

2018 Brownfields Assessment Work Plan



Bay-Lake Regional Planning Commission
425 South Adams Street

DRAFT
BROWNFIELDS ASSESSMENT COOPERATIVE AGREEMENT
WORK PLAN

June 28, 2018
Revision #1

Grant Recipient:
Bay-Lake Regional Planning Commission
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Project Period: 10/1/2018 – 9/30/2021 (3 years)

Cooperative Agreement #: TBD

This project supports:

Environmental Results Objective 1.3: Revitalize Land and Prevent Contamination.

Provide better leadership and management to properly clean up contaminated sites to revitalize and return land back to communities.

Strategic measures: Assess and Cleanup Brownfields to make more brownfields sites Ready for Anticipated Reuse. Specifically, the recipient will inventory, characterize, assess, plan reuse of brownfields properties and conduct planning and community involvement activities to encourage revitalization and reuse of brownfields sites.

CFDA: 66.818

CERCLA Authority: 104(k)(2)&(3)

DCN: STX

Budget: FY18

Appropriation: E4

Budget Org: 0500AG7

Object Class: 4114

Program Results Code: Hazardous Sub 402D79 (Action Code: NY) & Petroleum 402D79EBP (Action Code: OP)

Proposed Outputs and Outcomes:

The primary expected output for the assessment grant will be an inventory and assessment of brownfields within the Bay-Lake Regional Planning Commission region that will support the cleanup and redevelopment of these brownfields. The following outputs/outcomes associated with the assessment grant will be tracked:

- Number of community meetings held
- Number of Phase I ESAs and Phase II ESAs completed
- Number of Analysis of Brownfield Clean-Ups Alternatives (ABCAs) completed
- Number of sites where cleanup planning was conducted

The expected outcomes of the assessment grant activity will include reducing environmental threats to the various neighborhoods in the region and improving

economic conditions. The following outcomes will be tracked for projects supported by the assessment grants:

- Acres of land assessed
- Acres of property remediated
- Acres of property redeveloped
- Investment leveraged
- Jobs created/retained
- Acres of parks/greenspace preserved and/or created

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I. INTRODUCTION

The United States Environmental Protection Agency (USEPA) has awarded the Bay-Lake region of northeast Wisconsin a Brownfields Assessment Cooperative Agreement (CA) for the assessment of sites contaminated by hazardous substances and petroleum products. These funds will be used to inventory and investigate the historic uses of the properties; determine the type, severity, and extent of contaminants; and plan alternatives for potential reuse of the properties. The CA will also allow the region to provide public outreach to provide an opportunity to receive input from stakeholders and encourage the identification, remediation, and redevelopment of contaminated properties. The tasks and budget for the CA are described in this work plan.

The Bay-Lake Regional Planning Commission (BLRPC) has all eight of its counties within the Great Lakes Basin. The region is a significant contributor to the state economy, with industries such as forestry, paper, fishing, food processing, agriculture, tourism, shipbuilding, and various industries that leverage access to waterways and water in their processes.

The BLRPC is comprised primarily of small communities. Approximately 26% of the region's residents live in rural areas of 2,500 people or fewer. Evaluating by community, however this percentage is even higher. One hundred and sixty-six of the 185 cities, villages, and towns and the Oneida Nation Native American Tribe are below 10,000 residents in size. Comparatively, 21% of the U.S. population lives in rural areas. The three largest cities in the BLRPC region are the City of Green Bay, population of 102,847 people, City of Sheboygan, population of 49,288, and City of Manitowoc, population of 33,736. Most rural communities in the BLRPC region share social and economic challenges making it difficult to tackle brownfields. These challenges include limited well-paying jobs, growing poverty, an aging population, and a housing market with few housing alternatives. These rural communities lack planning and brownfields staff that larger metropolitan areas have to focus on brownfield cleanup activities. There are fewer resources in rural areas of Bay-Lake region and a need for public investment.

The BLRPC will use the requested Petroleum and Hazardous Materials assessment funds to support brownfields assessments throughout the region's eight counties and the Oneida Tribal land. The project will be guided by a newly formed Brownfield Advisory Committee (BAC) comprised of representatives from the Marinette County Association for Business and Industry, UW-Green Bay, UW-Oshkosh, Brown County Planning Commission, Wisconsin Department of Health Services, Oneida Nation, Wisconsin Sea Grant, Wisconsin Land Information Program/Coastal Management Program, and Manitowoc, Sheboygan, Marinette, and Door County Economic Development Committees.

The “targeted areas” in BLRPC will begin with tax delinquent commercial and industrial properties falling into foreclosure. The next group of sites for consideration are those adversely impacting public health or the environmental; with a focus on properties located along high-impact tributaries or lake frontage.

The BLRPC will utilize GIS databases from county treasurers in the region and develop a comprehensive regional brownfields inventory. The inventory will include tax delinquent parcels and/or other sites identified by our working partners. Sites that are not tax delinquent, will be considered and prioritized by a scoring process that considers the following factors: (1) short- and long-term economic development potential opportunities; (2) known/suspected threats to public health; (3) known/suspected environmental impacts; (4) degree of blight and underutilization; (5) tax delinquency status; (6) community concerns; and (7) site eligibility criteria. As previously mentioned, we will also consider landowner willingness and access issues when prioritizing privately owned sites.

The BLRPC will work with the BAC to create a redevelopment strategy that aligns with the 2017 Comprehensive Economic Development Strategy (CEDS) developed by the BLRPC and approved by the Economic Development Administration. The BAC will assist the BLRPC to select and prioritize sites for assessment and provide input into the development of final reuse plans.

The BLRPC will work with a qualified consultant team to evaluate sites through the performance of Phase I and Phase II environmental site assessments (ESAs) to be conducted in accordance with state and federal standards. The BLRPC estimates conducting ten (10) Phase I ESAs and three (3) Phase II ESAs under the Hazardous Materials assessment fund, and five (5) Phase I ESAs and two (2) Phase II ESAs under the Petroleum assessment funds. Assessment data will be used to determine the extent of contamination, exposure pathways, and to develop remediation strategies. The consultant team will also conduct cleanup/redevelopment planning as required by the Wisconsin Department of Natural Resources (WDNR) for brownfields where redevelopment is imminent. These activities may include assessment and preparation of Remedial Action Options Reports or Analysis of Brownfields Cleanup Alternatives (RAOR/ABCAs), and the evaluation of institutional and engineering controls.

II. MANAGEMENT AND COORDINATION

The BLRPC’s project manager will be Elizabeth Runge, who has over 20 years of experience in planning, organizing, and managing grants, and projects. Together, with Madison Smith, Community Assistance Planner and Cindy Wojtczak, Executive Director, Ms. Runge will ensure compliance with EPA requirements, coordinate with the assigned EPA project officer, and complete and submit grant reports. The BLRPC financial staff will provide project accounting and assist with financial reporting. To address project

performance, the BLRPC project manager will record outputs in a comprehensive spreadsheet as specific tasks are implemented.

The BLRPC will be responsible for the management of the assessment grant and will be responsible for all USEPA reporting requirements. The BLRPC will complete quarterly reports, annual financial status reports, Assessment, Cleanup and Redevelopment Exchange System (ACRES) updates, and the final close-out summary report to the USEPA Region 5 as required. The BLRPC will work closely with a qualified environmental consulting firm, and other BLRPC staff as needed to achieve project objectives, maintain budgets and schedules, and prepare plans and reports.

The BLRPC will solicit qualified consulting firms through an open competitive public Request for Qualifications (RFQ). The BLRPC will select a firm to retain as the qualified environmental consultant using selection criteria in accordance with BLRPC's procurement protocols and in accordance with federal procurement rules 2 CFR [200.317-200.326](#).

III. WORK TO BE PERFORMED

The schedule presented below assumes that the CA with the U.S. EPA will be approved and effective [by October 1, 2018](#):

- Task 1 – Programmatic Costs
- Task 2 – Community Outreach
- Task 3 – Site Inventory & Selection
- Task 4 – Site Assessment
- Task 5 – Analysis of Brownfields Clean Up Alternatives (ABCAs)

Task 1: Programmatic Costs

Task 1 activities for program management will be completed throughout the cooperative agreement 3 year cycle. The BLRPC will provide personnel to track expenses related to the program, complete quarterly reporting, and update and maintain the ACRES database. In addition annual reports and MBE/WBE Utilization reports will be submitted throughout the grant cycle. The BLRPC will develop and issue a Request for Qualifications (RFQ) for a qualified environmental consultant to complete the contractual obligations in the tasks outlined in this work plan. If necessary, the selected contractor will provide some programmatic assistance or training specific to this grant.

Additionally, the BLRPC, the EPA, and the selected environmental consultant will correspond regarding project progress and activities. The selected environmental consultant will work with BLRPC for Tasks 1 through 5.

The grant budget includes funds for staff to attend a US EPA Brownfields Conference.

Outputs and outcomes are outlined in the table below:

TASK 1 ACTIVITIES	DELIVERABLES	RESPONSIBLE PARTY	COMPLETION DATE
Prepare a Request for Qualifications (RFQ) and conduct public solicitation for retaining a qualified environmental consultant	Statements of Qualifications (SOQ) received from consultants	BLRPC	September 1, 2018
Select a consultant	Contract between selected consultant and BLRPC	BLRPC	October 1, 2018
Submit quarterly reports and other documentation to the EPA required by the CA	Quarterly reports, and other documentation	BLRPC / Environmental Consultant	First quarterly report submitted by January 30. Ongoing thereafter.

Task 2: Community Outreach

The involvement of key stakeholders in the development of the BLRPC brownfield program will be integral for successful results. The BLRPC staff will work with the BAC to inform and connect with communities about the brownfield program and associated redevelopment opportunities. The BLRPC anticipates conducting four (4) community kickoff meetings, five (5) annual BAC meetings, and five (5) community outreach meetings.

During the outreach process, the BLRPC will use a multimedia approach to advertise meetings, encourage community participation, and provide responses to community concerns. The associated costs will fund the preparation and execution of community outreach programs and meetings as well as the costs to prepare site information and marketing documents. The selected consultant will assist with meetings by providing expertise in additional methods of providing information to the public.

TASK 2 ACTIVITIES	DELIVERABLES	RESPONSIBLE PARTY	COMPLETION DATE
Hold meetings with the BAC, communities, project management.	Meeting minutes, notes, sign-in sheets, and agendas as applicable	BLRPC Environmental Consultant	Ongoing through grant cycle.
Develop support and outreach materials to be distributed at public meetings and other locations/events	Outreach materials, support materials, PowerPoint presentations	BLRPC Environmental Consultant	Updates and additional material may be developed on an ongoing basis.

Task 3: Site Inventory and Selection

The BLRPC will use the funds allocated in this task to update a regional brownfield inventory. The BLRPC has an initial inventory of 18 sites already identified. Further research will be done for additional tax delinquent sites within the Bay-Lake region. Also to be completed will be a search of open sites on the WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) for the region.

Once the search is completed, the BLRPC will meet with the BAC for input regarding sites in their communities that have been identified. The BLRPC will facilitate discussions with the BAC and initiate the site prioritization process. Sites will be prioritized and screened against Site Eligibility and Property Ownership Eligibility Criteria as well as redevelopment potential and availability of leveraged funding among other criteria.

Public outreach will involve presenting the brownfield program, the site inventory as determined by working with the BAC, and the potential redevelopment possibilities. Feedback will be gathered regarding responses to this information. The mapping work product will meet required standards identified below. Public comments will be used to prioritize the inventoried sites and for possible next steps.

GEOSPATIAL DATA STANDARDS

Geospatial information includes: "Information that identifies the geographic location and characteristics of natural or constructed features or boundaries on the Earth, or applications, tools, and hardware associated with the generation, maintenance, or distribution of such information. The information may be derived from, among other things, GPS, remote sensing, mapping, charting, and surveying technologies, or statistical data." Often these data are in the form of shapefiles or geodatabases but can also include feature classes, Esri layer files, Esri map packages, rasters (including

imagery), Google kml/kmz files, and text files. DWG files created utilizing assessment funding will be converted into shapefiles in order for the USEPA to bring them into ARCMAP. Geospatial data will be delivered to USEPA via secure FTP server or on DVD-ROM.

Spatial data, including spatially-referenced data and geospatial data, will be submitted in the most user-friendly format possible. We expect the data will be delivered to the USEPA project officer as milestones are reached in ESRI File Geodatabases in the NAD_1983_StatePlane_Wisconsin_South_FIPS_4803_Feet projection. Geospatial information generated under this grant must be transmitted to the Project Officer no later than the project closeout.

All geospatial data created must be consistent with Federal Geographic Data Committee (FGDC) endorsed standards. Information on these standards may be found at www.fgdc.gov. Spatial data should be accompanied by metadata, and such metadata should be compliant with the Federal Geographic Data Committee (FGDC) Content Standard for Digital Geospatial Metadata and its USEPA profile, the USEPA Geospatial Metadata Technical Specification. An add-on metadata editor for ESRI software, the USEPA Metadata Editor (EME), complies with these FGDC and USEPA metadata requirements and is available at <https://edg.epa.gov/EME/>.

Outputs and outcomes are outlined in the table below:

TASK 3 ACTIVITIES	DELIVERABLES	RESPONSIBLE PARTY	COMPLETION DATE
Identify brownfield sites, create a draft inventory, prioritize inventory	Create a list of sites for assessment/investigation consideration	BLRPC	February 2019
Meet with BAC to discuss draft inventory, begin prioritization	Meeting minutes (with public comments), notes, sign-in sheets, and agendas as applicable.	BLRPC	February 2019
Meet with BAC to continue site prioritization	Meeting minutes (with public comments), notes, sign-in sheets, and agendas as applicable.	BLRPC	April 2019 - Ongoing
Begin outreach meetings to discuss sites	Inventory and presentation materials	BLRPC/ Environmental Consultant	May / June 2019 - Ongoing

Task 4: Site Assessments

Phase I ESAs

Environmental Site Assessments will be performed on key sites throughout the region. Areas of focus will begin with sites determined in the inventory as high priority. The assessments will be compliant with All Appropriate Inquiry (AAI) and ASTM E-1527-13. The environmental consultant will prepare eligibility determination requests to be reviewed and approved by the EPA (hazardous substance sites) and [WDNR](#) (petroleum sites) prior to the performance of ESAs.

It is estimated that Phase I ESAs will cost \$2,500 - 7,000. The hazardous grant includes contractual costs based on ten (10) Phase I ESAs at a cost of \$4,000 each. The petroleum grant budget includes contractual costs of five (5) Phase I ESAs at a cost of \$4,000 each.

Outputs and outcomes are outlined in the table below:

TASK 4 ACTIVITIES	DELIVERABLES	RESPONSIBLE PARTY	COMPLETION DATE
Conduct Phase I ESAs	Phase I ESA report	Environmental Consultant	Ongoing throughout the CA period
Complete Property Profile in ACRES for assessed sites	Property Profile Form	BLRPC/Environmental Consultant	Ongoing throughout the CA period
Complete AAI checklist	AAI Checklist	BLRPC/Environmental Consultant	Ongoing throughout the CA period

Phase II ESAs

After an environmental consultant is under contract, a Pre-Quality Assurance Project Plan (QAPP) conference call will be scheduled and conducted. The environmental consultant will prepare the QAPP in accordance with EPA requirements. The BLRPC will work with the consultant and EPA to have the QAPP completed and approved within 90 days of the CA. The BLRPC understands that costs related to sampling, analysis, and data collection cannot be incurred until the QAPP is approved by the EPA.

BLRPC may choose to use funds to continue the assessment process and conduct a Phase II ESA. Phase II ESAs will be completed to assess recognized environmental conditions identified in the Phase I Assessments. [However, programmatic documentation will be submitted by BLRPC for approval by the EPA Project Manager prior to the](#)

performance of Phase II Assessment activities.

Phase II ESAs are estimated to cost \$25,000 - 40,000 depending on the complexities and size of each site. The hazardous grant includes three (3) Phase II ESA's at an approximate cost of \$32,000 each (\$96,000). The petroleum grant budget includes contractual costs of two (2) Phase II ESAs at a cost of \$19,500 each (\$39,000). This task [and costs estimate includes QAPP, Sampling and Analysis Plan \(SAP\), and Health and Safety Plan \(HSP\)](#) preparation related to subsurface assessment work. Phase II Assessment activities are likely to include soil and groundwater sampling, gas and indoor air sampling, and may include magnetic and other geophysical surveys, trenching to confirm anomalies, and asbestos sampling.

Using EPA Assessment Grant funding to establish the presence of contamination will help trigger viable insurance policies to fund further investigation and cleanup of environmental damages. The BLRPC will make every effort to apply this funding source to all eligible sites. Often property owners do not have adequate records of insurance coverage, and an insurance records search is necessary to identify policies. Assessment funds will be used to search for policies to identify coverage and leverage the insurance funding.

Outputs and outcomes are outlined in the table below:

TASK 4 ACTIVITIES	DELIVERABLES	RESPONSIBLE PARTY	COMPLETION DATE
Pre-QAPP conference call and QAPP preparation	Draft QAPP Final QAPP	Environmental Consultant	Draft QAPP submitted to the EPA ~ 90 days following CA approval
Prepare Sampling and Analysis Plan(s)	SAPs	Environmental Consultant	On a site-specific basis throughout the grant cycle
Prepare Health and Safety Plan(s)	HASPs	Environmental Consultant	On a site-specific basis throughout the grant cycle
Complete Phase II ESA field work	None	Environmental Consultant	On a site-specific basis throughout the grant cycle
Complete Phase II reports	Phase II ESA report	Environmental Consultant	On a site-specific basis throughout the grant cycle

Update Property Profile in ACRES as appropriate	Updated Property Profile Form	BLRPC/Environmental Consultant	On a site-specific basis throughout the grant cycle
Complete Insurance Archeology	Identify the presence liability insurance coverage on a site	Environmental Consultant	On a site-specific basis throughout the grant cycle

Task 5: Analysis of Brownfield Cleanup Alternatives

The consultant may use grant funds to complete clean up alternates with the Analysis of Brownfield Cleanup Alternatives (ABCAs) and Remedial Action Plans (RAPs) reports for sites assessed and ready for remediation. In the evaluation of remedial alternatives, the environmental consultant will review known contamination based on Phase II ESA data and evaluate potential exposure pathways based on the potential future use(s) of the site. This information will be used to establish the cleanup goals for the proposed remediation. RAPs will include a feasibility analysis evaluating alternatives to meet the project objectives. Each alternative will be evaluated for effectiveness, feasibility to implement, and cost. The cleanup method selected will be based on this analysis. Cleanup planning will include an analysis of potential remedial techniques, determination of appropriate cleanup goals, identification of probable costs, planning and application for additional funding.

Outputs and outcomes are outlined in the table below:

TASK 5 ACTIVITIES	DELIVERABLES	RESPONSIBLE PARTY	COMPLETION DATE
Prepare Remedial Action Plans	Draft RAP(s) Final RAP(s)	Environmental Consultant	Ongoing throughout the CA period
Prepare Analysis of Brownfield Cleanup Alternatives	Draft ABCA(s) Final ABCA(s)	Environmental Consultant	Ongoing throughout the CA period

IV. QUALITY ASSURANCE

It is the intent of Bay-Lake Regional Planning Commission to complete data collection for contractors to complete laboratory analyses to the quality standards required by the U.S. EPA. Upon procurement of an environmental consultant, that entity will prepare a Quality Assurance Project Plan in accordance with U.S. EPA 540-R-98-038 (9/98) Quality

Assurance Guidance for Conducting Brownfields Site Assessments. This plan will be approved by U.S. EPA prior to commencement of Phase II ESA field efforts.

V. BUDGET

Projected Budget for Assessment Work Related to the EPA Assessment Grant:

Budget Categories	Task 1 Programmatic	Task 2 Outreach	Task 3 Site Inventory	Task 4 Site Assessments	Task 5 Analysis of Clean- up Alternatives	Total
HAZARDOUS Substances Assessment Project Tasks (programmatic costs only)						
Personnel	\$20,046	\$20,942	\$3,343			\$44,331
Travel	\$850	\$250				\$1,100
Supplies		\$569				\$569
Contractual				\$144,000	\$10,000	\$154,000
Haz. Budget	\$20,896	\$21,761	\$3,343	\$144,000	\$10,000	\$200,000
PETROLEUM Substances Assessment Project Tasks (programmatic costs only)						
Personnel	\$14,012	\$14,716	\$1,672			\$30,400
Travel	\$850	\$250				\$1,100
Supplies		\$500				\$500
Contractual				\$63,000	\$5,000	\$68,000
Petr. Budget	\$14,862	\$15,466	\$1,672	\$63,000	\$5,000	\$100,000
Total	\$35,758	\$37,227	\$5,015	\$207,000	\$15,000	\$300,000

Contractual: A qualified environmental consultant will be procured in accordance with federal and local procurement guidelines. In the proposed budget is \$222,000 for contractual work.

Budget Detail:

Task 1: Programmatic Costs \$35,758 (\$20,896 Hazardous and \$14,862 in the Petroleum)

- BLRPC staff will complete all reporting for the 3-year cycle of this grant. BLRPC will track expenses related to the program, complete quarterly reporting, and update and maintain the ACRES database. In addition, MBE/WBE Utilization reports will be submitted by BLRPC staff. BLRPC staff will work with EPA to manage the grant's cooperative agreement.
- A total of \$1,700 is allocated for travel to conference(s) for training to be funded by this portion of Task 1. (\$850 Hazardous Program and \$850 Petroleum Program)

Task 2: Community Outreach \$37,227 (\$21,761 Hazardous and \$15,466 in the Petroleum)

- BLRPC staff will work with the BAC to inform and connect with communities about the brownfield program and associated redevelopment opportunities. (\$250

Hazardous Program and \$250 Petroleum Program)

- BLRPC anticipates conducting four community kickoff meetings, five BAC meetings, and five community outreach meetings. Website information will be updated, and press releases completed and other activities for public involvement. (\$20,942 Hazardous Program and \$14,716 Petroleum Program)
- Supplies printing, collating, information boards (\$569 Hazardous Program and \$500 Petroleum Program)

Task 3: Site Inventory \$5,015 (\$3,343 Hazardous and \$1,672 Petroleum)

- BLRPC staff research for additional tax delinquent sites within the Bay-Lake region. Further research for open sites on the WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS).
- BLRPC will facilitate sites to review with the BAC and run through Site Eligibility and Property Ownership Eligibility Criteria as well as redevelopment potential and availability of leveraged funding among others. (\$3,343 Hazardous Program and \$1,672 Petroleum Program)

Task 4: Site Assessment \$207,000 (\$144,000 Hazardous and \$63,000 Petroleum)

- The consultant will perform Phase I ESAs on key priority sites throughout the region. All Phase I ESAs will be conducted in accordance with the ASTM standard for and the All Appropriate Inquiry (AAI) rule. It is estimated that the costs for completing Phase I ESAs will range from \$2,500 to \$7,000 and Phase II ESAs at \$25,000 to \$40,000 depending on the complexities and size of each site.
- The Hazardous budget estimates the contractual completion of seven to ten Phase I ESAs (Hazardous \$40,000) and three Phase II ESAs (Hazardous \$96,000). The Petroleum budget estimates the contractual completion of five Phase 1 ESAs (Petroleum \$20,000) and two Phase II ESAs (Petroleum \$39,000). Additionally, Task 4 includes QAPP, SAP, and HSP preparation related to subsurface work. The total estimate is \$12,000, with \$8,000 in the Hazardous budget and \$4,000 in Petroleum for the subsurface work. (\$144,000 Hazardous and \$63,000 Petroleum)

Task 5: Analysis of Brownfields Clean Up Alternatives (ABCAs) – Cleanup Planning:
(\$10,000 Hazardous and \$5,000 Petroleum)

- The consultant will conduct environmental cleanup/redevelopment planning as required by the WDNR when redevelopment is imminent. The process may include assessment and preparation of a Remedial Action Options Report or Analysis of

Brownfields Clean ups Alternatives. It is estimated that two to three clean-up plans may occur during the three year grant period. (\$10,000 Hazardous and \$5,000 Petroleum)