

Redesigning the Former C.G. Conn Site

In-Person Input Session #2

December 6, 2022

MACOG
Michiana Area Council of Governments

City of Elkhart

Agenda

- Welcome & Introductions
- Recap
  - What we heard
  - What we've done
  - What's next
- Environmental Updates
  - Comment on cleanup alternatives
- Reuse Vision
  - Comment on design elements



Regional Brownfields Coalition - Project Team

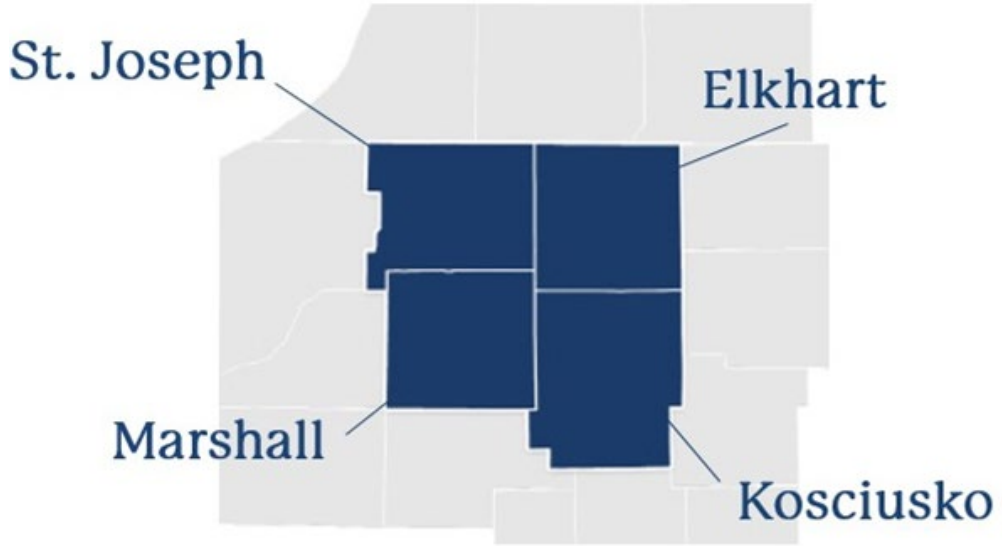
MACOG
Michiana Area Council of Governments

METRIC ENVIRONMENTAL

ROBERTS ENVIRONMENTAL SERVICES, LLC

REVITALIZED COMMUNITIES

Regional Brownfields Working Group
Local Government Staff



Grant Recap

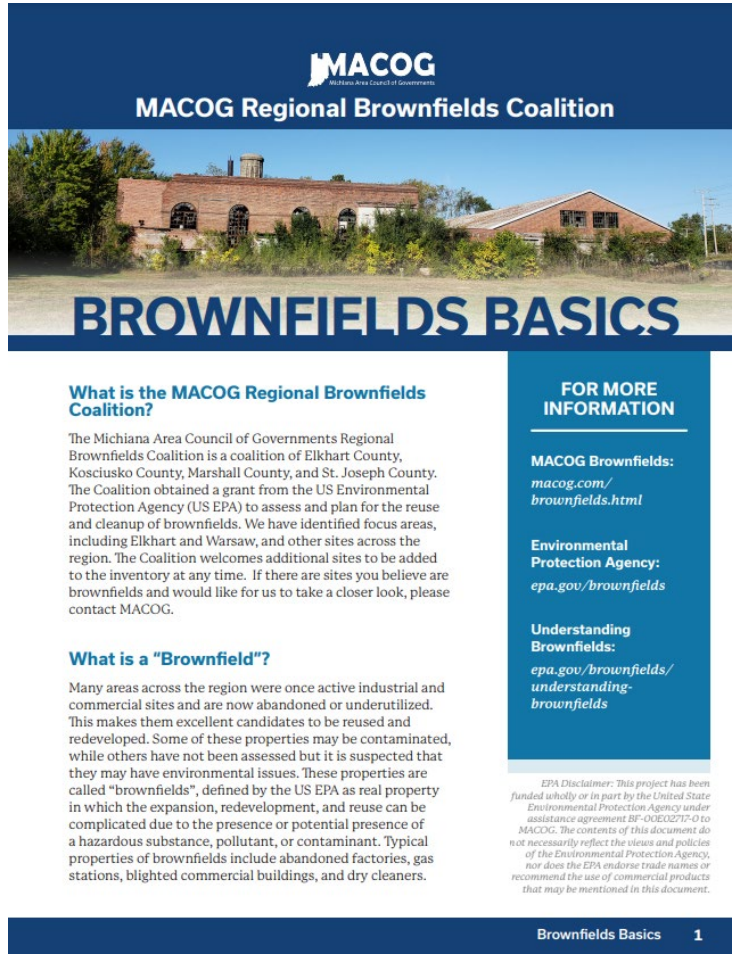
What is a Brownfield?

Real Property where expansion, redevelopment or reuse is complicated by the presence or potential presence of contamination

Public Law 107-118 (H.R. 2869) - "Small Business Liability Relief and Brownfields Revitalization Act", signed into law in 2002

What does the EPA Assessment Funding do?

- Brownfields inventory
- Planning
- Environmental assessments (sampling)
- Clean up Plans; Reuse Vision Plans
- **Does not provide funds for cleanup**



MACOG

MACOG Regional Brownfields Coalition

BROWNFIELDS BASICS

What is the MACOG Regional Brownfields Coalition?

The Michiana Area Council of Governments Regional Brownfields Coalition is a coalition of Elkhart County, Kosciusko County, Marshall County, and St. Joseph County. The Coalition obtained a grant from the US Environmental Protection Agency (US EPA) to assess and plan for the reuse and cleanup of brownfields. We have identified focus areas, including Elkhart and Warsaw, and other sites across the region. The Coalition welcomes additional sites to be added to the inventory at any time. If there are sites you believe are brownfields and would like for us to take a closer look, please contact MACOG.

What is a "Brownfield"?

Many areas across the region were once active industrial and commercial sites and are now abandoned or underutilized. This makes them excellent candidates to be reused and redeveloped. Some of these properties may be contaminated, while others have not been assessed but it is suspected that they may have environmental issues. These properties are called "brownfields", defined by the US EPA as real property in which the expansion, redevelopment, and reuse can be complicated due to the presence or potential presence of a hazardous substance, pollutant, or contaminant. Typical properties of brownfields include abandoned factories, gas stations, blighted commercial buildings, and dry cleaners.

FOR MORE INFORMATION

MACOG Brownfields:
macog.com/brownfields.html

Environmental Protection Agency:
epa.gov/brownfields

Understanding Brownfields:
epa.gov/brownfields/understanding-brownfields

EPA Disclaimer: This project has been funded wholly or in part by the United State Environmental Protection Agency under assistance agreement BF-00E02717-0 to MACOG. The contents of this document do not necessarily reflect the views and policies of the Environmental Protection Agency, nor does the EPA endorse trade names or recommend the use of commercial products that may be mentioned in this document.

Brownfields Basics 1

http://www.macog.com/brownfields.html

U.S. EPA Brownfields Grant – Sampling & Planning (Not Cleanup)

- $600,000 – 2019 - 2022
- $500,000 – 2022 - 2025





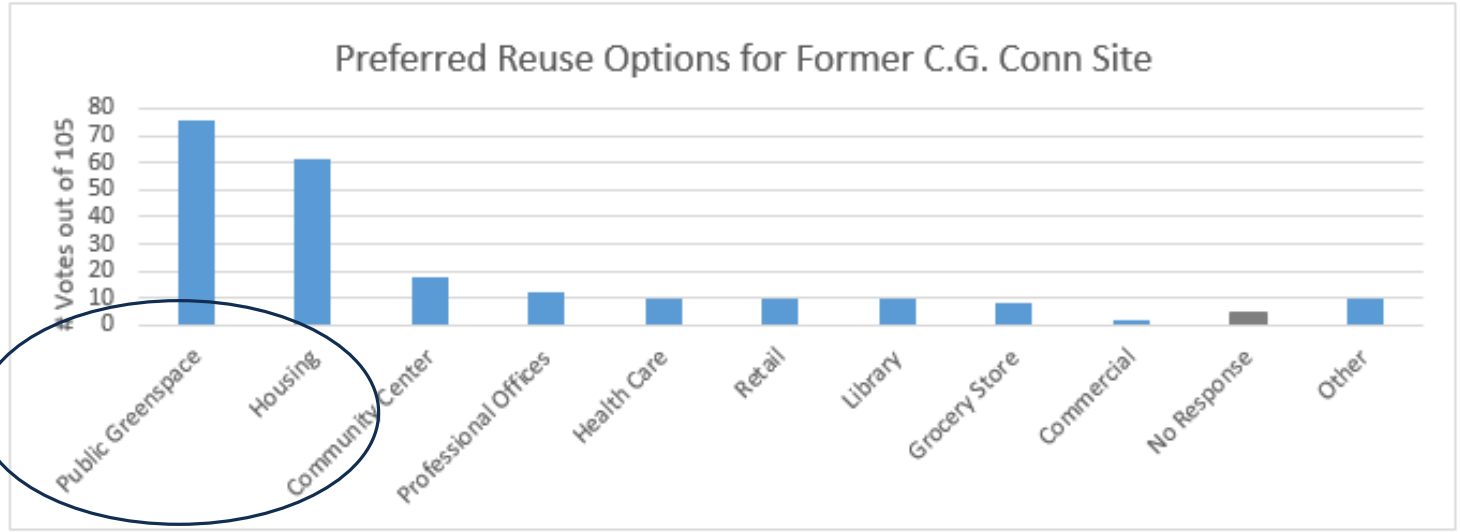
1701 Sterling Ave, Elkhart, IN

WHAT WE HEARD

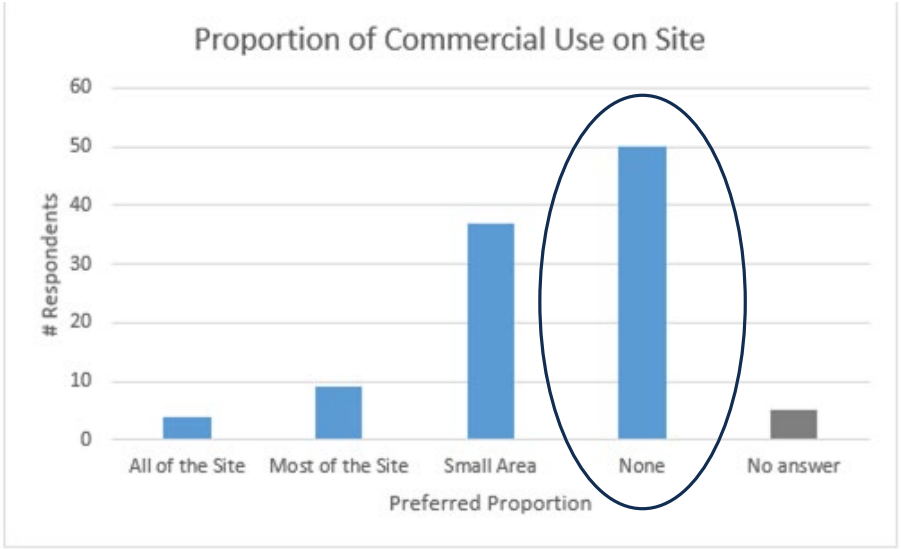
- **Public Engagement To Date – C.G. Conn Site**
  - In-Person & Virtual Meetings - August 2021 (~50 people)
  - Survey – 105 responses

- Speeding & congestion concerns
- Less dense housing
- Greenspace, dog park?
- Keep southern tree buffer
- No vehicle egress to/from Greenleaf
- Better bike/pedestrian connectivity

Survey Results - Preferred Reuse Options

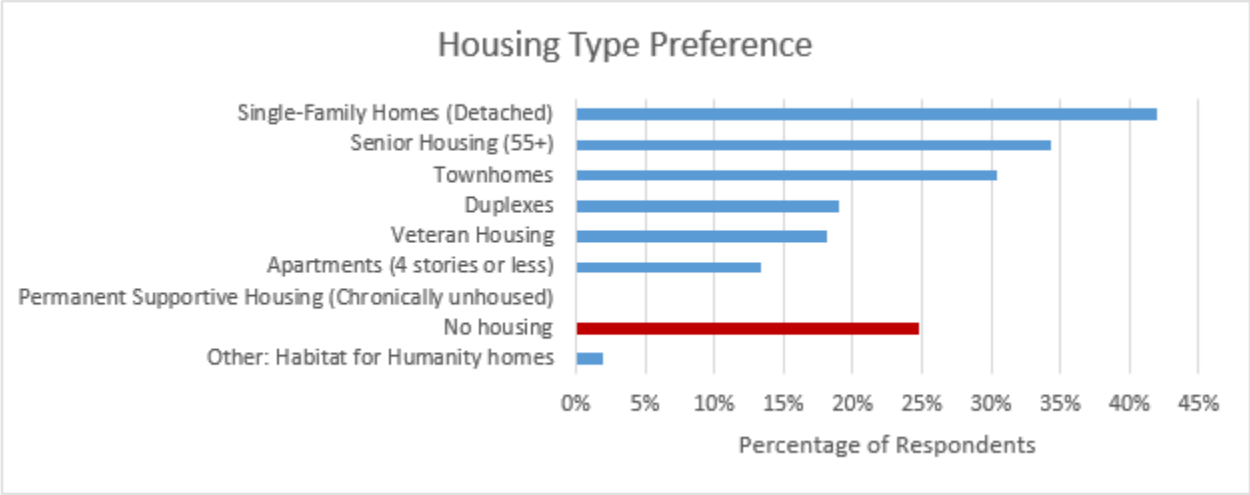


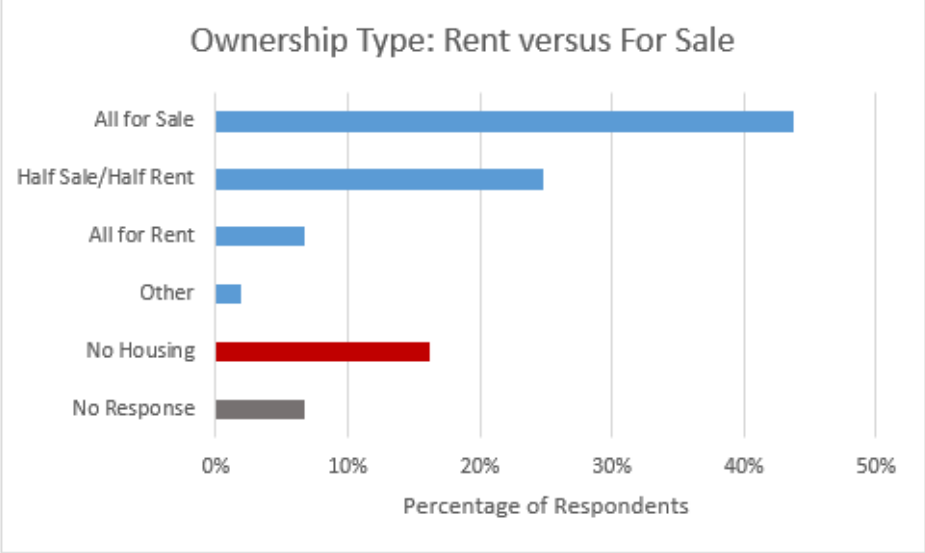
72% want greenspace,
58% housing



83% - No commercial

Housing Type

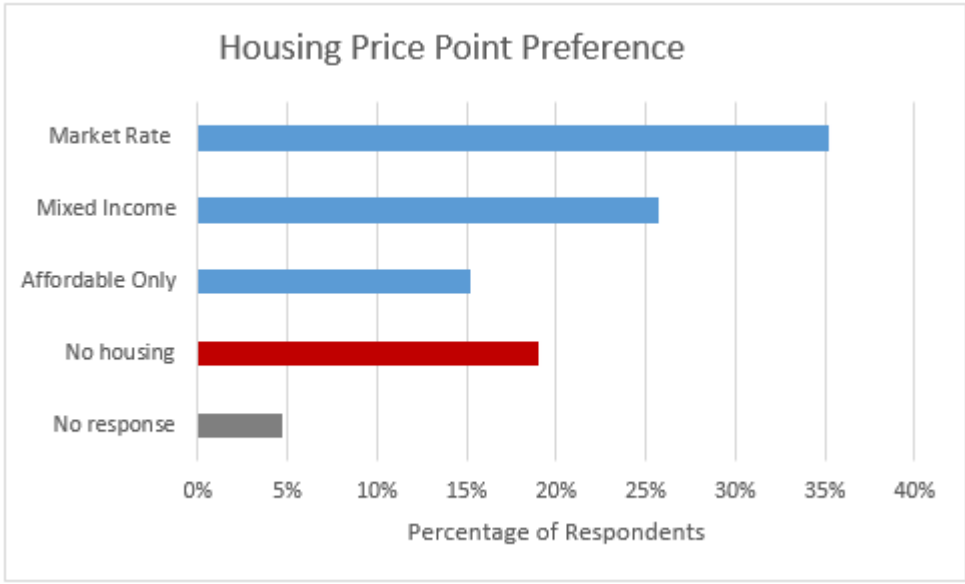




Over 1/3 wanted single family, senior housing, townhomes.

About 1/4 did not want housing, driven primarily by congestion/traffic concerns.

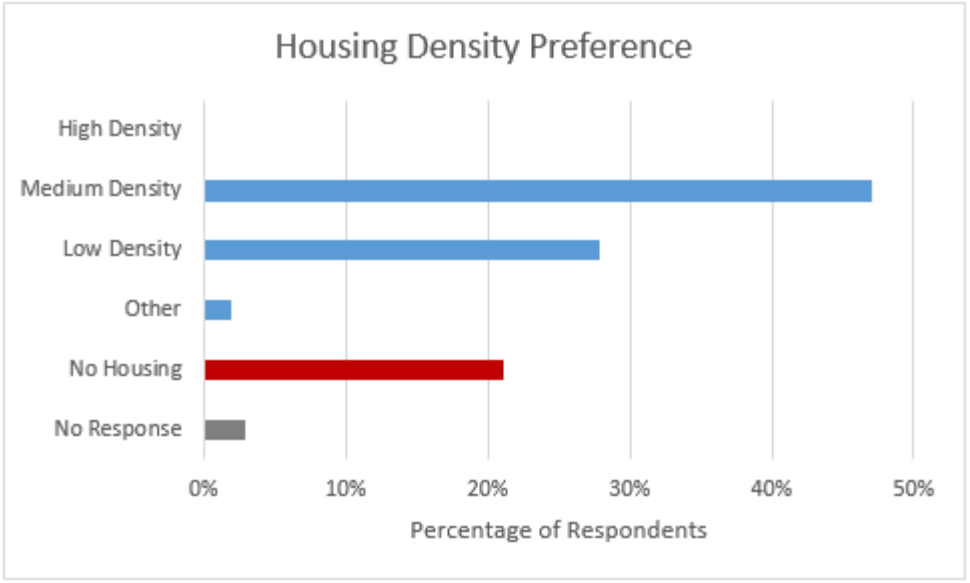
Greatest interest in for-sale, market rate with some support for mixed income and a portion for rent.

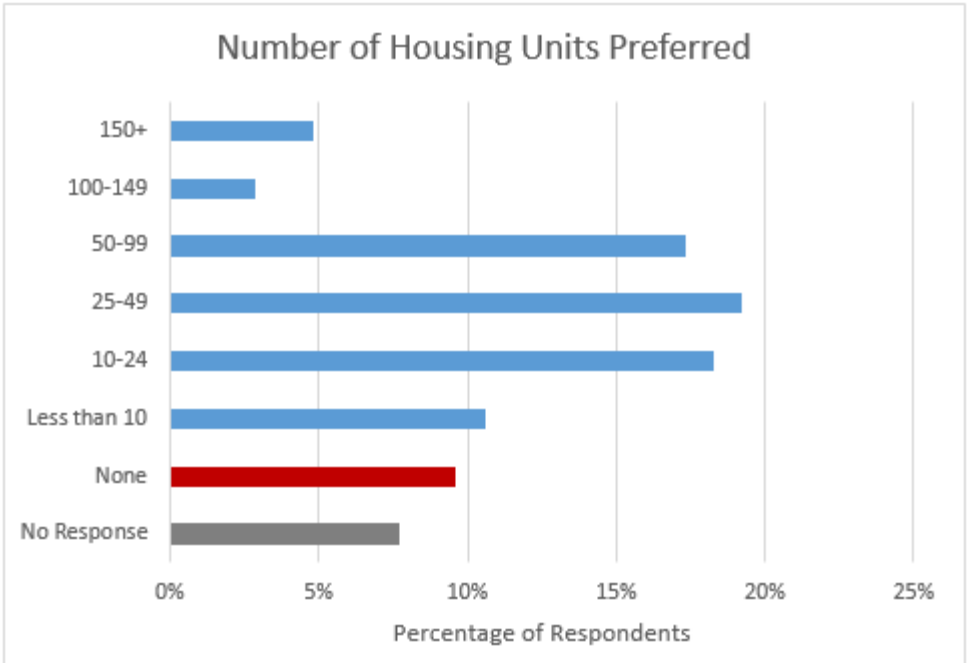


Housing Density

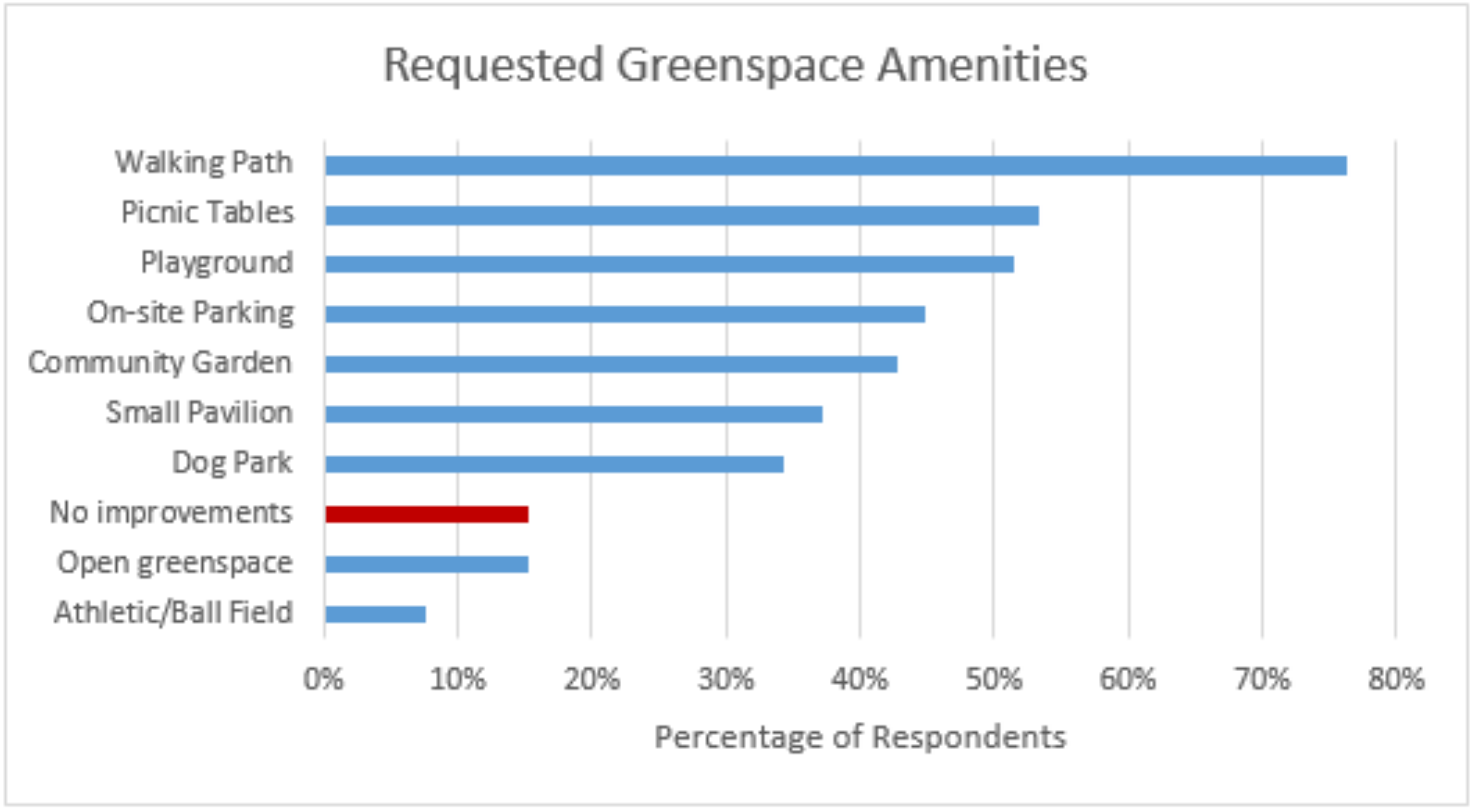
Minimal support for high density, 100+ units

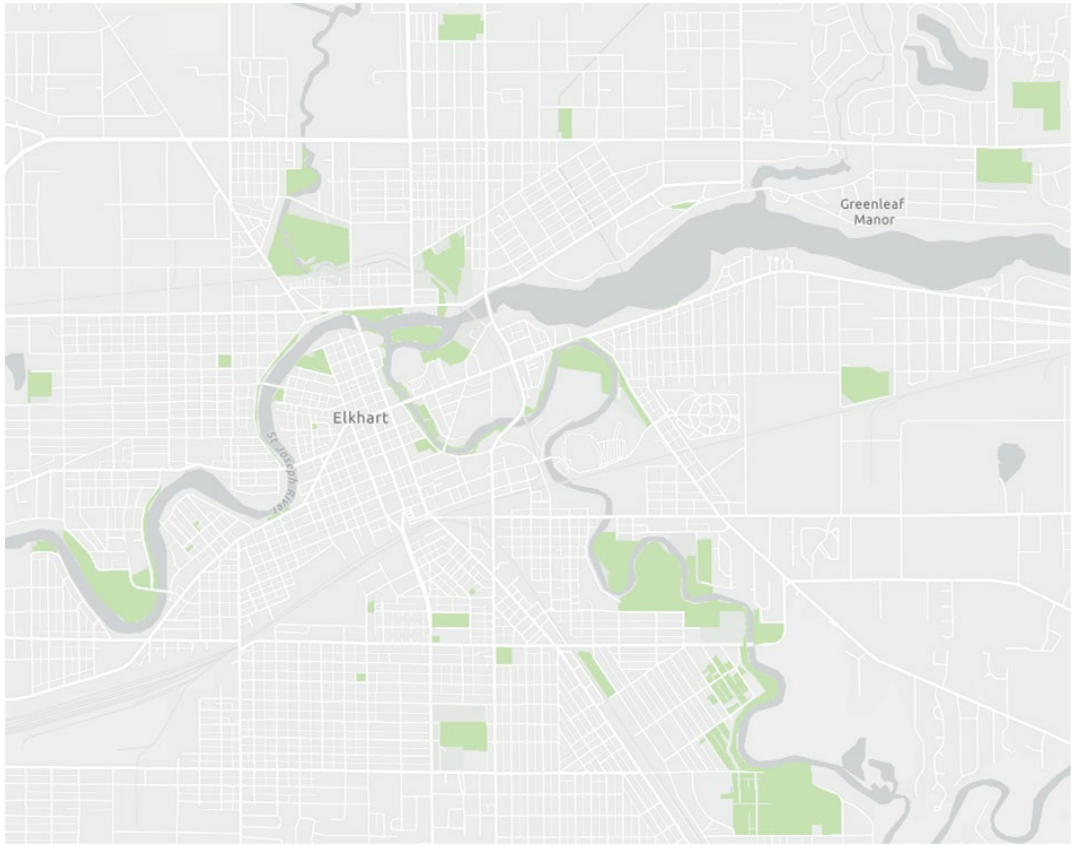
Nearly half comfortable with medium density housing





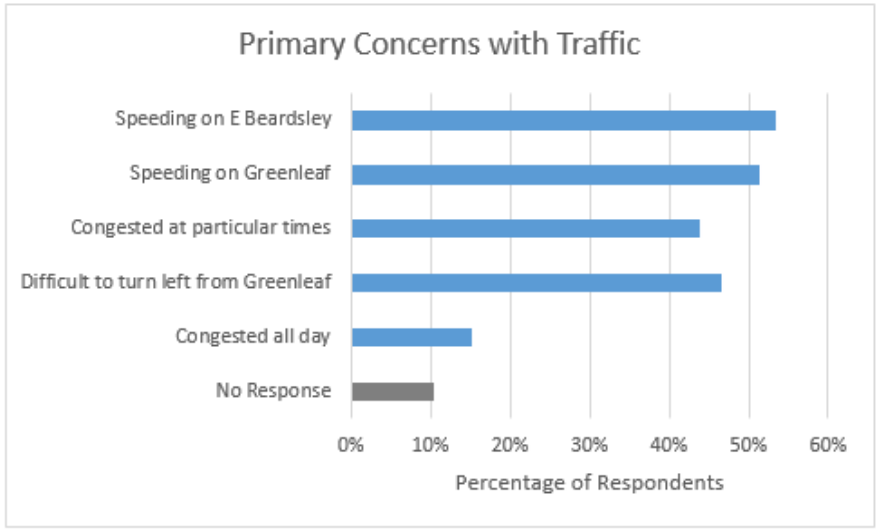
Greenspace Amenities

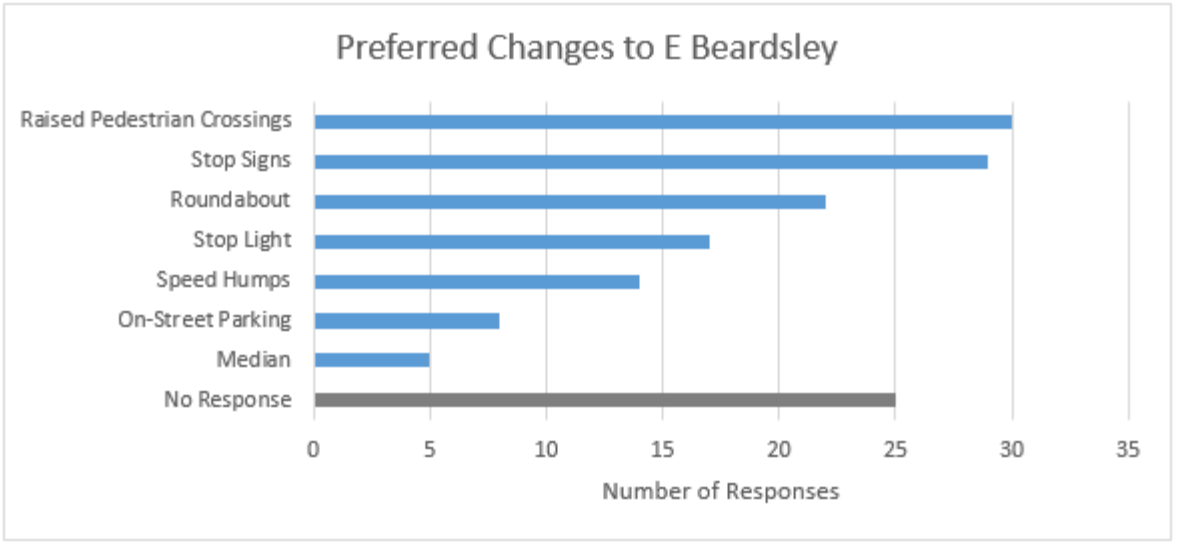


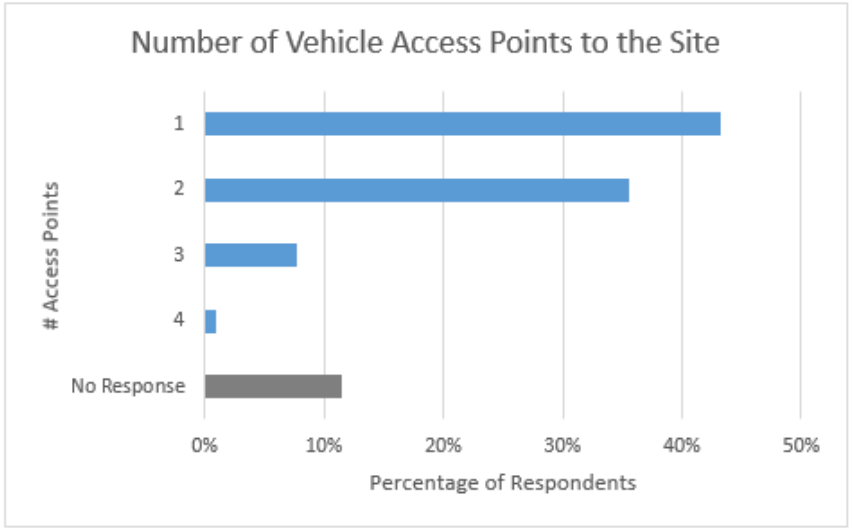


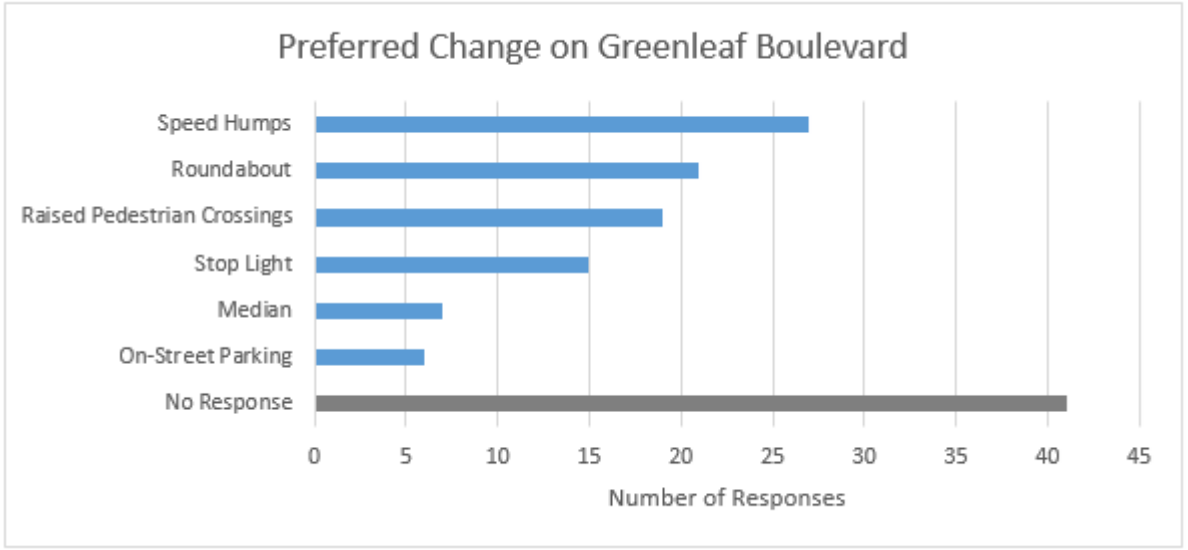
https://elkhartindiana.org/government/parks/

Traffic & Site Entrances









Previous Redevelopment Proposals

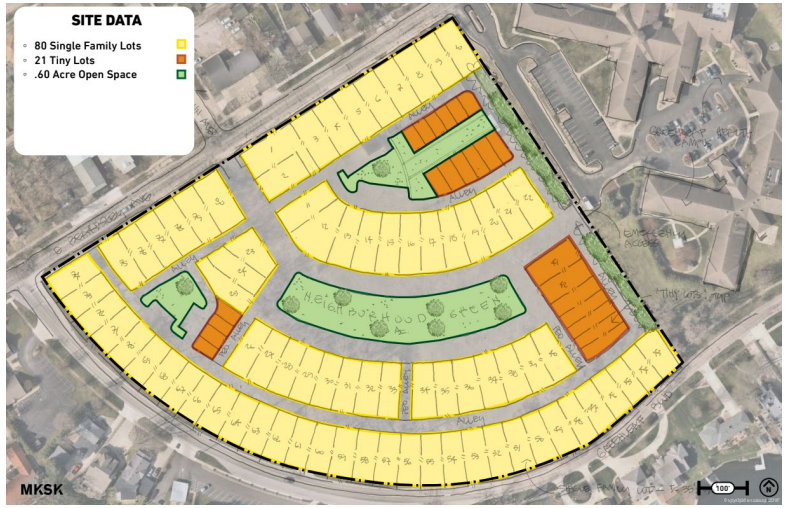
- C.G. Conn Site offered for sale – January 2021
  - No formal proposals submitted by the deadline.

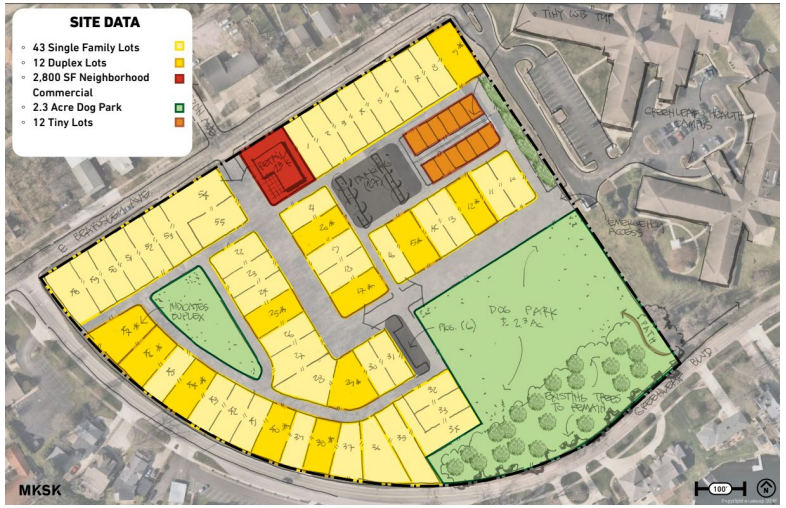
- Several developers later came forward with unsolicited proposals.
  - Discussed at Redevelopment Commission meetings.
  - No formal action taken.

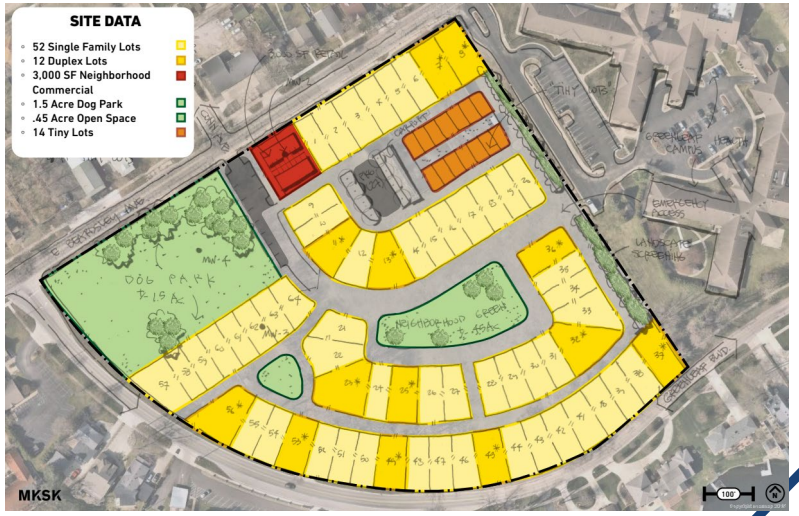
WHAT WE HAVE DONE

- Due to public feedback, these proposals were set aside and design firm MKSK hired through EPA brownfields grant to draft developer-neutral reuse visions for further comment.

- Housing is needed, but vision now includes single family homes.







What's Next – Cleanup & Redevelopment

- Today - Comment on:
  - Cleanup/Remediation alternatives
  - Design elements, visuals as guide



- Winter 2023
  - City to demolish existing structure
  - Remove North-south tree line

- 2023-2024
  - Remediation and confirmation testing



Summary of Environmental Data

MACOG
Michiana Area Council of Governments

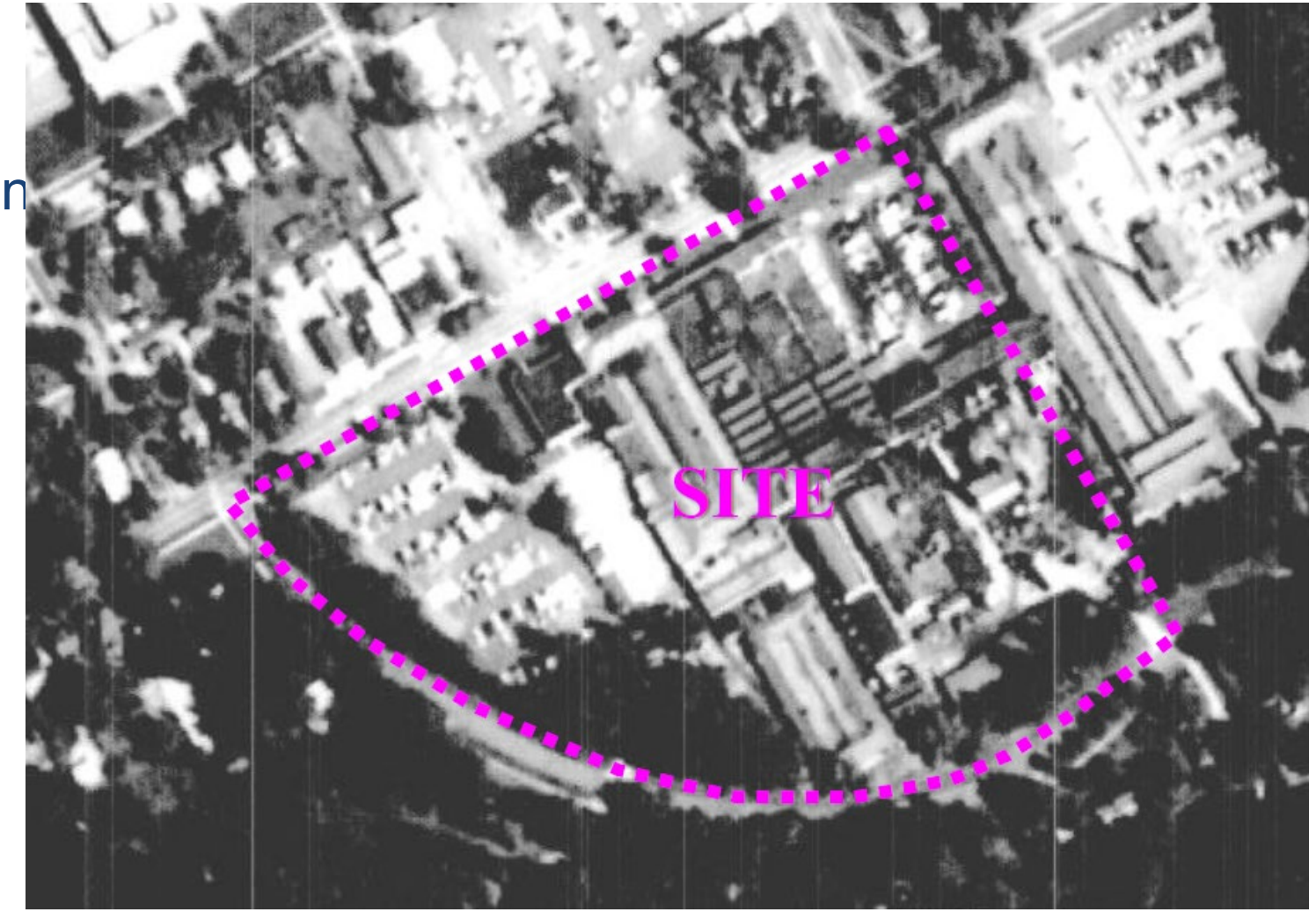
METRIC ENVIRONMENTAL

ROBERTS ENVIRONMENTAL SERVICES, LLC

REVITALIZED COMMUNITIES

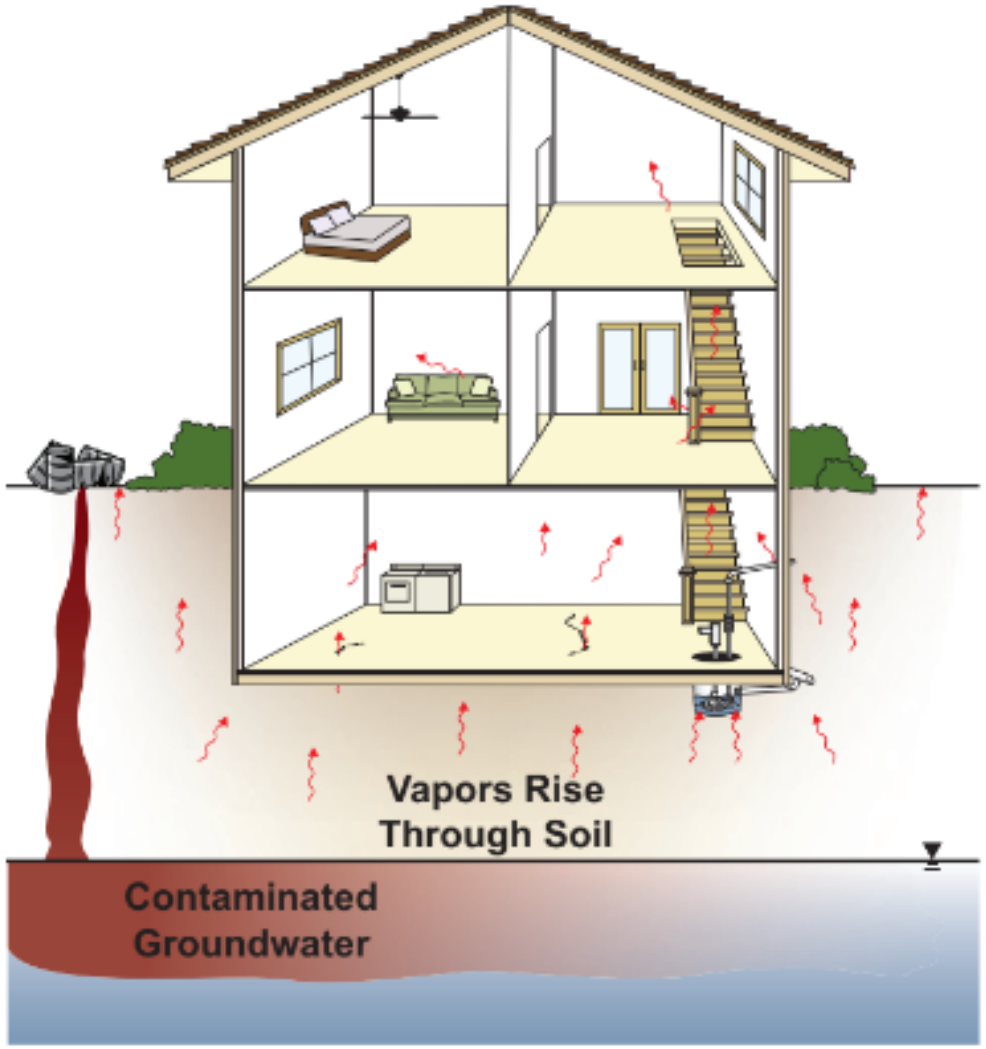
Environmental Overview

- Sampling 101
- Bergerson Screw Remediation Before & After
- C.G. Conn
  - Sampling conducted
  - Current data
  - Sampling planned
  - Cleanup alternatives



Sampling 101 – Media

- Soil – Surface and deep
- Groundwater (depth and flow direction)
- Soil Gas – vapors move between pore spaces
- Indoor Air
- Building materials – asbestos, lead-based paint



Vapor intrusion into a home.

Diagram: EPA – “A Citizen’s Guide to Vapor Intrusion Mitigation”

Contaminants are rarely distributed evenly

- Neither horizontally, nor vertically
- Assessment estimates between available sample points

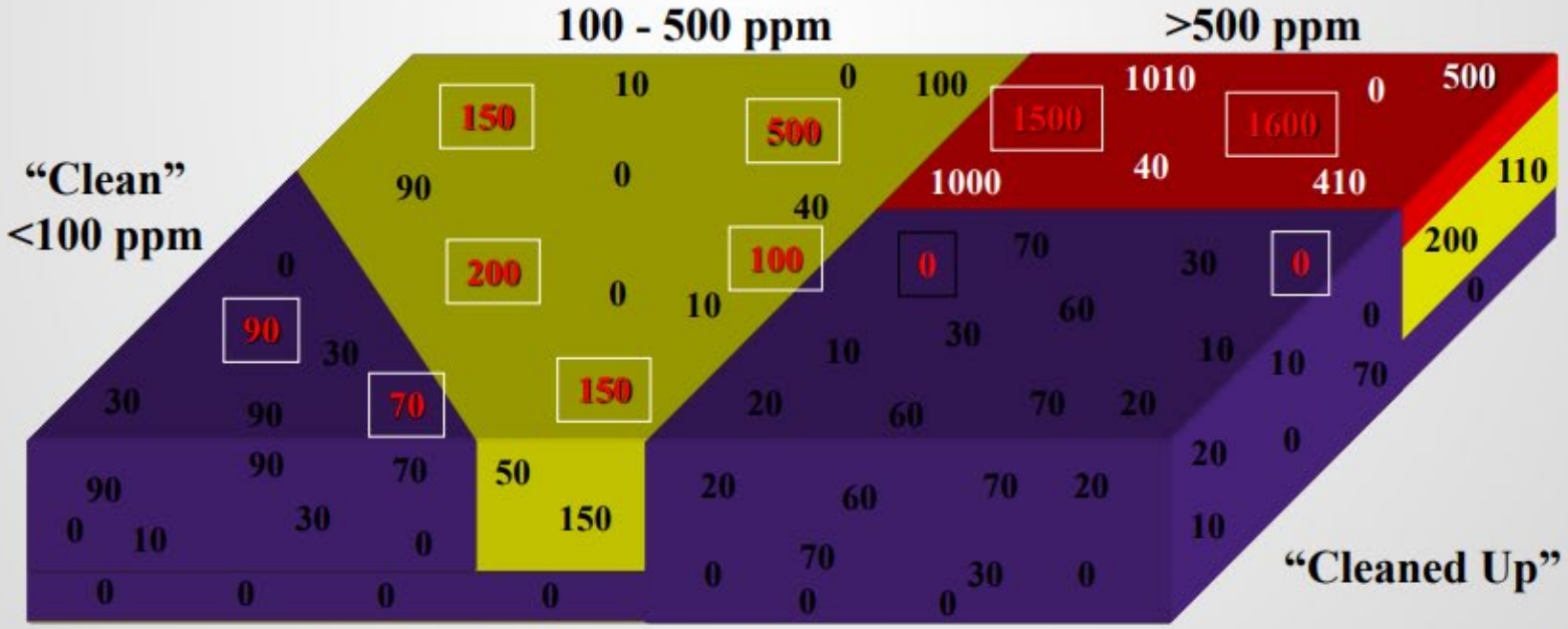


Image courtesy of Dave Koch, Terracon

Bergerson Screw - Before Remediation, 1032 E Beardsley Ave

Image: TCE in **groundwater** exceeded screening levels (SLs) Commercial/Industrial (pink), Residential (orange).

TCE in **soil gas** exceeded Vapor Exposure commercial/industrial screening level, all 7 samples on site.

TCE in **indoor air** in adjacent home exceeded Vapor Exposure sub-slab commercial/industrial SL.

TCE in **soils** exceeded residential SL in 4 samples near highest groundwater levels



**Screening levels referenced here are from risk-based tables in IDEM's RCG, now replaced by R2 (2022).*
https://www.in.gov/idem/cleanups/resources/technical-guidance-for-cleanups/idem-screening-and-closure-level-tables/

Bergerson Screw – Before & After Remediation

TCE was over commercial/industrial vapor exposure levels in 2015.

City acquired site and used loan & TIF dollars for cleanup (excavation, injections).

Remediation brought the levels down below permitted Tap Water level.

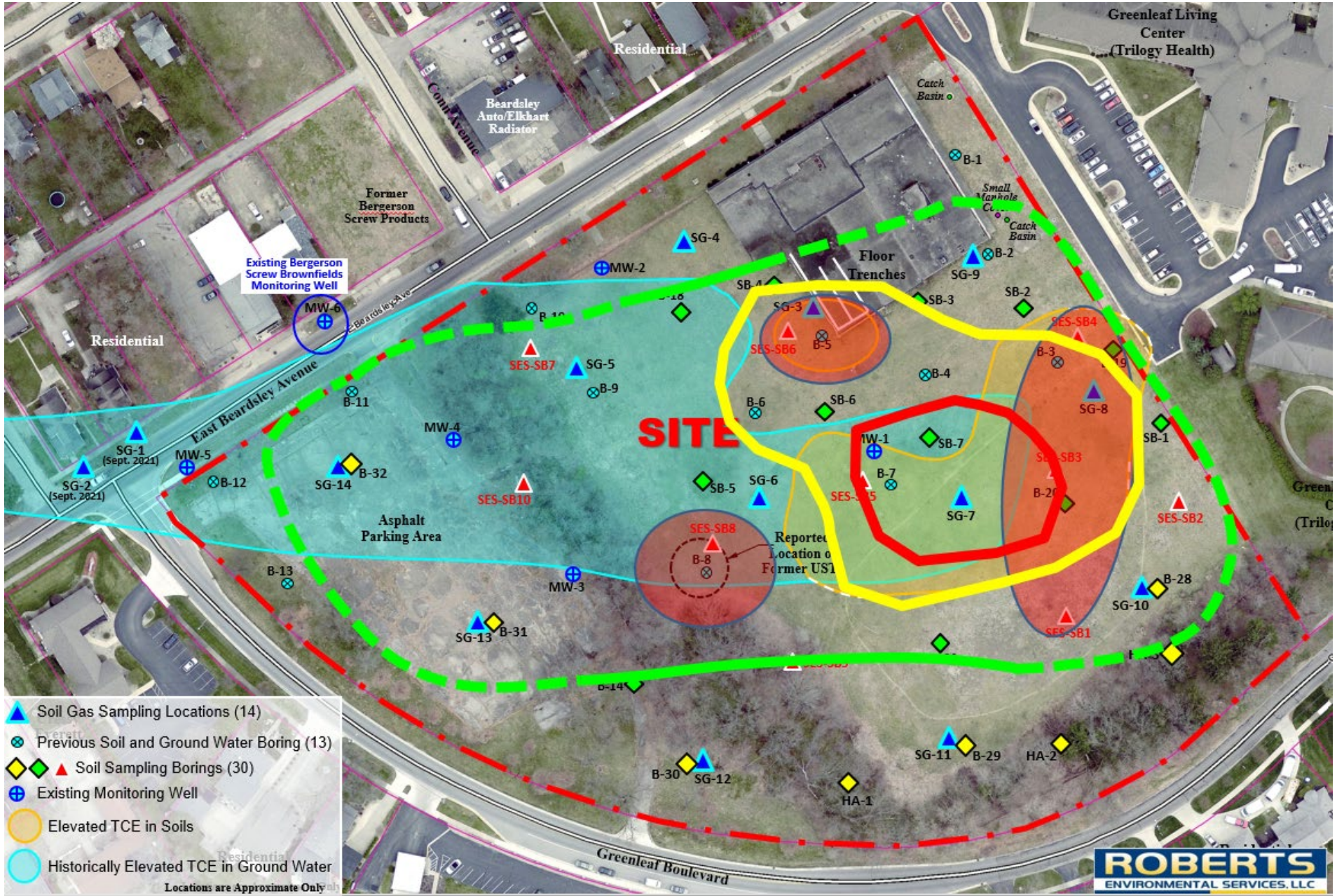
Well No	Sample Date	PCE	TCE	cDCE	tDCE	VC
RCG Tap Water - Residential [1]		5	5	70	100	2
RCG Vapor Exposure - Groundwater Residential[1]		110	9.1	NA	NA	2.1
RCG Vapor Exposure - Groundwater Commercial / Industrial[1]		470	38	NA	NA	35
MW-3	8/12/2015	**5.4**	**65.1**	**6.3**	<5.0	<2.0
	8/18/2020	**2.8J**	**34.6**	**23.4**	<0.49	<0.72
	11/16/2020	<5.0	**30.5**	<5.0	<5.0	<2.0
	6/17/2021	<5.0	<5.0	**39.9**	<5.0	<2.0
	9/2/2021	<5.0	**6.2**	**61.4**	<5.0	**3.6**
	11/30/2021	<5.0	**10.8**	**28.1**	<5.0	**27.5**
	2/25/2022	<5.0	<5.0	<5.0	<5.0	<2.0
	5/10/2022	<5.0	<5.0	<5.0	<5.0	<2.0

Find Reports Here: https://vfc.idem.in.gov/DocumentSearch.aspx?xAIID=30201

C.G. Conn - Sampling History

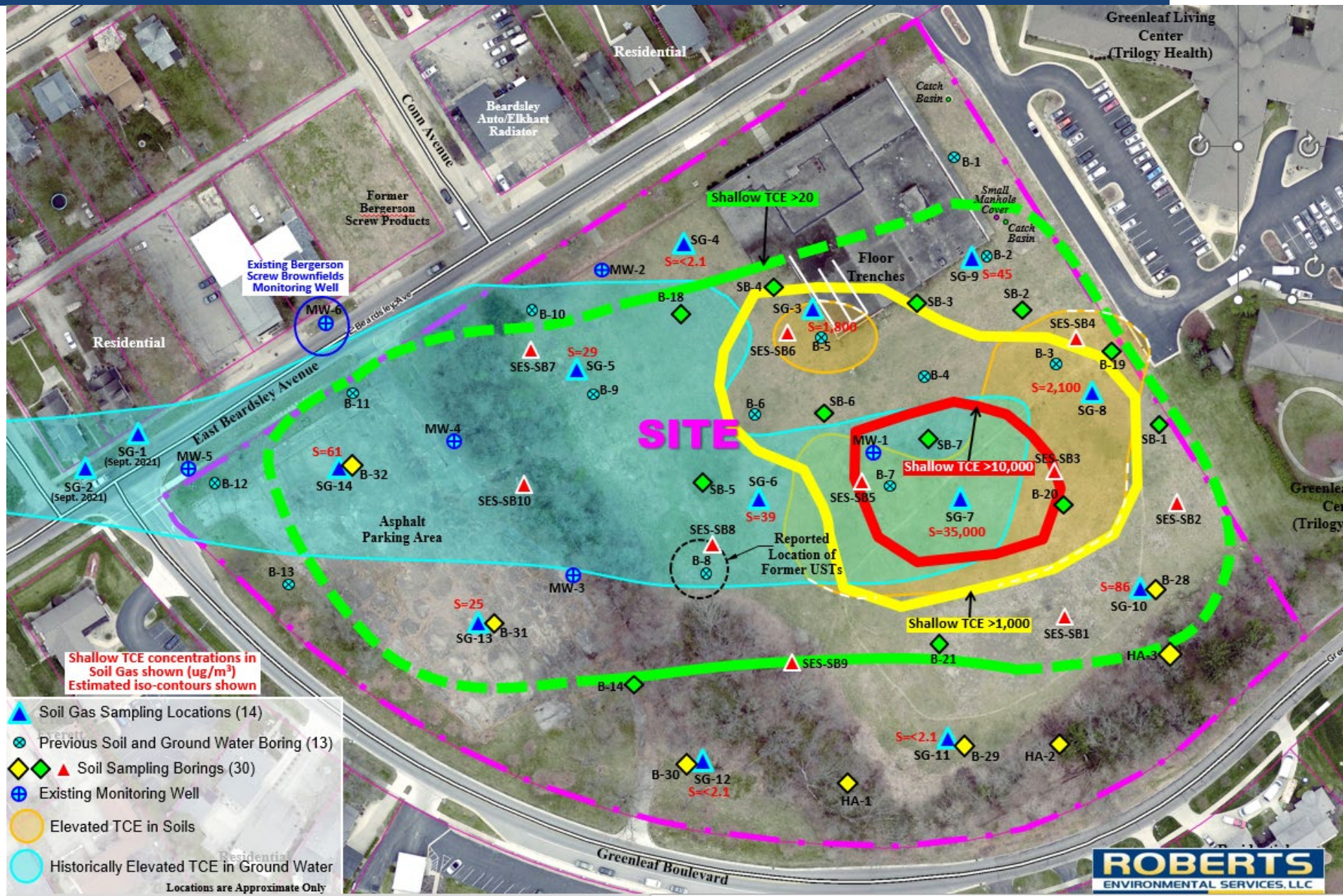
- Elkhart County Health Department
  - 1993 & 1999 – Sampling found TCE in Groundwater
- 2008 - 2016 – Sampling & Cleanup for Greenleaf Health Campus
- 2016 - Environmental Restrictive Covenant on Greenleaf portion
- 2018-2019 City acquisition of tax certificate and western parcel (1101 E Beardsley)
- 2020 MACOG sampling (two rounds on-site)
- 2021 **[Public Meetings & Survey],** Further Investigation (off-site in right of way)
- 2022
  - Indiana Brownfields Program (State) – Further Site Investigation (on-site)
  - MACOG – Further Site Investigation (on-site)
  - City – Asbestos abatement inside building to prepare for demolition
  - **Planned for December** - City of Elkhart – Further Site Investigation (on-site)
- 2023 – Secure remediation funding

C.G. Conn – Environmental Summary



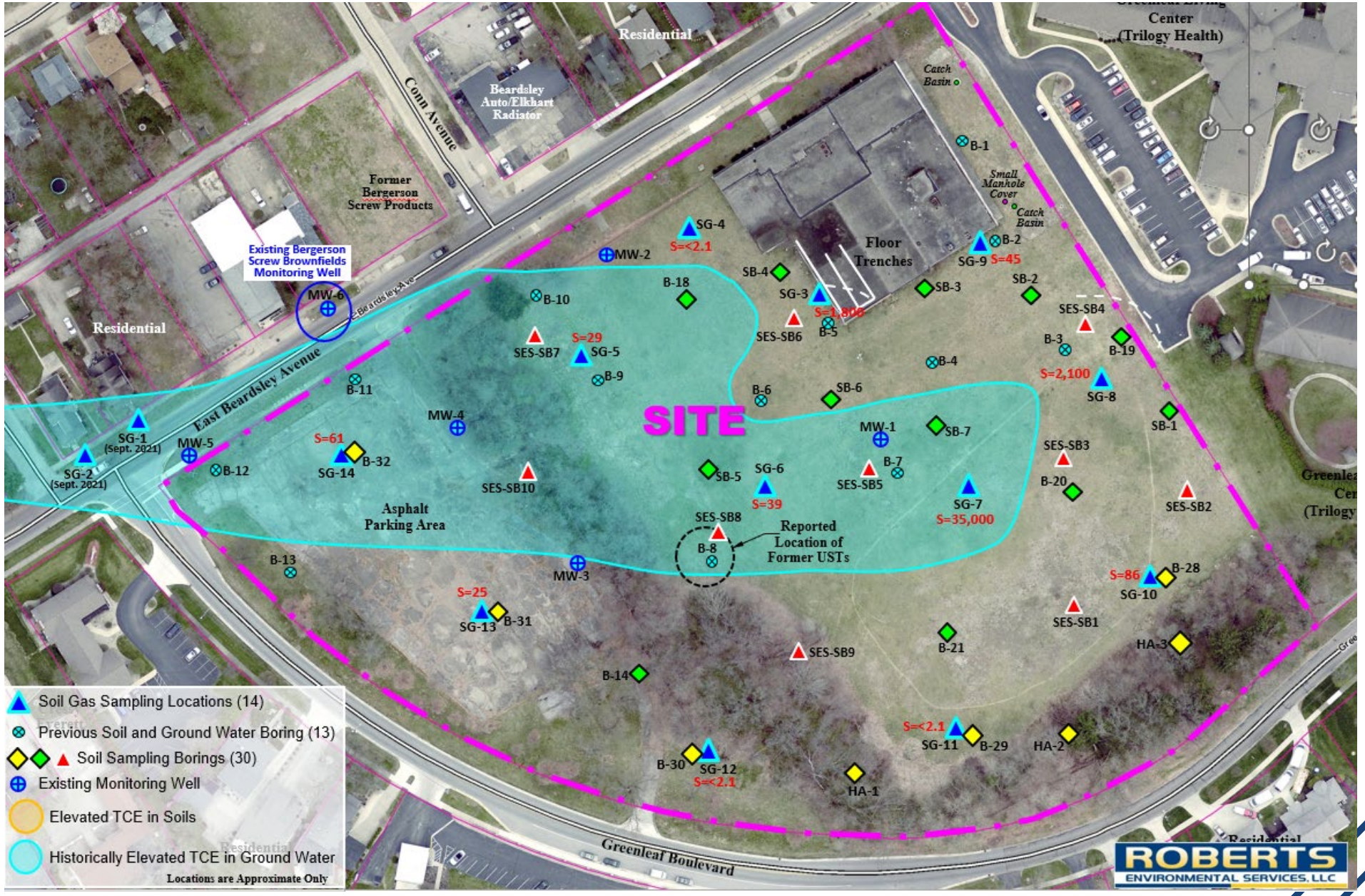
C.G. Conn – TCE Impacts in Soil, Groundwater, Soil Gas

- TCE in groundwater (no SL exceedances)
- TCE in soils (no SL exceedances)
- TCE in Soil Gas (**SL exceedances**)



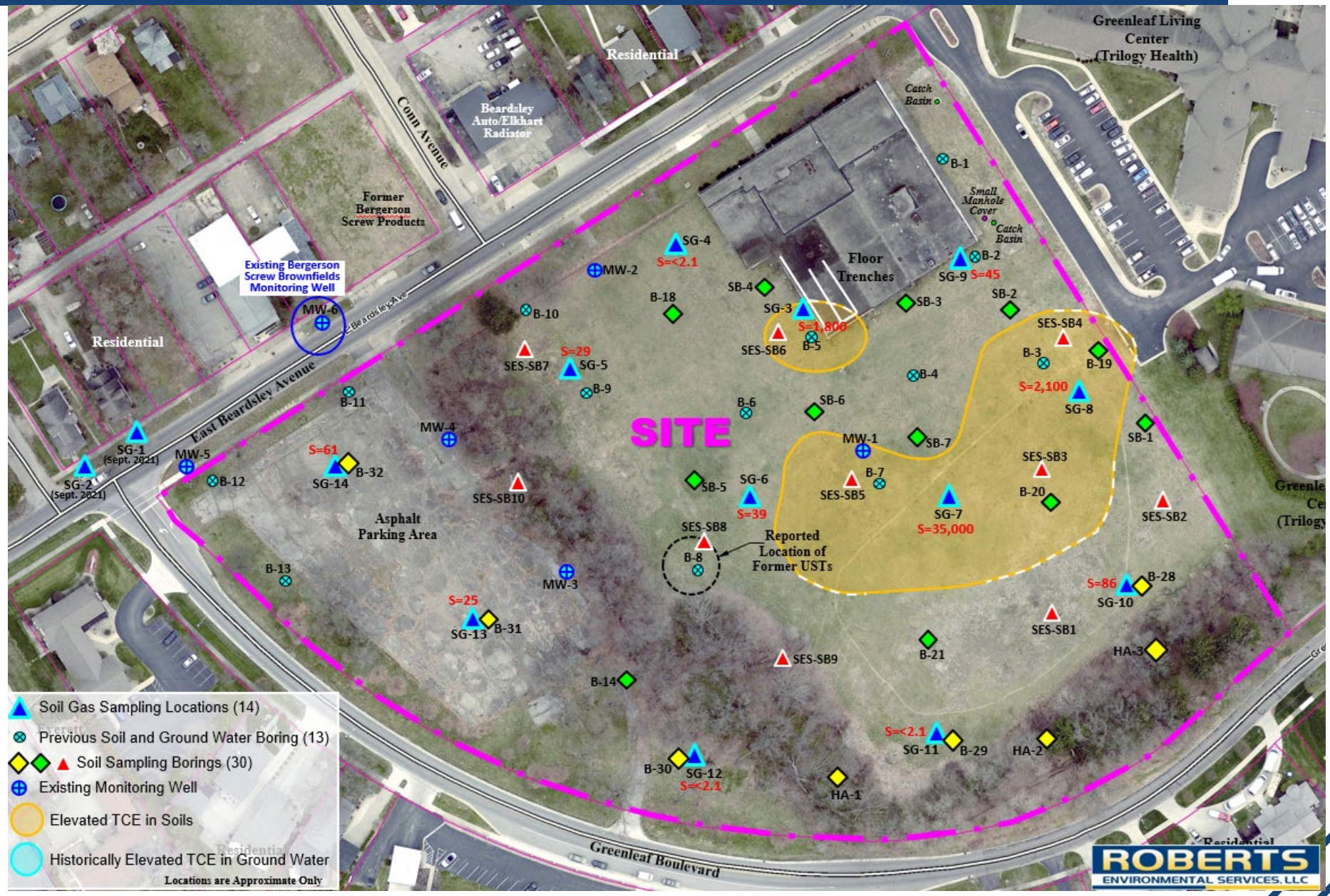
C.G. Conn – TCE Impacts in Soil, Groundwater, Soil Gas

- Historical Extent Shown
- Currently no SL Exceedances (August 2022)



C.G. Conn – TCE Impacts in Soil, Groundwater, Soil Gas

- No Soil SL Exceedances, but….



C.G. Conn – TCE Impacts in Soil, Groundwater, Soil Gas

- Extent of Shallow Soil Gas Shown (green line)



C.G. Conn – Other Impacts

Primarily Metals Impacts in Soils

- Lead (some silver)
- Some PAHs in soils
- PFAS* testing by IBP** (very low concentrations)

** PFAS - long lasting chemicals often used for waterproofing and non-stick applications that are not yet regulated by the federal government*

***Indiana Brownfields Program*

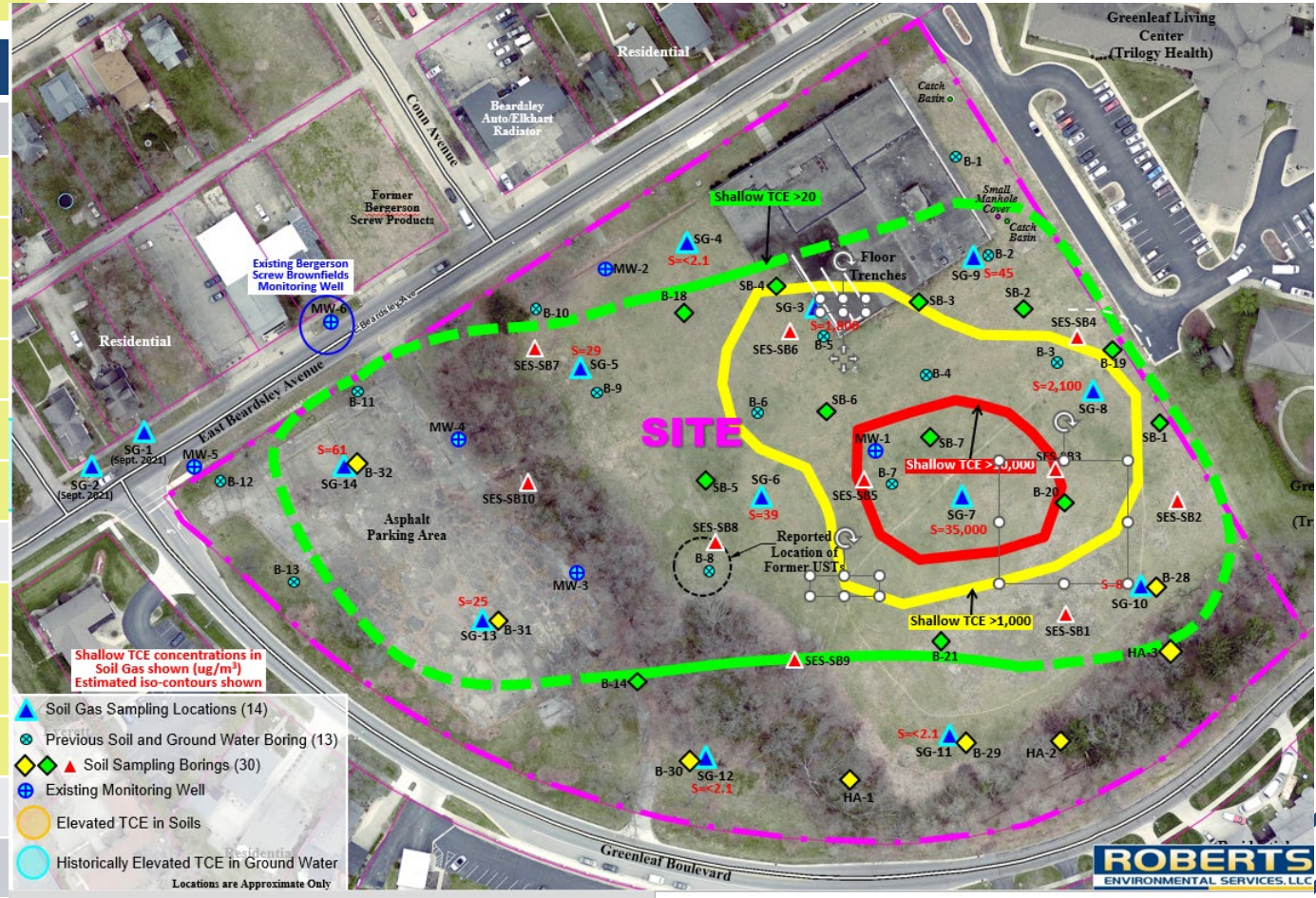


C.G. Conn & Bergerson Screw - Shallow Soil Gas Comparison

Residential TCE Soil Gas Screening Levels (R2)	
Shallow - 20	Deep - 70

TCE Soil Gas Levels – Highest to Lowest (ug/m3)

Bergerson Screw	C.G. Conn - Shallow	C.G. Conn - Deep
KSG-4: 7,490	SG-7S: 35,000	SG-7D: 50,000
KSG-7: 3,350	SG-8S: 2,100	SG-8D: 6,500
KSG-3: 2,640	SG-3S: 1,800	SG-3D: 2,200
KSG-5: 682	SG-10S: 86	SG-10D: 86
KSG-6: 333	N/A	SG-1: 86 (1006 E Beardsley)
KSG-1: 271	SG-14S: 61	SG-14D: 120
KSG-2: 116	SG-9S: 45	SG-9D: 13
	SG-6S: 39	SG-6D: 120
	N/A	SG-2: 31 (1000 E Beardsley)
	SG-5S: 29	SG-5D: 76
	SG-13S: 25	SG-13D: 41
	SG-4S: ND	SG-4D: 25
	SG-12S: ND	SG-12D: 2.4
	SG-11S: ND	SG-11D: N/A



Conclusions

- TCE in groundwater and soil does not exceed Residential screening levels, but soil gas does.

- TCE soil gas levels exceed Residential levels across the majority of the site, and by x1,000 in the central eastern portion of the site, near where TCE was detected at elevated levels in soils, though the levels did not exceed Residential screening levels in the soil itself.

- Off-site….Low concentrations of TCE in groundwater migrated off-Site approx. ½ block to west (however, recent sampling indicates groundwater is below residential SLs)

- Three limited “hot spots” in soil for some metals and PAHs. TCE “hot spot” in soil may be located near or around SG-7 on the east-central portion of Site.



Preliminary Analysis of Cleanup Alternatives

- No action – Current levels restrict recreational use, commercial and all residential development. Site remains vacant.
- Active Remediation
  - Soil - Excavation and off-site disposal of soil, soil vapor extraction (SVE)
  - Groundwater - Injections (however, may not be needed)
- Prevent exposure
  - “Cap” potential remaining soil impacts, adjust design to pave over non-excavated areas
  - Mitigate vapor intrusion
    - Active - Sub-slab Depressurization Systems (SSDS) - very similar to “radon” systems
    - Passive – Vapor barrier
- Institutional Controls
  - Engineering Controls and/or Deed restrictions, i.e. drinking groundwater (note: area supplied with city water)

Example of a Limited Cleanup Alternative:

Limited soil removal in areas too high for excavation worker contact to allow multi-family or single family housing with active vapor mitigation; large parking lot areas cap remaining soil contamination, add clean soil “cap” in certain areas, possible deed restriction on groundwater use.

Short-Term Next Steps

- Additional sampling mid-December
- Soil Management Plan
  - Demolish Building, Remove Foundation
  - Screen & Sample Soils Under Foundation
  - Remove asphalt
  - Remove North-South Tree Line
- Q1 2023 - Finalize Remedial Action Plan
- Q2 2023 - Secure remediation funding
- 2023 - 2024 - Remediation
- **2025 - Redevelopment**




Environmental Q&A

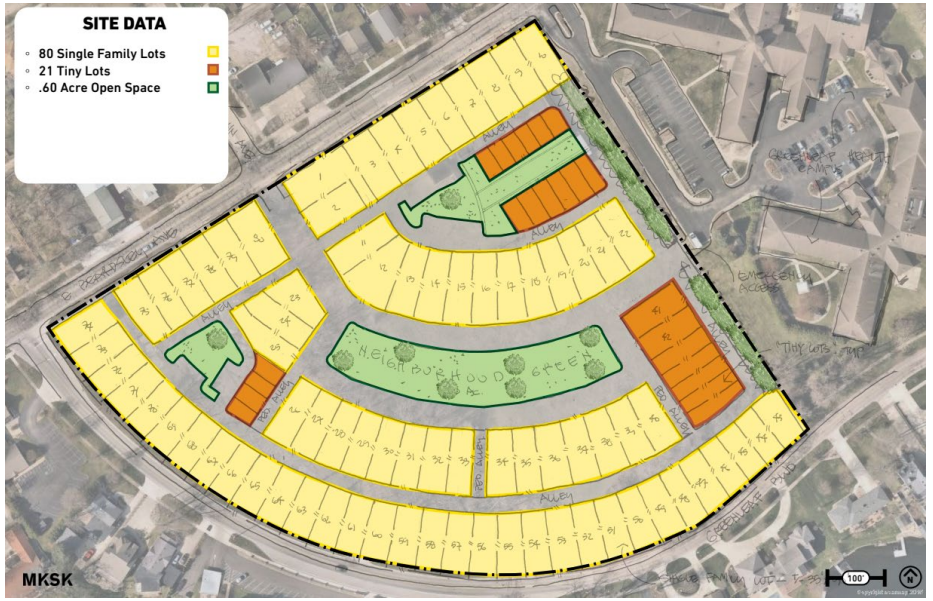
Developing a Reuse Vision

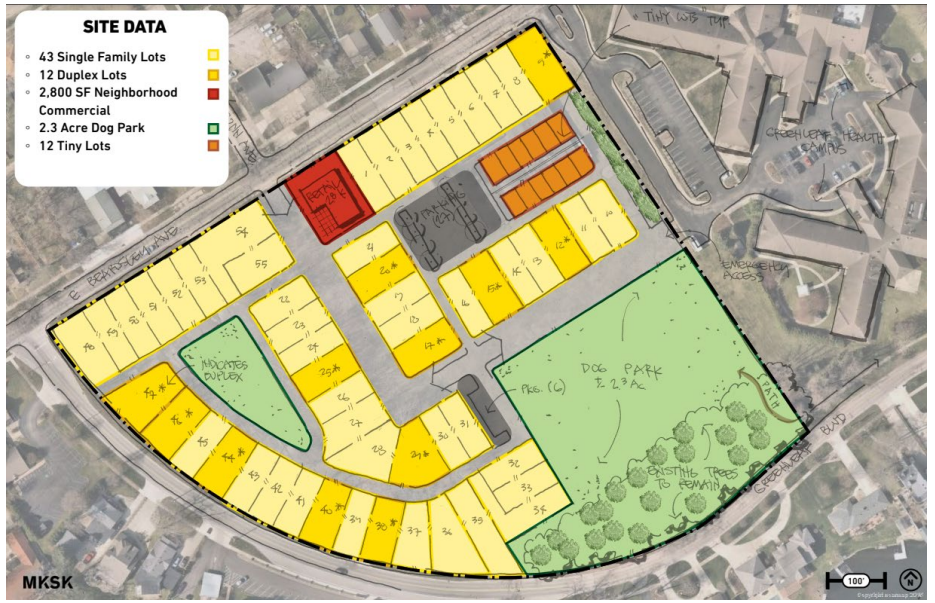
- Given the City's housing shortage, property will be made available for redevelopment
- City's intent is to remediate the full property to meet the standards that accommodate single-family homes
- Creates the greatest level of flexibility in future redevelopment options
- Future development should allow for highest and best use, but respect and be sensitive to neighborhood context



Design Concept Exercise

- Variety of development concepts and style images on display boards.
- Use dots to identify images that you like.
- Use Post-it notes for additional comments.
- Images are conceptual only, and are intended to highlight multiple development approaches, housing products and styles





How to Comment

- Post-it notes
- Written comments today
- Email Leah (MACOG) at LThill@macog.com, 574-287-1829 x801

- **Make sure your email address is legible on the sign in sheet** to receive:
  - Today's Presentation
  - Analysis of Brownfields Cleanup Alternatives
  - Reuse Design Visuals
  - Future updates, meeting invites