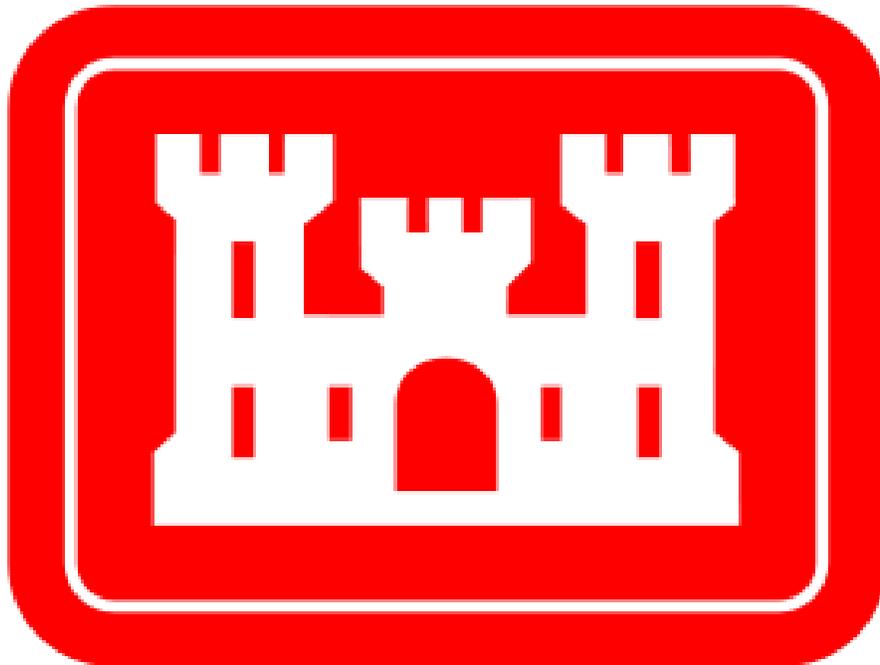




Draft Supplemental Environmental Assessment
Section 202 Town of Martin Nonstructural Project
Low-income Housing Facility
Floyd County, Kentucky



U.S. Army Corps of Engineers
Huntington District
Huntington, West Virginia
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**Supplemental Environmental Assessment
Town of Martin Nonstructural Project – Low-income Housing Facility
Floyd County, Kentucky
Executive Summary**

Since the early 2000s, the U.S. Army Corps of Engineers (Corps) has implemented flood risk management measures in the Town of Martin, Kentucky to reduce flooding impacts and damages for the residences and businesses. A Final Environmental Assessment of July 2000, was prepared concurrent with the development of the Detailed Project Report for the Town of Martin Nonstructural Project, for which a Finding of No Significant Impact was issued on August 8, 2000. As part of the approved project, a Phase I Redevelopment Site was created in 2006 for relocation of essential public and commercial facilities to a flood safe location.

This Supplemental Environmental Assessment (SEA) has been developed pursuant to the National Environmental Policy Act (NEPA) by the U.S. Army Corps of Engineers (Corps), Huntington District, to document the potential effects associated with alternatives for the low-income housing facility which would be affected by creation of a new redevelopment site and access road for proposed flood risk management efforts. Upon evaluation and comparison of all reasonable alternatives, the Corps is proposing a replacement facility at the existing Phase I Redevelopment Site as a result of disproportionately high and adverse effects on low-income populations. The proposed action is part of the Town of Martin Nonstructural Project in Floyd County, Kentucky and the SEA tiers from the 2000 Final Environmental Assessment.

The low-income housing facility is currently operated by the Martin Municipal Housing Commission, a governmental non-profit organization which provides low-income housing under the Department of Housing and Urban Development (HUD) standards. The facility consists of 28 housing units, 10 of which are one bedroom units while 18 are efficiency units. Additional on-site amenities include coin-laundry facilities, trash collection rooms, a small outside courtyard area, and mechanical/electrical/plumbing rooms. Tenants who live in the low-income housing facility include senior citizens and disabled citizens. The facility contains a Community/Senior Center operated by the Floyd County Senior Citizens which is utilized by residents of the facility and the local community.

The Proposed Action includes the construction of a replacement facility including 28 units, associated amenities, and the Community/Senior Center at the Phase I Redevelopment Site. The proposed project is a Project Partnership Agreement (PPA) between the Floyd County Fiscal Court and the Corps established under the authority of Section 202 of the Energy and Water Development Appropriations Act of 1981 (Public Law 96-367), as amended. Additional legislation includes Section 367 of the Water Resource Development Act of 1999 (Public Law 106-541) as amended, and Section 107 of the Energy and Water Development Appropriations Act of 2010 (Public Law 111-85), as amended, and the Bipartisan Budget Act of 2018.



This SEA is prepared pursuant to the National Environmental Policy Act (NEPA), Council on Environmental Quality Regulations (40 CFR 1500-1508), and Corps implementing regulation, ER 200-2-2. The SEA has concluded there are no significant impacts to the human environment associated with the implementation of the proposed relocation of the low-income housing facility for the Town of Martin Nonstructural Project.



SECTION 202
SECTION 202 TOWN OF MARTIN NONSTRUCTURAL PROJECT
LOW-INCOME HOUSING FACILITY
FLOYD COUNTY, KENTUCKY

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The brief and concise nature of this document is consistent with the 40 CFR requirements of the National Environmental Policy Act (NEPA) to reduce paperwork and delay by eliminating duplication with existing environmental documentation, incorporating pertinent material by reference, and by emphasizing interagency cooperation.

1.0 INTRODUCTION

1.1 PROJECT BACKGROUND AND AUTHORIZATIONS

The Town of Martin Nonstructural Project was created as a result of the April 1977 Flood in the Levisa Fork Basin. Due to millions of dollars in damages and losses from this flood, the Energy and Water Development Appropriations Act of 1981 (P.L. 96-367) and subsequent legislation provided authorization for development of flood protection measures for the Levisa and Tug Forks of the Big Sandy River Basin. Section 202 of that legislation directed the Secretary of the Army (acting through the Chief of Engineers) to design and construct flood risk management measures in those areas affected by the 1977 Flood. Nonstructural flood control measures implemented would prevent future losses occurring either from a flood equal in magnitude to the April 1977 flood, or the one percent annual chance flood (also known as the 100 year flood), whichever is greater. A Final Environmental Impact Statement (FEIS) for the Levisa Fork Basin/Haysi Dam Flood Damage Reduction Plan, was completed in 1998.

Pursuant to its Section 202 authority, the Corps identified and evaluated alternative flood risk management measures in the “Town of Martin Nonstructural Project Detailed Project Report (DPR), Appendix T, Section 202 General Plan”, dated March 2000. All appropriate levels of review were completed and the Assistant Secretary of the Army for Civil Works approved the DPR in March 2001. Pursuant to the National Environmental Policy Act (NEPA), 42 U.S.C. § 4321, *et seq.*, as amended, the Corps prepared a Final Environmental Assessment (FEA) in July 2000 with an August 2000 Finding of No Significant Impact (FONSI) for the Federal action proposed to carry out flood risk management measures in the Town of Martin, Kentucky.

Due to availability of funding, only portions of the proposed flood risk management measures identified in the approved DPR have been constructed. Flood risk management measures implemented include: a Flood Warning System (2003), Phase I Redevelopment Site (2006), fire station construction/relocation (2013), town hall/police station construction/relocation (2017), alternative school construction/relocation (2019), and emergency access road (2019).

In 2018, the Town of Martin Nonstructural Project received supplemental funding to complete flood risk management measures pursuant to the Bipartisan Budget Act of 2018. As a result of this funding, the Corps has the opportunity to complete additional components of the proposed plan as documented in the DPR completed in 2000. However, given the lapse of time, the Corps performed a reevaluation of design, construction, and sequencing. Included for implementation with Bipartisan Budget Act funding, includes continued acquisition/demolition of structures, creation of a second redevelopment site, inclusion of land underlying the low-income housing facility into the project area, raising Kentucky State (KY) Route 1428, removing the Water Street Bridge, and installation of utilities. These are the anticipated remaining measures proposed for



implementation of flood risk management measures and align with the scope identified in the approved DPR. Due to the lapse in time and adjustments in project design, a Supplemental Environmental Assessments (EA) is being prepared pursuant to NEPA, Council on Environmental Quality (CEQ) Regulations (40 CFR 1500-1508), and Corps implementing regulation, ER 200-2-2.

The proposed Project is conducted consistent with a PPA between the Floyd County Fiscal Court and the Corps. The project is authorized by Section 202 of the Energy and Water Development Appropriations Act of 1981 (Public Law 96-367), as amended; by Section 367 of the Water Resource Development Act of 1999 (Public Law 106-541), as amended; by Section 107 of the Energy and Water Development Appropriations Act of 2010 (Public Law 111-85); and by the Bipartisan Budget Act of 2018.

1.2 PURPOSE, NEED, AND SCOPE

The purpose of the Town of Martin Nonstructural Project is to implement flood risk management measures to reduce flooding impacts and damages for the residences and businesses of Martin, Kentucky. In the absence of flood risk management measures for the Project Area, the potential for future development and growth is limited and residents would be subjected to future floods and damage similar to those that have occurred in previous years.

This Supplemental EA is being prepared by the Corps to identify the most effective, socially acceptable, and environmentally sound project alternative and to determine whether to prepare an Environmental Impact Statement (EIS) or a Finding of No Significant Impact (FONSI). This SEA concisely documents environmental considerations and assists in determining whether significant impacts may be associated with the proposal pursuant to 40 CFR 1508.9(a) and tiers pursuant to 40 CFR 1508.28 to the previous EA prepared July 2000. The EA prepared in July 2000 was prepared concurrently with the development of the feasibility study for the Town of Martin Nonstructural Project; a Finding of No Significant Impact (FONSI) was issued for that effort in August 2000.

The scope of this Supplemental EA is limited to considerations surrounding the Phase II Redevelopment Site and the disposition of the Low-income housing facility which resides within the Phase II Project footprint. This document will be tiered from the 2000 Final Environmental Assessment and Finding of No Significant Impact (as appropriate) and be, consistent with NEPA when 1) sufficient design information, and investigations progress on other Project components; and 2) when those components are ripe for consideration.

In the approved DPR, the low-income housing facility was identified as a structure that would remain in its current location. During the reevaluation of the initial design and construction sequencing (as proposed in the DPR), it was determined that there are considerable risks related to public safety, costs and social impacts associated with the proposed plan to keep the low-income housing facility in its current location.



1.3 PROJECT LOCATION

The Town of Martin, Floyd County, is located in eastern Kentucky. Floyd County is bordered on the North by Johnson County, West by Magoffin County and East and South by Pike County. The Levisa Fork River flows through Floyd County, where it is fed by one of its major tributaries, Beaver Creek. The Town of Martin, Kentucky lies along the banks of Beaver Creek. In the past, the Town of Martin's close proximity to the confluence of Beaver Creek and the Levisa Fork make it susceptible to both flooding events from Beaver Creek and backwater flooding from the Levisa Fork. Due to the steep topography of the Project Area, the majority of the town lies within the floodplain.

The location of the existing Phase I Redevelopment Site is adjacent to KY State Route 1428 and the Route 80 connector bridge in Martin, Kentucky. The existing Martin Low-income housing facility is located in the City of Martin, Kentucky and is owned and operated by the Martin Housing Municipal Commission, a governmental non-profit organization which provides low-income housing under the Department of Housing and Urban Development (HUD) standards. It is located on road CS-3009 in downtown Martin.



Figure 1: Project Location



1.4 RELEVANT PRIOR STUDIES, REPORTS, AND AGREEMENTS

1.4.1 Environmental Impact Statement and Mitigation Plan

The Environmental Impact Statement and Mitigation Plan was submitted as Appendix B to the Section 202 Flood Damage Reduction Plan, Levisa Fork Basin/Haysi Dam Project in February 1997. The General Plan which the Environmental Impact Statement addresses is a supplement to the Section 202 General Plan for Implementation. This report was referenced because it provides information regarding availability of decent, safe, and sanitary housing.

1.4.2 Detailed Project Report

The Detailed Project Report submitted as Appendix T of the Section 202 General Plan, titled US Army Corps of Engineers, Huntington District, Town of Martin Nonstructural Project, provides a detailed analysis of alternative flood risk management measures for the flooding problems in the Levisa Fork of the Big Sandy River, Beaver Creek, Kentucky. The report was dated March 2000.

1.4.3 Final Environmental Assessment

In conjunction with the Detailed Project Report, the Corps prepared a FEA in July 2000 evaluating and documenting impacts on the proposed Town of Martin Nonstructural Project, specifically the Phase I Redevelopment Site and Mayo Hollow spoil and borrow area, to the human and natural environment. A FONSI for the Federal action proposed to carry out flood risk management measures in the Town of Martin, Kentucky was executed in August 2000.

1.4.4 Project Cooperation Agreement

A Project Cooperation Agreement (PCA) was executed on 4 June 2001 with the Floyd County Fiscal Court (non-Federal Sponsor). Under this agreement the non-Federal Sponsor shall provide all lands, easements, and rights-of-way, including suitable borrow and dredged or excavated material disposal areas, and perform all relocations determined by the Government to be necessary for implementation, operation, and maintenance of the Project.

1.4.5 Memorandum of Agreement

A Memorandum of Agreement (MOA) was executed on 4 June 2001 with the non-Federal Sponsor. This agreement provides that the Government shall, on behalf of the non-Federal Sponsor, acquire all lands, easements, and rights-of-way, including suitable borrow and dredged or excavated material disposal areas, and perform all relocations determined by the Government to be necessary for implementation, operation, and maintenance of the Project.



2.0 AFFECTED ENVIRONMENT

This section describes the existing baseline conditions for resources impacted by the Proposed Action and alternatives. Within this section, “the local setting and action area” generally refers to the Town of Martin, location of the existing low-income facility, and Phase I Redevelopment Site.

Section 4.0, Environmental Consequences, identifies potential direct, indirect, and cumulative effects of the identified project alternatives on each of the issue areas presented in this section. It also contains mitigation measures that, when implemented, would reduce the level of identified impacts to acceptable levels.

2.1 ENVIRONMENTAL RESOURCES NOT EVALUATED IN DETAIL

Certain resources areas were eliminated from further analysis in this SEA because they were either determined to be addressed adequately in the 2000 FEA or there would be no effect to resources as a result of the Proposed Action Alternative. No further analysis was determined on the following resources: Terrestrial Habitat, Floodplain, Aquatic Habitat, Water Quality, Wetlands, Hazardous, Toxic and Radioactive Waste, Biological Resources, Land Use, Recreation, Cultural Resources, Threatened and Endangered Species, and or Aesthetic Resources. The following discussion focuses only on consideration of those resources determined to have potential for impacts associated with the alternatives, thus complying with the concise document requirement of 40 CFR 1508.9 (a).

Once information is available to assess the effects of the anticipated remaining flood risk management measures proposed for final implementation in the Town of Martin, NEPA documentation will be prepared, as necessary.

2.2 SOCIOECONOMIC AND ENVIRONMENTAL JUSTICE

2.2.1 Socioeconomic Conditions & Demographics

The Town of Martin is located within Floyd County, Kentucky. Historically, Floyd County’s population has mirrored the growth and decline of coal mining and timber industries. Population growth occurred between 1900 and 1950 at varying rates and peaked in 1980 at 48,764. Since 1980, however, population has declined due to occupational shifts and the decrease in mining activities. Census data indicates Floyd County has a population of 35,845 and is 97.7% white and has a median household income of \$31,196 compared with the median household income of \$57,652 for the Commonwealth of Kentucky. Individuals residing in the county below the poverty level is 32.2% compared to 12.3% statewide.

The low-income housing facility is located within the Town of Martin, Kentucky. Utilizing EJSCREEN, the Environmental Justice Screening and Mapping Tool, and the American Fact



Finder, 2013 -2017 American Community Survey specifies demographic, income, and economic estimates for the town.

The Town of Martin community has an estimated total population of 545, compared to a population of 694 identified in the 2000 FEA. Over 31% of the population is age 60 years old or greater. Race within the community is 99% White and all other races make up less than 1% of the total population. The median income for a household is \$21,250 and of this income 49.6% includes social security income, 2.4% public assistance cash, and 38% included Food Stamp/SNAP benefits. Out of the total population, 43.3% are living below the poverty level. A majority of the population, approximately 35.1 %, is employed in service occupations including educational services, health care, and social assistance. Only 2.3% of the population is involved in industry and mining.

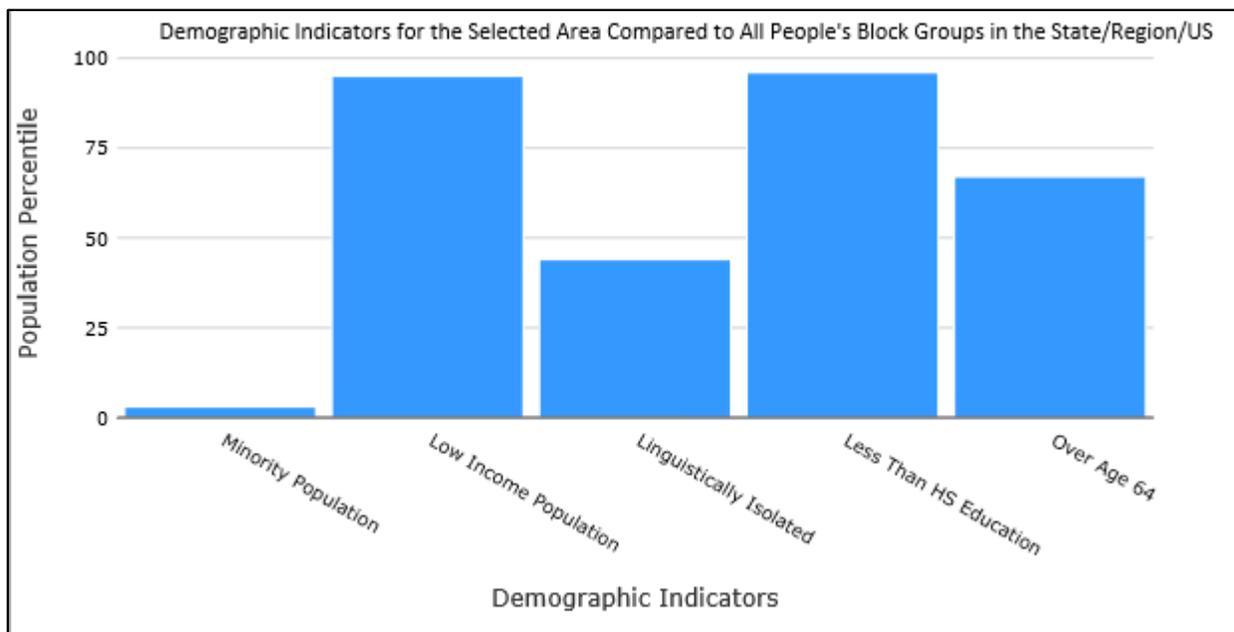


Figure 2: Demographic Indicators for the Town of Martin, Kentucky (EJSCREEN. EPA)

Of the housing units available within the town, 55% are renter occupied. The Levisa Fork Basin FEIS identified that historically, housing resources in the basin have been fair to poor in quality with needs for decent, safe, and sanitary housing being greater than the supply. Furthermore, the FEIS states that due to lack of adequate replacement housing, Last Resort Housing provisions under the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 as amended will be initiated as mitigation for the impacts. Surrounding low-income housing, which meets decent, safe and sanitary standards is generally not available in the surrounding area (~40 mile radius). While many low-income housing facilities were identified, they are fully occupied with extensive waiting lists.

Community Cohesion in a community is a sense of shared values and purpose, and a tolerance and acceptance of other residents. Community cohesion can be assessed from learning about the



education, religion, land tenure, organization membership status, family distribution, income/wealth, and social behavior of residents. During development of the 2000 FEA, a socio-economic analysis and social impact analysis was conducted in 1999 to provide an understanding on Community Cohesion impacts to the Town of Martin. The conclusions drawn indicate a moderate to moderately high degree of Community Cohesion exists within the study area.

2.2.2 Low-income Housing Facility

As mentioned above, the low-income housing facility is operated by the Martin Municipal Housing Commission, a governmental non-profit organization which provides low-income housing under HUD standards.

In particular, the housing facility specifically serves patrons that qualify under local, state, and federal law. Renters are not required to pay for their own utilities and receive reduction in the rental fee. The existing facility consists of two buildings with a 99% or greater occupancy rate. The first building (Building A) contains 15 apartment units. The second building (Building B) contains 13 apartment units and a Community/Senior Center. Of the total 28 units, 10 are 1-bedroom units while 18 are efficiency units. Both buildings have Americans with Disabilities Act (ADA) accessibility with an access ramp to the upper units, however only three efficiency units are ADA assessable. Additional on-site amenities include coin-laundry facilities, trash collection rooms, mechanical/electrical/plumbing rooms, and a small outside courtyard area. Tenants who live in the low-income housing facility include senior citizens and disabled citizens. The demand for this facility remains high and currently has a waiting list of 20 or more individuals; all but two (2) tenants have resided at this location for an extended period of time.

The Community/Senior Center is a large area that contains a small kitchen, dining / open area, entertainment area, book shelves, pool table, exercise equipment, an office, restrooms, as well as a storage and electrical room. The center is a county program and is run by the Floyd County Senior Citizens, Inc. and overseen by a director and two additional staff members. Residents of the low-income housing facility and the community utilize the center on a daily basis. A community kitchen owned and operated by Floyd County provides free meals to the low-income population of Floyd County including residents of the Martin low-income housing facility. The kitchen within the Community/Senior Center is a necessity because it is used when the Floyd County community kitchen is closed and during inclement weather events. On average, the Center hosts approximately 20 individuals per day. Additionally, this fully functioning center offers a calendar of events providing activities throughout the week. Types of events include but are not limited to entertainment (card games, crafts), learning opportunities (wellness and health), special events, etc. Increased occupancy by low-income community members is realized during events. The food pantry within the Center receives approximately 84 boxes of food a month and provides the food to low-income seniors in and around Martin, Kentucky.



Figure 3: Existing Low-income Housing Facility

Based on conversations with the Martin Municipal Housing Authority Executive Director, it is evident the tenants heavily depend upon the services provided at this location. Furthermore, the tenants are given access to transportation to and from local amenities such as the local hospital. Sandy Valley Transportation Services, Inc. provides bus service to this facility.

Through public information about the facilities as well as discussions with the low-income management and non-federal sponsor, the residents of said facility have developed Community Cohesion and depend on the community itself and the facilities amenities (such as access to meals) in order to maintain a daily quality of life.

2.3 NOISE

Ambient noise around the project area is representative of mixed commercial and residential. Current construction noises consists of intermittent noise resulting from construction of the Emergency Access Road. This noise is short in duration and only occurs during daylight hours.

Noise is measured as Day Night average noise levels (DNL) in “A-weighted” decibels (dBA) most sensitive to the human ear. There are no Federal standards for allowable noise levels. According to the Department of Housing and Urban Development Guidelines, DNLs below 65 dBA are normally acceptable levels of exterior noise in residential areas. The Federal Aviation Administration (FAA) denotes a DNL above 65 dBA as the level of significant noise impact. Several other agencies, including the Federal Energy Regulatory Commission, use a DNL criterion of 55 dBA as the threshold for defining noise impacts in suburban and rural residential areas. According to Dr. Paul Schomer in his 2001 Whitepaper, while there are numerous thresholds for acceptable noise in residential areas, research suggests an area’s current noise environment, which has experienced noise in the past, may reasonably expect to tolerate a level



of noise about 5 dBA higher than the general guidelines. The Corps Safety and Health Requirements Manual provides criteria for temporary permissible noise exposure levels (see Table 1), for consideration of hearing protection or the need to administer sound reduction controls..

Table 1 - Permissible Non-Department of Defense Noise Exposures

Duration/day (hours)	Noise level (dBA)
8	90
6	92
4	95
3	97
2	100
1.5	102
1	105

2.4 TRANSPORTATION AND TRAFFIC

The project area is in the center of town in Martin, Kentucky. KY State Route 1428 is the principle route through town and identified by Kentucky Transportation Cabinet as part of the state’s secondary system with classification as a major collector, rural, urban route. The existing low-income housing facility connects to the principal route through a series of side streets. Parking is limited along the front of the facility. Additional parking to accommodate residents and visitors is available nearby in an adjacent empty lot. According to facility staff, most residents do not own vehicles and parking limitations have not been a concern. As mentioned above, Sandy Valley Transportation provides senior citizen transportation services in the town including to the low-income housing facility.

The location of the existing Phase I Redevelopment Site is adjacent to KY State Route 1428 and the New Bridge in Martin, Kentucky and is currently utilized for commercial purposes. The site consists of a fire station and town hall/police station. The alternative school is anticipated to open to students in August 2019. Currently, Redevelopment Drive is the only entrance and exit at the site. An Emergency Access Road connecting the site to Ice Plant Hollow Road is underway and anticipated to be completed in 2019. The road will provide emergency access for the redevelopment site and its users.



3.0 FORMULATION, EVALUATION AND COMPARISON OF ALTERNATIVES

This section documents the formulation of reasonable alternatives to the proposed plan followed by an initial screening of the plans.

3.1 ALTERNATIVES PLAN DESCRIPTIONS

The Alternative Plans considered as well as the No Action alternative are described in detail below.

No Action Alternative: This alternative which would also realize the future without action condition consists of implementation of design as documented in the 2000 DPR which would leave the low-income facility structures in its current location. The Phase II Redevelopment Site design elevation is required to provide protection against the one (1) percent annual chance flood on Beaver Creek, which is approximately 663 feet mean sea level. Currently, the low-income housing has a first floor elevation of approximately 656 feet mean sea level. At the proposed design elevation, this structure would be seven (7) feet below the surrounding fill. Therefore if left in place, a series of measures would need to be implemented; 1) installation of temporary utilities; 2) construction/removal of access roads for ingress/egress to the low-income housing facility; 3) installation of a catch basin to collect drainage from the facility and adjacent drainage areas located to the East; 4) installation of a culvert to convey peak discharges to Beaver Creek; 5) installation of a backflow valve/flap gate to prevent water from Beaver Creek from back flowing to the low-income housing culvert; 6) a pump station with generator backup to transport low-income housing facility drainage when the water level of Beaver Creek is above the outflow elevation of the culvert; 7) an entrance/parking lot to provide access to the first floor of the low-income housing facility; and 8) permanent utilities to the facility and removal of temporary utilities. Features (such as the pump station and generator) will require routine operation and maintenance, and over time will require replacement features by the non-federal sponsor. The increment of project cost to support the Remain-in place alternative (No Action) is expected to cost \$6-12M.

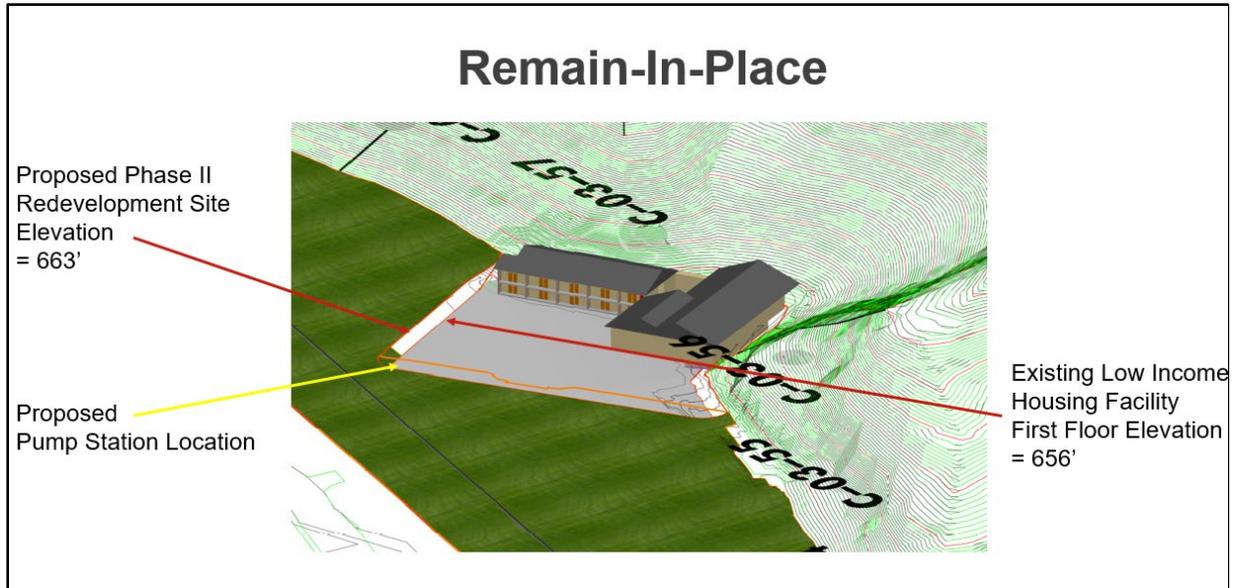


Figure 4: Remain-In-Place Alternative

Alternative Plan A (Direct Acquisition Alternative): This alternative would involve the direct acquisition of the low-income housing. Residents would be assisted with finding alternative accommodations within ~40 mile radius of the Project area. Depending on the timeframe of acquisition for this property, it will be possible to eliminate all related costs of maintaining temporary utilities and roadways to the facility during construction. The total project cost for direct acquisition is expected to cost \$2-4M.

Alternative Plan B (Relocation of facility): As a result of disproportionately high and adverse effects on low-income populations as a result of the action, this alternative would provide a replacement facility at the location of the existing Phase I Redevelopment Site. Relocation would include the 28 unit facility, associated amenities, and the Community/Senior Center. Phase I of the Project included construction of a 6.4 acre Redevelopment Site and was evaluated under NEPA in the FEA. This is an elevated site and is being used for redevelopment of the community. Through coordination with the non-federal sponsor and Martin Municipal Housing Commission, the proposed relocation of the facility would be constructed on this site. Figure 1 shows the proposed location of the replacement facility building and construction staging area on the Phase I Redevelopment Site.

In accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (P.L. 91-646), as amended, residents of the low-income housing facility would be eligible for relocation benefits to assist in the purchase of comparable replacement dwelling located out of the floodplain if residents choose not to relocate to the new facility or for compensation for eligible moving expenses. Through discussions with the Director of the low-income housing facility, it is anticipated that the majority of occupants would likely relocate to the proposed new facility on the Phase I Redevelopment Site as discussed in Section 2.0 above.



Should any occupants choose relocation to another location, there are no anticipated concerns with filling the units due to the current waiting list.

It is anticipated that the Government would enter into a contract with the Martin Municipal Housing Commission, which would obligate the Government to design and construct the replacement low-income housing facility. Construction of the facility is anticipated to be accomplished by a Design Build contract. Design shall meet current-day replacement standards for the facilities replaced and Americans with Disabilities Act (ADA) compliant. This contracting mechanism would facilitate the construction of the facility in a timely manner to allow for the residents to be relocated before temporary housing would be required. Once relocated, the existing low-income housing facility (built in 1975) would be demolished and disposed of in accordance with all state and Federal regulations. The approximate costs associated with relocating the facility is expected to cost \$6-12M.

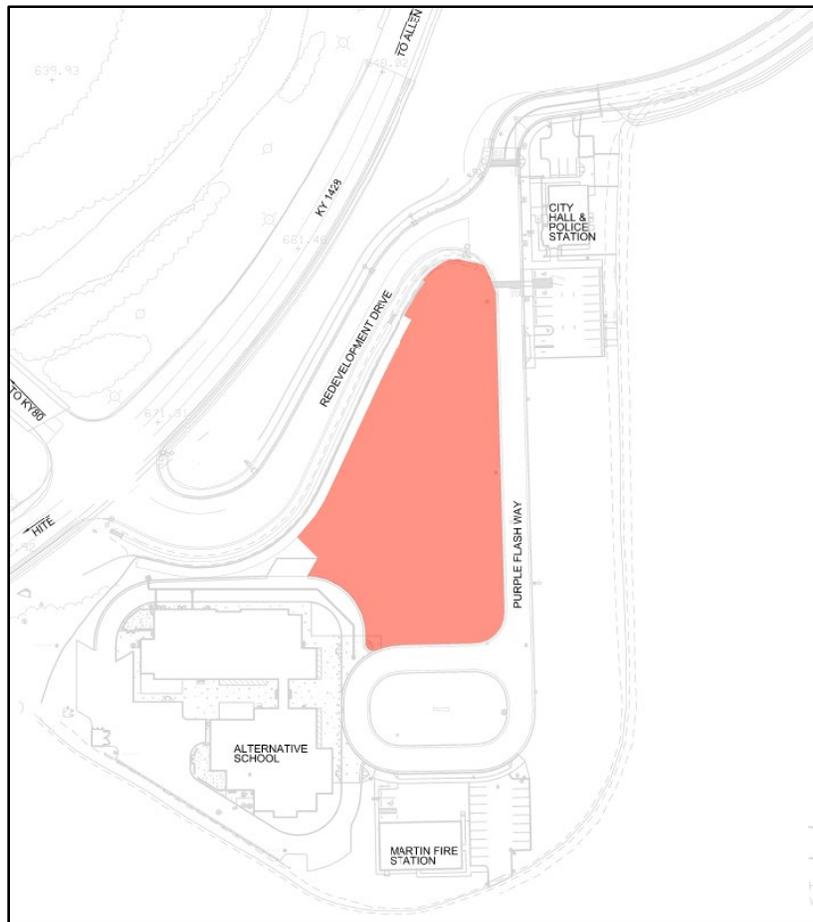


Figure 5: Property for Low-income Housing Facility on the Phase I Redevelopment Site



3.2 INITIAL EVALUATION AND SCREENING OF ALTERNATIVES

Alternative Plan A (Direct Acquisition Alternative) has been eliminated as an alternative due to significant impacts and Environmental Justice issues. Surrounding low-income housing similar in nature to the existing facilities, which meets decent, safe and sanitary standards is generally not available in the surrounding area (~40 mile radius). While many similar facilities were identified, they were fully occupied with extensive waiting lists for pending availability. This alternative would disperse the residents and cause undue hardship, adversely impact community cohesiveness, and cause direct financial hardship upon the residents.



Table 2: Comparison of Alternative Plans

Criteria	No Action (Remain-in-place)	Alternative Plan A (Direct Acquisition)	Alternative Plan B (Relocation as Mitigation under NEPA & Executive Order 12898)
Cost (\$Million)	6-12	2-4	6-12
Constructability	YES - Installation of temporary utilities - Construction and removal of access roads for ingress and egress to the facility - Installation of catch basin - Installation of backflow valve/flap gate - Construction of an entrance/parking lot - Installation of permanent utilities	N/A -Involves acquisition of the low income housing facility - No construction would be associated with this alternative as residents would be placed in other available housing units in the surrounding area	YES - Real Estate for the relocation at the Phase 1 Redevelopment Site has already been acquired and the site has been developed - If this site would not be suitable, the project would incur real estate and development costs
Environmental	- Accessibility would be compromised during construction - Significant temporary adverse air (fugitive dust) and noise impacts from close proximity of construction activities and equipment to the low income housing facility - Long-term potential flooding risk to residents of the facility	-Significant adverse impacts and environmental justice issues due to lack of availability of similar low income housing which meets decent, safe, and sanitary standards. -	-Increased temporary construction traffic and noise at the relocation site could impact the community , especially the users of the existing facilities on the Phase 1 Redevelopment Site.
Effectiveness	NO -There will be significant impacts to residents and users of the low income housing facility	NO -Lack of available low income housing - Displacement of residents with little availability of decent, safe, and sanitary housing available	YES -Relocation would provide decent, safe, and sanitary housing
Efficiency	NO - Burden on community and sponsor	NO	YES
Acceptability	NO	NO	YES
Completeness	NO	NO	YES



Alternative Plans A, B, and the No Action were compared and evaluated relative to cost, constructability, environmental acceptability, effectiveness, efficiency, acceptability, and completeness. Alternative Plan A (in red) has been excluded from further consideration due to lack of available decent, safe and sanitary housing in the surrounding area. Alternative Plan B (Proposed Action) (in green) and the No Action Alternative (in yellow) have been moved on to the final array of plans for this project.

4.0 ENVIRONMENTAL CONSEQUENCES

4.1 INTRODUCTION

This section identifies potential direct and indirect effects of the final alternatives including both the No Action Alternative and the Relocation Alternative. Scope of evaluation is limited to resource areas presented in Section 2, and compares and contrasts potential effect of the relocation alternative with the No Action alternative. As described above the area on the existing Phase 1 Redevelopment Site where construction of the replacement low-income housing facility would occur is previously disturbed and consists of new development areas covered with gravel and fallow grass. Therefore, certain sections such as terrestrial resources, aquatic resources, biological resources, etc. would not be further evaluated. Potential impacts from the alternatives considered in this SEA would be primarily to the socioeconomics and Environmental Justice resource. Each resource section below presents the environmental effects, as well as any associated mitigation measures, which, when implemented, would reduce the level of identified impacts to acceptable levels. When necessary, mitigation measures are proposed to avoid, reduce, minimize, or compensate for any significant effects. In determining the effects, the consequences of the proposed action are compared to the consequences of taking no action.

4.2 SOCIOECONOMIC AND ENVIRONMENTAL JUSTICE

4.2.1 Basis of Significance

Significant effects occur when people's lives are affected by a project. These effects can include residential relocations, job losses, land use changes, population, children's safety, community impacts, and changes in public service.

Executive Order (E.O.) 12898 requires Federal actions to address Environmental Justice in minority populations and low-income populations. Signed by President Clinton in 1994, E.O. 12898 directs each Federal agency to "make achieving Environmental Justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations".

Factors considered in determining whether or not an alternative would have significant impact to socioeconomics include change of income, change in availability of affordable housing, disproportionate endangerment of children in or near the project area, and adverse effect on low-income or minority populations. Factors considered in determining whether or not an alternative



would have significant impact on Environmental Justice include the extent or degree to which its implementation would result in the change of any social, economic, physical, environmental, or health conditions so as to disproportionately affect any low-income or minority group.

4.2.2 No Action

Implementation of the No Action would have direct and indirect public safety and community impacts to low-income residents of the housing facility and community users of the Community/Senior Center. During the period of construction, there would be adverse environmental conditions such as fugitive dust, noise from construction activities and equipment. The complex would also realize increased probability of utility disruption and interior flooding due to storm water. While measures would be implemented to maintain access to the extent practicable with this alternative, access by emergency services to the housing area would also be compromised during construction. As the majority of residents within the complex are elderly, they may be more vulnerable to adverse effects associated with instances of limited/compromised emergency access. Community impacts would be realized with potential disruptions to services at the Community/Senior Center due to the potential for access being compromised during construction. Low-income community members rely on the Center to provide meals, activities, and food pantry items for everyday use. Disruption of these services could include weakening of the social network and public services and would have adverse impacts on low-income populations and community cohesion.

After construction, the facility would be left in a “bowl” with the placement of fill around the facilities, while all other Project Areas would be elevated to address flood risk. Therefore, in the scenario a flood event would occur and pumps should fail to operate or not properly maintained by the local community, lower levels of the housing facility would be inundated and the facility would be surrounded with water from Beaver Creek and surface runoff from the adjacent hillside. This would render the facility inaccessible and emergency measures would be necessary to access the residents who, due to their demographics, may be particularly vulnerable. Measures for safety of children would be controlled through construction site supervision and security practices in construction areas. Access to the pump station would be prevented by fencing and locked gates.

There are no anticipated significant direct impacts to children as a result of the No Action due to the information we know about the age of the users of the facility and measures listed above. Implementation of the No Action would result in significant adverse effects to low-income populations and affect socioeconomic resources and Environmental Justice to the users of the low-income housing facility.

4.2.3 Proposed Action

Background information pertaining to the low-income housing facility and community was described above in Section 2.1. Based upon this information gathered, it is evident the community is highly cohesive and residents depend on each other and upon the services, logistics, transportation, and access to meals readily available for the daily lives of residents. It



was determined above that the significant adverse impacts to the low-income housing facility and its residents are likely to occur as a result of the Remain-In-Place action. In order to minimize adverse impacts, the Proposed Action was developed.

Relocation of the existing facility to the Phase I Redevelopment Site would mitigate for adverse impacts by providing decent, safe, and sanitary housing within the same community. No person would be displaced and compensation of a replacement facility would be made available to existing residents of the low-income housing facility. In addition, residents of the facility would be entitled to receive relocation benefits from the Federal government. With this, the Corps would ensure the proposed action would cause the affected residents and community members no loss of low-income housing, continued community cohesiveness, and public services. Therefore, the Proposed Action would compensate socioeconomic and Environmental Justice adverse impacts from the need to acquire the land underlying the low-income housing facility for Project purposes by providing decent, safe, and sanitary housing.

Under the proposed action, it is expected that no direct impact to children would result from building a replacement facility. Although not a requirement, the majority of low-income residents renting housing at the facility are senior citizens. Additionally, the facility only accommodates one bedroom and efficiency apartments which is not conducive to family occupancy. Adjacent to the replacement facility, is an alternative school. Indirect impacts to children would be minimal during construction. Equipment would be secured when not in use and Best Management Practices would be in place. Any potential health and safety issues would be temporary and not result in long-term disproportionately high and adverse impacts on children.

4.3 NOISE

4.3.1 Noise Analysis Background

Background information pertaining to noise for the project area was summarized in Section 2.3. The noise impact analysis section evaluates potential effects to the local noise environment induced by the Proposed Action and No Action alternatives. Each alternative is reviewed and evaluated to identify potential impacts relative to current conditions. Noise impacts associated with the action has been evaluated using available noise data for various types of activities. Major sources of noise associated with project alternatives includes vehicle use and construction activity.

4.3.2 No Action

Although the low-income housing facility would be left in place, residents and users of the facility would be subject to increased noise levels. Construction of remaining flood risk management measures as well as installation of measures needed to keep the facility in place as mentioned in Section 3.4.1 would be implemented. Noise exposure would occur when persons are entering/exiting the facility and when outside in the facilities courtyard. Construction equipment would be operated during daylight hours and expected during the time residents may



be home. General construction equipment includes but is not limited to excavators, roller compacts, front-end loader, bulldozers, backhoes, dump trucks, etc.

Peak outdoor noise levels ranging from 78-90 dBA would occur during the time in which equipment is directly in front of or in proximity to the facility (within 25-100 feet). While the anticipated noise levels generated from construction would be below the level necessary to protect human health, those noise levels have the potential to be a nuisance and interfere with outdoor activities. However, given that the elevated noise levels would be long in duration (approximately three to four years), impacts from the No Action would be anticipated. Therefore, temporary impacts to residences would be moderate to high during construction.

Long term noise impacts associated with the No Action would include regular exercise of the generator for the stormwater pump station as well as when the pump station is utilized to manage stormwater over the life of the project. Typical frequency of noise exposure for exercise the generator would occur approximately once a week. Over the life of the project, the pumps could run consecutive days depending upon the intensity of the storm event and flooding. Therefore, moderate long-term impacts from noise associated with the No Action would occur.

4.3.3 Proposed Action

Construction of the proposed replacement facility would temporarily increase ambient noise levels due to the operation of construction equipment. The noise levels at the site would fluctuate depending on the types of equipment are in use and the way the equipment is operated, therefore noise levels would be variable throughout the workday and project duration. Construction projects are usually executed in stages, each having its own combination of equipment and noise characteristics and magnitudes. Construction activities of the proposed Project area expected to be typical of similar construction projects and will include mobilization, site preparation, limited excavation, placing foundations, equipment movement, and installation of the low-income housing facility. General construction equipment includes but is not limited to excavators, roller compacts, front-end loader, bulldozers, backhoes, dump trucks, concrete trucks, and hand tools, etc.

Actual peak noise levels and associated vibration would vary at any given location. Relatively high peak noise levels in the range of 78-90 dBA would occur on the active construction site, decreasing with distance from the construction area. Indirect impacts include noise from worker commuting and material transport, increasing noise levels. Nearby commercial and residential areas may experience increased traffic noise during day-time hours as trucks needed for construction transit to and from the site.

The existing facilities on the Phase I Redevelopment Site would be impacted by noise during construction. The Town Hall/Police Station, Fire Station, and Alternative School would be in close proximity to the construction site. Portions of Phase II construction would be occurring during construction of the facility. Although noise levels will be disruptive, the intermittent nature of peak construction noise levels would not create the steady noise conditions for an extended duration that would lead to hearing damage. In addition, indoor noise levels would be



expected to be 15-25 dB lower than outdoor levels. Short term noise impacts would be further mitigated to the extent feasible using Best Management Practices and complying with applicable state regulations. Therefore, impacts to noise from the Proposed Action would be temporary and minor.

4.4 TRANSPORTATION AND TRAFFIC

4.4.1 No Action

The transportation system would be affected by construction of remaining implementation measures and installation of measures needed to keep the facility in place. While measures would be implemented to maintain access to the extent practicable to the low-income housing facility, access could be compromised during construction. Construction sequencing to reduce impact to access to housing facility may increase duration of construction, prolonging construction related traffic in the project area. During construction temporary local roadways would be inaccessible and closings would occur. A temporary access road is anticipated to be constructed through the project area to divert traffic around KY State Route 1428. Additional traffic would be expected, consisting of trucks, workers, and construction equipment. Maintenance of traffic, during construction, would be in accordance with the Manual on Uniform Traffic Control Devices and Kentucky Transportation Cabinet Guidelines. Based on the above information, significant temporary impacts to transportation and traffic would result with the No Action.

4.4.2 Proposed Action

During construction of the replacement facility, the contractor will utilize a secondary redevelopment road to access the site. Maintenance of traffic, during construction, would be in accordance with the Manual on Uniform Traffic Control Devices and Kentucky Transportation Cabinet Guidelines. After construction, increased traffic could occur at the Phase I Redevelopment Site. However, increased traffic would be realized at the site due to continued development for intended commercial uses. Additionally, the majority of the residents at the existing facility do not utilize vehicles and rely on public transportation. This trend would be assumed for the replacement facility. While the traffic related effects would be expanded for the relocation alternative, the No Action would likely prolong effects around the Phase II construction. Therefore, impacts anticipated to occur from the Proposed Action would be minimal and temporary.

4.5 CUMULATIVE EFFECTS

The Corps must consider the cumulative effects of the proposed project on the environment as stipulated by NEPA. Per 40 CFR Part 1508.7 Council on Environmental Quality [CEQ] Regulations, cumulative effects are the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or Non-Federal) or person undertakes such



actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

The cumulative effects analysis is based on the potential effects of the proposed project when added to similar impacts from other projects in the region. An inherent part of the cumulative effects analysis is the uncertainty surrounding actions that have not yet been fully developed. The CEQ regulations provide for the inclusion of uncertainties in the analysis and states that "when an agency is evaluating reasonably foreseeable significant adverse effects on the human environment...and there is incomplete or unavailable information, the agency shall always make clear that such information is lacking" (40 CFR 1502.22).

Temporal and geographical limits for this Project must be established in order to frame the analysis. These limits can vary by the resources that are affected. The construction of the proposed low-income housing facility replacement would have minimal and insignificant negative impacts on the environment. Long term benefits to low-income residents and community cohesion would result from the proposed action. The temporal limits for assessment of this impact would initiate in 1981 with the passage of the Section 202 of the Energy and Water Development Appropriations Act and end 50 years after completion of this project. The geographical extent would be broadened to consider effects beyond the Proposed Action and is considered to be the Lower Levisa Watershed.

The Levisa Watershed is listed in the Environmental Protection Agency's Waterbody Quality Assessment Report where it is listed as impaired for pathogens, metals, nutrients, organic enrichment/oxygen depletion, sediment, salinity, total dissolved solids, and turbidity. In the past, flood risk management measures such as creation the Phase I Redevelopment Site and Mayo Hollow disposal site, acquisition and demolition of structures, and construction of an Emergency Access road under the Section 202 authority has occurred. Additionally, other nonstructural and structural measures have occurred under the Section 202 authority in the Levisa Fork Watershed. These past actions had similar temporary impacts but no significant cumulative impact. The Lower Levisa Watershed is part of the Big Sandy River Basin. Watershed studies for the Big Sandy River Basin have been undertaken recently by both the Corps and the USDA, but currently, no watershed programs are active in the Big Sandy Watershed. The Big Sandy Area Development District (BSADD) is a regional planning organization that serves Floyd, Johnson, Magoffin, Martin, and Pike Counties. BSADD performs services in water management and has a water management council that meets to discuss existing projects and needs within the service area. In the future, watershed programs may address obstruction to stream flow and other maintenance activities. Impairment of the Levisa Watershed is expected to continue.

Section 4.0 documents the environmental effects of the Proposed Action and No Action with respect to existing conditions. The effects of the Proposed Action, as discussed beforehand, are localized and temporary. Past actions that may have resulted in similar effects include nonstructural and structural actions as well as construction of the redevelopment site. Past, present, and reasonably foreseeable projects outside of the immediate area have produced, or would likely produce, noise disturbances of various degrees. The additional traffic and construction equipment associated with the construction of the replacement low-income housing



facility would increase noise in the project area. Impacts would be moderate and temporary. Due to the inclusion of land underlying the low-income housing facility into the project area, the low-income population will be affected by the proposed action. Through compensation of a replacement facility, long term cumulative socioeconomic and Environmental Justice benefits would be realized. In the future, implementation of additional flood risk management measures in the project area for the Town of Martin Nonstructural Project would be constructed. These action would have similar impacts as the proposed action and actions identified in the 2000 FEA.

The availability of Federal funds through the 202 Program is an additional benefit to assist an area that has in the past received numerous flooding and damages. Given the current program is in place for the foreseeable future and the overall beneficial effect from implementation of the Proposed Action, there is expected to be a positive cumulative effect on low-income populations based on past, present, and reasonably foreseeable actions.

5.0 STATUS OF ENVIRONMENTAL COMPLIANCE

The Proposed Action will be in full compliance with all local, state, and Federal statutes as well as Executive Orders prior to issuance of a FONSI. Compliance is documented below in Table 3.

Table 3 - Environmental Compliance Status			
Statute/Executive Order	Full	Partial	N/A
National Environmental Policy Act (considered partial until the FONSI is signed)*		X	
Fish and Wildlife Coordination Act	X		
Endangered Species Act	X		
Clean Water Act	X		
Wild and Scenic Rivers Act	X		
Clean Air Act	X		
National Historic Preservation Act	X		
Archeological Resources Protection Act			N/A
Comprehensive, Environmental Response, Compensation and Liability Act	X		
Resource Conservation and Recovery Act	X		
Toxic Substances Control Act	X		
Quiet Communities Act	X		
Farmland Protection Act	X		
Executive Order 11988 Floodplain Management	X		
Executive Order 11990 Protection of Wetlands	X		
Executive Order 12898 Environmental Justice in Minority Populations and Low-Income Populations	X		
Executive Order 13045 Protection of Children	X		

* Partial status will be in full compliance prior to issuance of a FONSI

* Anticipated FONSI signature to occur after public review



6.0 AGENCY AND PUBLIC REVIEW

The SEA and FONSI will be made available for agency and public review and comment for a period of 30 days, as required under NEPA. A Notice of Availability will be published in the local newspaper, the Floyd County Chronicle and Times, advising the public of this document's availability for review and comment. A copy of the SEA will also be placed in the Floyd County Public Library and will be made available on-line at:

<http://www.lrh.Corps.army.mil/Missions/PublicReview.aspx>.

The mailing list for the SEA will be located in Attachment A.

7.0 FINDINGS

Based on information in this SEA, the proposed action would mitigate for significant adverse impacts to low-income residents. Therefore, the Proposed Action would require no mitigation beyond those measures proposed in this SEA. Effects associated with building a replacement facility on the exiting Phase I Redevelopment Site would be minor and temporary. The proposed action would meet the requirements for actions permitted following completion of a FONSI as described in 40 CFR 1508.13. These actions would not have a significant effect on the quality of the natural and human environment nor require preparation of an Environmental Impact Statement. A FONSI accompanies this EA.

8.0 REFERENCES

Additional references can be found in Section 8.0 of the 2000 FEA.

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