

**FY26 U.S. EPA BROWNFIELD
COMMUNITY-WIDE ASSESSMENT GRANT
PROPOSAL APPLICATION**

R05-26-A-040

MUSKINGUM COUNTY, OHIO

APPLICATION INFORMATION SHEET

1. Applicant Identification:

Muskingum County, Ohio
401 Main Street
Zanesville, Ohio 43701

2. Website URL:

muskingumcountyoh.gov

3. Funding Requested:

- a) Assessment Grant type: Community-Wide
- b) Federal Funds Requested: \$500,000

4. Location: Muskingum County

5. Target Area and Priority Site Information:

Target Area: Southern Zanesville

- Priority Sites:

- Van Wye Property, 414 Putnam Ave, Zanesville
- Former Cooper Industries/Fairgrounds, 1510 Pershing Road, Zanesville
- Former Dry Cleaner, 469 Pine Street, Zanesville

Target Area: Village of Philo

- Priority Sites:

- Ohio Ferro-Alloys Corporation, 4900 Old River Road, Philo
- Gas station, 562 Front Street, Philo

6. Contacts:

Project Director:
Mr. Andrew Roberts
Executive Director
Muskingum County Planning Commission
401 Main Street
Zanesville, OH 43701
Phone: 740.455.7195, ext. 120
Email: aeroberts@muskingumcounty.org

Chief Executive:
Ms. Melissa Bell
President
Board of Commissioners
401 Main Street
Zanesville, OH 43701
Phone: 740.455.7100
E-mail: mjbell@muskingumcounty.org

7. Population:

Muskingum County: 86,382
City of Zanesville: 24,726
Village of Philo: 788

8. Other Factors Checklist:

Other Factors	Page #
Community Population is 15,000 or less	4
The applicant is, or will assist, a federally recognized Indian Tribe or United States Territory.	N/A
The priority site(s) is impacted by mine-scarred land.	N/A
The priority site(s) is adjacent to a body of water (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	1
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	3
The reuse of the priority site(s) will incorporate energy efficiency measures.	N/A
The proposed project will improve local resilience to the impacts of extreme weather events and natural disasters.	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).	9
The target area(s) is impacted by a coal-fired power plant has recently closed (2015 or later) or is closing.	N/A

9. Letter from State or Tribal Environmental Authority: Attached

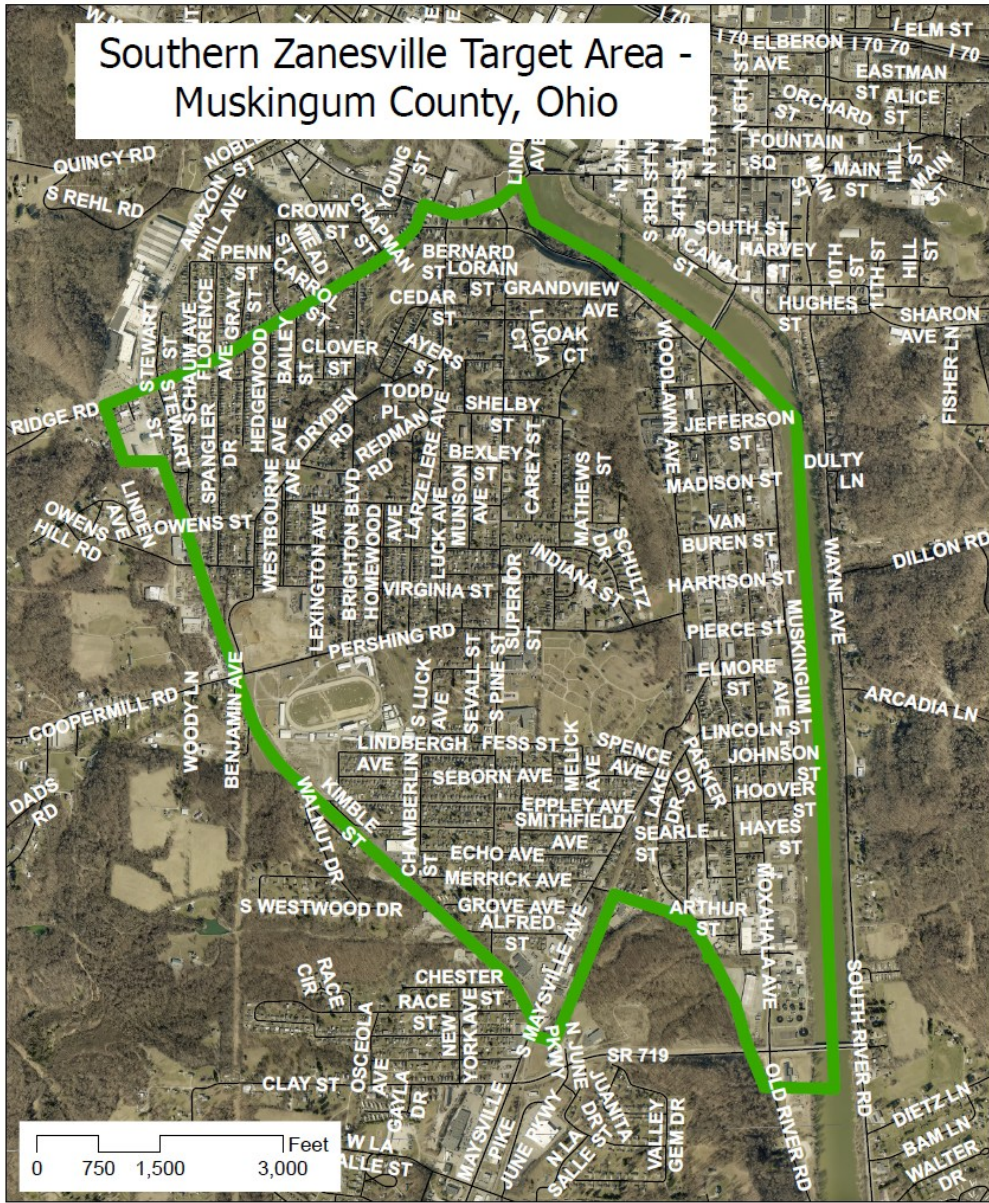
10. Releasing Copies of Application: N/A

Attachments:

Target Areas Map

Ohio EPA and BUSTR support letters

Southern Zanesville Target Area - Muskingum County, Ohio



Data and information contained herein is not warranted or guaranteed as to accuracy, completeness or suitability. Muskingum County assumes no liability regarding the use or misuse of this data and information.

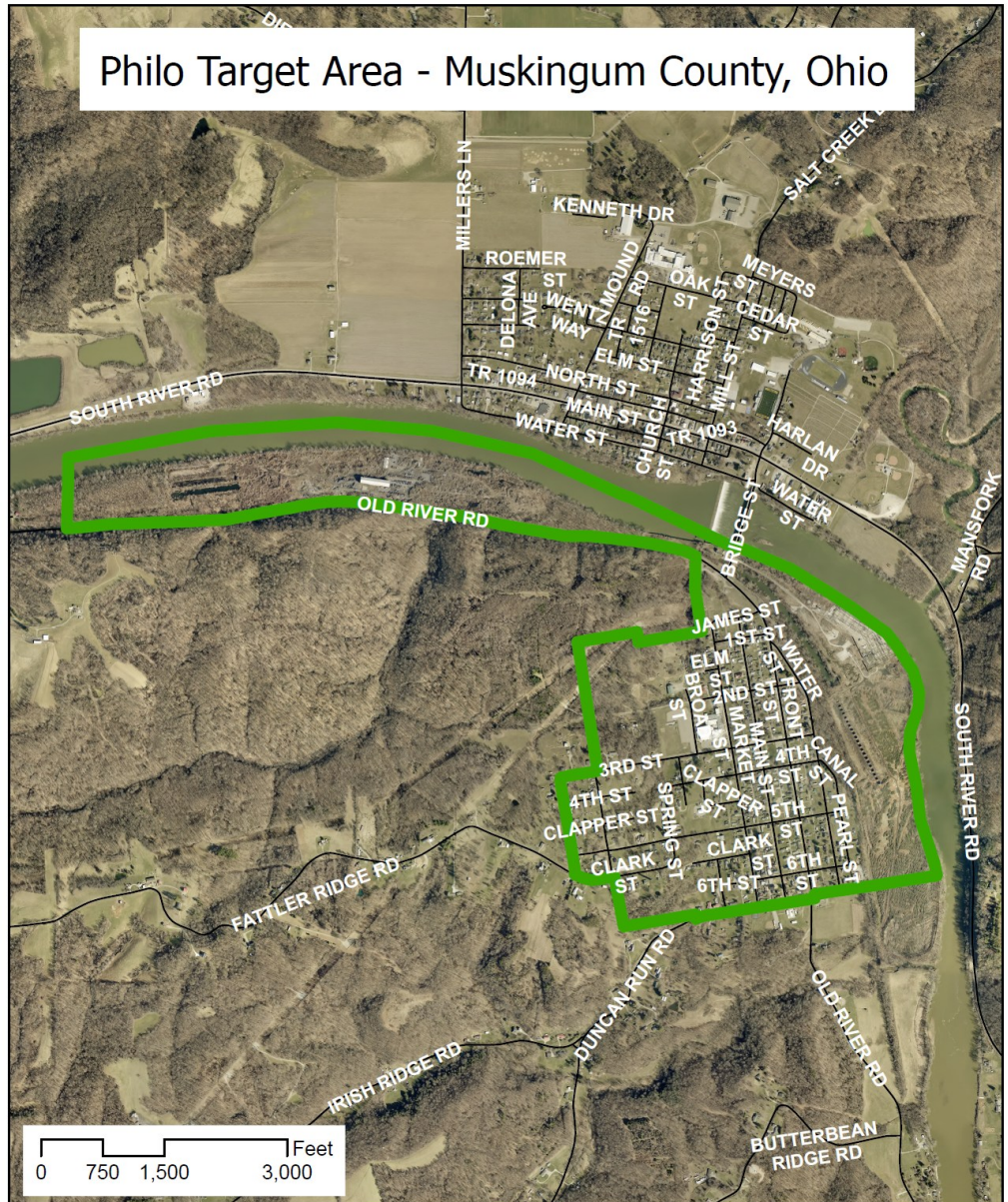


AER 1.12.2025



TINA M. HUEBNER
MUSKINGUM COUNTY AUDITOR
GEOGRAPHIC INFORMATION SYSTEMS DEPARTMENT

Philo Target Area - Muskingum County, Ohio



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AER 1.12.2025



TINA M. HUEBNER
MUSKINGUM COUNTY AUDITOR
GEOGRAPHIC INFORMATION SYSTEMS DEPARTMENT



January 14, 2026

U.S. Environmental Protection Agency, Region 5
ATTN: Torre Ippolito
77 West Jackson Boulevard
Mail Code SB-5J
Chicago, IL 60604-3507

RE: Ohio EPA's Letter of Support for Muskingum County's Community Wide Assessment Grant Proposal

Dear Torre Ippolito:

The Ohio Environmental Protection Agency (Ohio EPA) acknowledges that Muskingum County plans to conduct assessment activities and is applying for a FY2026 U.S. EPA Brownfields Community-Wide Assessment Grant of \$500,000. Ohio EPA supports Muskingum County's efforts under the Brownfields Multipurpose, Assessment, and Cleanup Grant program.

If awarded, Muskingum County will use these funds to:

- Conduct environmental site assessments for hazardous substances and petroleum throughout the County, with a focus on two strategic target areas.
- Inventory priority brownfield sites and prepare cleanup planning documents.
- Advance redevelopment planning in alignment with County and City comprehensive plans.

The proposed target areas include priority sites such as:

- Former Cooper Power Systems at 1500 Pershing Rd – A publicly owned site with significant prior remediation work. Potential contaminants include PCBs and asbestos.
- Van Wye site at 414 Putnam Ave – A privately owned site with structures assumed to contain asbestos due to age.
- Former Dry-Cleaning Operation at 469 Pine St – A privately owned site. Potential contaminants include dry-cleaning solvents and asbestos.
- Ferro Alloy site at 4900 Old River Rd – A privately owned site that has operated as an alloy manufacturer/recycler for over 80 years. Potential contaminants include asbestos, lead, arsenic, and other metals.

- Former Gas/Service Station at 562 Front St – A privately owned site with suspected underground storage tanks (USTs) and a likely active release based on age. Potential contaminants include petroleum products and asbestos.
- Former Gas/Service Station at 212 Front St – A privately owned site with suspected USTs and likely active releases based on age. Potential contaminants include petroleum products and asbestos.

Ohio EPA supports Muskingum County's efforts to address brownfields in these distressed Appalachian communities, where abandoned industrial sites and underground storage tanks may pose risks to soil and groundwater. These assessment activities are critical first steps toward remediation and redevelopment, improving environmental quality and community health.

This grant will help revitalize neighborhoods that have experienced decades of economic decline and environmental challenges. In Zanesville, assessments will support redevelopment along the Pine and Pershing corridors, complementing recent investments and creating opportunities for new community facilities and economic growth. In Philo, the project will address legacy contamination from former industrial and energy-related uses, paving the way for redevelopment that honors the community's Appalachian heritage while improving safety and livability.

Muskingum County plans to use programs such as the Ohio Department of Development's Brownfield Remediation Program, the Building Demolition and Site Revitalization Program, and other state and federal resources, as well as JobsOhio, to maximize impact. The County will also take advantage of the Ohio EPA Targeted Brownfield Assessment (TBA) Program and grant-funded technical assistance both during and after the assessment grant performance period. This approach ensures that federal investment will have a significant and lasting benefit for the region.

We look forward to working with Muskingum County and U.S. EPA on this project. If you have any questions, please do not hesitate to contact me at 614-728-5441 or via e-mail at emily.johnson@epa.ohio.gov.

Sincerely,

Emily Johnson

Emily Johnson, Manager
Division of Environmental Response and Revitalization
Ohio Environmental Protection Agency

cc: Andrew Roberts, Executive Director, Muskingum County Land Reutilization Corporation
Martin Smith, Ohio EPA, DERR



January 12, 2026

JOHN JUREVIS
USEPA REGION 5
77 WEST JACKSON BLVD, MAIL COADE SB-5J
CHICAGO, IL 60604-3507

RE: MUSKINGUM COUNTY COMMUNITY-WIDE ASSESSMENT GRANT LETTER OF SUPPORT

Dear Mr. Jurevis,

This letter acknowledges that Muskingum County notified the Office of the Fire Marshal, Bureau of Underground Storage Tank Regulations (BUSTR) of its plans to use the \$500,000 grant proposal for a Community-Wide Assessment Grant for petroleum and hazardous waste. The targeted areas for this grant include the Pine and Pershing Corridor in Zanesville and the Village of Philo. These areas have high poverty rates and depressed household incomes due to the lack of economic opportunities and the preponderance of vacant or blighted commercial and industrial properties. Goals of the grant include to assess the brownfield properties and develop cleanup strategies to improve the economic prospects, improve infrastructure and provide improved community usable properties.

I am pleased to offer BUSTR's support for the Muskingum County's Community-Wide Brownfield Assessment Grant proposal. We look forward to working with Muskingum County and the U.S.EPA on this project.

Sincerely,

Christine G. Pyscher, PG
Environmental Specialist 2
Division of State Fire Marshal
Ohio Department of Commerce

XC: Site File
Andrew Roberts (aeroberts@muskingumcounty.org)

(1) PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

Target Area and Brownfields

a. Overview of Brownfield Challenges and Description of Target Area: Muskingum County (County) is applying for a Community-Wide Brownfield Assessment Grant. The primarily rural County is located in the western foothills of Appalachian Ohio along the Interstate 70 (I-70) corridor midway between Columbus, Ohio and Wheeling, West Virginia. The County covers 673 square miles with a population of 86,382. The Licking and Muskingum Rivers converge from the west and northeast at Zanesville, the County seat and only city in the County. The remainder of the County is comprised of rural villages, townships and unincorporated areas.

Zanesville has a rich industrial past rooted in its strategic location along the Muskingum River. This prime location coupled with the growing industry and population lead to the City being the State Capital for a short period in the early 1800s. Industry had grown so much in the area that a lock and dam system (which is the oldest continuously operating hand-operated navigation system in the United States) was constructed on the Muskingum River between 1837 and 1841 to support steamboat commerce. The 111-mile stretch connected heavy traffic on the Ohio River in Marietta northward to Muskingum County, which includes an elevation gain of 80+ feet. It further fueled industry in the County and played a vital role in the economic development of southeastern Ohio, enabling the transport of clay/pottery, coal, lumber, salt, and agricultural goods. Later, with the construction of National Road (U.S. 40), Zanesville became a logistics hub which powered mills and attracted manufacturers and became nationally known as the “Pottery Capital of the World”.

The Southern Zanesville Target Area (TA) includes Historic Putnam (now part of Zanesville), which was an industry trade hub that included water-powered mills, timber processing, and clay/pottery/coal freight. This TA is approximately 2.1 square miles and is bounded by the Muskingum/Putnam Avenue corridor to the east, Muskingum and Ridge Avenues to the north, the railroad line (adjacent to the Fairgrounds) to the west, and the intersection of the railroad line/Pine Street and Maysville Ave/State Route 22 to the south. Small manufacturing and trades were established along the Putnam and Muskingum Avenue corridor that parallels the river to support the bustling economy; industries like blacksmiths, tanners, coopers, and professional/educational services (e.g., physicians and churches) were also established. Over time, the community grew to the west, including residential development to support the region’s growth and the large Mosaic Tile Company along Pershing Road, which, in the early 20th century, was one of the largest tile manufacturers in the country. Many businesses were interspersed between the Historic Putnam riverfront and the heavy industry to the west; of specific concern were the abundance of dry cleaners situated in residential communities. These were concentrated along the Pine Street/Luck Avenue corridor due to the centralized location to working class residents in the neighborhood.

Founded in 1834, the Village of Philo TA developed as a river commerce hub due to its location on the Muskingum River, which supported coal mining, shipping, and agriculture. This TA is approximately 0.8 square miles and includes the Village of Philo and the adjacent Ohio Ferro-Alloys Corporation property at 4900 Old River Road in Philo. The lock and dam system also played a key role in Philo’s early industrial growth. The region’s coal deposits fueled both local industry and the later-developed power plant, tying Philo’s economy closely to the energy and resource sectors. Philo’s industrial history was anchored by the Philo Power Plant, a pioneering coal-fired facility that introduced major innovations in power generation and helped shape the future of the U.S. energy industry. The region’s access to coal, power, and its river and rail access, led to the development of high-temperature blast furnaces that produced materials like ferroalloy that supported the large-scale steel mills in eastern/northeastern Ohio. Over time, the small town grew around this industry with schools, markets, churches, gas stations, and dry cleaners.

By the mid-20th century, many of the County’s industries declined and ultimately shuttered due to foreign competition, modern materials, and automation. This led to job loss and workforce relocation that ultimately trickled down to the smaller businesses. The County now has numerous smaller-scale brownfield sites embedded in residential communities. This grant will allow the County to inventory and prioritize these infill brownfield sites, conduct environmental

assessments, and prepare reuse plans to protect our residents and revitalize our communities, which is foundational to the **2020 Muskingum County Comprehensive Plan** (County Plan).

b. **Description of the Priority Brownfields Sites:** The Southern Zanesville TA contains dozens of brownfields posing potential environmental and human health threats as well as barriers to redevelopment. Three brownfields have been selected as priority sites:

1. The **Van Wye Property** priority site, located at 414 Putnam Avenue in Historic Putnam, is part of the “Putnam Gateway” situated immediately south of the 6th Street bridge in downtown Zanesville. The site has operated as a used car service/sales business for more than 75 years. Numerous gas stations historically operated around the site. The north-adjointing Putnam Point project where the County, in partnership with the Muskingum County Community Foundation, leveraged U.S. EPA Brownfield Assessment Grant funds to support an Ohio Brownfield Remediation Program Cleanup grant to decommission 3 former gas stations that included removal of 8 underground storage tanks (USTs). **With a cooperative owner, this priority site is a top priority for the County to continue redevelopment of “Putnam Gateway” and provide an attractive entrance to Historic Putnam.** EPA grant funds will be used to assist future developers with their due diligence and measures to mitigate issues during construction.

2. The **Former Cooper Industries/Fairgrounds** priority site at 1510 Pershing Road is part of the County Fairgrounds owned by the Muskingum County Agricultural Society. This former transformer manufacturing site has extensive environmental history and restrictive land-use regulations in place. A fast-growing equestrian community would like to construct an equine training facility on a portion of the site/Fairgrounds. This grant would assist with assessments to ease restrictions where feasible, develop safe construction plans, and ensure safe use for patrons.

3. The **Former dry cleaner** priority site located at 469 Pine Street is situated in a dense neighborhood and immediately adjoined by residences and a church. **This brownfield is a priority as we want to revitalize areas where people live and pray.** EPA grant funds will help identify/address potential impacts to surrounding residents including from vapor intrusion and will support prospective purchasers and redevelopment.

The Village of Philo TA also has dozens of brownfield sites, two of which are of particular interest:

4. The **Ohio Ferro-Alloys Corporation** priority site located at 4900 Old River Road consists of 54.5 acres of industrial land along the Muskingum River and its floodplain¹. Prior Ohio EPA activities have been conducted on the site and identified soil contaminated with arsenic and lead and the presence of several large sludge lagoons/piles. **Ohio EPA recommended the site to the Voluntary Action Program; however, property owners have not had sufficient funding.** With the priority site’s river and road access, it is prime for redevelopment into a more productive use.

5. The **Gas Station** priority site is located at 562 Front Street in the heart of Philo. This site has operated for decades as a gas station and auto garage. The Ohio Bureau of Underground Storage Tank Regulations (BUSTR) visited the site as recently as 2024 and concluded that USTs are present. The former gas station owner/operators are deceased; therefore, there is no responsible party to remedy the open BUSTR release incident. Given the age and condition of the building on-site, asbestos and lead-containing paint may be present. **This is a priority site due to potential impacts to the surrounding low-income neighborhood and lack of responsible party.**

c. **Identifying Additional Sites:** The County has a strong track record of identifying additional sites driven through community engagement. Newly identified sites with risks to public health take precedence; however, this grant will also be used as an economic development tool to help promote reinvestment in our communities (urban and rural). For non-priority sites, we utilize a scoring rubric and have a tiered prioritization framework to aid in decision making. Example criteria include sites that will be redeveloped with attainable housing, redevelopment that will benefit underserved communities (e.g., community centers, and commercial/light industrial operations

¹ FEMA Flood Map Service Center

generating new full-time jobs), and brownfields identified as high-priority by County communities due to location and proximity to sensitive populations and/or location in key redevelopment areas.

Revitalization of the Target Area

d. Reuse Strategy and Alignment with Revitalization Plans: The County's grant project goals are consistent with several key elements of the **County Plan**: *encourage economic development, reuse and renovate abandoned properties, and support revitalization efforts in Zanesville and villages county-wide*. The County Plan highlights historic industrial land uses and the need to align redevelopment with transportation and workforce assets, supporting a focus on corridors and urban infill. Mirroring the County Plan, Zanesville's Comprehensive Plan focuses on *placing new community facilities in the neighborhoods they serve, making downtown the focal point for community, cultural and arts festivals and events, and protecting human health and enhancing quality of life for its vulnerable residents*. Projected reuse of the priority sites includes:

- 1. Van Wye Property:** commercial/residential redevelopment as part of larger "Putnam Gateway" economic development focus and job creation.
- 2. Former Cooper Industries:** renovate this essentially abandoned portion of the County Fairgrounds into an equestrian center and greenspace for patrons.
- 3. Former Dry Cleaner:** recreational (e.g., greenspace, park), residential, or urban infill commercial (e.g., a market) to bring facilities to neighborhoods.
- 4. Ohio Ferro-Alloy Corp:** recreational or a possible renewable energy development to reuse this essentially abandoned, underutilized site and protect human health and the environment.
- 5. Former Gas Station:** protecting human health and enhancing quality of life for residents.

e. Outcomes and Benefits of Reuse Strategy: **1.** The **Van Wye Property** in the Putnam neighborhood of Zanesville has been long overlooked and just recently has been host to over \$8.8 million in local investment. Piece by piece we keep making progress in improving this once proud neighborhood. Cleaning and returning this priority site to productive use with new housing units and/or job creation via new commercial business will be the next step in the neighborhood's path forward. **2.** The redevelopment of the **Former Cooper Industries** priority site would enable the Muskingum County Agricultural Society to develop additional facilities on the site for the use of the Muskingum County agricultural community. The Fairgrounds have maximized areas that can currently be developed, and this site would open 14 acres of land for recreational development, with ample greenspace, and subsequent job creation to operate the facility. **3.** The **Former Dry Cleaners** priority site sits in the middle of a residential neighborhood. Contamination on the site is currently uncharacterized, and storm events pose the threat of migrating contamination from this site into residential areas and possibly several adjacent places of worship. The assessment and mitigation of this site would bring peace of mind to a community currently trying to make the turn back to redevelopment by adding a recreational pocket park for residents and parishioners. **4.** The **Ohio Ferro-Alloy Corp** priority site was once an industrial powerhouse and major employer. It now presents the risk of migrating contaminants during extreme weather events as the site holds nearly a mile of Muskingum River frontage and areas of its floodplain. Ultimate redevelopment would be a recreational greenspace or possible renewable energy facility. New infrastructure will be set back from the mapped floodplain to prevent damage from flood hazards, which will improve the TA's climate adaptation/resilience and lower flooding risk when extreme storms occur. **5.** The **Former Gas Station** priority site is surrounded on three sides by a residential neighborhood. The presence of aging USTs presents a clear and present danger to the community, and redevelopment of this site will provide clean closure of this site and peace of mind for this community.

Strategy for Leveraging Resources

f. Resources Needed for Site Reuse: The County has identified the following additional key resources that can be used to support assessment, remediation, or reuse/redevelopment of priority sites and additional sites identified during the grant project. To date, the County has secured over \$7.5M in state brownfield funding to remediate/redevelop critical sites including the Former Mosaic Tile site which is being redeveloped with a new \$90M County jail and the Putnam Point former gas station site which is the keystone to "Putnam Gateway". Both of those state-funded cleanup projects were leveraged from a prior U.S. EPA Brownfield Assessment Grant.

Source	Description	Access	Anticipated Funding Use
Ohio Brownfield Remediation Program	Merit-based grants up to \$1M for assessment/remediation of brownfield sites	Local units of government, non-profit or for-profit organizations can apply	Demolition of structures on the <i>Van Wye</i> and <i>Gas Station</i> priority sites, and cleanup and exposure barriers/mitigation systems on all 5 priority sites .
JobsOhio Revitalization Program	Assessment, remediation, and revitalization projects that retain/create jobs		Funding source for redevelopment of all priority sites (except <i>Gas Station</i>) with commercial end uses and job retention/creation.
OWDA Brownfield Loan Program	Financial assistance for voluntary remediation of brownfields		Funding source for voluntary remediation of <i>Former Cooper Industries</i> and <i>Ohio Ferro-Alloy</i> priority sites all 5 priority sites

This grant will stimulate the availability of these funds by supporting assessment of the **5 priority sites**, which will prepare them for predevelopment activities funded by available state grants/loans.

g. **Use of Existing Infrastructure:** The TAs and priority sites are in established urban areas, except for Ohio Ferro-Alloys Corp, and all TAs contain the required basic public infrastructure to support redevelopment. The focus of this grant is to address infill brownfield sites; therefore, we anticipate utilities being readily available for most of the sites we assess and put into our area-wide reuse planning. Aligning with the **County Plan**, the intent of the infill focus is to reduce the redevelopment costs and make economic redevelopment more attainable.

(2) COMMUNITY NEED AND COMMUNITY ENGAGEMENT

Community Need

a. **Community’s Need for Funding:** In general, Muskingum County is rural with a population of 86,382; the City of Zanesville has a population of 24,726 and the Village of Philo 788. Although we’ve had recent successes, the County faces significant structural barriers that limit its ability to access state and federal brownfield assessment and remediation funding. As a rural Appalachian county with a small population base and a disproportionately low median household income (MHI), the County lacks the financial capacity typically required to pursue competitive brownfield funding opportunities. The County does not have the tax base or staffing resources available to larger metropolitan counties. Local government offices operate with minimal personnel, none of whom are dedicated exclusively to environmental redevelopment or brownfield management.

Main driver: the TAs inability to draw on funding is due to small population size and high percentage of low-income households leading to a weak tax base making grant match requirements difficult and even favorable loan terms not feasible. The lack of funding disincentivizes investment and perpetuates the problem: communities that need funding the most are often least equipped to obtain it. The MHI in the County is ~16% less than Ohio’s MHI; the City of Zanesville’s MHI is 48% less than the state’s and Philo’s is even lower². The unemployment rate in Zanesville is nearly twice the state average (8.8% compared to 4.8%), and the rate is higher than the state and national averages in every age bracket from 16 to 54-year-olds².

The Mid-Ohio Regional Planning Commission’s Insight2050 report projects ~1,000,000 new people in central Ohio by 2050. Most of this growth is centered around Columbus and the recently established technology hub in the New Albany area (suburb of Columbus) dubbed the “Silicon Heartland”. Muskingum County is less than 30 miles away from the center of these modern industrial developments. With the projected population growth, we intend for the County to become an attractive place for workforce housing. By focusing on infill brownfield sites, we plan to adequately assess and redevelop into residential units (where feasible) and small commercial

² U.S. Census Bureau, 2023 Economic Statistics

businesses to add to our tax base. For a small, low-income community with limited local resources, This grant is a critical opportunity to improve public health in the TAs, stimulate economic development, create jobs, and strengthen the County’s ability to plan for the future.

b. Health or Welfare of Sensitive Populations: Reference the following table unless otherwise noted. The health and welfare of the County reflect the unfortunate Appalachian situation: chronic disease burden is higher than state averages, substance abuse is high, preventable health factors (smoking, obesity, etc.) are above state/national averages³. In addition to these cultural norms, the TAs and County also have economically disadvantaged residents compared to the state and national averages in nearly all categories. More than one third of children under the age of 18 (the most vulnerable/sensitive population) live in poverty in Zanesville and Philo². More than 50% of families in Zanesville and nearly 45% in Philo are headed by single mothers with children under 18, which is 35% and 16% higher than the state averages, respectively². Similarly, the percentage of households in Zanesville and Philo who rely on SNAP benefits is 33% and 23%, respectively, which is substantially higher than the state rate of 12.4% and national rate of 11.8%².

Demographics ²	County	Zanesville	Philo	Ohio	U.S.
Population	86,382	24,726	788	11.7M	332M
Median Household Income (MHI)	\$75,553	\$46,702	\$45.83	\$90,288	\$78,53
Unemployment	4.6%	8.8%	3.7%	4.8%	5.2%
All Below Poverty Level	15.6%	26.8%	21.3%	13.2%	12.4%
18-64 Year Below Poverty Level	15.3%	27.0%	17.9%	12.6%	11.6%
Under 18 Year Below Poverty Level	21.0%	37.2%	37.4%	18.0%	16.3%

The health and welfare of residents throughout the TAs is at risk due to exposure to neighborhood-imbedded brownfield sites that could result in vapor intrusion, direct contact with contaminants such as VOCs, lead/metals, friable asbestos, and chlorinated solvents in soils. Brownfields threats to the identified sensitive populations will be assessed and subsequently reduced by development/execution of cleanup plans that incorporate engineering and/or institutional controls (ECs/ICs) to limit exposures. The assessment and redevelopment of brownfields in the TAs will reduce blight, thereby drawing residents and businesses back into these neighborhoods, triggering additional reinvestment/redevelopment that will further improve the health and welfare of the TAs.

c. Greater Than Normal Incidence of Disease and Adverse Health Conditions: Brownfields’ contaminants can cause birth defects, brain and developmental health damage to children as well as increasing cancer and other disease rates for all residents. The burden of cancer in the County can be attributed to several factors, one of which is environmental exposure. County residents have “greater-than-normal” incidence of several diseases and health conditions⁴. Notable cancer incidence and death rates are presented below (TA-specific data is not available).

Indicator ⁴	County	Ohio	U.S.
All cancer incidence (age-adjusted – per 100k) ¹	523.2	471.1	444.6
All cancer deaths (age-adjusted – per 100k) ¹	170.9	161.1	146
Lung/Bronchus cancer incidence ¹	75.7	63.3	53.3
Lung/Bronchus cancer deaths ¹	45.4	39.8	32.4
Prostate cancer incidence ¹	130.5	120.7	113.1
Prostate cancer ¹	27	19.3	19

As shown in the above table, all cancer incidence/deaths in the County and lung and prostate cancer incidence/deaths exceed state and national rates. A 2025 study published in the Journal of Environmental Health found that living closer to hazardous sites (e.g., brownfields) was associated with higher cancer incidence⁵. This study used geospatial methods and cancer surveillance data to show that proximity to contaminated land is a significant predictor of cancer risk.

Specific health threats to sensitive populations will be identified by completing grant-funded assessments that will identify the hazardous substances to which residents may be exposed.

³ County Health Rankings & Roadmaps 2025. www.countyhealthrankings.org.

⁴ Ohio Department of Health, Muskingum County Cancer Profile 2025.

⁵ Proximity to Superfund Sites and Cancer Incidence in the South Atlantic United States, Rockhill, et al.

Exposure can be reduced by implementing remediation activities and/or putting ECs/ICs in place prior to or as a part of brownfields redevelopment.

d. Economically Impoverished/Disproportionately Impacted Populations: When the term “Legacy City” is used, most think of Cleveland, Detroit, etc.; however, the County’s TAs are simply small Legacy Cities. Industry in the area grew due to abundant resources and transportation access, then slowly declined, and most ultimately shuttered leaving brownfields large and small in residential communities. Community pride in these TAs remains strong, but the tax base is thin.

Again, the unemployment rate in Zanesville is nearly twice the state average (8.8% compared to 4.8%), and the rate is higher than the state and national averages in every age bracket from 16 to 54-year-olds². Additionally, **the percentage of families/ individuals whose income is below the poverty level is higher in every age bracket (18 to 65+ years) in the County than the state and national averages; this is also the case for single mother households². All of these poverty level statistics are also the case in the TAs (except for 65+ year olds in Philo)².** Legacy Cities are an unfortunate reality: industry flight, job loss, increase in poverty, industrial blight, lack of community reinvestment, home value decline, etc.

The Median Home Value (MHV) for the Zanesville and Philo TAs is \$106,900 and \$103,500, respectively, compared to the state average of \$199,200 and national average of \$303,400². Contributing to the low MHV is the age of the homes; more than 75% of the housing stock in the TAs were constructed prior to 1980, compared to the state average of 64% and national average of 50%². In addition, ~40% of homes in the TAs were constructed prior to 1939², leading to potential exposures to asbestos and lead paint. The neighborhoods are disproportionately challenged by 1) decreased property values and 2) increased risk to public health and welfare due to the large legacy brownfields and the urban infill sites. This grant will facilitate assessment and revitalization resulting in job creation, newer/more diverse housing, safer neighborhoods, higher property values, and reduction of risks due to exposure from brownfields.

Community Engagement

e. Project Involvement, f. Project Roles (Table): Partners listed below will assist in site selection, prioritization, and/or future reuse of brownfields, including the priority sites.

Partner Name	Point of contact	Organization objective
Muskingum County Community Foundation	Brian Wagner Chief Executive Officer bwagner@mccf.org	The Community Foundation strives to attract organizations and people to the County
Project Involvement/Role: Support site selection, cleanup, and redevelopment activities to improve quality of life in the community. The Community Foundation has acquired several properties in the Southern Zanesville TA including the Van Wye priority site . Their partnership is critical to revitalize this TA.		
Zanesville-Muskingum County Chamber of Commerce	Dana Matz President dmatz@zmchamber.com	The Chamber supports and markets local business growth in the County which adds to the tax base
Project Involvement/Role: The Chamber will advertise the grant at its routine community forums, educate entrepreneurs to access grant funds, and promote revitalization. Lead advocate for business interests of assessed brownfields. The Chamber would like to see reinvestment at all 5 priority sites .		
Zanesville-Muskingum County Port Authority	Eric Reed Executive Director eric@zmcport.com	Promotes the economic development of the County and provides information to attract development and jobs
Project Involvement/Role: Assist with public outreach and attend routine Chamber forums. Serve as liaison to connect commercial/industrial businesses with local communities to foster business growth, job creation, and revitalization of assessed brownfield sites. The Port will play a critical role in all priority sites and TAs where commercial/industrial businesses are located on assessed brownfields.		
Zanesville-Muskingum County Health Department	Corey Hamilton Health Commissioner coreyh@zmchd.org	The Health Department’s mission is to use best practice to prevent illness, protect health, and promote well-being to County residents

Project Involvement/Role: Will focus on community stakeholders. Assist with public outreach by distilling brownfield redevelopment risks to community stakeholders in plain language and alleviate apprehension.

g. Incorporating Community Input: During formation of the County and City Comprehensive Plans, forums with residents from varying backgrounds, key focus groups, and community partners described above were conducted. This feedback guided the development of visions and goals for the Comprehensive Plans. The County will build on this approach for community involvement in the grant project. Main stakeholders will be residents/property owners, community/citizens groups, local business organizations, and lenders and developers conducting or supporting the actual work. At these meetings, we will acquaint stakeholders with the grant, ask for comments on the priority sites, proposed reuse, and identify additional sites they feel should be assessed. All the additional sites identified at these meetings will be added to the County’s inventory and will be prioritized as discussed in Section 1.c. Public meetings will be held semi-annually at accessible public buildings in, or as close as possible to, the TAs to receive and discuss additional comments. **These are invaluable activities to ensure that the public’s input is incorporated into the project.** These meetings will also include a virtual option using video conferencing software.

We will solicit continuous public engagement through both conventional approaches (examples listed above) and social media. The County will continue to collect data and information about potential brownfields and in turn educate the public about the status of known sites. In lieu of additional public meetings the County will utilize various social media platforms (e.g., Facebook, websites) to both send and receive information on an ongoing basis. The combination of public meetings and social media will allow for information sharing and give residents and citizen groups a way to voice their health and safety concerns for grant-funded assessments. The County will work with community partners to develop an effective pipeline for resident input and concerns.

County Commissioners will be engaged at monthly board meetings to solicit non-priority sites, provide input, and receive updates. All input will be considered with responses developed by the County, neighborhood representatives and, if needed, the health department.

(3) TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

Description of Tasks/Activities and Outputs

The grant will be used to inventory and assess priority sites and additional developable sites identified to support cleanup and redevelopment. Focus will be placed on infill sites and reuse planning (TAs and County-wide). The following 4 tasks will be executed to accomplish this plan.

Task 1 – Programmatic and Outreach
a. Project Implementation: <ul style="list-style-type: none">- The Work Plan will be prepared and the Cooperative Agreement (CA) executed. Project tracking and financial systems will be set up and maintained. Compliance with the CA will be monitored.- A Qualified Environmental Professional(s) (QEP) will be retained in compliance with applicable federal procurement regulations.- Quarterly reports will be submitted, plus MBE/WBE, financial, and final closeout documents.- The Assessment, Cleanup, and Redevelopment Exchange System (ACRES) will be updated.- Key County staff will attend the U.S. EPA National Brownfields Conference.- Project “kick-off” meetings will be hosted for individual neighborhoods and partners.- Internal team meetings, updates, and check-ins will take place monthly throughout the grant term.- Community Outreach Materials/Press Releases will be developed for local media outlets, County, City, and partners websites and social media pages. Up to 8 Public/Outreach meetings will be conducted through a mix of live and virtual events. County Health Department assistance will be requested as appropriate to understand and prioritize health risks at brownfield sites identified.
b. Anticipated Project Schedule: <ul style="list-style-type: none">- The Work Plan will be prepared within 1 month of receiving notification of the grant award; CA will be executed by September 30, 2026. CA Compliance Tracking and Financial Systems will be set up upon award of grant and maintained throughout the performance period.

<ul style="list-style-type: none"> - A QEP(s) will be retained within 3 months of award. - Beginning January 2027, quarterly reports will be submitted within 30 days of the end of the quarterly reporting period, routine ACRES updates during and after the performance period. Annual MBE/WBE reports submitted. Final project closeout documentation submitted once the performance period ends. - Staff plans to attend the 2027 National Brownfields Conference in Salt Lake City. - Grant kick-off meeting held within 1 month of receiving notification of award. Internal team meetings will begin within 2 months of award. Community kick-off meetings in TAs scheduled by March 2027. - Community outreach activities begin immediately upon award announcement and continue throughout the performance period. QEP will assist with technical outreach materials.
<p>c. Task/Activity Lead: The County will lead this Task.</p>
<p>d. Outputs: Work Plan, CA, quarterly reports (16); ACRES updates; MBE/WBE and financial reports (4) and final project closeout documentation; staff training; 8 outreach meetings and development of outreach materials throughout the term.</p>
<p>Task 2 – Site Inventory/Identifying Additional Sites</p>
<p>a. Project Implementation: Soliciting input for sites in TAs and County-wide; interviewing stakeholders and visiting sites to determine if projects meet eligibility and prioritization scoring criteria. Priority sites will receive higher prioritization ranking. Additional sites will be evaluated, prioritized, and added to the inventory. This will be an in-kind service.</p>
<p>b. Anticipated Project Schedule: Inventory and prioritization activities will begin upon grant announcement and continue throughout 4-year term. Additional sites will be added to inventory.</p>
<p>c. Task/Activity Lead: The County will be the lead for this Task.</p>
<p>d. Outputs: Updated brownfields inventory and prioritization.</p>
<p>Task 3 – Site Assessment</p>
<p>a. Project Implementation:</p> <ul style="list-style-type: none"> - Priority sites (and additional sites identified during performance period) will be evaluated through performance of Phase I and/or Phase II assessments conducted in accordance with All Appropriate Inquiry (AAI), other ASTM standards/practices, or Ohio VAP standards. Health and Safety Plans (HASPs) will be prepared prior to each assessment. - QEP(s) will prepare a Quality Assurance Project Plan (QAPP) for U.S. EPA approval. - QEP(s) will conduct assessments on priority and non-priority sites and issue reports. - The County will coordinate with stakeholders for site access, review reports, relay findings to stakeholders, oversee QEP, and ensure project schedule is met. This will be an in-kind service.
<p>b. Anticipated Project Schedule:</p> <ul style="list-style-type: none"> - Once sites are selected and site access is granted, eligibility requests will be submitted to U.S. EPA for approval. Phase I assessments will begin in January 2027 and continue throughout the term. - Phase II Assessments will begin once the selected QEP(s) receives U.S. EPA approval of their QAPP (anticipated to be accomplished by March 2027). - Assessments on both priority and non-priority sites continue throughout the performance period. - County staff and QEP meet monthly to discuss priority sites, ensure required site access/eligibility have been secured, individual projects are progressing, and the overall project schedule is met.
<p>c. Task/Activity Lead: The QEP will lead this task because they have the technical experience. The County will lead routine meetings.</p>
<p>d. Outputs: 1 QAPP, 3 QAPP update letters, 10 Phase I ESAs, 6 Phase II ESAs, and 3 hazardous materials surveys.</p>
<p>Task 4 – Reuse Planning</p>
<p>a. Project Implementation: Reuse planning in accordance with various Ohio program rules (e.g., VAP) for sites where redevelopment is planned. Assessment of brownfields cleanup/redevelopment alternatives, evaluation of needed ICs/ECs, and preparation of cleanup/reuse plans.</p> <ul style="list-style-type: none"> - The County Plan will be updated to include brownfield properties available for redevelopment.

- Leverage the City’s Community Reinvestment Area program (CRA), which is a direct incentive tax exemption program for property owners who renovate existing or construct new buildings. **Two CRAs are in the Southern Zanesville TA.** The City also uses Tax Increment Financing to provide tax credits to fund rehabilitation and public infrastructure projects. Lastly, more than half of the **Southern Zanesville TA is a designated Opportunity Zone** which can provide tax incentives for revitalization. - These programs will be leveraged in combination with grant funds to incentivize redevelopment.

b. Anticipated Project Schedule: Anticipated start by late 2027, selecting sites for cleanup planning will continue throughout the performance period.

c. Task/Activity Lead: The QEP will lead this task. QEPs have the educational and technical experience required for evaluating/mitigating identified contamination to allow for safe site redevelopment.

d. Outputs: 5 cleanup plans for marketing priority sites, 5 reuse/cleanup plans for known end users, an updated County Plan, \$500K in leveraged funding.

e. Cost Estimates: 95% of the \$500,000 budget will go directly to site assessment and reuse/area-wide planning; no direct administrative costs, indirect cost, fringe benefits, equipment, or supplies.

Task 1 – Programmatic and Outreach: \$17,500 Total Budget

Personnel costs: \$500 (Registration for National Brownfield Conference). Remaining personnel costs for grant administration will be in-kind.

Travel costs: \$2,000 for one attendee at National Brownfield Conference (\$1,000 Airfare, 3 nights hotel \$700, 4 days per diem and incidentals \$300).

Contractual: \$15,000: \$5,000 for 16 quarterly report technical summaries, \$5,000 for routine progress meetings, and \$5,000 for stakeholder on-call meetings throughout performance period.

Task 2 – Site Inventory and Prioritization: \$5,000 Total Budget

Contractual: \$5,000 for QEP(s) to assist in site selection and prioritization

Task 3 – Site Assessment: \$327,500 Total Budget

Contractual: QEP(s) to conduct Phase I ESAs, Phase II ESAs, and hazardous materials surveys.

- 10 Phase I ESAs @ avg cost of \$5,500 = \$55,000
- 6 Phase II ESAs @ avg cost of \$40,000 = \$240,000
- 3 Hazardous Materials Surveys @ avg cost of \$7,500 = \$22,500
- 1 QAPP and updates = \$10,000

Task 4 – Reuse Planning: \$150,000 Total Budget

Personnel: \$22,500 (300 hrs. @ \$75.00/hour) for stakeholder meetings and County Plan update
Contractual costs: \$127,500.

- 5 cleanup plans for marketing priority sites @ avg cost of \$5,500 = \$27,500
- 5 reuse/cleanup plans for known end users @ avg cost of \$5,000 = \$25,000
- 7 stakeholder meetings @ avg cost of \$5,000 = \$35,000
- 4 Charettes/visioning sessions @ avg cost of \$10,000 = \$40,000

		Grant Project Tasks				
Budget Categories		Task 1: Programmatic and Outreach	Task 2: Site Inventory	Task 3: Site Assessment	Task 4: Reuse Planning	Total Budget
Direct	Personnel*	\$500			\$22,500	\$23,000
	Travel	\$2,000				\$2,000
	Contractual	\$15,000	\$5,000	\$327,500	\$127,500	\$475,000
Total Budget⁺		\$17,500	\$5,000	\$327,500	\$150,000	\$500,000

*In-kind time will be contributed for amounts over those listed. ⁺No indirect costs will be incurred.

f. Plan to Measure and Evaluate Environmental Progress and Results: The County will diligently track, measure, and report on the successes of the project utilizing ACRES and quarterly reports. Outputs including the number of Phase I and II ESAs completed and number of reuse planning documents will be tracked. The actual outputs will be compared to the estimated number

of outputs listed in Section (3) Task 3 d. The County will track/report the following **outcomes** in ACRES: acres of land assessed; land remediated and redeveloped; acres of parks and greenspace preserved or created; number of jobs created or retained; tax revenue generated; redevelopment investment value; and other funding leveraged. Outcomes/outputs that cannot be easily entered into ACRES (i.e., website updates, staff training, community outreach/meetings) will be reported in quarterly reports. The County will evaluate the project progress quarterly and, if goals are not being met/are off schedule, will discuss with the Project Officer and the QEP to adjust accordingly.

(4) PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

Programmatic Capability

a. Organizational Capacity, b. Organizational Structure, and c. Description of Key Staff: The County provides communities with economic development services such as grant application assistance and project management as they have the capacity. The County will use the same project team during the entire grant period. The project team will be led by **Mr. Andrew Roberts**, Executive Director of the County Planning Commission. He has managed budgets in excess of \$54M, led county-wide planning initiatives, and currently leads the Land Bank responsible for remediation and/or demolition of properties within the County. Mr. Roberts will be responsible for the overall performance and administration of the grant and will serve as the key contact person. **Mr. Christopher Crook** with the County Commissioner's Office brings 20 years of public outreach from his previous experience as a photographer and reporter for our local newspaper and most recently as project management lead for the removal of blighted properties. Mr. Crook will be responsible for stakeholder engagement once sites are identified for assessment and serve as liaison to the QEP(s). **Mr. Todd Hixson** is the County Treasurer and will provide financial tracking and management support for the EPA grant. He processes all County financial transactions and ensures that all state and federal grants and subsidies are appropriately administered.

d. Acquiring Additional Resources: The County will retain a QEP to manage technical grant activities and conduct environmental assessment tasks. We have a procurement process in place and have managed the procurement of contractors for multiple state and federal grant projects. The process complies with federal procurement regulations. The selected consultant(s) will have managed U.S. EPA Assessment Grants and Ohio Voluntary Action Program (VAP) projects and be familiar with all programmatic requirements.

Past Performance and Accomplishments

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

(1) Accomplishments: Our FY23 Brownfield Assessment Grant resulted in the following outputs: 7 Phase I ESAs, 6 Phase II ESAs, 1 hazardous materials assessment, 1 cleanup plan. Notable outcomes include: 9 sites have been assessed, assessment of nearly 19 acres of brownfields (baseline was 5), and secured 2 BUSTR No Further Action Determinations. We leveraged prior assessment funds into \$2.95M (baseline was \$1M) in State funds to clean up these brownfields, and the creation of 61 construction jobs, retention of 42, and creation of one full-time job (total of 104 vs. baseline of 20). Additionally, we submitted applications for nearly \$1M of additional FY26 state brownfield cleanup funds for three of these sites (applications are pending). The outputs and outcomes were reported in ACRES.

(2) Compliance with Grant Requirements: The County developed a Work Plan and successfully negotiated a Cooperative Agreement for the FY23 grant. We complied with the Work Plan and associated schedules, terms, and conditions. A QAPP was prepared for the grant and associated updates, complied with quarterly reporting and annual financial status reporting requirements, and submitted the site information and assessment data for the grant via ACRES.

The FY23 grant started in October 2023, and funds were expended by late 2025. As of October 1, 2025, we had drawn down \$382,626.76 (~95%) of the FY23 grant.

ATTACHMENT
THRESHOLD CRITERIA

**FY26 U.S. EPA BROWNFIELD
COMMUNITY-WIDE ASSESSMENT GRANT
PROPOSAL APPLICATION**

MUSKINGUM COUNTY, OHIO

RESPONSES TO THRESHOLD CRITERIA

1. Applicant Eligibility:
 - a. Muskingum County, Ohio, the grantee for this assessment grant, is a general-purpose unit of government in the State of Ohio that is eligible for funding.
 - b. 501(c)(4) status and Lobbying Activities: Muskingum County is political subdivision of the State of Ohio and therefore not a 501(c)(4) entity.
2. Community Involvement: During formation of the Muskingum County Comprehensive Plan, forums with residents from varying backgrounds, key focus groups, and community partners were conducted. This feedback guided the development of visions and goals for the Comprehensive Plan. The County will build on this approach for community involvement in the grant project. Main stakeholders will be residents/property owners, community/citizens groups, local business organizations, and lenders and developers conducting or supporting the actual work. At these meetings, we will acquaint stakeholders with the grant, ask for comments on the priority sites, proposed reuse, and identify additional sites they feel should be assessed. All the additional sites identified at these meetings will be added to the County's inventory and will be prioritized using our scoring rubric. Public meetings will be held semi-annually at accessible public buildings in, or as close as possible to, the Target Areas to receive and discuss additional comments. These are invaluable activities to ensure that the public's input is incorporated into the project. These meetings will also include a virtual option using video conferencing software. We will solicit continuous public engagement through both conventional approaches (examples listed above) and social media. The County will continue to collect data and information about potential brownfields and in turn educate the public about the status of known sites. In lieu of additional public meetings the County will utilize various social media platforms (e.g., Facebook, websites) to both send and receive information on an ongoing basis. The combination of public meetings and social media will allow for information sharing and give residents and citizen groups a way to voice their health and safety concerns for grant-funded assessments. The County will work with community partners to develop an effective pipeline for resident input and concerns. County Commissioners will be engaged at monthly board meetings to solicit non-priority sites, provide input, and receive updates. All input will be considered with responses developed by the County, neighborhood representatives and, if needed, the health department.
3. Expenditure of Assessment Grant Funds: The FY23 grant started in October 2023, and funds were expended by late 2025. As of October 1, 2025, we had drawn down \$382,626.76 (~95%) of the FY23 grant. Documentation of the funds drawn down as of October 1, 2025 is attached.
4. Contractors and Named Subrecipients: N/A

Attachment:

ASAP.gov Account Balance Inquiry as of October 1, 2025