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# Fishing for Environmental Justice in the Shade Creek Watershed

"A truly effective watershed management effort is most likely to be a bottom-up process, driven largely by citizen concerns about local or regional problems and guided by sound data and information."

> - National Research Council, "New Strategies for America's Watersheds"

"Give a person a fish and they will eat for a day.

Teach a person to fish and they will eat for the rest of their life."

- Chinese proverb

A proposal to the U.S. Environmental Protection Agency Region III, Office of Environmental Justice

> Submitted by: Shade Creek Watershed Association and AMD&ART, Inc. 9 March 2001

#### SUMMARY

The residents of the Shade Creek Watershed, located in Somerset County, Pennsylvania, have long suffered from civic apathy borne of corporate despoliation of the environment and governmental neglect. Dark Shade Creek, within the Shade Creek Watershed, is the most polluted stem of the most polluted river in Western Pennsylvania. A typical Appalachian coal country watershed, this is a blighted landscape pocked by hundreds of acres of abandoned industrial sites, former mine lands, boney piles, and twenty-one acid mine drainage (AMD) discharges. Three of these discharges flow at over one thousand gallons per minute. Pre-regulatory coal mining and industrial abandonment have had a devastating environmental impact on this watershed, with both real and perceived contamination hindering economic redevelopment and creating undetermined health effects on local residents. As a result, the Dark Shade Watershed, a sub-basin of the Shade Creek Watershed, was the first coalimpacted watershed recognized by the U.S. Environmental Protection Agency as a brownfield.

Shade Township and Central City Borough, with a combined population of 4,423, have an average per capita income of \$8,629. Historically, the economy and culture of this rural region centered on coal, and there is still great pride in this heritage. The coal industry, however, left in the 1960s, abandoning former company towns, or 'patch towns,' to be caught in the freefall of industrial decline and globalization. In the rural, poverty-stricken communities of this watershed, a company-town mindset prevails, with people almost passive in their acceptance of the consequences of past coal mining, and the futility of an individual attempting to do anything about it. Within the Shade Creek Watershed, access to information on the environmental effects of coal mining, both past and present, is limited, and data on the health effects of AMD contaminated water are virtually non-existent.

To repair the environment and economy of the Shade Creek Watershed, it is essential to rebuild civic capacity, to create a network of well-informed local leaders, and to facilitate cooperation among community members, government, and the private sector. As with many Appalachian coal towns, the residents of this place lack the skills, resources and information necessary to confront problems that have been unfairly thrust upon them. Change, however, has already begun. A broad community visioning process identified community obstacles, but the few existing leaders are involved in everything and need to avoid burnout. The Shade Creek Watershed Association (SCWA), a small, community-based group with a focus on local environmental and quality-of-life issues, hopes to build from the existing momentum of recovery. SCWA proposes a project that will address the local environmental justice issues of clean water and solid waste. A partnership with AMD&ART, Inc., a small, non-profit organization with extensive experience in community transformation, will put skill behind current efforts.

SCWA and AMD&ART, Inc. will address two environmental statutes with this project: the Clean Water Act and the Solid Waste Disposal Act. Water quality in this region is most grossly impacted by acid mine drainage. AMD is generally recognized as Appalachia's worst environmental problem, but local residents know surprisingly little of AMD's negative impacts. In addition, numerous mountains of coal refuse, known as 'boney' or 'gob piles,' dot the entire watershed. The refuse is not only an eyesore, but also a cause of non-point source pollution that seeps into many local waterways and presents a hindrance to economic redevelopment efforts.

SCWA intends to facilitate communication and coordination among local stakeholders regarding the environmental, economic, and social health of the Shade Creek Watershed, a continuation of the education and outreach started by the Brownfields Project and SCWA. A series of discussion forums and training sessions will build community capacity, network local leaders, identify other EJ problems and involve the community in the design and implementation of activities to address their concerns. SCWA and AMD&ART will work with newly trained leaders to leverage private sector involvement in AMD remediation and community enhancement initiatives, coordinate with local authorities, and link to state and federal information and funding.

#### INTRODUCTION

Acid mine drainage and coal refuse are direct results of exploitative mining practices of the past, and emblematic, constant reminders of an industry that once dominated and subsequently abandoned the entire region. AMD forms when flowing water dissolves minerals exposed by mining, can be either acidic or alkaline, and contains elevated levels of dissolved metals such as iron, aluminum, and manganese. AMD is toxic to aquatic life and often coats streambeds a bright, rusty orange as iron precipitates out of the water. AMD results in both habitat destruction and the loss of waterways as recreational, industrial and community resources. Looming black piles of coal refuse are evidence of the industry's lack of planning and reckless use of resources. Usually acres in size, and often in close proximity to community centers, refuse piles take up space that could be developed as public parks, playing fields, shopping centers, and hubs of social and economic activity.

In response to these and other environmental problems, AMD&ART, Inc. began working in the Shade Creek Watershed five years ago, engaging community residents in discussion about the issues affecting their community. In 1999, AMD&ART worked with the Borough of Central City to propose a Brownfields Assessment Pilot Project in the 34 square mile area of the Dark Shade Creek Sub-Basin. AMD&ART's efforts in the watershed gained some energy when that proposal was successful, and the Dark Shade Brownfields Project was created. In the spring of 2000, after several months of brownfields inventory and assessment in a coal-impacted watershed, the Shade Creek Watershed Association was initiated by local agencies and concerned citizens. SCWA's mission is to restore and protect fish habitat on Shade Creek. SCWA is working alongside the PA Department of Environmental Protection, Stonycreek-Conemaugh River Improvement Project (SCRIP), the Westem PA Coalition of Abandoned Mine Reclamation (WPCAMR), the Somerset County Conservation District, AMD&ART, and the Dark Shade Brownfields Project to clean up the Shade Creek Watershed and reduce the impact that existing pollutants have on local residents.

SCWA has taken responsibility for routinely collecting water samples and monitoring the health of streams within the watershed. A small number of volunteers are sampling 35 sites quarterly, as well as numerous others sporadically for background information. SCWA has facilitated community outreach efforts in the area by holding watershed meetings, community workshops, stream clean-ups, and macro-invertebrate samplings. The citizens involved have also taken the initiative to look for funding opportunities and to assist with grant writing. In cooperation with the Brownfields Project and AMD&ART, SCWA spurred the creation of a watershed restoration and brownfields redevelopment plan that is driven and supported by the local community. The goal of this plan is to stimulate environmental cleanup, economic growth, and opportunities for commercial business, recreational areas, and AMD treatment systems. An environmental justice grant will provide SCWA with significant support for their efforts, and will put effective citizen support behind the upcoming action items of the

nearly complete community restoration and redevelopment plan.

SCWA's partner and fiscal agent for this grant, AMD&ART, is a small non-profit organization that is artfully transforming environmental liabilities into community assets in the Coal Country of Southwestern Pennsylvania. The AMD&ART process is one that combines public art, environmental improvement and community engagement in treating AMD. With multidisciplinary intervention and wide public participation, AMD&ART has taken a holistic approach to re-creating place, incorporating recreational elements, artful spaces, educational opportunities, historic reminders and restored wildlife habitat into designs for passive AMD treatment systems. This approach honors a past of hard work and community building, bringing that same civic engagement to the design and construction of treatment systems that cleanse polluted waters, reach people, restore nature and revitalize abandoned spaces. AMD&ART is nearing the completion of its pilot project, an AMD treatment system and community park in Vintondale, PA. In addition, AMD&ART worked with the Borough of Central City to launch the Dark Shade Brownfields Pilot Project, funded by the U.S. EPA, which brings serious commitment on the part of many federal and state agencies to this watershed.

The grassroots commitment of SCWA and the experience of AMD&ART are a potent combination. SCWA will utilize AMD&ART's experience to work with the communities of the watershed to translate their ideas into achievable project goals. AMD&ART and SCWA will work with participants to create networks of local organizations and individuals not currently working together. This coordination will encourage residents to not only attend, but also to learn; not only to understand, but to meaningfully participate. SCWA would like to see watershed restoration go beyond merely testing the water and distributing information. Our group hopes to reach across community lines and unite currently disconnected people, engaging individuals and agencies in such a way that they will be involved and active in helping us set goals and priorities. We hope to stimulate further involvement with younger and older residents of the watershed. Stream cleanups, workshops, and other projects have been attended by residents of all ages, but we are hoping to stimulate such an increased level of civic engagement that the people of the watershed are transformed, and able to work towards a healthier environment and an improved quality of life.

Historically, coal companies established small mining communities composed of immigrant families with varied ethnic backgrounds. Language and cultural barriers kept laborers from unifying, and therefore, protected the coal companies. Ethnic barriers, combined with regional geography led to the small, disconnected communities that still exist. The target audience for this project includes the residents of each of the small communities in the Shade Creek Watershed. A watershed-level approach has already proven effective for coordinating the current level of community participation, project prioritization, and ecological restoration. With the help of an environmental justice grant, we expect that local stakeholders will develop or have:

- · Increased understanding of the local obstacles.
- Ability to articulate local issues and the momentum to find ways to address them.
- · Better working relationships, and new connections between individuals and agencies.
- · More effective and more consistent communication.
- Increased abilities in cooperation and increased opportunities to collaborate.
- · Increased civic engagement.

Focusing on environmental justice issues will establish a critical stepping-stone for future watershed efforts, one that will allow SCWA, the Brownfields Project and AMD&ART to work with underserved residents and other targeted stakeholders to develop their capacity, promoting an educated, active community that is committed to the cleanup of their land and water.

The time frame needed to complete the proposed EJ project is one year, and upon completion, we will continue our efforts working with the newly trained leaders and other committed residents. Together, we will engage partners in government and industry to follow through on the next steps defined by participants during the project. SCWA, the Brownfields Project, and AMD&ART are committed to implementing the existing watershed restoration and brownfields redevelopment plan by remediating AMD discharges, reclaiming coal refuse piles, and redeveloping abandoned mine lands and industrial sites. We are also committed to pushing for an ever-expanding base of effective community participants and leaders as we work to articulate issues, develop agendas and action items for addressing them, find resources, and make sure that this commitment and engagement becomes a regular practice of the watershed communities.

#### PROJECT DESCRIPTION

Goal 1: Identify necessary improvements in communication and coordination among stakeholders.

The Shade Creek Watershed is composed of many passive residents, unsure of what the future holds, but certain that the current situation is not good. Similar to other rural Appalachian coal country people, residents suffer from a disproportionately low-income base and narrow educational opportunities, which leaves them with limited resources available to address environmental justice

issues. Few places suffer as unfairly from the ubiquitous effects of mining in the way that Appalach does, with acid mine drainage impacting hundreds of miles of streams and coal refuse piles renderin acres of property entirely useless. Exploitation and disappointment in the not-so distant past leaves them wary and cynical, and often unwilling to participate.

We know from previous projects, that given the opportunity, these communities will collaborate and focus on the same goals, so that they can identify and use their resources, expand the knowledge, and tackle small challenges. The Brownfields Project has already overcome some community barriers to interact with local residents over the last year at 'Trib Team' meetings, focus groups that were geographically organized based on the small tributaries of Dark Shade Creek. The momentum of these "backyard" focus groups will provide a starting point, but these communities neet the impetus to go further, and SCWA needs the resources to draw in more participants. We would like to provide a project supervisor that will coordinate such an effort, build from work that has already started, and engage new constituents of the watershed.

We will do so by starting with Trib Teams again, and expanding our efforts from there. After discussing watershed issues with individual Trib Teams in the context of environmental justice, project staff will also go out to each individual community in the watershed and contact the residents, leaders, civic organizations, and religious groups to discuss local issues. These meetings will provide an opportunity to discuss the environmental justice issues we are confronting, and create a forum for residents and leaders to begin to understand the issues, ask questions, and provide feedback. This forum will also provide an opportunity for project staff to determine who are the under-represented constituents of each community, and how best to engage this sector of the watershed.

After meeting with each individual Trib Team and each community, all attendees will be encouraged to attend a larger forum where each Trib Team or community group will present their ideas. This larger meeting will help participants to understand that they have a lot in common and will gain much by working together. This meeting will be a place to prioritize issues and form issue committees. Project staff will assist members of each committee with approaching all of the companies, municipalities, state and federal government agencies, and non-profits that work in the area in order to open dialogue regarding the local residents concerns. Committees and project staff will also work together to create fact sheets regarding each EJ issue identified by participants.

SCWA, and the Brownfields office in Central City, will be the hub for this network, a place where local residents, government agencies, and stakeholders can work together to openly and informally discuss concerns, work out past problems, and devise solutions. In the next phase, SCWA will bring all stakeholders together to discuss the issues at a series of workshops. Communities will present their concerns and agencies/companies will present how they can support and assist with these concerns. The workshops that SCWA will hold are:

- 1. Waste Management, Inc., the local landfill, solid waste issues
- 2. PBS Coals, Inc., the local coal company, coal refuse pile issues
- 3. USDA, drinking water and sewage/protecting local clean water supply issues
- 4. Dark Shade Brownfields Project, Brownfields issues
- 5. PA Department Of Environmental Protection/SCWA Acid Mine Drainage issues
- 6. CSA/RC&D regional water use potential/importance of Dark Shade Watershed

The workshops will be held at the SCWA office every other week, for an hour and a half in the nings, for three months. The representative present will speak at the beginning of each of the tings to begin discussion with the local residents about how these issues affect them. Attendees pose questions and share their concerns with the representative and the other residents. Attendees also work with each other in smaller groups to extract ideas from all residents, not just the poken, confident few. Staff will distribute the fact sheets to attendees at each workshop to explain these issues relate to the health, environment and economy of the local community, including elves, their friends and neighbors. This will also be a time to try and get residents involved in

more than just discussion, but to try and sustain their interest to the level of commitment so they will participate in other ways, too.

Goal 2: Build community capacity to identify local environmental justice issues and involve the community in the design and implementation of activities to address these concerns.

Following the workshops, residents will work with project staff to synthesize all the environmental concerns, develop a community-driven process to identify and prioritize the issues, and develop strategies to address them. In the interest of getting local residents meaningfully involved, the project supervisor will arrange for several trainings to enhance and sustain community capacity to identify issues themselves and participate in the process of implementing solutions. Some of this training will be based on needs that people identified in their communities. We have identified some preliminary areas that will need to be covered within these training sessions, which include:

- 1. Using a watershed approach, basic environmental background
- 2. Water monitoring
- 3. Finding project funding
- 4. Basic computer skills
- 5. Leadership, A. USDA Leadership training courses, B. Leadership Training Retreat

Our goal is to have at least one person from each of the several communities in the watershed trained through this program. Following training, citizens with their newly developed skills and newfound resources can work with SCWA to identify resources. SCWA, the Brownfields Project and AMD&ART have contact names, examples of grants, books, and other related resources that the trained individuals may use. These trainees will be useful to their communities, and to SCWA. Their new resources and knowledge will provide new solutions for community concerns and will aid each community with the process of envisioning new environmental futures. These trainees will also be valuable to SCWA in recruiting other residents to participate and assist with SCWA's efforts.

#### CONCLUSION

A year and a half ago, the Dark Shade Brownfields Project worked with AMD & ART to send out a baseline survey to the entire watershed. The survey determined community attitude towards the current outreach and gathered a baseline before Brownfields development and AMD treatment began. At the end of this project, we will send out another survey to measure the change in residents' views, knowledge, and support of local environmental issues during the interim 3 years.

We will also use the amount of people actively involved in programs in the watershed as a way to judge the success of the project. We would like ten people actively involved with our resource-training program, and we expect to have the investment of five civic groups. We are interested in having at least 10% of the broader community involved in becoming better-informed citizens. We now have ten water monitors, but would like to get at least five more people involved with stream monitoring. SCWA currently has fifteen members and we hope to engage twenty new members over the course of this project. A critical measure of success, however, goes beyond quantity of people involved. What will truly measure the project's success is if residents begin to come up with their own ideas for projects, if they formulate plans for carrying them out, and if they are engaged enough to vote. Commitment and vision are the true measures of meaningful participation.

The challenges that we anticipate are: getting some of the residents to overcome their distrust of local industry and government, and encouraging citizens to change their tendency towards passivity. We anticipate that the benefits of implementing this grant will be increased community participation in, and knowledge of, local environmental justice issues, better communication and cooperation between all the stakeholders, and more capable, involved citizens. We anticipate that involved residents will be able to articulate issues, find resources, and make sure that this commitment and engagement becomes a regular practice for all residents of the watershed.

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j. Indirect Charg	es						
k. TOTALS (sum of 6i and 6j)		\$ 15,000	\$ 4,100	\$	\$	\$ 15,000	
ことは 製造する場合には	CALLERY SEPTIMENT				20 a 20 a 20 a 20 a 20 a	Bally Comment	
7. Program Income		\$	s	S	S	s	

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Standard Form 424A (Rev. 7-97) Prescribed by OMB Circular A-102

## Environmental Justice in Shade Creek Watershed Project Budget in Detail

	EJ Funds	Match	Cash or In- Kind	Sana Petrar	Project Subtotals
Personnel/Contractual					\$6,500
Project Supervisor	\$4,000		C		
AMD&ART Staff		\$2,500	I	AMD&ART, Inc.	
Outreach/Supplies					\$5,500
fact sheets	\$250	\$100	C	W.Pa. Coalition for Abandoned Mine Reclamation	
mailings/newsletters	\$750	\$250	C	Pa. Growing Greener Grant Program	
community meetings	\$350	\$250	C	W.Pa. Coalition for Abandoned Mine Reclamation	
surveys	\$350	\$150	С	Pa. Council on the Arts	
postage	\$1,000	\$250	С	Pa. Council on the Arts	
leadership training retreat	\$1,000		C		
capacity training	\$800		С		
Travel		<b>表表表的</b>		<b>"一种是是是一种,我们是一种是一种。"</b>	\$3,500
mileage	\$2,000		C		
conference scholarships	\$1,500		С		
Administration					\$3,600
accounting	\$1,500	Water Services	C		ar minos
operating expenses	\$1,500		C		
documentation		\$600	I	Pa. Growing Greener Grant Program	
GRAND TOTALS	\$15,000	\$4,100			\$19,100

### Environmental Justice Goals for Vintondale: 2002-2003 AMD&ART

Conduct outreach programs at local organization meetings to identify environmental and health concerns of local citizens and attitudes toward the AMD&ART Park and its potential benefits/uses to the population

- · Identify specific groups that best represent EJ populations
- · Meet with at least three groups per month, Nov-June
- · Report monthly on progress, lessons learned

Revive the Vision Plan initiative of 2001 and work to better incorporate EJ Initiatives

- · Reassemble relevant committees for Vision Plan topics, Nov 02
- Reach out to new EJ populations to encourage their participation by developing specific action steps in Nov 2002, report progress monthly through February 2003
- Complete Vision Plan revision/update by February of 2003 and then develop monthly action plan for each major initiative identified by the plan and report progress monthly.

Use both goals above to identify new community leaders, creating a list of leaders and their areas of concern and updating that list monthly.

- Develop appropriate training for local leaders, with other agencies and/or informally as appropriate. Report monthly on lessons learned.
- Seek new approaches to community information and community leaders. Try one new approach monthly and report on progress and lessons learned, November, 2002-July, 2003
- Continue to work together develop new ideas and concepts to reach and involve as many members of the community as possible, reporting monthly

Build new partnerships with state and federal agencies to discuss outreach, education, and maintenance topics

- Evaluate existing partnerships for their future potential by Nov 2002
- Hold information meetings with old and new partners that have the potential to contribute to the implementation of the Vision Plan and report progress monthly

Work with Dark Shade constituencies and contacts to share information and perspectives.

- · Meet at least once a month in Dark Shade
- · Share monthly reports, funding opportunities, as appropriate
- Work with Dark Shade EJ populations to find the appropriate sponsor for an AmeriCorps position and the funding for that position.



#### UNITED STATES ENVIRONMENTAL PROTECTION AGENCY REGION III 1650 Arch Street Philadelphia, Pennsylvania 19103-2029

CERTIFIED MAIL

OCT 5 2001

Ms. Ellen Micoli Program Coordinator AMD & ART, Inc. 411 Third Avenue Johnstown, PA 15906

Re: EQ-983514-01-0

Dear Ms. Micoli:

The Agency has approved an assistance application and award of \$15,000 in support of the project entitled Environmental Justice Issues in Rural Appalachia.

This award is made subject to the terms and conditions of the enclosed Assistance Agreement. Two originals of the Assistance Agreement are enclosed. Please sign both originals and return one to Francis R. Snock, Grants Management Officer, Grants and Audit Management Branch (3PM70), within twenty-one days of your receipt. The other should be retained by your organization.

If any additional assistance is required, please have your staff contact Garth Connor, EPA Project Officer, at 215/814-3209 on technical matters, or Kathy Duran, Grants Management Specialist, at 215/814-5441 on administrative matters.

Sincerely,

James W. Newsom

Assistant Regional Administrator for Policy and Management

Enclosures