields Advisory Committee. Their purpose will be to assist the city in making decisions with respect to the brownfield inventory, prioritizing sites for assessment, and developing site reuse plans.

Entity Name	Function/Mission	Contact	Specific Role in the Project
Jackson Community Development Agency (CRA)	To aid private redevelopment efforts through a variety of development and financing tools.	Vicki Lake, Chair Vicki.lake@wth.org	Coordinate project with redevelopment efforts across the city
Jackson Chamber of Commerce	To develop and maintain an economic climate that creates and retains jobs and enhances the quality of life for all citizens of Jackson-Madison County and West Tennessee.	Logan McCoy lmccoy@jacksontn.com	Liaison with potential industries and businesses interested in redevelopment of sites
Jackson Downtown Development Corporation (JDDC),	To enhance the quality of life and economic prospects of Jackson through the purposeful design, promotion and facilitation of strategic investment in its Downtown.	Beth Ann Simpson bethann@downtownjacksontn.com	Liaison for downtown businesses and property owners in Downtown/ Airways Redevelopment Area

⁴ TN Department of Health. 2022 Low Birthweight Counts and Percentages for All Live Births by Race for Madison County Health Region. <https://www.tn.gov/health/health-program-areas/statistics/health-data/birth-statistics.html>.

⁵ Chang, M., Park, H., Ha, M. *et al.* The effect of prenatal TVOC exposure on birth and infantile weight: the Mothers and Children’s Environmental Health study. *Pediatr Res* **82**, 423–428 (2017). <https://doi.org/10.1038/pr.2017.55>.

Healthy Communities, LLC,	Designs with health and wellness integrated into every facet of its layout, Healthy Community integrates a sustainable lifestyle into revitalization projects.	Chris Alexander chris@healthycommunitiesllc.com	Master developer for downtown revitalization; coordinate redevelopment efforts for select sites; potential developer for assessment sites
Lambuth Area Neighborhood Association (LANA) //City Council District 5	Preserve property values and livability. Promote safety and security. Enhance the overall quality of life. Stimulate interest in beautification and historic preservation.	Frank McMeen, EDD frankmcmeen@jacksontn.gov	Liaison for neighborhood residents and institutions affected by brownfield sites
Jackson Madison County School System	Providing equitable options and opportunities in a safe, caring environment to maximize student potential.	, Dr. Kerri Anne Breeden; Chief of Staff kabreeden@jmcass.org	Liaison for schools and their families affected by brownfield sites
Madison County	The mission of Madison County, Tennessee government is to ensure the safety, health, and well-being of its residents.	Mayor A.J. Massey amassey@madisoncountyttn.gov	Coordination and access to County resources for economic development
Lane College	With strong ties to the Christian Methodist Episcopal Church, the College’s Mission is to develop the “whole student.”	Dr. Donald W. Comer; Chief of Staff dcomer@lanecollege.edu	Local HBCU in affected area; participate in planning efforts for sites along Lane/Royal/ Hays corridors
Jackson Madison County African American Chamber of Commerce	The growth and development of member businesses, youth entrepreneurial development and community development	Clarissa Williams , President jacksonmcaacc@gmail.com	Liaison with potential businesses/ entrepreneurs who can participate and or benefit from redevelopment

g. Incorporating Community Input: As part of *One Jackson Civic Master Plan*, the City has committed to an ongoing planning approach that gives communities a voice and values local knowledge. The City’s Planning, Growth, and Development Division has conducted surveys, listening sessions, public presentations and convened community visioning workshops that have resulted in the area plans for Jackson Plaza/Old Hickory, Downtown/Airways Corridor. The City has had the most success using tools such as Facebook (over 22K followers) and the city’s texting line to inform and get feedback from residents. The EPA grant will allow us to build upon this foundation to engage the public with the issues specific to brownfields. The Brownfield Advisory Committee will meet quarterly and members of the public, particularly residents of the target areas will be encouraged to join. Meetings will be held at times and places most accessible for the public. The City’s dedicated Community Outreach Coordinator will lead the engagement efforts to explain assessment efforts and results and collect community feedback and as the main contact, be responsible for responding to any community concerns or questions regarding grant activities.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

Description of Tasks, Activities and Outputs:

<i>Task/Activity: Task 1 – Programmatic Expenses</i>
<i>a. Project Implementation:</i> Activities to be funded by the EPA grant are EPA reporting, management of site assessments and planning activities, and travel and training. Competitive procurement will be conducted for a Qualified Environmental Professional (QEP)/grant manager with experience in the implementation of EPA Brownfield Grants in accordance with applicable procurement requirements.
<i>b. Anticipated Project Schedule:</i> 10/1/2026–9/30/2030
<i>c. Task/Activity Lead:</i> City Project Manager supported by QEP/grant management consultant .
<i>d. Output(s):</i> Annual RFP for consultant (3), quarterly reports (16), ACRES reporting (anticipated 13 sites), FFRs (4), grant closeout (1), and cost associated with attending training seminars/conferences

(e.g., 2 National Brownfields Conferences).
Task/Activity: Task 2 – Community Engagement
<p><i>a. Project Implementation:</i> Activities to be funded by the EPA grant are the City’s Community Outreach Coordinator engaging community stakeholders as discussed in the Community Engagement section above. Costs include staff time for development of a Community Relations Plan, web and social media posts, meeting planning and attendance. Non-EPA funded activities include the in-kind outreach efforts performed by the City’s project manager, translation services, provision of meeting notices and materials.</p> <p><i>b. Anticipated Project Schedule:</i> 10/1/2026–9/30/2030</p> <p><i>c. Task/Activity Lead:</i> City’s Community Outreach Coordinator and project manager.</p> <p><i>d. Output(s):</i> Community meetings; maps, handouts, minutes, and other materials; Community Relations Plan (1) social media and web site posts.</p>
Task/Activity: Task 3 – Brownfield Inventory
<p><i>a. Project Implementation:</i> Activities to be funded by the EPA grant include the QEP building upon the existing vacant property list by conducting a more robust city-wide brownfields inventory using historic documentation, city records, and windshield surveys with the GIS mapping to be done by the City Planning department. Non-EPA funded activities are the in-kind oversight efforts performed by the City’s project manager.</p> <p><i>b. Anticipated Project Schedule:</i> 1/1/2027–9/30/2027</p> <p><i>c. Task/Activity Lead:</i> QEP and City GIS staff overseen by the City’s project manager</p> <p><i>d. Output(s):</i> GIS database of city-wide brownfield inventory</p>
Task/Activity: Task 4 – Site Phase I Assessment Activities
<p><i>a. Project Implementation:</i> Activities to be funded by the EPA grant are the procured QEP performing twelve (12) Phase I assessments including those conducted for Armstrong/Bruce Hardwood and Dudley’s Service Station. Non-EPA funded activities are the in-kind oversight efforts performed by the City’s project manager.</p> <p><i>b. Anticipated Project Schedule:</i> 1/1/2027–6/30/2030</p> <p><i>c. Task/Activity Lead:</i> QEP overseen by the City’s project manager</p> <p><i>d. Output(s):</i> Phase I reports (12)</p>
Task/Activity: Task 5 – Site Phase II Assessment Activities
<p><i>a. Project Implementation:</i> Activities to be funded by the EPA grant are the procured QEP performing five (5) Phase II assessments including those conducted for Jackson Plaza, Armstrong/Bruce Hardwood, and Dudley’s Service Station. This includes preparation of site-specific Quality Assurance Project Plans (QAPPs) and Workplans. Non-EPA funded activities are the in-kind oversight efforts performed by the City’s project manager.</p> <p><i>b. Anticipated Project Schedule:</i> 1/1/2027–6/30/2030</p> <p><i>c. Task/Activity Lead:</i> QEP consultant overseen by the City’s project manager</p> <p><i>d. Output(s):</i> Phase II reports (5), QAPPs (5), and Workplans (5)</p>
Task/Activity: Task 6 – Site Reuse Planning
<p><i>a. Project Implementation:</i> Activities to be funded by the EPA grant for reuse planning effort will parallel the assessment activities for at least two sites selected from the inventory. The City will collaborate with the Madison County Planning Department, the public, and interested community groups to promote participation and obtain public feedback. The QEP will develop community-driven plans for two neighborhoods, focusing on catalyst brownfield site(s) and short-term 3-5-year action steps. Two sites will be selected for preparing ABCAs to facilitate future redevelopment projects. Non-EPA funded activities are the in-kind oversight efforts performed by the City’s project manager.</p>

b. Anticipated Project Schedule: 10/01/2027–8/30/2030

c. Task/Activity Lead: QEP overseen by the City’s project manager.

d. Output(s): ABCAs (2). Community Neighborhood Plans (2)

e. Cost Estimates: Unit pricing is based on actual market costs for similar services with estimates from experienced EPA Brownfields contractors. For simplicity, figures presented for personnel and fringe have been rounded to whole dollar amounts. No indirect costs will be funded by EPA.

Budget Category	Task 1	Task 2	Task 3	Task 4	Task 5	Task 6	Total
	Programmatic Expenses	Community Engagement	Brownfield Inventory	Site Phase I Assessment Activities	Site Phase II Assessment Activities	Site Reuse Planning	
Personnel	\$ 17,559	\$ 5,690	\$ 2,529	\$ -	\$ -	\$ -	\$ 25,778
Fringe Benefits	\$ 6,848	\$ 2,219	\$ 986	\$ -	\$ -	\$ -	\$ 10,053
Travel	\$ 3,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 3,000
Equipment	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Supplies	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Contractual	\$ 35,000	\$ -	\$ 20,000	\$ 63,500	\$ 286,500	\$ 56,169	\$ 461,169
Other	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Total Direct Costs	\$ 62,407	\$ 7,909	\$ 23,515	\$ 63,500	\$ 286,500	\$ 56,169	\$ 500,000
Indirect Costs	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Budget Total	\$ 62,407	\$ 7,909	\$ 23,515	\$ 63,500	\$ 286,500	\$ 56,169	\$ 500,000

Task 1 Programmatic Expenses:	
Personnel: Project Manager expenses 4 years est. @ \$58.30 per hour x 75 hours/year	\$17,559
Fringe: Project Manager expenses 4 years est. @ 39% of Personnel costs	\$6,848
Travel: One attendee to attend 2 conferences est. @ \$1,500/conference	\$3,000
Contractual: QEP/Grant Management Consultant 4 years est. @ \$8,750/year	\$35,000
Task 2 Community Outreach:	
Personnel: Community Outreach Coordinator expenses 4 years est.@ \$31.61 /hr x 45 hours/year	\$5,690
Fringe: Community Outreach Coordinator expenses 4 years est @ 39% of Personnel costs	\$2,219
Task 3 Brownfield Inventory:	
Contractual: Consultants for city-wide brownfield inventory est. @ \$20,000	\$20,000
Personnel: GIS database services from City Planning Department est.@ \$31.61 per hour x 80 hours	\$2,529
Fringe: GIS database services from City Planning Department est. @ 39% of Personnel costs	\$986
Task 4 Site Phase I Assessment Activities:	
Contractual: Conduct Phase I assessment for Armstrong/Bruce Hardwood, est. @ \$8,500/site	\$8,500
Contractual: Conduct Phase I assessments for 11 average sized sites est. @ \$5,000/site	\$55,000
Task 5 Site Phase II Assessment Activities:	
Contractual: Conduct Phase II assessment for 2 large priority sites (Jackson Plaza and Armstrong/Bruce Hardwood) est. @ \$75,750/site	\$151,500
Contractual: Conduct Phase II assessment for 3 smaller (<21 acres) sites est. @ \$45,000/site	\$135,000
Task 6 Site Reuse Planning:	
Contractual: Conduct reuse planning studies 2 est. @ \$24,000/study	\$48,000
Contractual: Development of ABCAs 2 est. @ \$4,084/site	\$8,168

f. Plan to Measure and Evaluate Environmental Progress and Results: The City’s contracted QEP/grant manager will monitor all work funded under this project and will track important EPA outcomes, including the number of community meetings; number of acres assessed; funding leveraged, and other ACRES metrics. This will enable the City to track, measure and evaluate

progress toward achieving the project outputs listed in section 3.a above. The City will also monitor project progress through documentation provided by all contractors and consultants, and it will provide this information to the EPA project officer through quarterly reports, monthly calls, and regular correspondence.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

Programmatic Capability

a., b., and c. Organizational Capacity, Organizational Structure, and Description of Key Staff:

The City of Jackson Planning Department possesses in-house capacity to oversee the management of contracted firms for grant management, environmental services, and perform administrative functions associated with implementing the grant. The department is the primary economic development entity for the City, focusing on the implementation of redevelopment projects. Stanley Pilant, Director of Planning Growth and Development, will serve as the Project Manager. Mr. Pilant oversees the City's Building, Engineering, and Planning Departments, acts as the staff planner for the Jackson CRA, and chairs the Executive Staff of the Jackson Metropolitan Planning Organization. As a member of the project team for the 2007 EPA cleanup grant, he conducted research, remediation planning and close out reporting as well as the subsequent redevelopment plan for the area. The Community Development Department—responsible for planning and implementing community projects/activities that require a high degree of specialized knowledge in urban development, social welfare, and public policy—possesses in-house capacity to oversee the community outreach components of the grant program. Ms. Abby Palmer, Service Innovation Director, will serve as the Community Outreach Coordinator. She led our Love Your Block program for 4 years, providing no-cost home repairs to low-income residents by utilizing volunteers from the community. In this capacity, she worked with over 30 community organizations to host volunteering events, organize community gatherings, and collaborate on service projects. Her experience in engaging residents includes administering community surveys, holding feedback sessions, and including them on judging panels for grants. Ms. Patricia Loyd, the City's Financial Supervisor, assists with the operations of the municipal budget (\$132.16 million in 2026). She will be responsible for overseeing project financial management, ensuring compliance with all grant terms and conditions.

d. Acquiring Additional Resources: The City will procure an experienced QEP/grant management consultant and qualified environmental engineering firms to assist with project implementation, as described in Section 3 above, through a competitive process in conformance with 40 CFR 31.36.

Past Performance and Accomplishments

e. Currently Has or Previously Received an EPA Brownfields Grant:

Accomplishments: Jackson received and managed a 2007 EPA Brownfield Cleanup grant for \$200,00 which closed in 2010. The City completed cleanup of a 3.1-acre former Citizens Gas and Light Company site in Jackson's Downtown Entertainment District which was redeveloped into an urban pocket park and outdoor amphitheater. The cleanup of the property facilitated over \$2.5 million and spurred rehabilitation of the adjacent buildings. The record on ACRES is complete.

Compliance with Grant Requirements: The City complied with all EPA reporting requirements, including quarterly reports, federal financial reports. The 2007 Cleanup grant was completed ahead of schedule, with all funds expended on remedial activities.

THRESHOLD CRITERIA

1. **Applicant Eligibility:** The City of Jackson is a general purpose unit of local government as defined under 40 CFR Part 31 and, as such, is an eligible applicant. The City of Jackson is not exempt from Federal taxation under section 501(c)(4) of the Internal Revenue Code.
2. **Community Involvement:** Community planning efforts are already underway in persistent poverty neighborhoods throughout the city, primarily through Jackson's *One Jackson Civic Master Plan* (including the additional Jackson Plaza/Old Hickory and Downtown/Airways Small Area Plans) and the support for community partners and organizations. A formal Brownfields Advisory Committee for the proposed project will be established to provide networks for community outreach, information sharing and feedback on site prioritization and reuse plans. This group, several of whom are currently working with the City on the One Jackson plans, already have familiarity with the overall needs and goals for this project. The Brownfields Advisory Committee will meet quarterly for the duration of the project.

In addition to accessing the expertise and networks of the Brownfields Advisory Committee, the City will solicit direct community input on two levels: 1) Outreach to build county-wide general awareness of brownfields and its brownfields assessment program; and 2) Deep dive neighborhood-driven planning to elicit reuse considerations for targeted sites. In this manner, the City of Jackson will have a real time platform for capturing and addressing community concerns. As an early deliverable in the grant, we will develop a detailed Community Involvement Plan to guide our outreach goals for inclusivity and participation. For example, fact sheets and meeting notices developed and distributed widely to local leaders and community groups across the city will be augmented with versions and distribution channels tailored to the language and communications barriers of the targeted two persistent poverty communities.

3. **Expenditure of Existing Grant Funds:** The City of Jackson does not have an open Assessment Grant or Multipurpose Grant. Therefore, the City affirms that it is eligible to apply for Assessment Grant funding under this solicitation.
4. **Named Contractors and Subrecipients:** The City of Jackson has not procured/named a contractor or subrecipient.

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