

# REUSE FRAMEWORK

Bunker Hill Mining & Metallurgical Complex Superfund Site  
Kellogg, Idaho

OCTOBER 2019



## INTRODUCTION

### Site Overview

Located in Idaho's Silver Valley, the Bunker Hill Mining & Metallurgical Complex Superfund Site (Bunker Hill) is one of the largest historic mining districts in the world. Over 100 years of commercial mining, milling and smelting contaminated soil, sediment, groundwater and surface water with metals. Residential, community and smelter-area cleanups have been ongoing since EPA placed the site on the Superfund program's National Priorities List in 1983.

### Redevelopment Opportunity

Cooperation and collaboration among EPA, the Idaho Department of Environmental Quality (IDEQ), the Idaho Panhandle Health District, and other local and state agencies have made reuse and redevelopment possible. The efforts have resulted in the cleanup and restoration of over 7,000 properties to date. A portion of the site currently supports a range of commercial, industrial, public service, residential and recreational reuses. Several site areas remain undeveloped and offer reuse potential. EPA's Superfund Redevelopment Initiative (SRI) and EPA Region 10 are working with IDEQ and area communities to evaluate reuse opportunities for the state-owned site properties located in local towns. This reuse framework provides a summary of the reuse suitability of these state-owned parcels based on community goals and site context, features and remedial considerations. It also highlights the range of future use options identified for the site by the community during focus-group meetings and a community forum. The framework provides a tool for IDEQ and local stakeholders to support redevelopment and revitalization consistent with community goals and site considerations.

### Future Use Goals

Community reuse goals focus on the following three themes:

#### Economic Development

- Diversify the economy and increase the local tax base.
- Increase jobs (retain young adults).
- Increase local services (to encourage local buying).
- Increase amenities to encourage families to relocate to Silver Valley.

#### Housing

- Increase workforce housing and provide family-priced housing.
- Provide attractive housing stock to support industry to locate in the Silver Valley.

#### Recreation Network

- Build on existing recreation assets to provide additional amenities for residents and to encourage families to relocate to the Silver Valley.
- Increase RV/camping options with amenities.
- Provide better trail connections to uptown Kellogg to support businesses.

## Community Input

This reuse framework is based on stakeholder interviews, community meetings and review of local planning documents. The community meetings are described below.

- August 8-9, 2018: initial reuse goals and ideas from planning document reviews shared with local representatives, including the Silver Valley Economic Development Commission and the city of Kellogg.
- April 24, 2019: three focus-group meetings held to explore reuse ideas from three perspectives – local governments, businesses, and recreation and tourism.
- April 25, 2019: community forum with about 30 participants added to ideas from the focus-group meetings.

These activities identified several key themes to inform redevelopment planning efforts.

- The individual character of Wallace, Kellogg and Smelterville.
- A united Silver Valley – there's something for everyone.
- A safe place to work and play.
- Diversify the economy to include light industry and capture tourism dollars.
- Attract industry with living-wage jobs tied to technical schools.
- Create a hub of attractions for residents and visitors.

## Contents

Introduction	1
Future Use Considerations	2
Future Use Suitability	3
Future Use Options	5
Moving Forward	8

# FUTURE USE CONSIDERATIONS

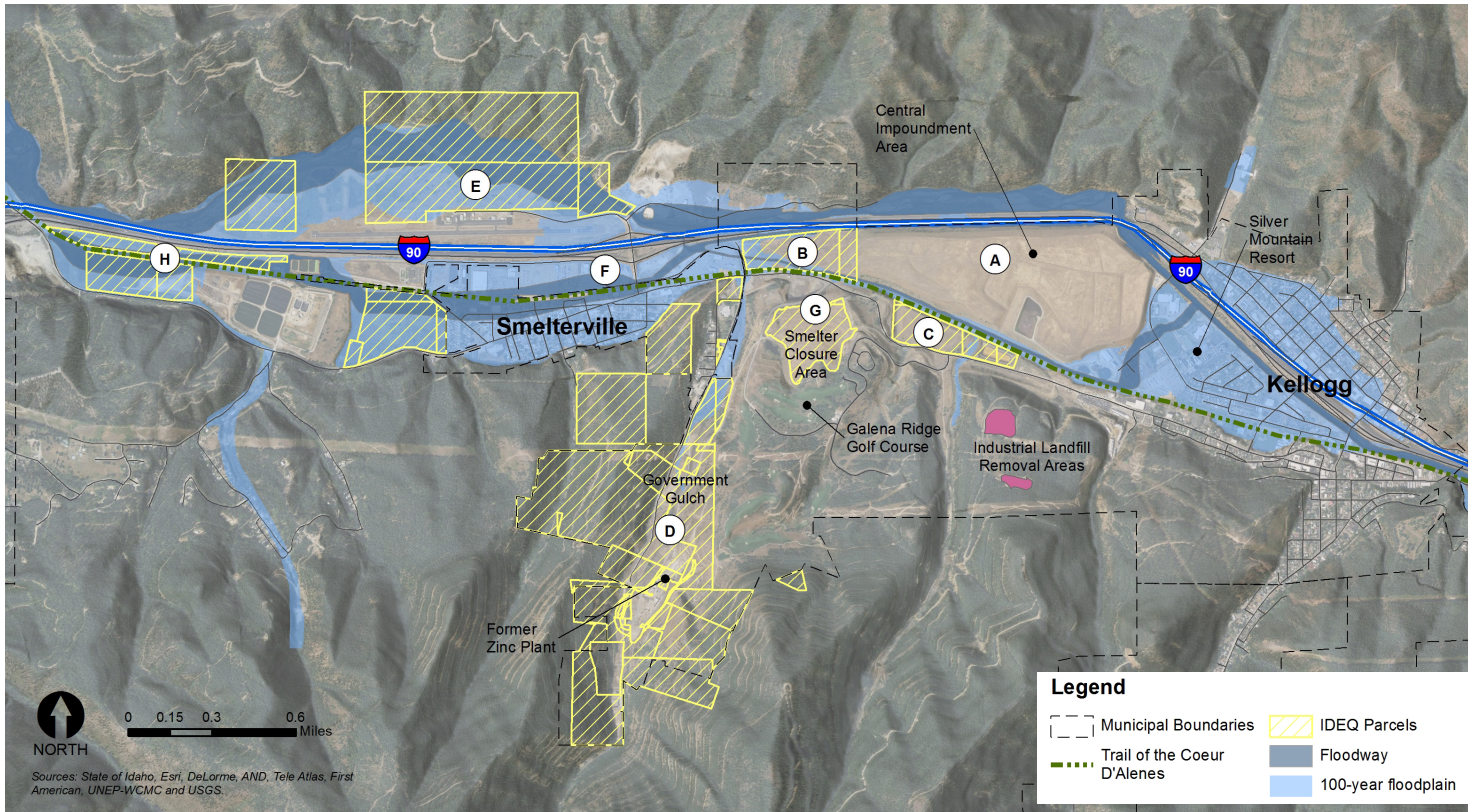


Figure 1. IDEQ-owned parcels of focus for potential redevelopment.

## Parcels of Focus

The areas highlighted in yellow in Figure 1 are the undeveloped, state-owned parcels available for redevelopment that are the focus of this reuse framework. Properties can be evaluated for redevelopment potential based on a range of factors. The table below summarizes key reuse considerations for each property, including road and utility access, slope, remedial constraints and floodplain locations. The suitability maps on the following pages build on these reuse considerations to highlight properties that may be best suited to meet the community's future use goals.

	ACCESS	UTILITIES	MINIMAL SLOPE	FEW REMEDIAL CONSTRAINTS	NO FLOODPLAIN
Ⓐ Central Impoundment Area			X		X
Ⓑ Slag Pile Area (SPA)	X	X	X	X	Minimal
Ⓒ A4 Gypsum Pond					X
Ⓓ 1. Government Gulch	X	X	X	X	X
Ⓓ 2. Former Zinc Plant	X	X	X		X
Ⓔ Smelterville Flats	X	X	X	X	
Ⓕ Smelterville (non-IDEQ properties)	X	X	X	X	
Ⓖ Smelter Closure Area					X
Ⓗ Page Ponds	X		X		
Ⓘ Wallace Yard (not shown on map)	X		X	X	



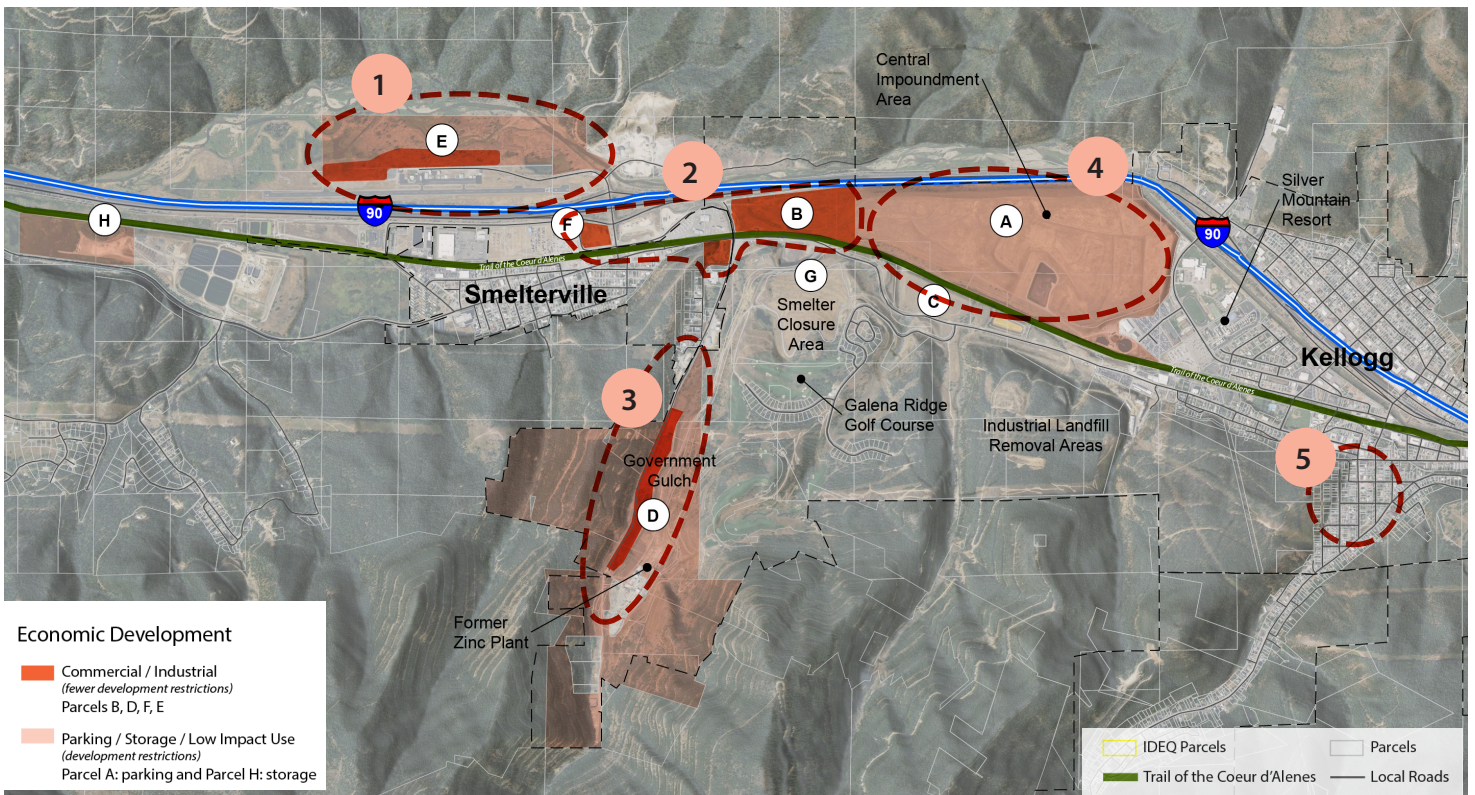


Figure 2. Potential reuse suitability for economic development.

## Economic Development Suitability

Properties with road and utility access, minimal slopes, limited remedial considerations and non-floodplain locations may be suitable for commercial or industrial redevelopment. Areas with remedial considerations such as the Central Impoundment Area or areas with floodplain restrictions may be more suitable for supporting uses such as parking or storage. The following considerations were identified for the parcels most suitable for economic development.

Property	Suitability Considerations
1. Smelterville Flats / Airport Area	<ul style="list-style-type: none"> <li>• Located in the floodplain.</li> <li>• Area offers road and utility access.</li> <li>• Provides an opportunity to balance recreation and commercial uses.</li> </ul>
2. Commercial Hub	<ul style="list-style-type: none"> <li>• Cluster of available, flat parcels near intersection of McKinley and Airport roads provide an opportunity for local governments to develop a coordinated redevelopment plan for highly visible highway frontage area.</li> <li>• Likely the most suitable state-owned properties and vacant land for increasing the tax base and commercial development.</li> </ul>
3. Government Gulch	<ul style="list-style-type: none"> <li>• Area has access to utilities and accessible level land, offers an opportunity to integrate housing, commercial uses and recreation.</li> </ul>
4. Central Impoundment Area	<ul style="list-style-type: none"> <li>• Limitations for building structures and installing utilities.</li> <li>• Likely suitable for low-impact uses such as parking and recreation.</li> </ul>
5. Uptown Kellogg	<ul style="list-style-type: none"> <li>• Opportunity to increase access and connections to local businesses and support new business development.</li> </ul>



# FUTURE USE SUITABILITY

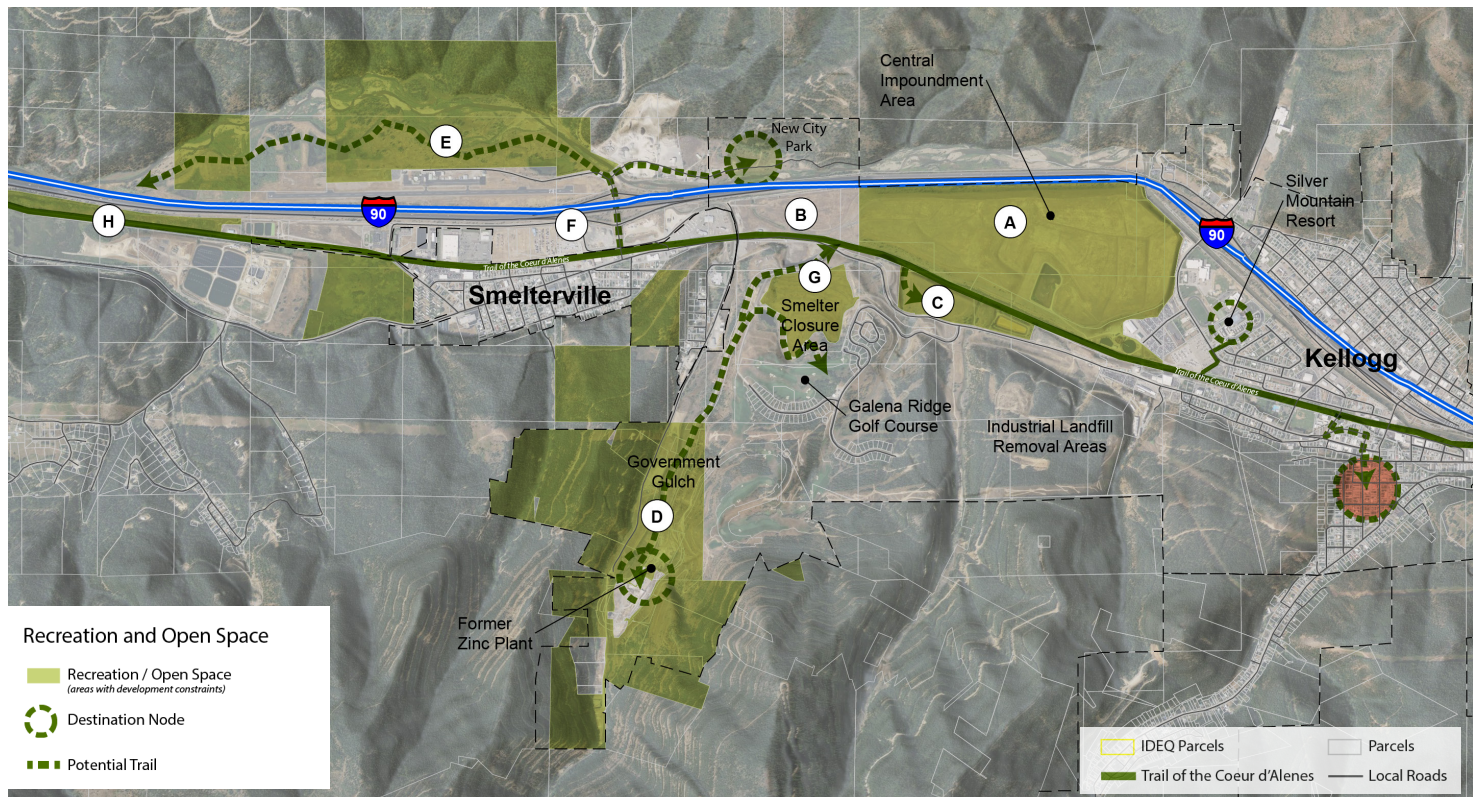


Figure 3. Potential reuse suitability for recreation and tourism options.

## Recreation and Tourism Suitability

Properties with development constraints such as steep slopes, limited road access, and floodplain or remedial considerations may be suitable for expanding recreational amenities and supporting the community's growing tourism economy. Figure 3 highlights state-owned parcels that may be suitable for recreation and open space and illustrate how an expanded trail network could provide additional trail options and improved access and connections to the Trail of the Coeur d'Alenes (CDA), including:

- A trail connection to open space near the Smelterville Flats/airport from the CDA Trail.
- Improved access and connection from Government Gulch.
- Enhanced connection from Silver Mountain Lodge.
- Improved connection from the CDA Trail to uptown Kellogg.

## Housing Suitability

State-owned properties that may be suitable for supporting workforce and family-priced housing are those parcels with limited development constraints that are adjacent to existing residential areas. In Figure 4, there are several parcels highlighted in yellow along Government Gulch that are adjacent to residential areas. In addition to improving existing housing stock, the community also expressed interest in providing new residential development in uptown Kellogg, including apartments above first-floor commercial office and retail spaces.

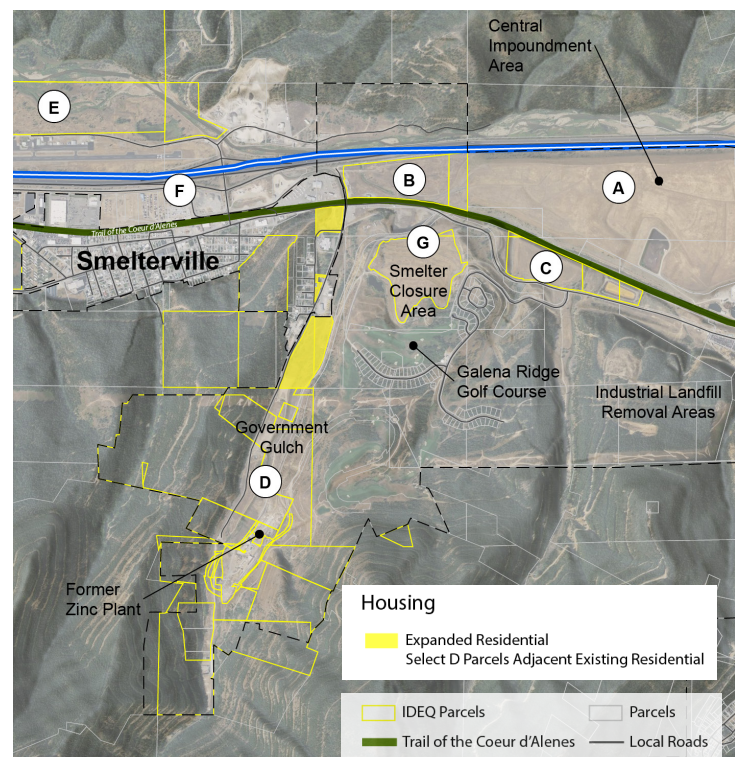


Figure 4. Potential reuse suitability for housing.



## POTENTIAL FUTURE USE OPTIONS

This section summarizes the future use opportunities that community members identified for each of the potential redevelopment areas or clusters of state-owned properties. This list is not intended to be comprehensive or prescriptive. As redevelopment discussions continue and prospective owners express interest, new future use options may be identified and the list can be updated based on additional site analysis or market drivers.

### Overarching Considerations

#### Economic Development

- Cluster housing and businesses to provide a walkable, live-work development model.
- Provide a range of housing stock to support current housing needs and attract new families and employers to the valley.
- For potential future mining activities, consider areas for long-term tailings disposal as redevelopment opportunities continue to grow.

#### Recreation and Tourism

- Trail connection to Old Mission State Park and other state parks.
- Provide activities for youth and people 55 and older.
- Provide local trail connections and amenities (state funding).
- Adopt a recreation district or other mechanism for implementation and maintenance funding.
- Mining museums.

### Smelternville Flats/Airport Area

This area provides an opportunity to balance economic development and recreational uses. Initial ideas include:

- Shoshone County has a master plan to expand the airport runway and hanger.
- Potential housing (above base flood elevation) or integrated into proposed new hanger space.
- Light industrial or manufacturing uses.
- Expand the existing pond to develop a lake as a focal area of development or to provide recreational amenities (e.g., ice rink).
- Maintain as a park for residents and to support ecotourism.
- Kayak launch (include as part of a network of launches).
- Tent camping.
- Extend trail to the west and potentially connect to the CDA Trail.
- Dog park.
- Information kiosk with parking.
- Consider connection to the east to the CDA Trail and the nearby new city park, which could include a dog park.

### Commercial Hub

The cluster of vacant state-owned properties near the intersection of McKinley and Airport roads provide an opportunity for local governments to develop a coordinated redevelopment plan for this highly visible highway frontage area. Initial ideas include:

- Commercial development to attract through-travelers (leveraging visibility and access from the highway).
- Lodging.
- Conference space.
- Recreation-based businesses such as retail/manufacturing for ATVs, mountain bikes and hunting.
- Development that can support recreational uses at the Central Impoundment Area.
- A sports complex for tournaments.

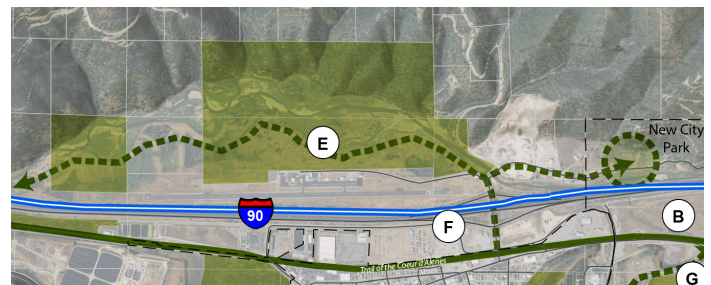


Figure 5. Smelternville Flats/Airport recreation and tourism suitability.

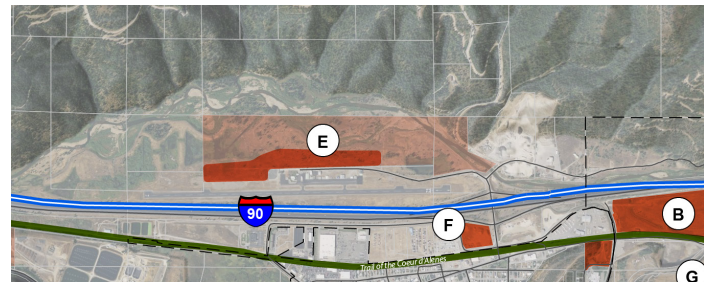


Figure 6. Smelternville Flats/Airport economic development suitability.

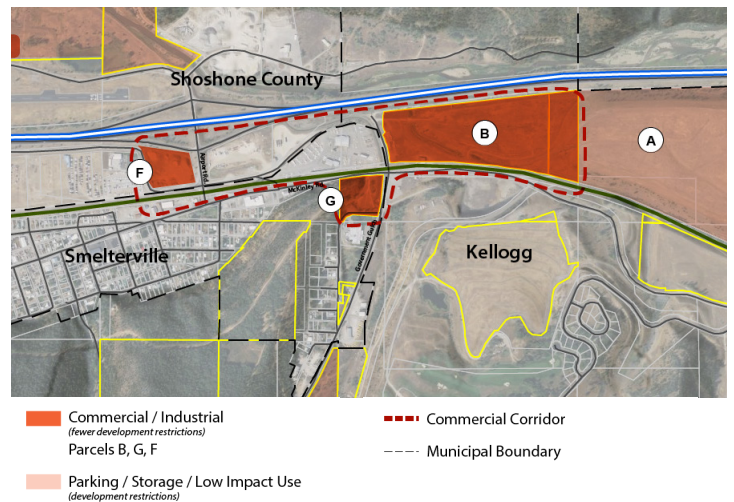


Figure 7. The cluster of parcels that could support a commercial hub.



# FUTURE USE OPTIONS

## Government Gulch

This corridor includes several state-owned properties and provides an opportunity to integrate housing, commercial uses and recreation into a mixed-use redevelopment strategy. Potential improvements needed in the area include creating level buildable areas and improving access to utilities. New uses on the southern portion of this area may need to consider compatibility with the existing shooting range. Future use options include:

- Light manufacturing/industrial uses on level building pads (shown in red on Figure 8).
- Expand existing residential area to provide workforce and family housing (shown in yellow).
- Townhomes with yards and storage.
- Surrounding steep slope areas may support additional trails and open space to connect to existing trails.
- Access to off-road ATV use.
- Separate trails for ATVs, mountain bikes and hiking.
- RV park camping, proximity to creek may be an asset.
- Climbing structures, ropes course, skate park.
- Indoor mountain bike park for winter riding.
- Amphitheater at former zinc plant.
- Paintball at former zinc plant.

### EXAMPLES OF RECREATION OPPORTUNITIES

- Creekside RV Park
- Transforming Former Industrial Structures for Play

#### Creekside RV Park



Level areas next to the creek (left image) could provide an opportunity for creekside RV camping and recreation. The image on the right is an example of a creekside trail and RV camping. Image source: City of Golden, Colorado, for use in this publication only.

#### Transforming Former Industrial Structures for Play



View of the former zinc plant area.



These images show some of the ways that other communities have transformed former industrial areas into recreational spaces such as climbing walls and playgrounds. Similar reuses in other communities include ice-skating rinks, bike-and-skate areas, and community gathering spaces.

Image sources: Michael Latz (left) and ASPECT Studios and Don Brice (right) for use in this publication only.

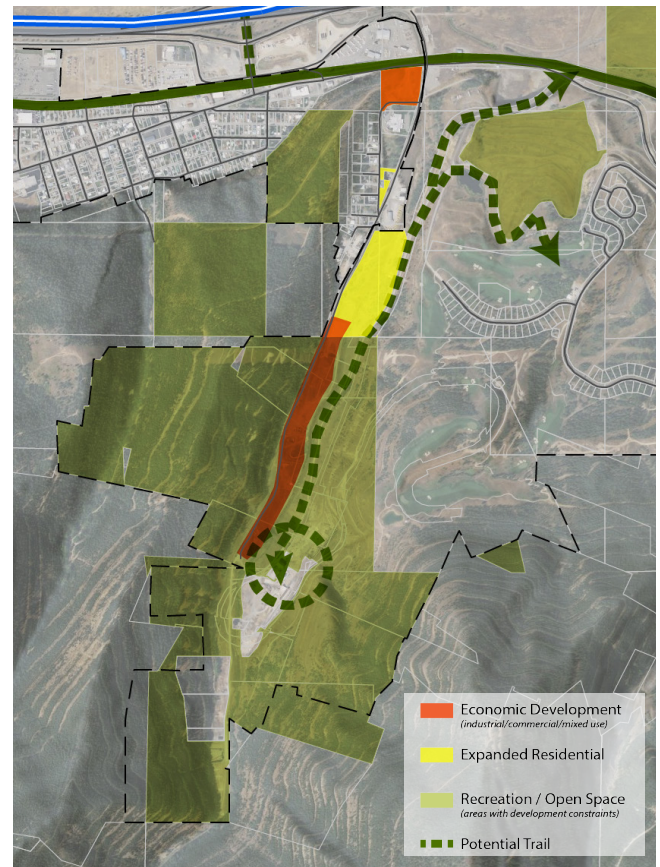


Figure 8. Potential mixed-use strategy for Government Gulch.



## Central Impoundment Area

- Parking for Silver Mountain Lodge or a land swap with Dave Smith Auto to open buildable areas in town for new development.
- Multi-use event space that uses adjacent property buildings/ utility access.
- Drone flying course.
- Athletic fields that can support regional tournaments.
- All-season sports park, such as BMX, snowshoe, skate skiing, skate park.
- Fairground event space.
- Connect recreational uses to the CDA Trail.

## A4 Gypsum Ponds (along McKinley Road)

- Camping or RV parking with trail access.
- Athletic fields.

## Uptown Kellogg

Improving connections and activity in uptown Kellogg can support local businesses. Ideas include:

- Housing above commercial office and retail areas.
- Commercial building facelift to showcase historic buildings.
- Address blight through improved code enforcement (explore additional funding to support enforcement needs).
- Activities and destinations.
- New trail connection from Silver Mountain Lodge/CDA Trail to Government Gulch.
- Enhanced connection from CDA Trail to uptown via 3rd Street.
- Add signage to highlight amenities, restaurants and industrial heritage destinations.
- Create bike-friendly corridors.



Opportunity to repurpose 3rd Street into a protected bike lane with one-way traffic or a dedicated trail.



Figure 9. Smelerville Flats/Airport Area recreation and tourism suitability.

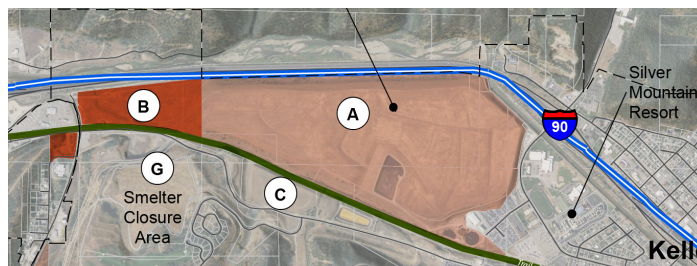


Figure 10. Smelerville Flats/Airport Area economic development suitability.



Figure 11. Linkage of the CDA Trail to uptown Kellogg.



McKinley Avenue (left) provides an opportunity to create bike-friendly corridors with dedicated bike lanes or “sharrows.” Example streetscape highlights a downtown main street with a dedicated bike lane (right).



# MOVING FORWARD

## Prospective Purchasers and Developers

As part of bankruptcy proceedings for former Bunker Hill Mine Complex owner Gulf Resources and Chemical Corporation, the federal government took ownership of over 1,000 acres of land to implement remedial actions. Properties were transferred to the state of Idaho following completion of the remedial actions. These state-owned properties are available for redevelopment. Interested parties are encouraged to review the IDEQ's Land Transfer policy and contact IDEQ to discuss redevelopment plans. Key considerations include:

- Land transfers will seek fair market value for properties to provide funding for state operation and maintenance obligations. Sale or lease of properties will also help encourage economic development and/or assist with local government activities at the site.
- IDEQ may require a demonstration of financial capability and development milestones, and retain reversionary interests. The purpose of these requirements is to ensure that development benefits are realized in a timely manner and to avoid speculative purchases.
- Development plans should be consistent with the completed remedial actions and be coordinated with the Institutional Controls Program to maintain appropriate barriers to contaminated soils.

To learn more, please visit <https://www.deq.idaho.gov/media/60178120/ps15-01.pdf> or contact IDEQ (see sidebar).

## Community Ideas to Support Next Steps

During the project's focus-group meetings and community forum, participants expressed interest in redevelopment opportunities that support economic development, recreation and tourism, and housing, as outlined in this reuse framework. Participants also shared ways to support redevelopment ideas and initiatives moving forward.

- Identify early actions, particularly low-cost options, that improve quality of life or community appearance, such as signage, bike racks, trash cans and water fountains.
- Consider a valley-wide recreation district to build and maintain recreational amenities for residents and the tourism economy.
- Coordinate with FEMA to redesignate floodplain areas in key redevelopment areas.
- Ensure development is consistent with the Institutional Controls Program. More information about the program is available at <http://panhandlehealthdistrict.org/institutional-controls-program>.
- Expand broadband options to attract development.
- Continue coordination among local governments on shared goals, including regular meetings of town and county leaders.
- Consider locating commercial, industrial, mining-related and manufacturing uses for highest and best use.

## Conclusion

Community leaders, organizations, businesses and residents are eager to see the revitalization and reuse of the many state-owned properties at site. This reuse framework provides IDEQ and the community with a coordinated redevelopment strategy for the undeveloped parcels and identifies near- and long-term opportunities for productive use that are compatible with the site's remedy.

## ACKNOWLEDGMENTS

The future-use ideas and considerations summarized in this report were provided by community residents, business owners, local stakeholders and organizations, and local government representatives from local towns and Shoshone County.



## FOR MORE INFORMATION

### Idaho Department of Environmental Quality

For more information about the state-owned properties, including purchase options, please contact:

Dan McCracken, P.E.

Kellogg Remediation Program Manager

1005 W. McKinley Avenue, Kellogg, ID 83837

Phone: 208-512-9741 or 208-512-9741

Email: [dan.mccracken@deq.idaho.gov](mailto:dan.mccracken@deq.idaho.gov)

<http://www.deq.idaho.gov>

### Panhandle Health District

For more information about the Institutional Controls Program, please contact:

Andy Helkey, Program Manager

35 Wildcat Way, Kellogg, ID 83837

Phone: 208-783-0707

Email: [ahelkey@phd1.idaho.gov](mailto:ahelkey@phd1.idaho.gov)

<http://panhandlehealthdistrict.org>

### EPA Superfund Redevelopment Initiative

For more information about tools and resources to support the redevelopment of Superfund sites, please visit <https://www.epa.gov/superfund-redevelopment-initiative>.

Or contact:

Kira Lynch, EPA Region 10

Phone: 206-553-2144

Email: [lynch.kira@epa.gov](mailto:lynch.kira@epa.gov)