

Brownfield Community-Wide Assessment Grant Work Plan
Hazardous Substances and Petroleum
City of Madison, Wisconsin

July 22, 2019

Grant Recipient: City of Madison
City-County Building, Room 115
210 Martin Luther King, Jr. Boulevard
Madison, WI 53703

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Project Period: September 27, 2019* – September 30, 2022

*this date is based on a request for authorization of pre-award costs

This project supports *Environmental Results Goal 1: Core Mission* – Deliver real results to provide Americans with clean air, land, and water, and ensure chemical safety. *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 brownfield sites ready for Anticipated Reuse. Specifically, the recipient will inventory, characterize, assess, and plan reuse of brownfield properties and will conduct planning and community involvement activities to encourage revitalization and reuse of brownfield sites." Project period is three years.

CFDA: 66.818 – The Small Business Liability Relief and Brownfields Revitalization Act

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

DCN: STX

Budget: FY19

Appropriation: E4

Budget Org: 05F0AG7

Object Class: 4114

Program Results Code (PRC): Hazardous Sub 301D79E (Action Code: NY)
Petroleum 301D79EBP (Action Code: OP)

1.0 PROJECT OBJECTIVES

The City of Madison (City) will enter into a Cooperative Agreement (CA) with the United States Environmental Protection Agency (USEPA) for the use of USEPA Community-Wide Site Assessment funds in order to facilitate the assessment and redevelopment of brownfield sites impacted by the presence or suspected presence of petroleum products and/or hazardous substances. Specifically, the City received \$200,000 of hazardous substance funding and \$100,000 of petroleum funding. Following execution of the CA by both parties, the City will use the assessment funds to create a brownfield inventory and to prioritize sites based on their suspected environmental hazards, redevelopment potential, and

community priority. Funds will then be used to conduct Phase 1 and 2 Environmental Site Assessments on a city-wide basis as opportunities for acquisition or redevelopment become available. While the funding is city-wide, funds will be targeted along the South Park Street corridor. Our target area is divided into two areas: Wingra Creek and Villager on Park. The funds will also be used to develop remedial action plans for properties that require remediation prior to or in association with redevelopment.

The goals for the City of Madison as they relate to the US EPA Assessment Grants include:

- Assessment of redevelopment or acquisition candidate properties throughout the City of Madison by completing Phase 1 and Phase 2 ESAs
- Working with property owners and the Wisconsin Department of Natural Resources (WDNR) in regard to NR 700 requirements where contamination is found through the assessments
- Preparing remediation plans for a select number of sites that document the extent of existing contamination and the best options for future remediation
- A thorough public outreach process

The following **outputs** will be tracked:

- Create a brownfield inventory prioritization matrix, GIS and map
- Meeting summaries (see Task 2)
- Conduct at least 8 Phase 1 Environmental Site Assessments (ESAs)
- Prepare an EPA-approved Quality Assurance Project Plan
- Conduct at least 7 Phase 2 ESAs
- Prepare at least 2 Remedial Action Plans
- Complete all federal and ACRES quarterly and annual reporting

The expected **outcomes** will be tracked:

- Number and acreage of assessed sites
- Number and acreage of remediated sites
- Number and acreage of redeveloped sites
- Number and square footage of new housing units (including affordable units)
- Number of jobs created (including remediation, construction, and permanent)
- Number and types of new businesses established
- Tax base growth
- Public and private investment leveraged
- Number and acreage of new greenspaces

2.0 MANAGEMENT AND COORDINATION

Thomas Otto, an economic development specialist with the City's Economic Development Division, will be the Project Manager for this grant. Technical assistance will be provided by Brynn Bemis, a hydrogeologist with the City's Engineering Division. City Engineering regularly retains the services of environmental consultants to conduct ESAs, coordinate environmental cleanups, and conduct remedial activities. Engineering will coordinate with the City's Department of Planning and Community and Economic Development for assistance with the site prioritization process and for coordinating public meetings and contact with property owners and developers. The project manager will be responsible for selecting an environmental consultant and coordinating their scope of work. Quarterly reports,

financial reports, progress of the work plan, and the final summary report will be submitted to USEPA Region 5 from the Economic Development Division.

3.0 WORK TO BE PERFORMED

The schedule detailed in the Work Plan assumes that a Cooperative Agreement with the USEPA will be executed by October 1, 2019.

Task 1: Brownfields Inventory and Site Prioritization

The Project Manager will use the procurement process detailed in 40 CFR 31.36 to select one to three qualified environmental consulting firms to assist with our brownfield inventory, and to perform all required, assessment and remedial planning activities.

The second step in Task 1 will be for City staff to inventory and prioritize sites for environmental assessment, focusing on the Wingra Creek and Villager on Park target areas. The majority of this work will be conducted by City of Madison staff from the Engineering Division and the Department of Planning and Community and Economic Development as in-kind match. In addition, the City's consultant may advise and assist City staff throughout this prioritization process. City staff will evaluate potential brownfields based on suspected or known environmental hazards, redevelopment potential, and the community values process.

City staff will conduct an abbreviated environmental review using Sanborn fire insurance maps, City Directory records, building code violations, and the WDNR's Bureau for Remediation and Redevelopment Tracking System (BRRTS) database. To rank sites by their redevelopment potential, City staff will evaluate sites based on criteria such as the presence of tax incremental districts (TIDs), proximity to transportation infrastructure, potential for eliminating blight, ownership and access status, and discussions with local developers. The community ranking will be determined using the South Madison Neighborhood Planning process, which will kick off in October 2019. This will include partnerships with the South Metropolitan Planning Council, the Urban League of Greater Madison, and Centro Hispano. The outreach process will seek to validate priority community values established in previous planning processes, such as job creation, affordable housing, parks, and reduced crime. The three separate rankings (environmental hazards, redevelopment potential, and community priority) will be combined for each site to produce a final site rankings list to guide future decision-making and the next steps in the grant process. All of this information will be maintained by the City and their consultant in Geographical Information System (GIS) database.

| Task 1 - Brownfield Inventory and Site Prioritization | | |
|--|----------------------------------|---------------------------|
| Activities | Deliverables | To Be Completed By |
| Issue a Request for Proposal (RFP) for an environmental consultant | RFP | October 2019 |
| Review, score, interview, and select a consultant | Scoring summary | November 2020 |
| Complete brownfield inventory and | Inventory and ranking summary of | April 2020 |

| | | |
|-----------------------------|----------------------------------|----------|
| ranking process | sites | |
| Incorporate data into a GIS | Digital data and GIS data layers | May 2020 |

Task 2: Community Involvement

The Project Team will participate on the South Madison Plan and Plan Implementation process (Plan Process - September 2019 to December 2020, Plan Implementation – January 2021 to September 2022) until the end of the Brownfield Project period. Participation will include attending three Community Open Houses and three Community Impact Sessions with the business, nonprofits, and multifamily housing owners. In addition, the Project Team will conduct a community “walk” with area residents and stakeholders to identify key strategic sites for brownfield remediation. Background information and periodic updates will be posted on the project website, distributed through a project specific email account, and in local neighborhood community based newsletters to be jointly coordinated with the planning team. The cost of postage, printing, and advertising will be covered under supplies (\$2,000) for the General Neighborhood meetings.

The Project Director will also send letters to all property owners and area developers in the Target Area announcing the availability of funds to conduct assessments (Deadline: May 2020). Interested participants will be evaluated per the ranking matrix, with preference given to sites with viable redevelopment plans. Economic Development staff will meet individually with property owners and developers to facilitate their participation in the program. All work under this task will be an in-kind contribution by the City, estimated at \$7,560.

| Task 2 – Community Involvement | | |
|--|--|-------------------------------------|
| Activities | Deliverables | To Be Completed By |
| Attend 3 Community Open Houses to provide information, gather input on community concerns, and gather feedback on data and key strategic sites | Agenda, Attendee List, and Meeting Summary | Fall 2019, Winter 2019, Spring 2020 |
| Conduct environmental walk with residents to pinpoint priority locations of interest | Attendee List and Meeting Summary | Fall 2019 |
| Attend and present information about brownfield grant at S Park Street business meeting | Agenda, Attendee List, and Meeting Summary | Fall 2019 |
| Attend and present information about brownfield grant to south side Faith Based and Nonprofit Organizations | Agenda, Attendee List, and Meeting Summary | Fall 2019 |
| Update South Madison Plan Project website with bi-monthly updates of community input and site assessments | City website | September 2019 and ongoing |
| Provide periodic updates for a bi-monthly update circulated to | E-Notification | September 2019 and ongoing |

email subscribers to South
Madison Plan Project

Task 3: Conduct Phase 1 Environmental Site Assessments

The City anticipates conducting at least 3 Petroleum and 5 Hazardous Substance All Appropriate Inquiry Phase 1 Environmental Site Assessments. The assessments will be conducted by the City's consultant using our site prioritization list. To assist the development community, assessments will be conducted as opportunities for purchase or redevelopment become available. The City's Real Estate office will assist with obtaining access agreements. The City's consultant will complete the site eligibility determinations prior to beginning site assessment activities. Eligibility determination requests will be completed and sent to the applicable agency for review and approval prior to spending grant funds (WDNR for petroleum and US EPA for hazardous substances). At the close of each reporting quarter, electronic copies of all Phase I ESA reports completed during the quarter will be forwarded to the EPA Project Officer. With each Phase I report, at least five digital photos of the site or building will be forwarded to the EPA Project Officer. All materials will be forwarded to the Wisconsin Department of Natural Resources (WDNR) to Gena Larson at Gena.Larson@wisconsin.gov.

| Task 3 – Conduct Phase 1 ESAs | | |
|--|---|---------------------------|
| Activities | Deliverables | To Be Completed By |
| Obtain access agreements from property owners | Signed access agreements | Ongoing |
| Prepare Site and Owner Eligibility Determination Request Forms | Completed forms | Ongoing |
| Conduct Phase 1 ESAs | <i>All Appropriate Inquiry</i> ASTM E1527-8 Phase 1 ESA Reports | Ongoing |
| Complete property profile forms in ACRES database | Property profile forms | Ongoing |

Task 4: Conduct Phase 2 ESAs, Site Investigations, and Remedial Planning

The City anticipates conducting Phase 2 ESAs with optional hazardous material assessments on 6 to 8 sites, if recommended by the Phase 1 ESA reports. Prior to conducting any Phase 2 investigative work, a multi-site Quality Assurance Project Plan (QAPP), including individual field sampling and analysis plans, will be prepared by the selected environmental consultant and reviewed for approval by EPA Region 5 staff. Phase 2 ESAs will be conducted to define subsurface conditions at sites where Phase 1 ESAs suggest additional investigation is warranted. Sampling methods (e.g., geoprobe direct push, rotary drill rig, hand augers, backhoe test pits) will be selected based on location of contaminants, site conditions, and type of contaminants. The City will coordinate with the WDNR regarding any necessary NR 700 investigations where contamination is found. At the close of each reporting quarter, electronic copies of all Phase 2 ESA and remedial action reports completed during the quarter will be forwarded to the EPA Project Officer. With each report, at least five digital photos of the site or building will be forwarded to the EPA Project Officer. All materials will be forwarded to the Wisconsin Department of Natural Resources (WDNR) to Gena Larson at Gena.Larson@wisconsin.gov.

| Task 4 – Phase 2 ESAs, Site Investigations, and Remedial Planning | | |
|---|--|---------------------------|
| Activities | Deliverables | To Be Completed By |
| Conduct pre-QAPP call with EPA Region 5 staff | Conference call with consultant and EPA | December 2019 |
| Submit final QAPP to EPA | Final QAPP | March 2020 |
| Prepare Site-Specific Sampling and Analysis Plans for each site | SSAPs | Ongoing |
| Prepare applicable site specific Health and Safety Plans | Health and Safety Plan | Ongoing |
| Conduct Phase 2 ESAs | Phase 2 ESA reports | Ongoing |
| Prepare site investigation work plans and conduct site investigations under NR716 | Work plans and site investigation reports | Ongoing |
| Complete remedial alternatives evaluation and prepare remedial action plans | Remedial action options reports (RAOR) and remedial action plans | Ongoing |
| Input investigation results into ACRES database | Updated ACRES database | Ongoing |

Task 5: Eligible Programmatic Activities

A City staff team composed of representatives from City Engineering, Planning, Real Estate, Economic Development, and the Attorney's office will meet regularly to coordinate assessment grant activities. These meetings will provide part of the City's voluntary match. Progress reports will be submitted on a quarterly basis to the USEPA Region 5 project manager, after updating ACRES. Reports will be submitted electronically unless another arrangement is approved by the USEPA. These reports will document the progress at achieving the project deliverables and provide information as listed in the CA Terms and Conditions. Quarterly reports shall include the following information:

- Requested modifications to the work plan
- Status of activities conducted during reporting period
- Problems encountered and/or assistance needed
- Schedule and budget status including funds expended during prior reporting period

Property profiles will be completed and updated quarterly in the ACRES database for each property where CA funds are expended. City staff will also use funds to attend one or two USEPA brownfield conferences.

| Task 5 – Eligible Programmatic Activities | | |
|--|---|--|
| Activities | Deliverables | To Be Completed By |
| Project Management Reports to EPA | Electronic quarterly reports completed in ACRES, property profile sheets, annual financial status reports | Ongoing with quarterly reports due within 30 days after end of quarter |

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| Attend and report on brownfield conferences | Travel will be reported on quarterly reports | Ongoing |
|---|--|---------|

4.0 PROJECT BUDGET

As stated previously, the City has received notice of \$300,000 in site assessment grants: \$200,000 for hazardous material assessments and \$100,000 for petroleum assessments. A budget for the grant is provided below. All City of Madison staff time used to administer this grant other than as noted below will be considered in-kind match and is *not* included in the table below.

Projected Assessment Grant Budget – Hazardous Substance

| | TASK 1 | TASK 2 | TASK 3 | TASK 4 | TASK 5 | |
|-------------------|--------------------------|-----------------------|--------------|-----------------------------------|--------------------|-----------|
| Budget Categories | Site ID & Prioritization | Community Involvement | Phase 1 ESAs | QAPP, Phase 2 ESAs, SIs, and RAPs | Programmatic Costs | TOTAL |
| Contractual | \$2,070 | \$1,380 | \$25,000 | \$171,550 | -- | \$200,000 |
| Grant Total | \$2,070 | \$1,380 | \$25,000 | \$171,550 | \$0 | \$200,000 |

Projected Assessment Grant Budget – Petroleum

| | TASK 1 | TASK 2 | TASK 3 | TASK 4 | TASK 5 | |
|-------------------|--------------------------|-----------------------|--------------|-----------------------------------|--------------------|-----------|
| Budget Categories | Site ID & Prioritization | Community Involvement | Phase 1 ESAs | QAPP, Phase 2 ESAs, SIs, and RAPs | Programmatic Costs | TOTAL |
| Personnel | | \$2,341 | | | | \$2,341 |
| Fringe Benefits | | \$609 | | | | \$609 |
| Travel | -- | -- | -- | -- | \$4,000 | \$4,000 |
| Supplies | -- | \$3,000 | -- | -- | -- | \$3,000 |
| Contractual | \$2,070 | \$1,380 | \$15,000 | \$71,600 | -- | \$90,050 |
| Grant Total | \$2,070 | \$7,330 | \$15,000 | \$71,600 | \$4000 | \$100,000 |

It is acknowledged by the City that sites to be assessed using USEPA grant funds must meet site-specific eligibility requirements, and will be subject to USEPA approval prior to expenditure of funds. All contracted services will be procured in accordance with the requirements of 40 CFR 31.36. USEPA grant funds will *not* be used for administration costs as defined by Appendix 2 of the proposal guidelines.

Description of Task Categories

The descriptions below for each task apply to both the petroleum and hazardous substances assessment grants, or otherwise as marked.

Task 1: Brownfields Inventory and Site Prioritization – \$2,070 Hazardous Substance and \$2,070 Petroleum

The process for selecting environmental consultants will comply with City of Madison procurement policies, which in turn comply with state and federal policies. This will include the public solicitation of bids, proposal review by a selection team, interviews of candidate firms, consultant selection, and contract negotiation. This process will be conducted as part of in-kind contribution by the City.

The majority of the brownfield inventory and site selection process will also be conducted using City staff match. In-kind staff time includes compilation of environmental data on potential brownfields, ranking of properties by their redevelopment potential, and participation in the South Madison neighborhood planning process to incorporate community values. The City's consultant will be available to assist with guiding staff through this process (36 hours at \$115/hr = \$4,140 total, split \$2,070 hazardous substance and \$2,070 petroleum).

Task 2: Community Involvement - \$1,380 Hazardous Substance and \$7,330 Petroleum

Planning staff will prepare for, attend, and report out on three open houses and three community impact sessions anticipated for the South Madison Plan (assumes 46 hours at \$50.89/hr, plus \$13.23/hr fringe rate = \$2,950 petroleum). All other staff time is considered an *in-kind contribution*. The City's consultant will also participate in the neighborhood planning process to answer technical questions about area brownfields (24 hours at \$115/hr = \$2,760, split \$1,380 hazardous substance and \$1,380 petroleum). Supplies include printing, postage for mailings, door hangers, pocket folders, advertising, facility rental, and translation of materials (Hmong and Spanish) (\$3,000 petroleum).

The City is seeking pre-award authorization to spend grant funds on staff planning hours (a portion of \$2,950 petroleum) and supplies (a portion of \$3,000 petroleum). Major pre-award activities include:

- South Madison Neighborhood Plan Business Open House – tentative date Friday, September 27 (morning), and
- South Madison Neighborhood Plan Nonprofit Open House – tentative date Friday, September 27 (afternoon)

The request for pre-award authorization was made on July 18 and further detailed on July 22. We are awaiting final approval of the request. Once approved, approval will be incorporated into final work plan.

Task 3: Conduct Phase 1 Environmental Sites Assessments - \$25,000 Hazardous Substance and \$15,000 Petroleum

We anticipate conducting at least 3 petroleum and 5 hazardous substance *All Appropriate Inquiry* Phase 1 ESAs at \$5,000 each (\$15,000 petroleum and \$25,000 hazardous substance).

Task 4: Conduct Phase 2 ESAs, Site Investigations, and Remedial Planning - \$171,550 Hazardous Substance and \$71,600 Petroleum

A multi-site QAPP will be prepared by the City's consultant, including field sampling and analysis plans (5 hours at \$115/hr = \$575 petroleum). We anticipate conducting six (6) Phase 2 ESAs and Site Investigations, ranging from \$30,000 to \$40,000 per site. The cost will vary per site, but we will use \$164,875 for 4 hazardous substance sites (\$41,219/site) and \$64,350 for 2 petroleum sites

(\$32,175/site). We also anticipate creating Remedial Action Plans for up to 2 sites for each grant (\$6,675 each).

Task 5: Eligible Programmatic Activities

The only activity covered by the grant under this task will be the attendance of two City of Madison staff at the 2019 National Brownfield Conference OR one staff member at each the 2019 and 2021 conferences.

We estimate the following per person costs:

| | |
|-----------------------------|----------------|
| Airfare and travel | \$750 |
| Per Diem food (4 days) | \$240 |
| Per Diem lodging (4 nights) | \$800 |
| Per person total | \$1,790 |
| <i>2 people</i> | <i>\$3,580</i> |

The remaining \$420 will be used for travel to the WDNR's quarterly Brownfield Study Group meetings. Funds will be used for City car use (\$0.50 a mile) and lunch expenses (\$15 per meal), where applicable, or other miscellaneous travel expenses.