# Community Based Reuse Planning

Section#1 – Community Based Reuse Planning Overview

Section #2 – Why Plan for Reuse?

Section #3 – What is Community Based Reuse Planning?

Section #4 – Key considerations and lessons learned

Section #1

# Community Based Reuse Planning Overview

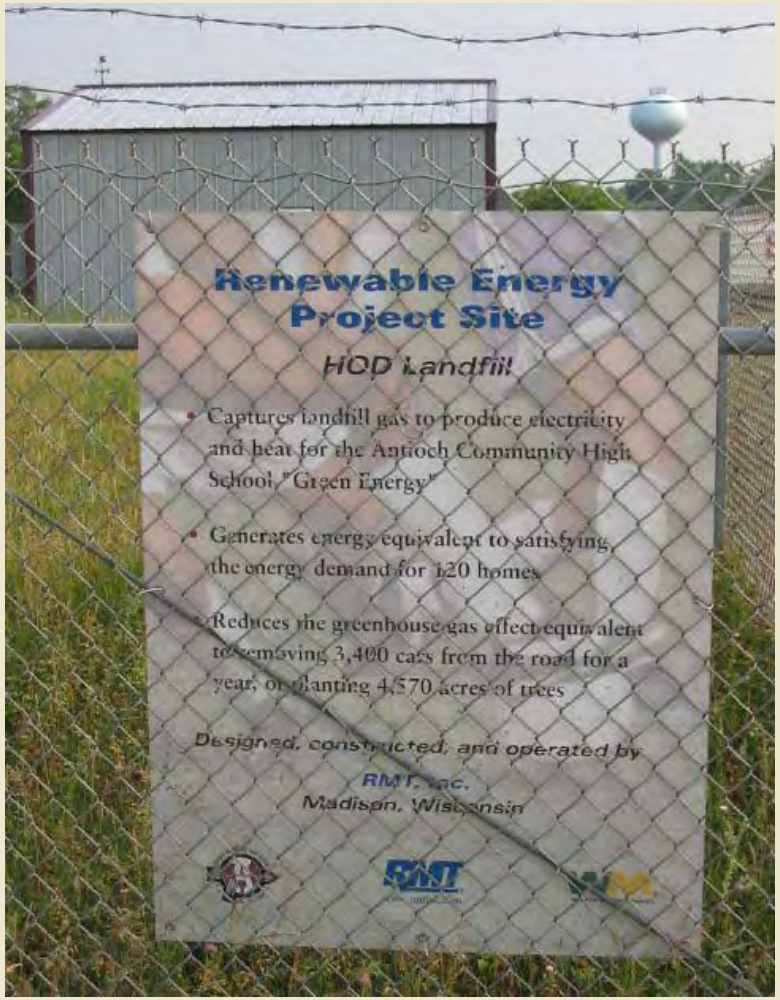
# Community Based Reuse Planning Overview

**An approach based on:**

- Experience supporting community based reuse planning at 58 SF sites in 28 states and 10 regions.
- EPA's Reuse Assessment Guidance
- EPA's Seven Steps for Effective Public Involvement
- IAP2's Core Values for Public Participation (endorsed by Superfund Community Involvement Handbook)

## HOD Landfill – Antioch, Illinois

# HOD Landfill



# Community Based Reuse Planning

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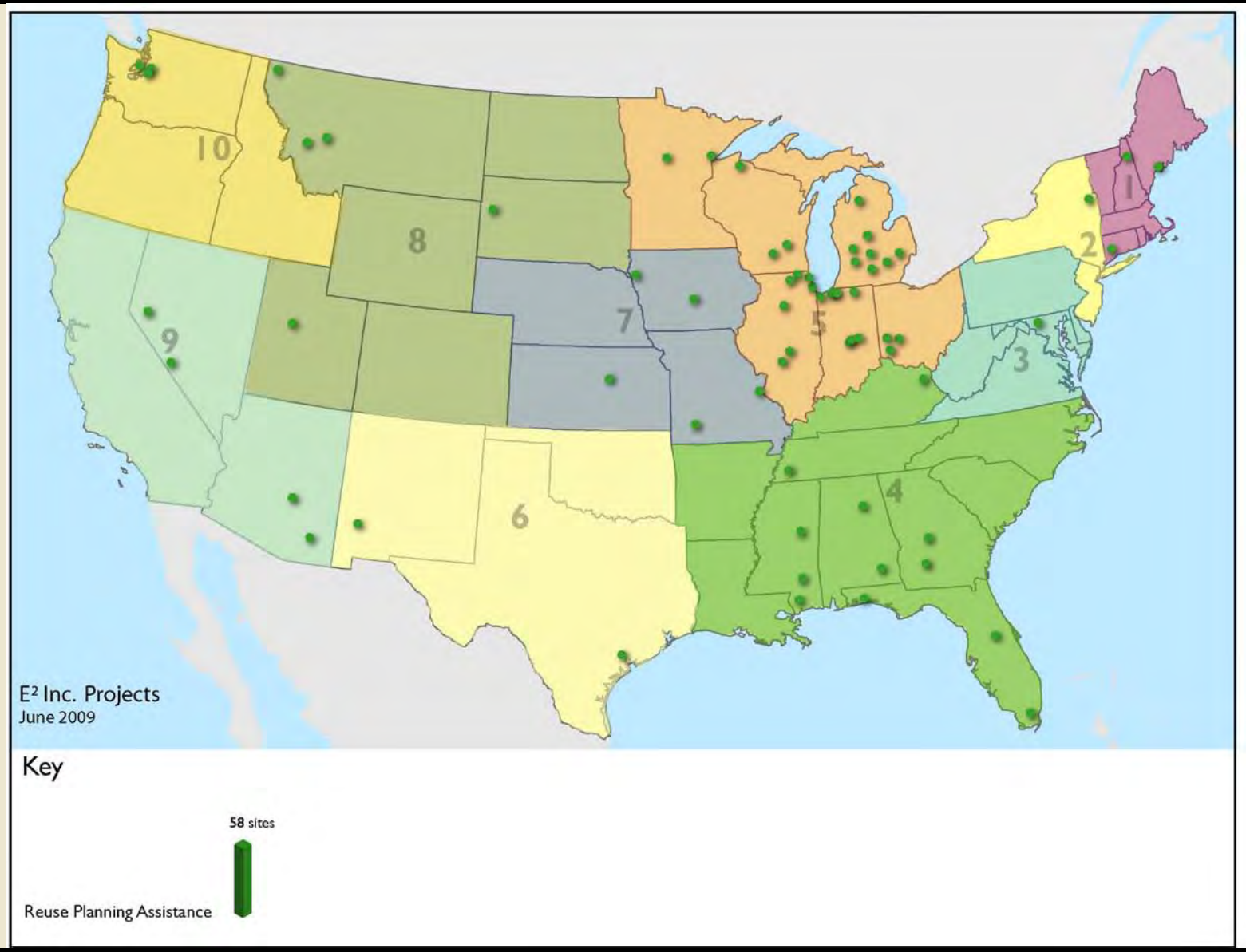




Experience

# Reuse Assessment Guidance

United States Environmental Protection Agency

*Reuse Assessments: A Tool to Implement the Land Use Directive* 2001

# EPA's Seven Steps to Effective Public Involvement

- Plan and budget for public involvement.
- **Identify interested and affected public**.
- Consider **providing technical** and financial **assistance to the public to facilitate involvement.**
- **Provide information and outreach to the public**.
- Conduct public consultation and involvement.
- Review and use input, and provide feedback to the public.
- Evaluate public involvement activities.

# International Association of Public Participation – Core Values

- People should have a say in the decisions about actions that affect their lives.
- **Public participation includes the promise that the public's contribution will influence the decision.**
- The public participation process communicates the interests and meets the needs of all participants.
- The public participation process seeks out and facilitates the involvement of those who are potentially affected.

# International Association of Public Participation – Core Values (Cont.)

- The public participation process involves citizens in defining how they participate.
- **The public participation process communicates to participants how their input was or was not used.**
- **The public participation process provides participants with the information they need to participate in a meaningful way.**

## Section #2

# Why community based reuse planning?

# Community-Based Reuse Assessment

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# Better Decisions

# Multiple Potential Benefits

- Save $$$
- Save Time
- Improved Community Relationships
- Effective Institutional Controls
- Long Term Stewardship
- Community Benefits
  - Economic
  - Recreational
  - Ecological

# Spellman Engineering, Orlando




Save $$$

# Lake Highland Preparatory

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Save $$$

# Himco Site

# Himco Site


Potential Future Access to Business Park
Existing Woodland with
Bird Sanctuary and Nature Trails
Quarry Lake
and Preserve
Neighborhood
Pedestrian
Access
Picnic + Camp
Park
(2.5 acres)
Foot and
Bike Paths +
Cross Country
Course
Boat Launch
Native Grass
Prairie or
Additional Recreational
Area
(16 acres)
Existing
Wetland
John Weaver Parkway
Fishing Pond
1/4 mile
Field Study Garden
(4 acres)
Recreational
Park + Play Area
(20 acres)
Field
Succession
Woodland
RV Park
(63)
County Road 10
Pedestrian
Access
Existing
Residences
Pedestrian
Access
Car Park
(175)
RV Park
(47)
RV Access
Existing Monitoring Well
Field Test + Learn Station/Outdoor Lab
Test + Learn Indoor Classroom
RV Facility
Main Auto and
RV Access
Pedestrian
Access
0
0
1000'
2000'
Himco Superfund Site
2nd Draft Reuse Framework
September 1, 2004

# Plainwell Paper Mill

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# Plainwell Paper Mill

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# Camilla

# Camilla

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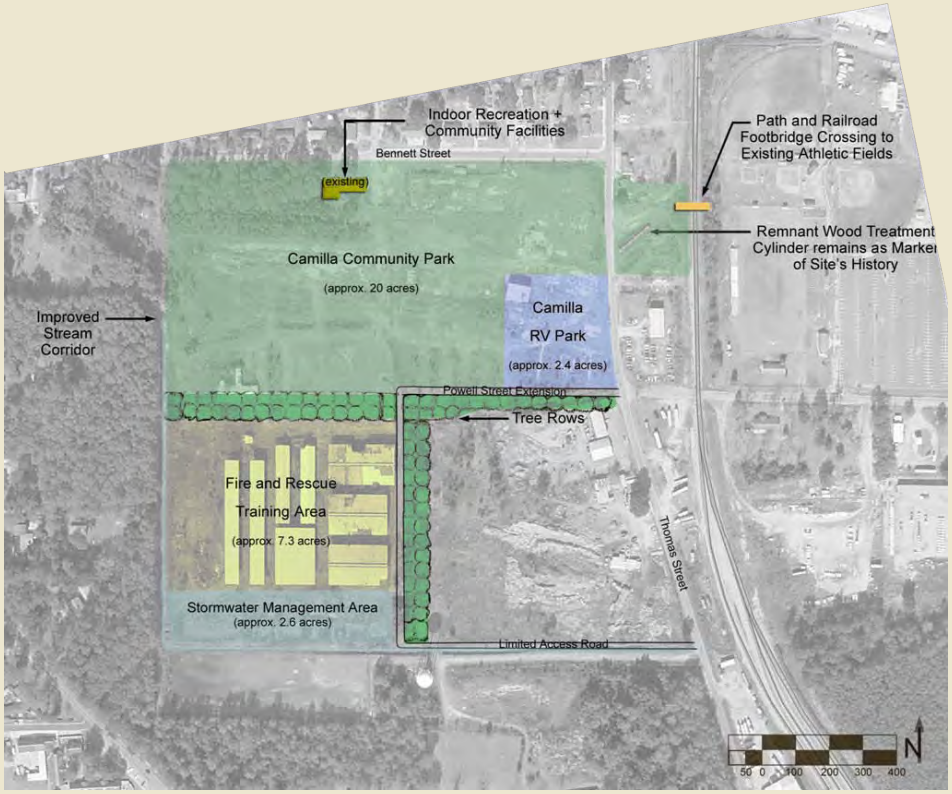


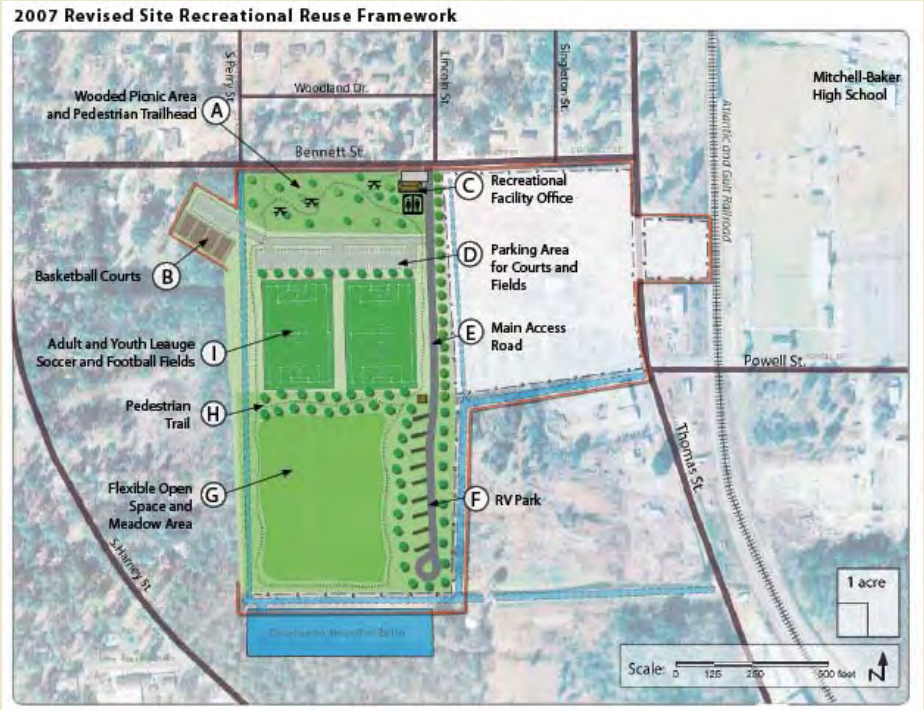

# Camilla


# Wyckoff/Eagle Harbor

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# Wyckoff/Eagle Harbor

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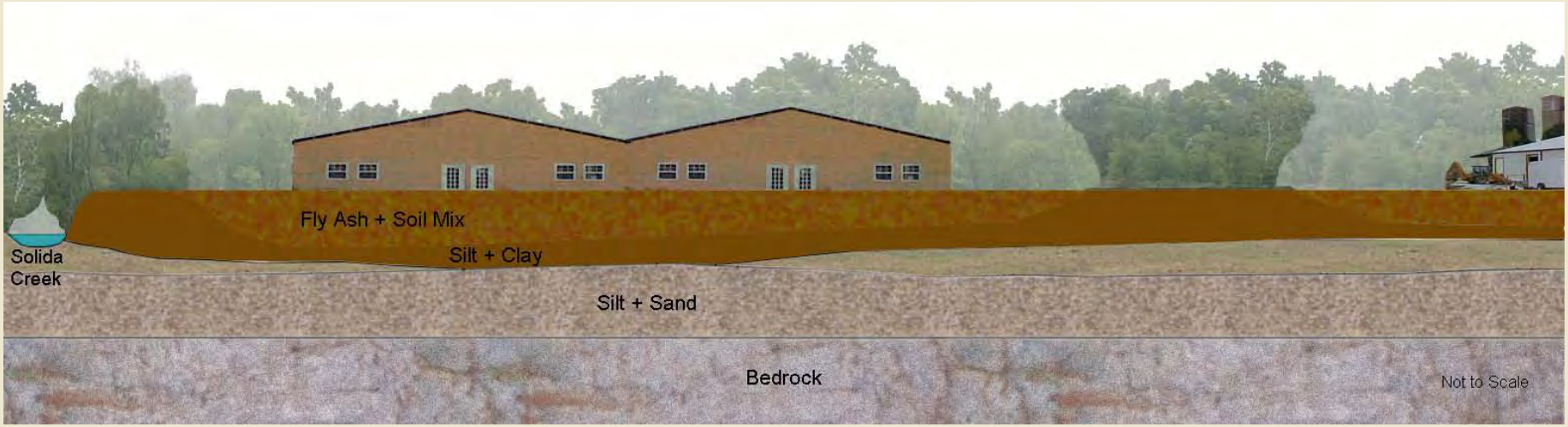
# South Point, Ohio

# South Point, Ohio



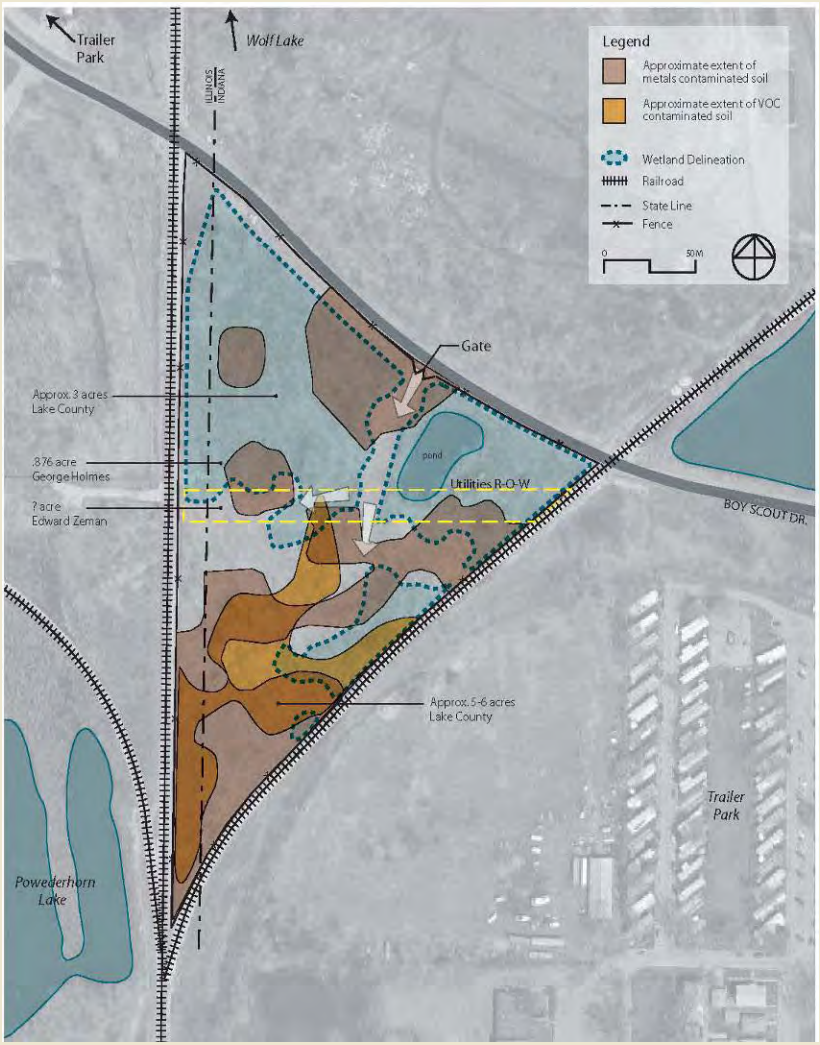
# South Point, Ohio

# Arlington Blending & Packaging

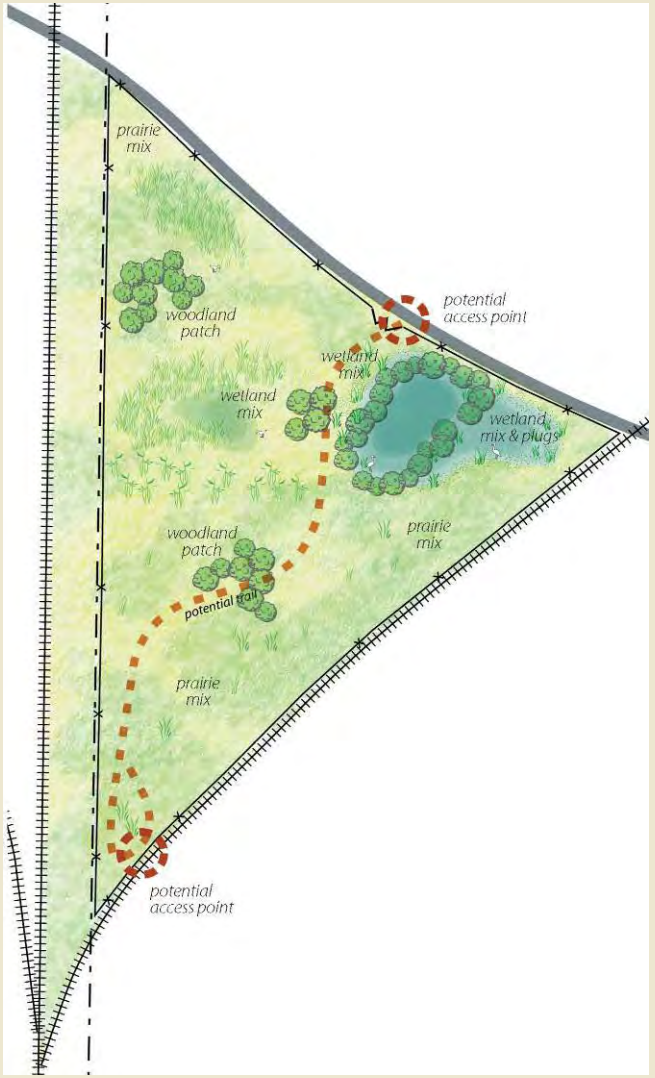
# Arlington Blending & Packaging

# Arlington Blending & Packaging

# Calumet Container



# Calumet Container



# Calumet Container




Section #3

# What is Community Based Reuse Planning?

# What is Reuse Planning?

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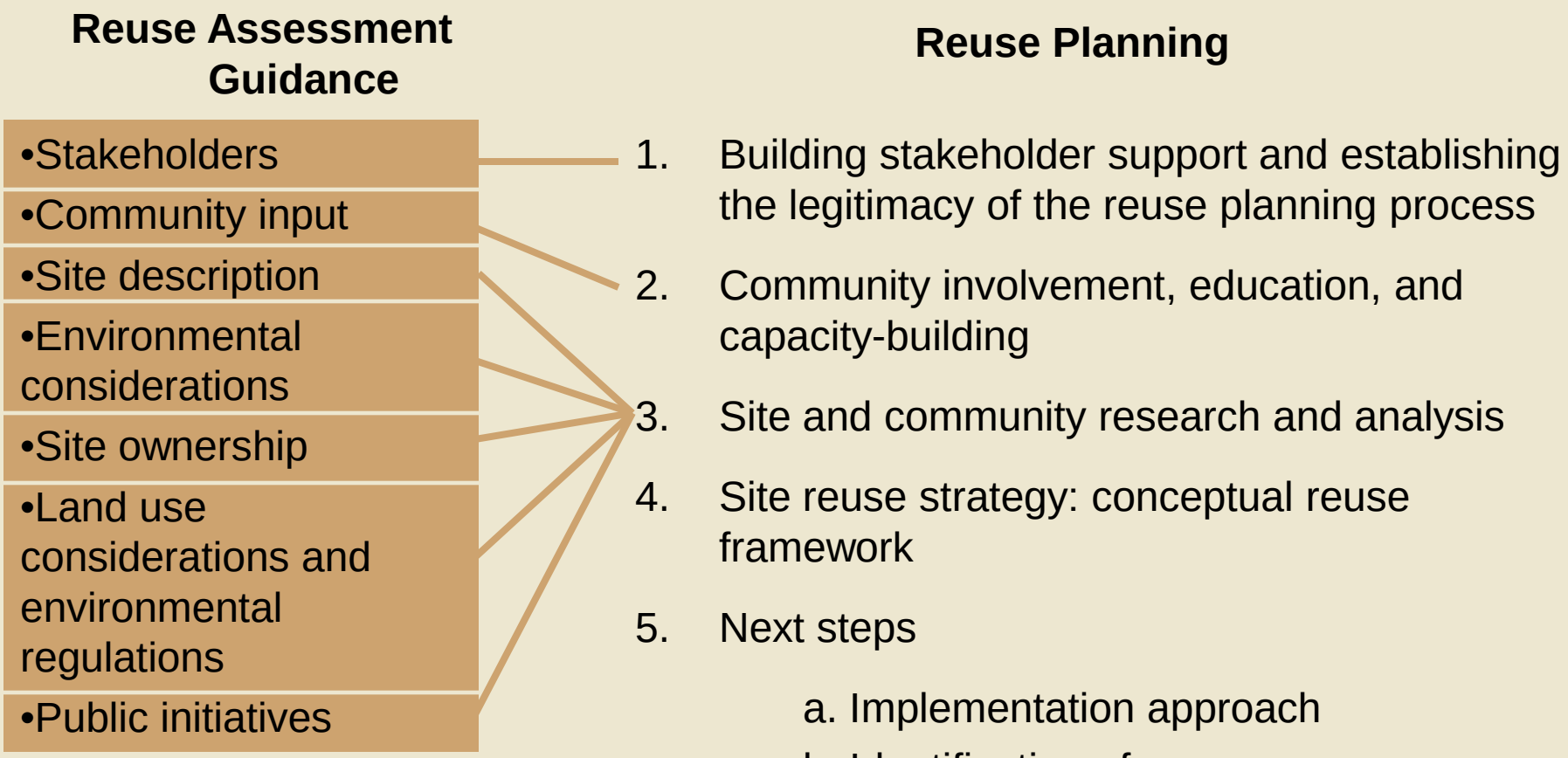
# What is Reuse Planning?



# Establishing Appropriate Expectations

#1. Building **stakeholder support** and **establishing** the **legitimacy** of the reuse planning process.

#2. Community involvement, education, and capacity-building.

#3. Site and community research and analysis.

# Site and Community Information

- Site Physical Characteristics
- Site Contamination and Remediation Characteristics
- Site Remediation Status
- Local Land Use Regulations and Considerations
- Adjacent Land Uses
- Infrastructure
- Market Conditions

# #4. Site reuse strategy: conceptual reuse framework

#5. Next steps

a. Implementation approach

b. Identification of resources

# Reuse Planning

1. Building stakeholder support and establishing the legitimacy of the reuse planning process

2. Community involvement, education, and capacity-building

3. Site and community research and analysis

4. Site reuse strategy: conceptual reuse framework

5. Next steps

    a. Implementation approach

    b. Identification of resources

# Section #4

Key Considerations and Lessons Learned

# Key Considerations and Lessons Learned

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- Reuse planning at Superfund sites requires patience and a view towards long term stewardship.
- Reuse in the context of Superfund is about making better remedial decisions and ensuring long-term protectiveness.
- Reuse is considered in the framework of private property rights and the local authority to regulate land use.
- Considering reuse can create a framework for community involvement that moves beyond a win-lose dynamic. It can be the key to a successful working relationship amongst stakeholders at a SF site.

United States Environmental Protection Agency

# Mountain View Mobile Home Estates: How a municipality can make informed reuse decisions about reuse

Gary Riley,

OSRTI Detail, EPA Region 9

SRI Webinar,

June 18, 2009

# Session Overview

- Focus on the community's experience
- Stepping back: site background and context
- Solution: community-based reuse assessment
- Anatomy of success
- Looking ahead

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# Community experience in the reuse planning process

- Three goals:
  - Understand the site
  - Think about the city's needs
  - Make an informed decision
- Two questions:
  - What does the Mountain View site offer?
  - What does the community want/need?


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# Background: site history

- Until 1973: Onsite mill processed chrysotile asbestos
- 1973: property rezoned residential; mobile homes installed for 130 residents
- 1983: Site listed on NPL due to asbestos in soil
- 1985: Residents relocated
- 1985-1988: Remedy constructed and completed
- 1988: Deleted from NPL

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# Background: remedy and restrictions

- Cap components: filter fabric liner, 24-inch soil layer, 3-inch gravel layer
- Important restrictions:
  - No excavation below the fabric liner;
  - Footings or foundations allowed only within or on top of the two-foot cover;
  - Utilities allowed only within or on top of the two-foot cover;
  - Impervious areas must include drainage conveyance to protect the cover;
  - Engineering and institutional controls must remain in place; and
  - Residential uses not permitted.

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# Background: the site since deletion

- Since NPL deletion in 1988, the site has been vacant and fenced
- Owned by state of Arizona
- ADEQ oversees cap maintenance
- Relatively level land area
- Visible and accessible from major thoroughfares

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# Community experience: What does the Mountain View site offer?

- Relatively large site
- Location on Highway 70 and Route 77
- Potential rail access
- Potential low cost of land – below market value
- Currently zoned “intermediate commercial”
- No existing infrastructure

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# Community experience: What does the community want/need?

- Globe has a moderate amount of commercially zoned land, but no light industrial and little general industrial property
- City of Globe is surrounded by state and federally owned land – this limits expansion possibilities
- City of Globe officials and staff expressed interest in acquiring and using the Mountain View site

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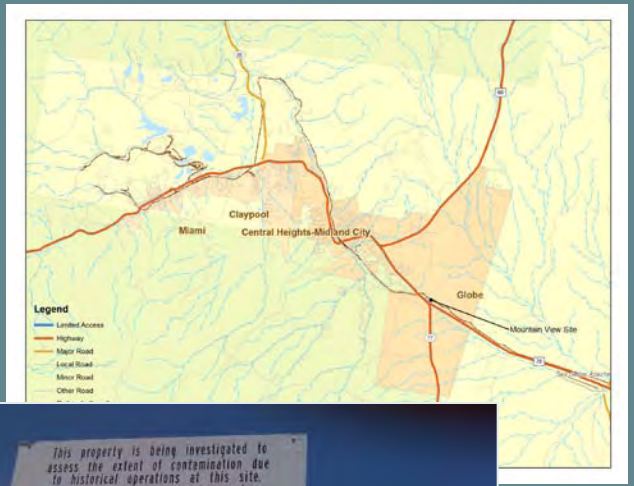
# Solution: Community-Based Reuse Assessment

- In order to answer the City of Globe's questions: a community-based Reuse Assessment process
- Purpose: to identify a reasonable future use and development scenario to inform near-term site planning efforts, such as:
  - Economic planning (City of Globe)
  - Regulatory documentation (EPA/ADEQ)

# Community-Based Reuse Assessment: Methods

- Site visit
- Stakeholder interviews
- City Comprehensive Plan and Zoning
- Site document review
- Site analysis (contaminants, cover, grades)
- Summary document

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# Community-Based Reuse Assessment: Conclusions

- The resulting document provides detailed descriptions and diagrams that describe:
  - Site context (physical and zoning)
  - Contamination
  - Depth of Cover
  - Grade and slope
  - Possible development areas and footprints
  - Access and setback requirements

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# Community-Based Reuse Assessment: Conclusions

- These analyses offer potential development solutions to the following questions:
  - Which areas of the site can support development?
  - What would possible footprints look like?
  - How much grading would have to be done to support buildings?
  - What are the options/costs of this grading?
  - Where/how can you access the developable areas?
  - What setbacks are required in the developable areas?
  - How much remedy disturbance is anticipated?

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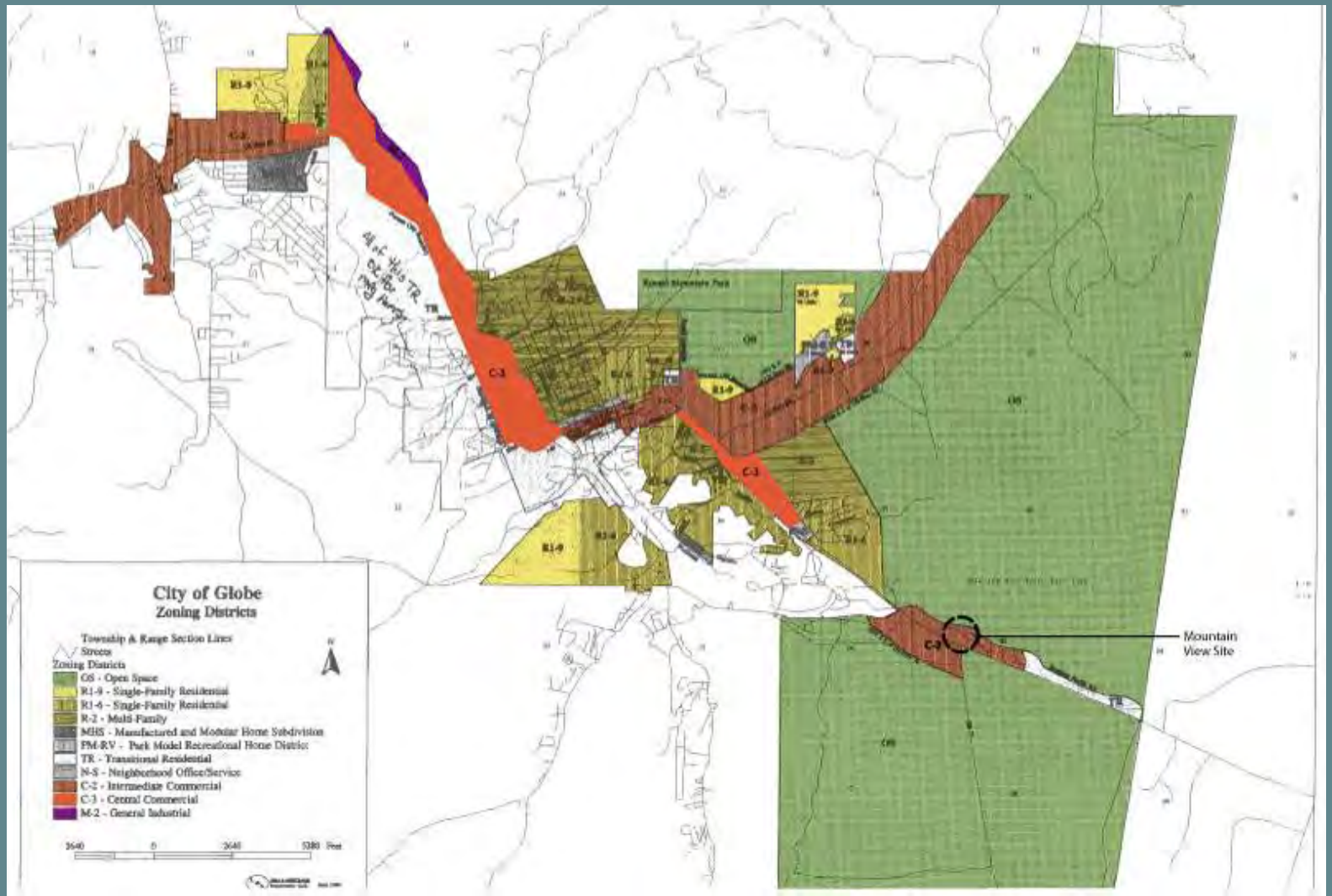
# Zoning Map



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# Aerial map: City of Globe and Site

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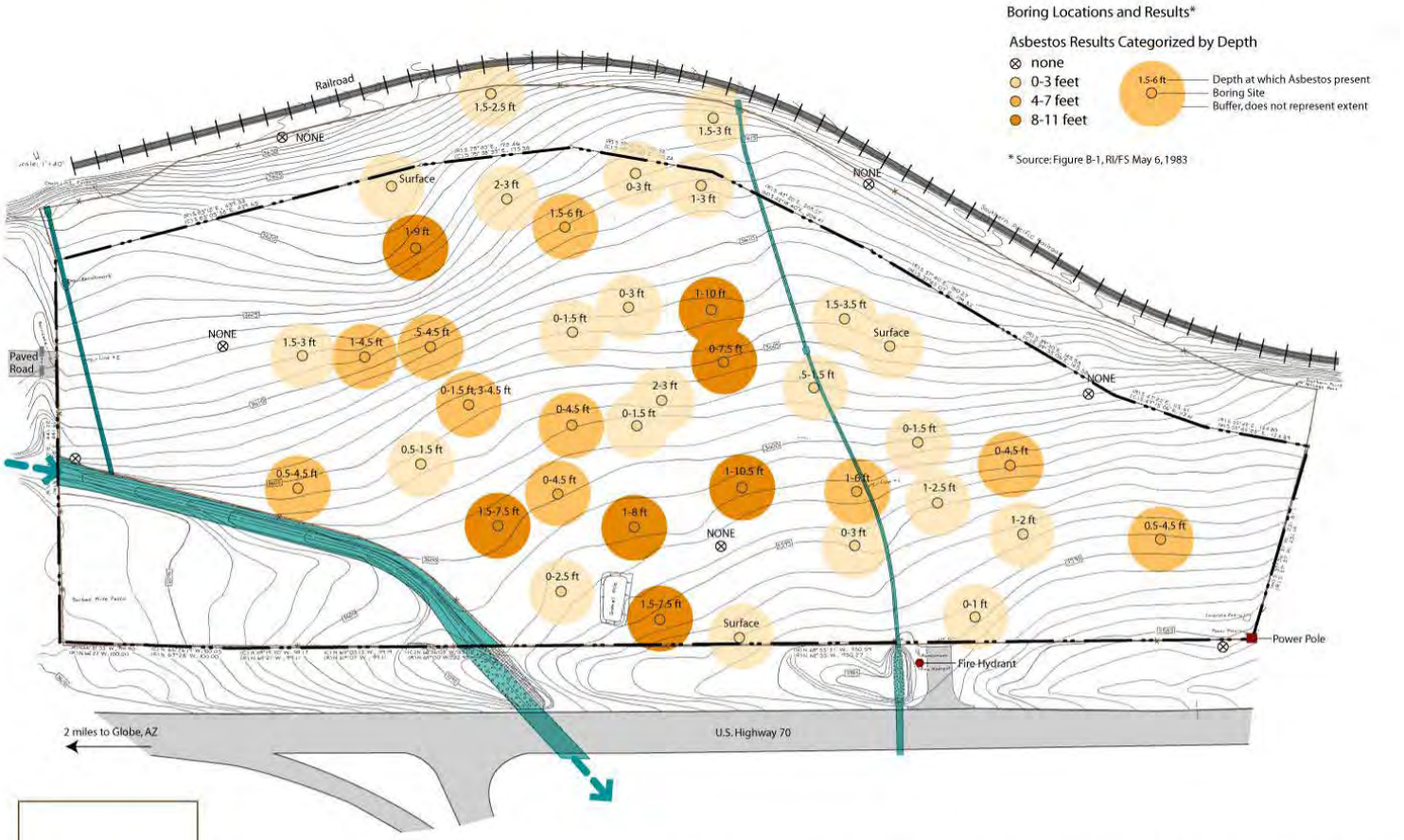
# Site Contamination



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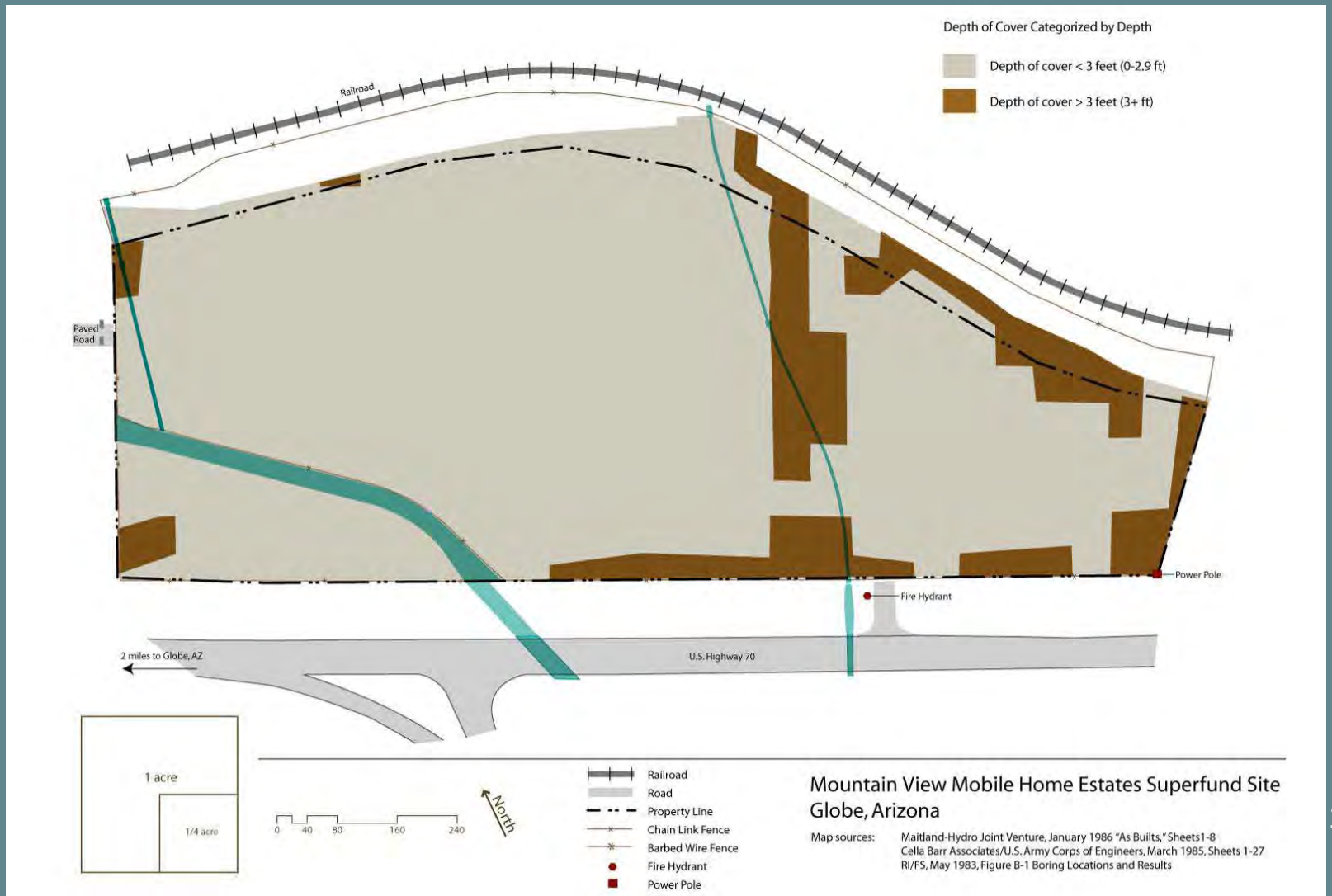
# Depth of Cover



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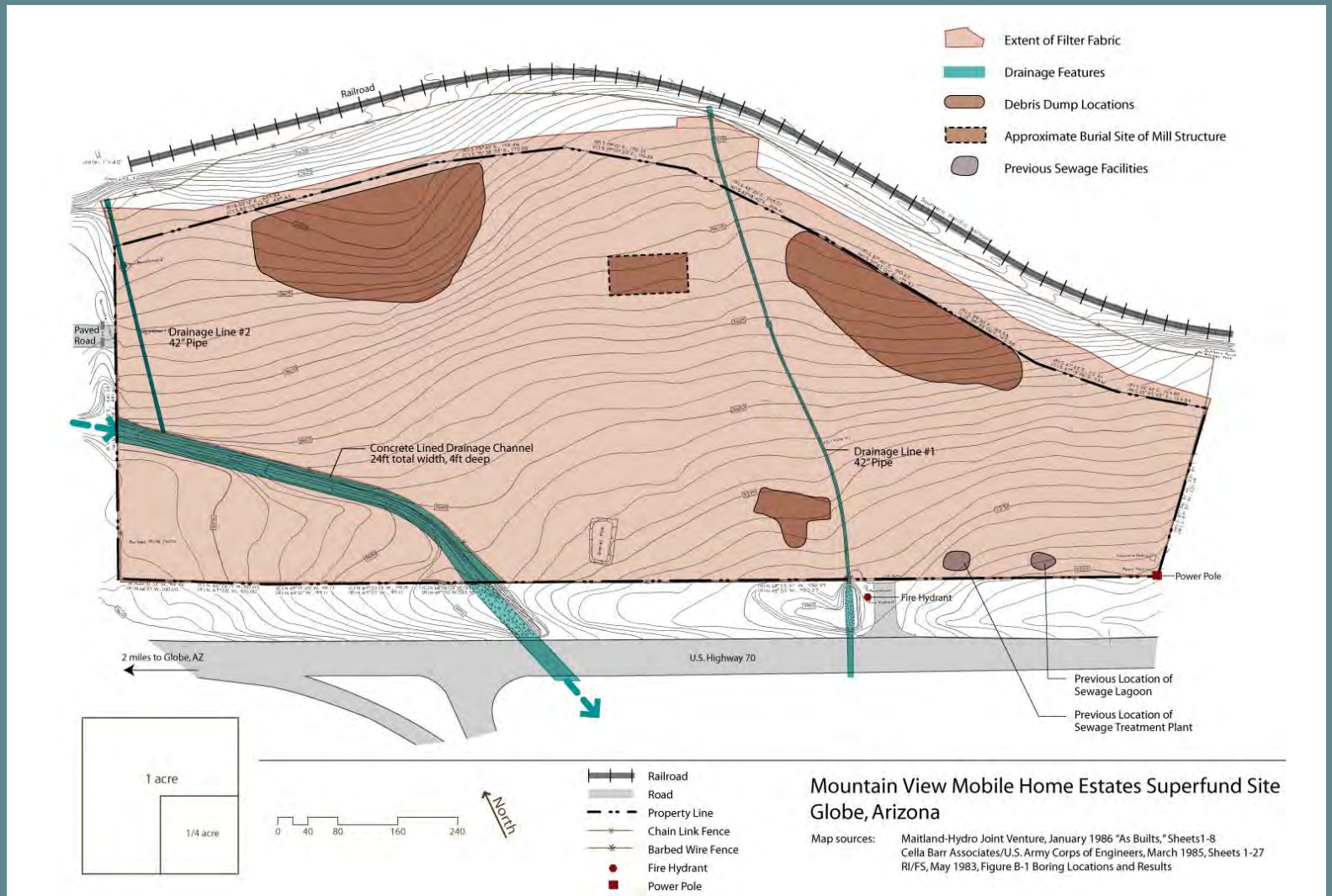
# Remedy Components and Restrictions



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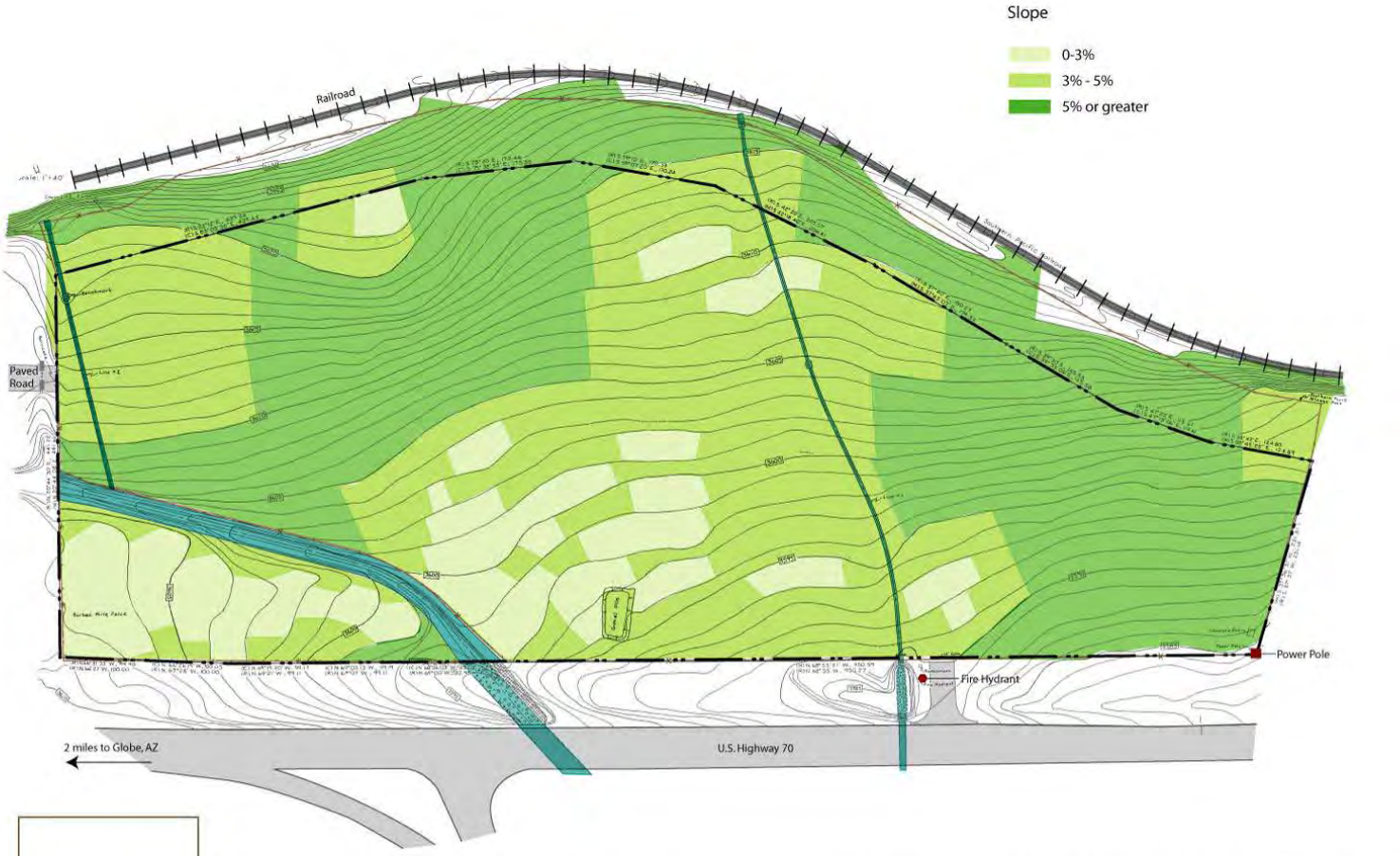
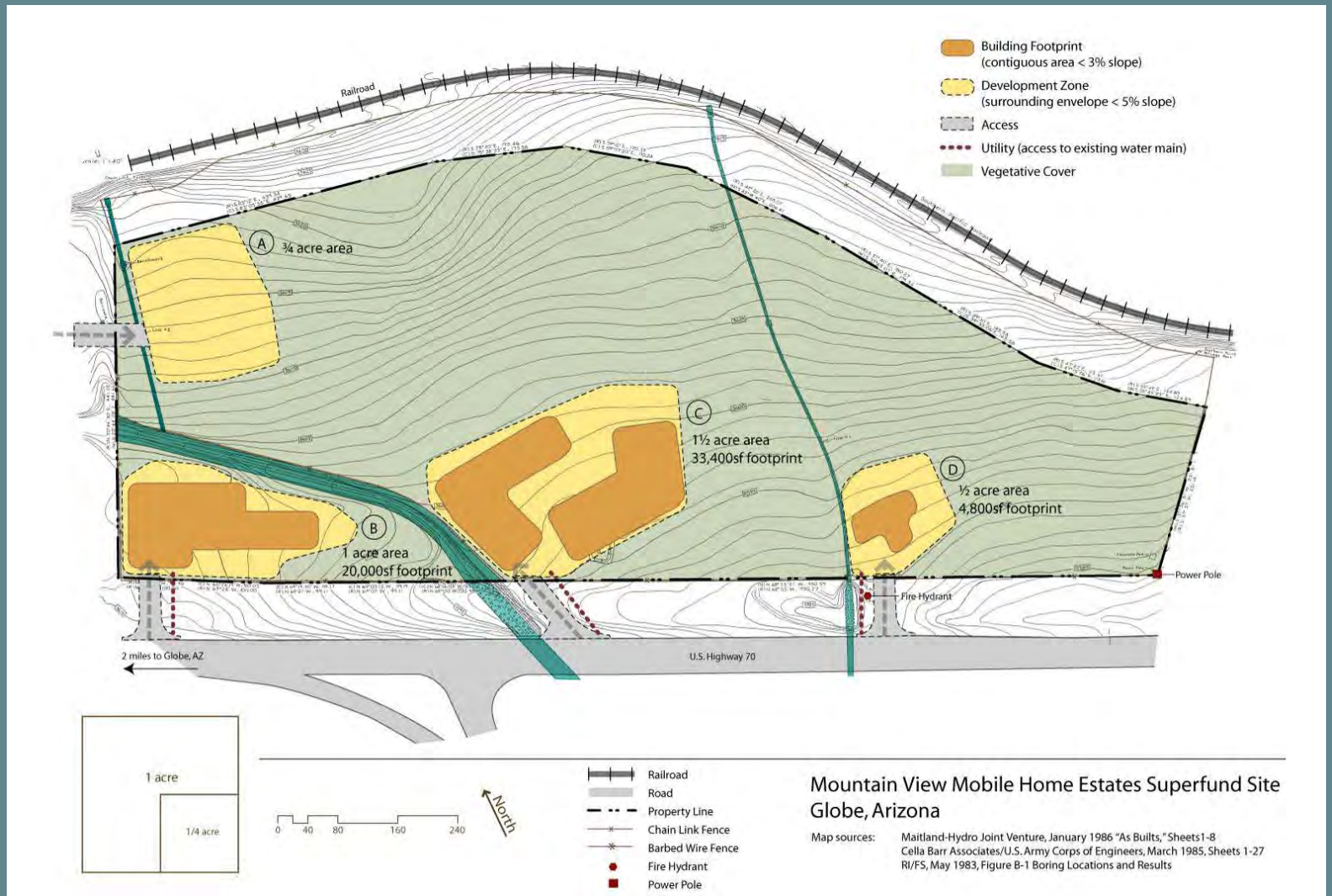
# Grade



# Potential Development Areas



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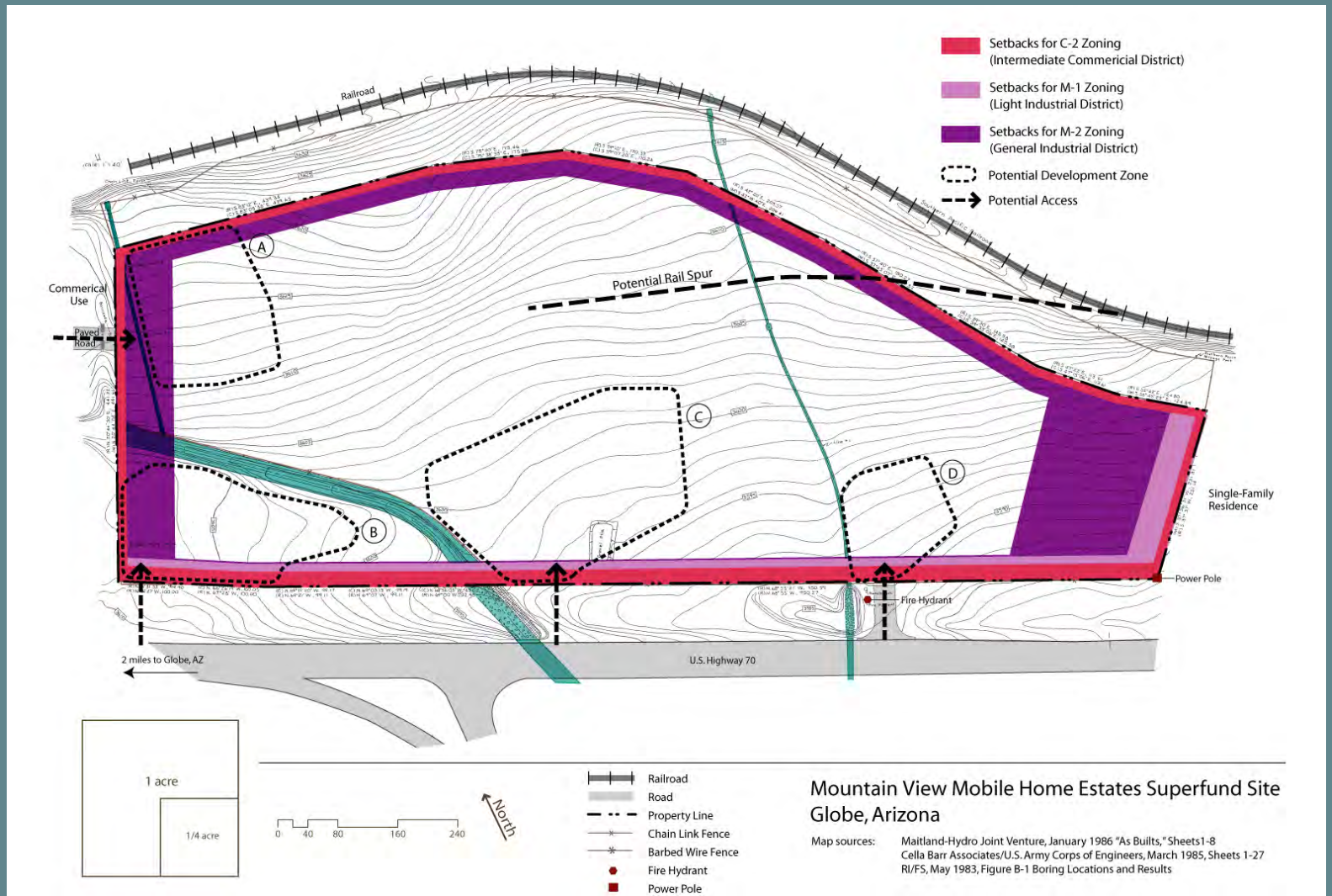
# Access and Setbacks



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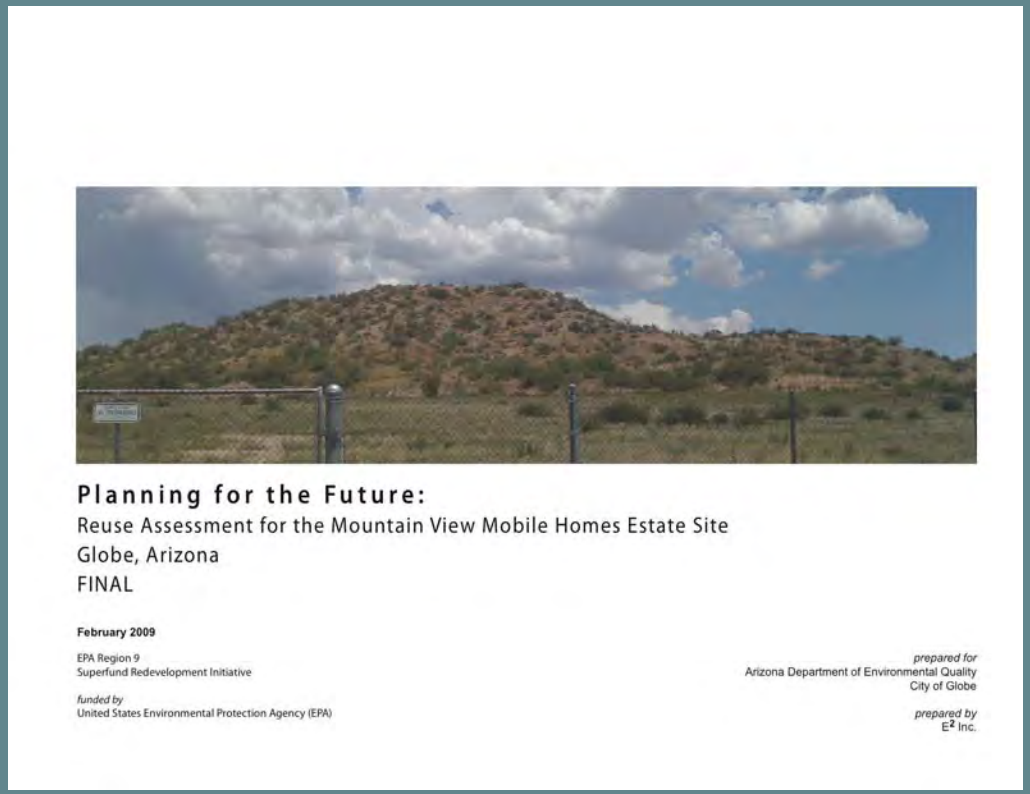
# Thinking about Remedy Disturbance

| Scenario | Construction Costs | Community and Regulatory Process | Market Considerations |
|---|---|---|---|
| 1. No disturbance (no underground utilities, tanks or footings; all utilities/construction above grade of cap and fill) | Potential fill costs to achieve level grades, some monitoring requirements | Minimal | Narrow range of development options |
| 2. Moderate disturbance (minimal disturbance to lay a few key utilities and footings within existing or new clean fill) | Potential fill costs to achieve level grades; Asbestos monitoring requirements. | Moderate | Broader range of options |
| 3. Major disturbance (earth moving and/or excavation to create level grades, extensive utilities, and/or underground tanks) | Fill costs; Asbestos monitoring requirements; Contaminant handling & disposal requirements | Comprehensive | Broadest range of options; market value may not offset additional development costs |

# Community-Based Reuse Assessment: Results

- Summarized remedy, restrictions, and future use possibilities in a clear manner
- Identified physical benefits and limitations of the site (including infrastructure constraints)



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# Outcome

- State of Arizona still owns site
- City has decided NOT to purchase at this time
- ADEQ better understands the site's potential for future use
- Reuse assessment remains as a useful tool for future interested parties
- EPA Region 9 considers this outcome to be a huge success

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# Anatomy of Success

- Reuse Assessment documents useful, practical information about the site's development potential
- City of Globe's perspective changed over the course of the reuse assessment process, BUT –
- Community now has clarity on appropriate land uses
- Community feels included in the process
- Community feels that their voices were heard

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# For More Information:

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EPA Region 9

415.972.3003

riley.gary@epa.gov

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# H.O.D. Landfill Case Study

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# Site Background

- Location: Antioch, Illinois
- 121 Acres
  - Former landfill covered 51 acres
  - Remaining 70 acres include the former landfill borrow area and wetlands
- Disposal activities: 1963 to 1984
- Municipal, commercial, and industrial wastes

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# Remedial Activities

- Landfill covered with clay cap in 1989
- Vinyl chloride contamination discovered
- 1998 a Record of Decision selected the Site remedy
  - Restore existing eroded cap
  - Update gas and leachate collection system
  - Ground water monitoring
  - Implement institutional controls

# Remedial Design: Thinking Ahead

- Re-graded the Site to sports-field specifications
- Placed gas extraction well heads in locations to allow recreational users to play above them
- Constructed the gas flare building to prevent interference with placement of sports fields

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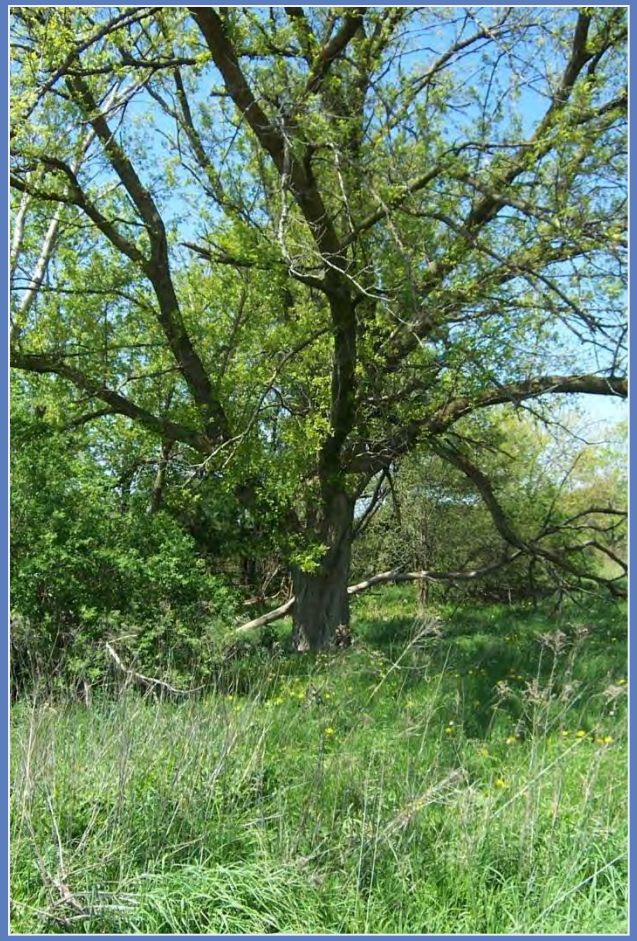
# Reuse Possibilities

- Methane gas co-generation system
- Athletic fields for the high school
- Restored ecological habitat and education opportunities



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# So what could possibly go wrong?

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# Challenges

- Superfund Site Stigma
- Site restrictions prohibiting recreational use
- Coordination between Antioch Township, Village, and the School District
- Funding for Reuse

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# Key Stakeholders

- Community
  - Antioch Community High School
  - Village of Antioch
  - Antioch Township
- Waste Management of Illinois
  - Closed Sites Management Group
- EPA, Region 5
- EPA, Headquarters

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# Addressing Superfund Site Stigma: SRI Pilot Project

- Met with residents, Waste Management, redevelopment team and promoted open communication across stakeholders
- Provided assistance with a redevelopment team to plan reuse at the Site which involved multiple meetings and solicited feedback from ALL stakeholders
- Helped identify barriers put in place by EPA

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# Addressing Superfund Site Stigma

- Ready for Reuse Determination

EPA

*On this day, November 12, 2003,*
the U.S. Environmental Protection Agency (U.S. EPA)

*Determines that the*

*H.O.D. Landfill Superfund Site Is Ready for Recreational Reuse*

*U.S. EPA Region 5*
*Superfund Director*

This Ready for Reuse Determination (RfR) is for the 51-acre H.O.D. Landfill Superfund site ("Site"). This RfR provides information that the U.S. EPA has made a technical determination that the Site, located in the Village of Antioch, Lake County, IL, is ready for limited recreational use and the Site's remedy will remain protective of human health and the environment, subject to operation and maintenance of the remedy and the limitations as specified in the Record of Decision (ROD) and the Explanation of Significant Differences (ESD), which have been summarized in the attached report, Ready for Reuse Determination, H.O.D. Landfill Superfund site, November 12 2003. This RfR remains valid only as long as the requirements and use limitations specified in the ROD and ESD are met.

This Ready for Reuse Determination is a technical decision document and does not have any legally binding effect, nor does it expressly or implicitly create, expand, or limit any legal rights, obligations, responsibilities, expectations, or benefits of any party. U.S. EPA assumes no responsibility for reuse activities or for any possible or potential harm that might result from reuse activities. U.S. EPA retains any and all rights and authorities it has, including but not limited to legal, equitable, or administrative rights. U.S. EPA specifically retains any and all rights and authorities it has to conduct, direct, oversee, and/or require environmental response actions in connection with the Site, including instances when new or additional information has been discovered regarding the contamination or conditions at the Site that indicate that the remedy and/or the conditions at the Site are no longer protective of human health or the environment for the uses identified in the Ready for Reuse determination. Waste Management is responsible for ensuring that any limitations specified in the ROD or ESD that might be affected by a particular recreational use are complied with during the activity.

Limitations on Site uses identified in the ROD and ESD include the following: there should be no displacement of soil, either direct or incidental, beyond 12 inches underneath the ground's surface, although this limitation may be waived, on a case-by-case basis, if an appropriate engineering study is conducted that justifies non-compliance with this limitation, and U.S. EPA approves the engineering study and provides approval to modify the limitation for that particular instance; the gas and leachate well head vaults existing on-site should remain locked at all times, except during operation and maintenance activities, in order to maintain their security; the security of the flare building and remedial components existing on-site should be maintained with the installation and ongoing maintenance of fencing, gates that are to be locked at all times except during operation and maintenance activities, and posting and maintaining no trespassing signs. The components of the remedy requiring ongoing operation and maintenance are: the landfill cap, the landfill gas collection system, the leachate collection system, and groundwater monitoring. Waste Management is responsible for the continuing operation and maintenance of the remedy at the Site. According to the ROD, use of Site groundwater and groundwater in the vicinity of the Site is prohibited by Village of Antioch ordinance (Antioch Water Works and Sewage Ordinance Sections 50.008, 52.009, and 52.011).

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# Explanation of Significant Differences: Removing Reuse Barriers

- Fence surrounding the Site as part of the remedy no longer required
- Institutional controls clarified

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# Explanation of Significant Differences: Removing Reuse Barriers

- 1998 ROD
  - Six-foot chain-linked fence topped with barbed wire
- 2003 ESD
  - Removal of the original fence
  - Only fencing O&M areas
  - Locking and securing remedial equipment not included in the fenced O&M areas

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# Reuse Coordination

- Antioch Community High School, the Village of Antioch, and Antioch Township
  - Each had individual ideas for using the Site
  - The planning process took more time than anticipated

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# Funding for Reuse

- Donations and leasing from Waste Management
- Non-settling PRP contributions
- Grants
- U.S. Soccer Foundation support

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# Before Reuse

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# Reuse Success:
# Tim Osmond Sports Complex

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# Reuse Success: McMillen Park

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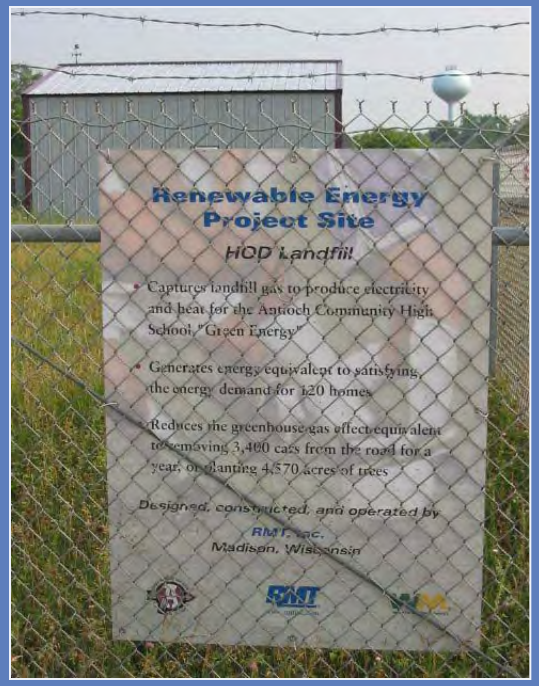
# Reuse Success: Co-generation Plant

- Designed by RMT Inc.
- The co-generation plant has received numerous awards
- The plant began operating in September 2003
- Educational opportunities



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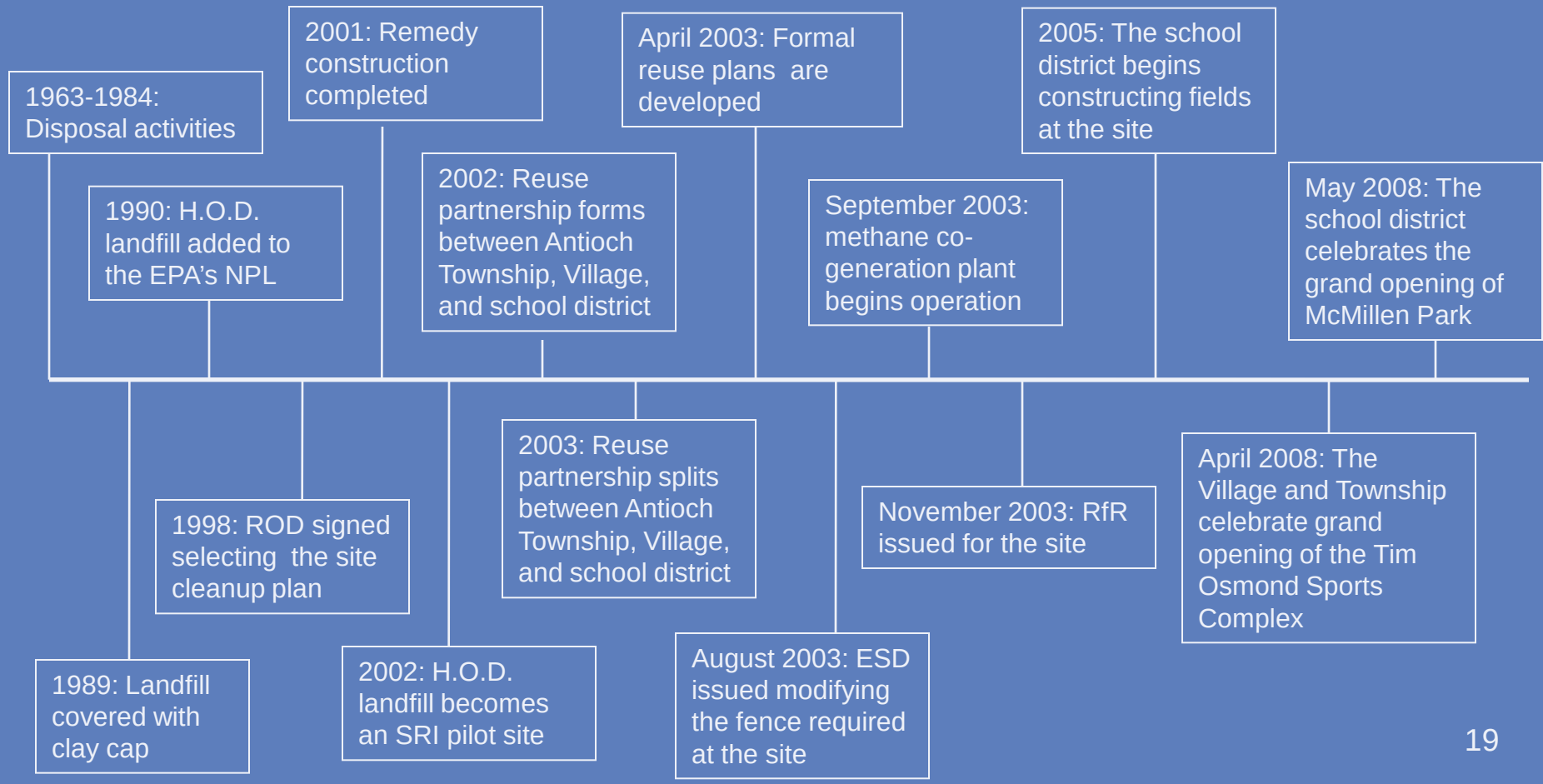
# Timeline for H.O.D. Landfill



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# Lessons Learned

- Listen to the concerns of the community – there are tools that can help
- Cleanup does not equal done
- EPA CAN be barrier, but can also help
- Reuse and O&M can go hand in hand