

# Proposal to the United States Environmental Protection Agency for 2004 Brownfields Cleanup Grant

## APPLICANT INFORMATION

Project Title: A Partnership: The United States Environmental Protection Agency and the City of Middletown - Putting Portland Chemical Back to Use

Grant Type: Cleanup Grant – Hazardous Substance

Total Dollar Amount Requested: \$200,000.00

Name of Applicant: City of Middletown, Connecticut

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Location: City of Middletown, Connecticut (Middlesex County)

Population: 46,918

Special Consideration: State of Connecticut designated Enterprise Community

## **THRESHOLD CRITERIA FOR CLEANUP GRANTS**

- A. **Applicant Eligibility:** The City of Middletown is a “General Purpose Unit of Local Government”, or municipality.
- B. **Community Notification:** The City of Middletown notified the community about the cleanup application for the Portland Chemical property in a number of different ways. The City and Department of Planning, Conservation and Development’s website contained postings indicating the application was being prepared and encouraged public participation. The City posted legal ads in the local newspaper. The application was discussed at the October 25<sup>th</sup> meeting of the Harbor Improvement Agency, the October 28<sup>th</sup> meeting of the Urban Forestry Commission, the November 3<sup>rd</sup> meeting of the Inland Wetlands and Watercourses Agency and the October 27<sup>th</sup> Planning and Zoning Commission meeting.
- C. **Letter from the State or Tribal Environmental Authority:** A letter from the Connecticut Department of Environmental Protection (CT DEP) is attached.
- D. **Site Eligibility and Property Ownership Eligibility:**
1.
    - a.) The Portland Chemical Works site is not listed or proposed for listing on the National Priorities List.
    - b.) The Portland Chemical Works site is not subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA.
    - c.) The Portland Chemical Works site is not subject to the jurisdiction, custody, or control of the United States government.
  2. Site Background Information
    - a.) **Site Name:** The Former Portland Chemical Works
    - b.) **Site Address:** 680 Newfield Street (rear), Middletown, CT 06457
    - c.) **Site Contamination:** Hazardous substances, mixed with petroleum
    - d.) **Operational history and current use:** From at least 1839 to 1960, the subject property had been maintained as the vacant rear lot of 680 Newfield Street, which was first developed as a school in 1839. In circa 1950, the school was replaced by a company called Safeway Heat Elements, but the rear subject property was not developed until circa 1960, when the property was occupied by Phillip Brothers Chemicals, a chemical distributor. During the time Phillip Brothers occupied the site, it was developed with a railroad spur off the main railroad, an above-ground chemical tank farm, a drum filling building, and two storage sheds. Primary activities conducted on the rear subject lot consisted of receiving bulk chemicals from railroad tanker cars, storing bulk chemicals in the on-site tank farm, and containerizing chemicals into drums for distribution. The site was subsequently occupied by several other chemical distributors, including the Portland Chemical Works, which maintained the same operations until circa 1992.

The subject property has remained unoccupied since that time, although the site buildings, tank farm, and associated piping were demolished. The remaining site

features include the railroad spur, the railroad loading ramp, building slabs, and demolition debris.

- e.) Environmental concerns: Previously completed site assessments, limited investigations, and limited remedial activities have identified the following environmental concerns on the Site:
- Buried drums containing waste material were discovered and were removed from the site in January 2001. Subsequent investigations indicate that additional buried drums and/or waste is present.
  - In addition to the buried drums, the site had a documented history of discarding drums on-site while occupied by active chemical distributors.
  - A drum-filling building was used to fill 55-gallon drums with the materials stored in the bulk-storage tanks.
  - The drum filling building was equipped with a floor drain that discharged to dry-well type holding tank.
  - A leaching field received the discharge from the chemical manhole.
  - Exterior drum storage areas were located on the west and southwest portions of the site.
  - The railroad spur provided site access to railroad tank-cars that transferred their chemical contents to the on-site tank farm via a loading rack.
  - Two drum storage sheds were located near the terminus of the railroad spur.
  - A loading ramp was located to the south of the railroad spur. Chemicals and materials were transferred to and from railroad cars via this loading ramp.
  - The outfall for the on-site stream presumably discharges drainage from Newfield Street, and may also include discharge from the catch basins, the oil-water separator, and the garage and warehouse drains located on the front lot of 680 Newfield Street.
  - An area of artificial fill is located to the north of the unnamed stream.

3. Property-specific determination: A property-specific determination is not required.

4. How the site became contaminated and the nature and extent of the contamination: While operated as an active chemical distribution facility, the site occupants were registered as a RCRA Generator and RCRA Transporter. CT Dept. of Environmental completed several inspections during the 1980's and early 1990's and had identified discarded drums along the site's northern property boundary and surficial soil contamination associated with releases from the rail car loading rack.

Following the municipal tax foreclosure in 1998, the City hired a contractor to complete site assessment and remediation. The tank farm, loading rack, and site buildings were dismantled and/or demolished. TPH soil contamination requiring remediation was identified in the vicinity of the loading rack. Soil contaminated with hazardous substances were identified in the vicinity of the dry well/holding tank and leach field.

In January 2001, during remediation designed to address limited soil contamination in the vicinity of the dry well/holding tank and leach field, the contractor unearthed buried fiber board drums containing waste material. It is believed that former chemical distribution operations filled low lying areas of the site with off-specification chemicals. The City completed an Emergency Response action to remove the buried drums. A new contractor, HRP Associates, Inc., was hired by the City to help

oversee the response action. HRP subsequently completed a new Phase I site assessment in October 2001 to document the response action.

The City was awarded a Targeted Brownfields Site Assessment Grant by the EPA in 2002. EPA authorized TetraTech NUS to complete a site investigation, which identified the likely presence of additional buried drums not found during the emergency response. TetraTech NUS detected PAHs and metals in soil above CT regulated clean-up standards. PAHs and pesticides were detected in wetland sediments. Vinyl Chloride was detected in groundwater above CT regulated clean-up standards.

The City was awarded a Brownfields Assessment Grant by the EPA in 2003. Investigation designed to further evaluate soil, groundwater, sediment, and surface water contamination is scheduled to be complete by December 2004.

5. Assessments completed to date: Middletown's contractors have completed the following phases of site assessment.

June 1998 – Phase I Environmental Site Assessment, Woodard & Curran, Inc.

August 1998 – Phase II and III Environmental Site Assessment, Woodard & Curran, Inc.

January 2001 – Limited remediation conducted in accordance with Woodard & Curran

August 1998 Remedial Action Plan identifies buried fiberboard drums containing waste. Middletown and CT Dept. of Environmental Protection administered an Emergency Response to remove drums.

October 2001 – Phase I Environmental Site Assessment, HRP Associates, Inc.

September 2002 – Targeted Brownfields Site Assessment, TetraTech NUS

- a.) Remaining assessment: Middletown is currently completing a degree & extent investigation under a Brownfields Program Assessment Grant overseen by a contractor, HRP Associates, Inc. The investigation is designed to provide the data necessary to develop a remediation plan.
- b.) Estimated cost of the remaining assessment: About \$184,000.
- c.) Source of funds for the remaining assessment: Brownfields Program Assessment Grant awarded in 2003.
- d.) Schedule for completing the assessment: Investigative phase of assessment is scheduled for completion by December 2004. Remediation planning is scheduled for completion by February 2005.

6. Ongoing or anticipated environmental enforcement actions: There are no ongoing or anticipated environmental enforcement actions regarding this site. The City has cooperated fully with the State Department of Environmental Protection since the contamination was discovered. The City is working under the Department of Environmental Protections Voluntary Site Investigation/Remediation Program.

7. Site Ownership & Responsibility

- a.) How ownership of the site was obtained: The City of Middletown acquired ownership of the site via a tax foreclosure completed on March 28, 1998.
- b.) All disposal of hazardous substances at the site occurred before Middletown acquired the property.

- c.) All appropriate inquiry – not applicable: Since the City took the property through tax foreclosure it did not perform all appropriate inquiry.
- d.) Uses of the site since Middletown began ownership: The only activities conducted on-site since municipal ownership began are the environmental assessments listed in Item #5, above.
- e.) Potential liability for contamination at the site: All disposal of hazardous substances at the site occurred before Middletown acquired the property. However, following the tax foreclosure the City entered into the CT Dept. of Environmental Protection's Voluntary Remediation Program. As the "Certifying Party" under the Program, the City is technically liable for the completion of remediation in accordance with the CT Remediation Standard Regulations.
- f.) Known parties who may be considered potentially liable for contamination: Portland Chemical Works (the "Company") has been identified by the City as a potentially responsible party (PRP) under the Comprehensive Environmental Response Compensation Liability Act, 42 U.S.C.A. § 9601, et seq., as amended, by virtue of past ownership and operation of the site. The Company owned and operated the site located at 680 Newfield Street, Middletown, Connecticut, from approximately 1959 until 1998. The contamination of hazardous substances discovered at the site all traces to the ownership, operation and activities of Portland Chemical Works. The City of Middletown took title to the property through strict foreclosure of the City's tax lien on or about March 25, 1998, and is, therefore, not a responsible party pursuant to 42 U.S.C.A. § 9601(20)(D). The City has no familial, contractual, corporate or financial relationship with the Company.
- g.) Reasonable steps taken for appropriate care with respect to hazardous substances found at the facility
- Stop any continuing releases: An Emergency Response was completed in January 2001, in which 125-130 fiber drums containing wastes were excavated and placed in over-pack drums for off-site disposal as hazardous waste. Approximately 17 roll-off dumpsters of soil were also removed, in addition to at least 2,000-gallons of groundwater recovered during the excavation activity.
  - Prevent any threatened future release: All buildings and storage units, were removed from the site.
  - Prevent or limit exposure to any previously released hazardous substance: A chain-link fence was installed around the site during the Emergency Response. The fence gate is locked and is accessible only through the adjoining private property, restricting public access. The owner of the private property is aware of the site concerns and is committed to providing the City access in order to investigate and remediate the site.
- h.) Commitment to:
- Comply with land use restrictions and institutional controls: The City will comply with any required land use restrictions or institutional controls recommended in the Remedial Action Plan prepared using previously funded Brownfields assessment grant.
  - Assist and cooperate with those performing the cleanup: The City owns this property and is committed to its redevelopment and reuse in accordance with state, regional and local plans. Primary Steel's proposed plans to remediate, fill and grade to prepare the site for future use have been approved by the

Planning and Zoning Commission, the Inland Wetlands and Watercourses Agency and the Army Corps Of Engineers.

- Provide access to the property: The City will provide full access to the property for all regulators, contractors, and interested parties, provided all proper safety controls are maintained. Jukonski/Mitsubishi Truck Sales and Primary Steel, whose adjoining properties provide the best direct access to the site, have cooperated with all assessment activities in the past and will continue to provide the necessary access to the site during remediation and redevelopment.
  - Comply with all information requests and administrative subpoenas that have or may be issued in connection with the property; and provide all legally required notices: The City will provide comply with all requests and subpoenas for information and provide all legally required notices (e.g., public notice to remediate, as required by CT statutes.)
8. Petroleum Sites: The site is contaminated with hazardous substances (which may be mixed with petroleum constituents).

#### **E. Cleanup Authority and Oversight Structure**

1. The City will participate in the State Department of Environmental Protection's Voluntary Site Investigation and Remediation Program. The licensed environmental professional for the site is HRP Associates. Once the Environmental Protection Agency funding is secured, the City will solicit proposals to implement the Remedial Action Plan. Once a contractor is selected, HRP Associates, the City's Department of Planning, Conservation and Development and the state Department of Environmental Protection will oversee the remediation.
2. The City has worked closely with all abutting property owners. They are aware of the current situation, our assessment activities and the fact that we are pursuing funds to implement the remediation. The proposed redeveloper owns the steel company along the northern property boundary and will provide full access. Additionally, Jukonski Trucks abuts the western property line and has provided full access throughout the entire process and has committed to continue to do so.

#### **F. Cost Share**

The City is committed to getting this site fully remediated. The City has spent over \$400,000 on the emergency response and subsequent environmental studies. This does not include the \$75,000 from the Environmental Protection Agency's Targeted Site Assessment Grant or the \$200,000 from the Environmental Protection Agency's Brownfields Assessment Program.

The City will provide the \$40,000 cost share with funds from its Economic Development Fund. The City appropriates approximately \$50,000 annually to this fund and has approximately \$150,000 from revolving loan funds and rent receipts from other City properties going into the fund annually.

## **RANKING CRITERIA FOR CLEANUP GRANTS**

### **A. Cleanup Grant Budget**

Budget Category	Task 1 Community Involvement	Task 2 Buried Waste and Contaminated Soil Removal	Task 3 Project Management and Reporting	Total
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#### **EPA Project Funding**

Personnel	\$2,000	\$0	\$2,000	\$4,000
Fringe Benefits	\$0	\$0	\$0	\$0
Travel	\$2,500	\$0	\$2,500	\$5,000
Equipment	\$0	\$0	\$0	\$0
Supplies	\$0	\$0	\$0	\$0
Contractual	\$6,000	\$145,000	\$40,000	\$191,000
Other	\$0	\$0	\$0	\$0
<b>Total EPA Funds</b>	<b>\$10,500</b>	<b>\$145,000</b>	<b>\$44,500</b>	<b>\$200,000</b>

#### **Cost Share: Non-EPA Project Funding**

Transportation and Disposal*	\$0	\$40,000	\$0	\$40,000
<b>Total Cost Share</b>	<b>\$0</b>	<b>\$40,000</b>	<b>\$0</b>	<b>\$40,000</b>

Budget Narrative:

#### **Task 1: Community Involvement**

This task includes the creation of a site-specific community relation's plan that addresses the specific community involvement needs of the affected neighborhood. The plan will present details concerning the frequency and methods for informing the community of the project, engaging their interest in the process and obtaining feedback from the community for incorporation into the conduct of the project. A publicly accessible information repository will be prepared to provide a convenient mechanism for dissemination of the project information to the community. Both paper and electronic media will be utilized to maximize the effectiveness of this effort. In addition, timely fact sheets that summarize the overall project and describe the most recent status of the work will be provided to the local residents. Two community meetings will be held to provide the area residents with a better understanding of the nature of the remediation work and to solicit input from the attendees regarding the approach to the remediation of the site. We will specifically solicit input from the affected residents regarding the remedial action alternatives available to clean up the site and protect the public health and environment. All public participation will be documented in the project paperwork and written responses to the public's concern regarding the remediation techniques will be prepared as part of the project record. In addition to responding to the concerns of individuals directly impacted by the remediation of the site, a major component of the community involvement effort will be to proactively engage the various neighborhood

community organizations that represent the local residents into the project planning and organizational process. This communication mechanism assures the maximum leverage of the existing relationships with the local community organizations in involving the greatest number of area residents and securing community buy into the remediation decision-making process.

#### Task 2: Buried Waste and Contaminated Soil Removal

This task includes various planning and project execution efforts to achieve a successful remediation of the site in concert with the communities needs. The initial phase will entail an evaluation of the available cleanup alternatives, including the consideration of technical, financial and aesthetic aspects of the candidate remedial alternatives. These criteria will be analyzed in the context of the results of the public participation process to select the optimum remediation method for the site that achieves the required clean up goals. The performance phase of the project will excavate, remove, transport and properly dispose approximately 2000 tons of buried wastes and associated contaminated soils. Various engineering components of the project will also be performed, including oversight of site remediation activities, documentation of field methods and results, and collection and laboratory analysis of confirmatory environmental samples to evaluate the adequacy of the remedial efforts. The final phase of this task consists of preparing the site for subsequent development via backfilling, site stabilization and maintaining site control.

#### Task 3: Project Management and Reporting

The project management portion of the cleanup of the Portland Chemical site will be performed throughout the duration of the work. The early stages will require the procurement of a number of contracted services, including 1.) Waste and contaminated soil excavation, handling and transportation contractor(s), 2.) Contaminated waste disposal facility, 3.) Analytical laboratory services provider, and 4.) Environmental engineering services provider. These tasks include preparation of requests for proposals, evaluation of proposals, coordination with evaluation committee, selection of contractors and administration of contracts. Subsequent steps in the project will involve the daily management of field activities, documentation of project results, interface with the various stakeholder entities, and preparation of performance reports, financial reports and key measures reports. Additional management activities will be conducted related to coordination with EPA staff, participation in meetings with stakeholder parties, City officials and EPA, coordination of contractor activities, management of funding and payment of contractors.

Multiple project reports will be prepared. A Quality Assurance Project Plan (QAPP) will be prepared to guide the field activities of the various contractors, determine appropriate quality assurance and quality control procedures, ensure the accuracy and validity of analytical sampling results and guarantee the overall quality of the performance of the project. Interim project progress reports will be prepared to document the status of the project and create a vehicle to communicate this information to the various stakeholders, including the public at large. A final project report will also be prepared to document the conduct of the remediation, present confirmatory sampling analytical results, provide the findings and conclusions of the work and certify the adequacy of the remediation to achieve the required remediation goals. Any required administrative controls, including

land use restrictions, development requirements and legal documentation requirements will also be identified in the final project report.

## **B. Community Need**

1. Middletown is, geographically, a relatively large city in Connecticut. Its 42 square miles are characterized by urban, including older industrial areas plagued by environmental contamination, suburban and very rural landscapes. The City of Middletown has a population of 46,918 and is the central city for Middlesex County. As such the city has a disproportionate share of the counties low income population. For this reason Middletown is considered a targeted investment community by the State of Connecticut. The city's poverty rate is 7.5% and its unemployment rate is 4.3%. The city has pockets of very low-income populations in and around its older industrial areas. In these areas it is estimated that the unemployment rate is well over 15%. Absentee landlords, abandoned and contaminated industrial properties, blight and other quality of life issues negatively impact these areas, where low-income residents reside. The subject site is located in an industrial zone along a commercial corridor. The property is located in census tract 5412, population 4,506. Immediately to the south of this census tract and the subject site is census tract 5416, population 1,304. This tract is the city's lowest income census tract with the city's highest unemployment rate, highest poverty rate and largest minority population. Census tract 5416 has a median family income of \$25,571 as compared to a city wide median income of \$60,845. The subject parcel is also within approximately 1000 feet of two (2) city schools, Keigwin (6<sup>th</sup> grade, 355 students) and Woodrow Wilson (7<sup>th</sup> and 8<sup>th</sup> grade, 750 students). The subject site is approximately 2,500 feet from Lawrence Elementary School (grades K-5, 324 students) and 4,000 feet from MacDonough Elementary School (grades K-5, 253 students). The subject site is also within 1000 feet of the new 1,400-student Middletown High School (grades 9-12). Construction on the new high school will begin in the spring of 2005. Additionally, just south of the subject site are two senior citizen complexes with a combined total of 200 units and 416 units of low to moderate-income residential housing units. Clearly the site is in close proximity to low income, minority and sensitive populations. These residents should not have to live near a site with environmental contamination or even perceived environmental contamination.
2. The targeted community will benefit from this grant in that the site cleanup will reduce threats to human health and the environment in the area. Even if there is no direct threat to human health, removing the stigma of a contaminated site along a major commercial corridor and in close proximity to schools, senior housing and low-income neighborhoods will surely benefit the community. The cleanup will facilitate the site's redevelopment into a trans loading facility by converting this blighted site, bringing the property back into the tax base and creating high quality jobs for neighborhood residents.
3. There are a number of Brownfield properties located within the City of Middletown. The city acquired the property, which is the subject of this application by tax foreclosure. The city conducted all site assessments and identified two (2) end users. The front piece was remediated in accordance with the RAP by one of the end users and in the process of remediating the back piece additional drums were uncovered which brought us to the need for this grant. The City funded the

emergency response and a new Phase I study. The City then applied to the Environmental Protection Agency for a Targeted Site Assessment Grant to complete a Phase II study. The City then applied to the Environmental Protection Agency for a Brownfields Assessment Grant. The City was awarded both grants and is in the process of completing the Phase III study and the Remedial Action Plan. There are vacant and disturbed properties in excess of 50 acres (former land fill property, former brick company) surrounding the site and the city believes the revitalization of the Portland Chemical property will stimulate additional development in this targeted growth area, which it will help avoid Greenfield development.

In addition to the subject site, the City has acquired the 184,000 square foot Remington Rand property, located in Middletown's lowest income census tract. The city acquired an 184,000-sq.ft industrial complex, took on its management, completed all environmental investigations and identified a responsible party. This responsible party has now agreed to clean that property to State Department of Environmental Protection standards and is working with the State Department of Environmental Protection on the final Remedial Action Plan.

The city approved an adaptive historic reuse to convert another contaminated mill property into a self-storage facility.

The city acquired another contaminated property across from Super Stop and Shop and along Sumner Brook, conducted the environmental investigations, advertised an RFP, and transferred the property to a developer who cleaned the property, demolished the building and is marketing the site for retail users.

Other Brownfield properties are located on the riverfront and are in a low- to moderate-income census tract. The City of Middletown is undertaking an extensive 85-acre riverfront redevelopment project. These properties have been investigated using funds from EPA's Brownfields Assessment Demonstration Pilot program and are all in need of redevelopment and reuse, which is complicated by the presence of contamination. The city applied for and received an EPA Brownfields Demonstration Pilot in 1999 to study contaminated properties along our waterfront. TRC Environmental conducted several Phase 1, 2 and 3 studies and the city conducted a waterfront planning charrette with over 100 members of the public. The city hired a renowned waterfront architect to devise conceptual renderings in accordance with the public's vision for their waterfront. An RFQ was advertised in Urban Land Magazine and the result was responses from six (6) very large developers interested in cleaning up and redeveloping our industrial waterfront. This project is anticipated to cost approximately \$200-\$300 million. The city has awarded designated developer status to Faison Enterprises from Charlotte, North Carolina a commercial developer with over \$2 billion in assets.

Middletown has taken its brownfields which were being ignored because of the specter of contamination and with the Environmental Protection Agency's help has created areas with tremendous development potential.

### **C. Sustainable Reuse of Brownfields**

1. Prevent pollution and reduce resource consumption: The City of Middletown's vision for the sustainable re-use of brownfields and preventing the creation of future

brownfields is a holistic approach based on “smart growth” principals. The City has over 42 square miles of land area characterized by urban, suburban and rural landscapes. It is the City’s official policy to promote a more compact pattern of development.

The city through its Plan of Conservation and Development has implemented a sewer avoidance “urban growth boundary” policy and at the same time a policy of urban revitalization and brownfields redevelopment.

Over the past 10 years the city has acquired over 1,000 acres of open space in the more rural parts of town and in November of 2002 city voters approved a \$3 million open space bond so as to purchase additional open space.

In more urban areas the city has aggressively revitalized its downtown. Middletown’s downtown is thriving and now includes over 40 restaurants, a new 12-screen theater and a new 100-room hotel at the former Armory site, which also had environmental contamination. Surrounding neighborhoods are being revitalized with state and local home ownership and rehabilitation programs and the city’s new “Village District” between the downtown and Wesleyan University is attracting significant reinvestment.

These “smart growth principles” will encourage a more compact pattern of development and will reduce development pressure on outlying greenfields.

The redevelopment of the subject site will utilize the available rail spur to create a trans loading facility. This facility will help reduce this regions dependence on truck traffic. The Remedial Action Plan will identify state of the art water management techniques to ensure that storm water runoff is clean before entering the Mattabassett and eventually the Connecticut River.

2. Promote economic benefits: To date the City has spent in excess of \$400,000 on this property. As of this date, the property sits dormant, fenced off and placarded. The property is an eyesore for the entire area. The city was awarded a \$200,000 assessment grant to fully evaluate the site and develop a remedial action plan. If awarded this grant, the City of Middletown would retain the services of a licensed environmental professional and a contractor to undertake a full cleanup of the site. While environmental consultants and engineers and the contractors will benefit directly, small businesses in the project area will also benefit from the project. Workers spending money in local businesses around the project site will add dollars to the economy in the area. The extensive cleanup of the site and construction of the proposed trans-loading facility would provide work for local contractors in the short term. Primary Steel is a major taxpayer in Middletown and an increase in permanent jobs at Primary Steel is anticipated. The site contains a rail spur, which will be reactivated to create a trans-loading facility for steel and other construction materials. This would prove critical to future economic development of this area because this is the only industrial area in the City with rail access. The increased use of the rail will attract additional companies in need of rail service. The Providence Worcester Railroad is aware of these plans and is anxious to have expanded rail operation in this area.

3. Promote a vibrant community: The subject site is located in an industrial/commercial zone. There are a number of uses within the Connecticut Route 3 corridor. This grant will help relieve development pressure on other areas and will promote rail dependent industrial uses in this area. As the area redevelops a number of jobs will be created and the surrounding neighborhoods will benefit.
4. Reuse existing infrastructure: The City of Middletown has identified this site as an area of intensive industrial and commercial development because of its existing infrastructure. The area is zoned Newfield Planned Commercial which allows a number of commercial and industrial uses. The State Plan of Conservation and Development and the Regional Plan identify this area as a Growth Area and an industrial area respectfully because the infrastructure is already in place. Water, sewer, gas, electric, phone, a major state highway, a railroad line and a public transit line all enter or service the site. The site is located on State Route 3 (Newfield Street). This arterial roadway carries a significant volume of traffic in excess of 30,000 vehicles per day. The adjacent steel company, Primary Steel has expressed strong interest in acquiring and redeveloping the site and estimates an investment in excess of \$200,000 to implement its redevelopment plans. Primary Steel plans to construct a trans loading facility to take full advantage of the adjacent rail line and the existing rail spur on the property. Primary Steel had a contractual arrangement to purchase the site and perform the redevelopment, but this plan was derailed due to the emergency response drum removal activities in January 2001.
5. Promote transportation choices: CT Route 3 is a major traffic route from the downtown and Wesleyan University area to the north end of Middletown. It connects with State Highway 9 and Interstate 91, both of which provide access to Interstate 95. In terms of public transportation, Middletown Area Transit (MAT) operates a bus route along Route 3, and a connection service to the greater Hartford area is available at the northern terminus of the bus route that serves the Site. Future employees at the subject site could access the site from other neighborhoods and surrounding cities using the Middletown Area Transit line, which, runs down CT Route 3.

The City is in the process of implementing a citywide bike path plan. The existing and proposed bike network connects large residential areas to major employment centers and runs in close proximity to the site.

6. Prevent future Brownfields: By containing urban sprawl, revitalizing our urban core and our aging suburban strips, the City of Middletown is promoting smart growth, developing a market for the re-use of brownfields. The reuse of these brownfields is preventing the development of "green fields" and the creation of future brownfields. Thanks to the efforts of the Environmental Protection Agency and our State Department of Environmental Protection we are confident that no new brownfields will be created in the City of Middletown.

#### **D. Creation and/or Preservation of Greenspace/Open Space or Nonprofit Purpose**

By promoting smart growth and a more compact pattern of redevelopment the City will reduce the development pressure on existing greenfields. By redeveloping this property in a responsible manner using the rail line to its fullest extent this site and the surrounding properties will become very attractive for redevelopment. This highly

urbanized site is in the midst of an industrial area that will allow the Primary Steel Company to expand where it is instead of moving into more rural and/or Greenfield areas. As we have seen at the Environmental Protection Agency's Brownfields Conferences, the redevelopment of highly urbanized brownfields helps shift development pressure away from greenfields.

**E. Community Involvement**

1. Plan for involving the targeted community: The City is taking an active role in getting the local community involved with this proposal. The Department of Planning, Conservation, and Development implemented a plan to use existing land use commission meetings to inform the public and to encourage public participation. Agendas and legal notices advertised that this grant proposal would be discussed and was available for review. The same was also posted on the city's web page along with the preliminary application. The City presented its plans to apply for Environmental Protection Agency funding at the Planning and Zoning meeting held on October 27, 2004. A draft of this proposal was prepared for public review and was made available at the City's Harbor Improvement meeting held on October 25, 2004, the Conservation Commission meeting held on November 11, 2004, the Inland Wetlands and Watercourses Agency meeting on November 3, 2004 and the Economic Development Committee on November 8, 2004. At these meetings, the City handed out a fact sheet, which provided background on the Site and the EPA Brownfield grant program.

In addition to using the above public forums, the City addressed the following targeted groups and local businesses that it believed would have a direct interest in the project and future redevelopment. Specifically, employees from the Department of Planning, Conservation & Development distributed over 120 fact sheets to all the businesses and residential properties within a ½ mile of the site. Employees have also discussed the proposal with several residents and businesses listed below:

Ocean Nails	ABCO Welding Supply	Elante Hair & Skin
Jessica's Color Room	Marilu's Pizza	R+M Carpet Sales
Hair Zone	Middletown Toyota	HOME Entertainment Service
All About You	Emanuel's Hair & Skin Care	Melilli Bakery
Opalacz Agency	Jukonski Sales	DVI Strategic Partner Group
Dr. Peter Nelson, DDS	Porcelain Spec Dental Lab	Noreen's Nail & Hair
Middletown Massage Therapy	EDS Information Services LLC	Town & Country
Primary Steel	Beltone	Children's Neurology
Connecticut Casualty	Crossroads Behavioral Health	Family Counseling Center
Lindsay Harvey, PhD	Michele Kleiman, MD	Rabis Smith & Associates
Accurate Motor Parts	Jet Lube	International Motorcycle Repair
Joe's Electric	MAACO	Middletown Automotive
Muir Electric	Northeast Taxidermy Studio	Pipa Auto
Wood n' Excellence	Puorro Auto Works	KROL Construction Inc.
Gatehouse & Shoemaker DDS	Glamorous Image	Michael Francis Day Spa & Salon
Better Carpet Cleaners	Mercury Printing	Bio Ionic Hair Straightening
Cromwell Martial Arts		

In addition to these contacts, the following groups were notified of the grant application and encouraged to participate.

Local Group	Contact	Telephone
Mattabesset River Stakeholders Group		
Middlesex Community College Brownfields Pilot Training Program	Jim Olsen	(860) 343-5800
Middletown Department of Public Health	Dr. Joseph Havlicek	(860) 344-537
Middletown Chamber of Commerce	Lawrence McHugh	(860) 347-6924
Connecticut River Assembly	John Guskowski	(860) 522-2217
Friends of the River	George Frick	(860) 349-3030
Middletown Office of the Mayor	Domenique S. Thornton	(860) 344-3401
Middletown City Attorney's Office	Trina Solecki	(860) 344-3422
Middletown Department of Finance	Carl Erlacher	(860) 344-3435
Middletown Department of Public Works	William Russo	(860) 344-3407

2. Efforts and/or plans to develop partnerships at the local, state, and/or tribal level with other stakeholders: This entire project has been about partnership, about local government working with State and Federal officials and the public sector working with the private sector to facilitate the clean up of the site and placing the site back on the tax rolls. The City has partnered with Jukonski/Mitsubishi Truck Sales and Primary Steel to ensure cleanup and appropriate end users. The city entered into a purchase and sale with Primary Steel for the rear property. While the emergency response has greatly delayed this transfer, Primary Steel remains interested and the City communicates with them frequently.

Local/State Partnership: During the emergency response, the city worked very closely with the State Department of Environmental Protection. Relationships and partnerships have developed. The State was extremely impressed with the handling of the emergency response and continues to work with the City to facilitate the voluntary cleanup. The city also has a very strong and positive relationship with the State Department of Economic and Community Development.

Local/Federal Partnership: After funding the emergency response and a detailed Phase I study, the City applied for and received two site assessment grants from the Environmental Protection Agency for this site one for \$75,000 and the other for \$200,000. This grant established the partnership between the City and the Environmental Protection Agency and we hope to continue this partnership with this application. The city has also partnered with the Environmental Protection Agency to address brownfields along its waterfront. As a Community Development Block Grant entitlement community, the city has a close partnership with the Department of Housing and Urban Development and is always looking for creative ways to use Community Development Block Grant funds.

Local/ Quasi-Public Partnership: The Connecticut Development Authority [CDA ([www.cda.state.ct.us](http://www.cda.state.ct.us))] is a quasi, public development corporation, which can issue bonds to fund redevelopment projects. The Connecticut Development Authority has created the Connecticut Brownfields Redevelopment Authority (BRA) to specifically

fund brownfield redevelopment projects. The City has made contact with Cynthia Petruzzello and discussed funding opportunities.

Local/Chamber of Commerce Partnership: The city enjoys a remarkably strong partnership with the Middlesex County Chamber of Commerce. The Middlesex County Chamber is the largest chamber in Connecticut with over 2000 members.

Local/Middlesex Community Technical College Partnership: The City in partnership with the Community College and the Chamber applied for two (2) \$200,000 Environmental Protection Agency Job Training Partnership Grant. This program has been very successful and was profiled in an International City Manager Association publication. We intend to take full advantage of this program by incorporating the subject site and our waterfront sites into the program's curriculum. The City has provided the instructor with the Phase I study and has already conducted one (1) field trip to the site and is planning a field trip to the site in the near future. If successful, the City intends to have our consultant offer internships to students so as to offer real world training.

3. Pans for communicating the progress of your project to citizens: The City will convene a series of Brownfield Workshops to educate and inform the public at critical stages during the remediation process. The purpose of these public involvement efforts is to obtain community buy in of the scope of the project as the remediation moves forward and ultimately create a better investigation and end product that is considerate of all stakeholders' needs." These workshops will provide forums for transmitting information about the remediation process to the public and receiving feedback from all interested stakeholders regarding their views on the direction the project should take and future steps that should be considered.ncluding plans for communicating in languages indigenous to the community or other efforts to reach the targeted community as well as the broader community.
4. Community-based organizations involved in this project:

Community Based Organization	Contact	Telephone	Description
Middlesex County Chamber of Commerce	Lawrence McHugh	(860) 347-6924	A county wide business organization interested in promoting jobs and businesses in the county
Wesleyan University	Joyce Topshe	(860) 685-3757	Nationally renowned University located in Middletown, Connecticut. Wesleyan and the City work closely on a number of research and development projects locally
Middlesex Community College	Wilfredo Nieves	(860) 343-5800	Middlesex Community College hosts the Brownfields Training Program
North End Action Team	Lydia Brewster	(860) 346-4845	Grassroots community organizing group which works with residents of Middletown's North End Neighborhood

## **F. Reduction of Threats to Human Health and the Environment**

1. Identification and/or reduction of threats to human health and the environment: Awarded funds will be applied to removal or mitigation of contamination identified during the course of previous investigations including those conducted with historical US EPA assessment grant funds for the site. Cleanup will be conducted to the standards of the CT Department Of Environmental Protection's Remediation Standard Regulation, which provides bright-line compliance criteria for hazardous substances as they relate to human health and environmental protection. Typically, these numerical clean-up criteria have been calculated using standard risk calculations based on various exposure scenarios to establish benchmark criteria for a  $1 \times 10^6$  lifetime cancer risk or appropriately protective values for acutely toxic substances. The Remediation Standard Regulation also provides specific means and methods for the use of institutional controls and provides mechanisms for ensuring long term remedial performance including financial assurance. The Remediation Standard Regulations have previously been used on the site as benchmark decision criteria pursuant to the provisions of a site specific Quality Assurance Project Plan that was reviewed and approved by US EPA. Region I USA EPA has also approved the use of the Remedial Standard Regulation at RCRA Corrective Action sites in CT as part of the CT Department of Environmental Protection's authorization to implement RCRA Corrective Action in CT.
2. State environmental authority and/or local public health department involvement: Having enrolled in the state's Voluntary Remediation Program, the site is also subject to the CT Department Of Environmental Protection's Transfer Act, which mandates investigation and remediation to the requirements of the Remediation Standard Regulation. In support of this requirement a caseworker (Mary Jane Dapkus) is consulted regularly regarding site issues subject to state jurisdiction and is copied on all correspondence with US EPA, including this application. As previously noted, the site will be remediated to the standards of the Remediation Standard Regulation, which remediation will be subject to review and approval by the CT Department of Environmental Protection.
3. The proposed cleanup plan and estimated costs: The cleanup plan entails the removal and appropriate off site disposal of hot spot contaminated soils coupled with the use of institutional controls. Institutional controls designated for the site include strategic placement of fill and bituminous concrete to render contaminated soils inaccessible in accordance with the Remediation Standard Regulations. The use of institutional controls will also require implementation of an environmental land use restriction, which must be recorded on the property deed to restrict any future residential use of the site and to limit disturbance of inaccessible soils. Costs are presented in the table above. The site will be remediated to the requirements of the Ct Department Of Environmental Protection's Remedial Standard Regulation, which has been specifically designed to be protective of human health and the environment.
4. Ensure the cleanup plan will be protective of human health and the environment: The site will be remediated to the requirements of the CT Department Of Environmental Protection's Remediation Standard Regulation, which is the CT Statute (RCSA 22a-133k) the site is subject to. The Remediation Standard Regulation has been

designed specifically to be protective of human health and the environment and has been used as the bright-line compliance criteria historically and with US EPA approval.

5. Plans for engineering controls: The use of limited institutional controls is contemplated on this site in conformance with the provisions of the Remediation Standard Regulations. As noted, the nature and location of any control must be recorded on the property deed as an environmental land use restriction. The deeded restriction has the effect of a grant of easement in favor of the CT Department Of Environmental Protection and requires that any modification or disturbance of the control be noticed, monitored and approved by the Department. Maintenance and monitoring costs will be the responsibility of the designated developer. It is our expectation that maintenance and monitoring will consist of periodic inspection and incidental repair of pavement and/or concrete surface. If need be, a performance bond could be used to ensure long-term performance of the developer.

#### **G. Leveraging of Additional Resources**

1. Describe the financial needs for each phase of the project (cleanup and redevelopment), if known. For example, cleanup of the property is estimated at \$500,000; redevelopment of the property into an XX-square foot office building is estimated at \$2.5 million.
2. Identify the funds (e.g., general revenues, tax increment financing (TIF), staff time/in-kind) that your agency/organization has committed or will commit to meet the needs described above.
3. Describe all other funding sources: There are a number of possible funding sources to fill any funding gaps. These include but are not limited to federal Community Development Block Grant funds, Connecticut Development Authority Brownfields funding and local general fund monies and economic development funds. Also if necessary the City will look to Primary Steel for a contribution to help fund the clean up and will certainly collect revenue from the eventual sale of the site to Primary Steel.

#### **H. Ability to Manage Grants**

1. Ability to manage this grant: The City of Middletown, the Department of Planning, Conservation and Development and the Department of Finance have a number of seasoned professionals experienced in managing state and federal grants.

If awarded the grant funds the Department of Finance will solicit proposals from qualified firms and ensure all procurement, labor standards and wage rates are adhered to. Once the contract is awarded the Department of Planning, Conservation and Development will conduct a pre construction meeting with the licensed environmental professional, the contractor, neighboring property owners and city staff.

It is our intent to have Brian Robinson from the Department of Planning, Conservation and Development manage this grant. Mr. Robinson has extensive field

experience prior to working for the City of Middletown. Mr. Robinson worked for five (5) years as a hydrogeologist with Fuss and O'Neill, a large environmental and engineering consulting firm. Mr. Robinson performed Phase I, II and III site assessments, supervised field operations including soil excavation activities, underground storage tank removal, soil borings and the installation of monitoring wells.

The Director of Planning, Conservation and Development William Warner has over sixteen (16) years of experience overseeing the implementation of various state and federal grants, including brownfields projects. Most recently Mr. Warner has been the lead City employee in the acquisition, management and remediation of an 184,000 square foot manufacturing facility constructed in 1890.

The Portland Chemical project is part of the state Department of Environmental Protection's Voluntary Site Assessment/Remediation Program. This program uses the services of a state of Connecticut Licensed Environmental Professional (L.E.P.). The Licensed Environmental Professional of record for this site is HRP Associates. HRP has extensive brownfields experience and extensive knowledge of the site having performed the Phase I and currently performing the Phase III and preparing the Remedial Action Plan.

2. History of managing federal funds: The Department of Planning, Conservation and Development has a number of professionals experienced in managing state and federal grants. The City is a Department of Housing and Urban Development (H.U.D.) entitlement community and by virtue of that designation the City receives approximately \$600,000 in Community Development Block Grant funds annually. In addition to the annual entitlement the City manages a Community Development Block Grant revolving fund and a Section 108 loan.

The City of Middletown has also received Brownfields Pilot funding for our waterfront, a Targeted Site Assessment Grant and a Brownfields Assessment Grant for the Portland Chemical site. All quarterly reports are complete and we have been working closely with the Environmental Protection Agency to effectively manage these grants.

The Department of Planning, Conservation and Development also receives a number of state open space and economic development grants.

We have no adverse findings from our OBM Circular A-133 audit or any other federal, state or local audit. We have never been asked to comply with special high-risk terms and conditions.

3. Quarterly progress reports, brownfields reporting measures, and annual financial status reporting for previously awarded cooperative agreement(s): The City of Middletown has submitted all of its quarterly reports, received a no cost extension for its Brownfields Pilot Grant and has not received any adverse reports from the Environmental Protection Agency.

4. Previously awarded cooperative agreement(s):

Year	Grant	Status
1998	Brownfields Demonstration Pilot Program	\$200,000 grant award with \$62,545.35 of remaining unencumbered funds. No cost extension granted to March 30, 2005. A Request for Proposals (R.F.P.) is currently out in order to expend remaining funds on other sites within the waterfront area and the City's north end.
2002	Targeted Site Assessment Grant	\$75,000 grant award was administered directly through the Environmental Protection Agency with an Environmental Protection Agency contractor.
2003	Brownfields Assessment Grant - Portland Chemical Property	\$200,000 grant award with \$60,629.66 of remaining unencumbered funds. A contract has been awarded for preparation of Phase III study and a Remedial Action Plan. All quarterly reports are current.

5. Significant accomplishments from previously awarded cooperative agreement(s):

The City of Middletown has benefited greatly from the Environmental Protection Agency's vision and funding to clean up brownfields.

1998 - Brownfields Demonstration Pilot Program- South Cove Redevelopment Area

The South Cove is an 85-acre waterfront redevelopment project with some classic brownfields. The work done under the Pilot Grant was extremely helpful to us when discussing our South Cove project with a number of very large developers. As part of this grant the City performed Phase I Phase II and Phase III studies and an ecological impact study of Sumner Brook, a tributary of the Connecticut River. The City advertised its Request for Qualifications (RFQ) in Urban Land Magazine and received proposals from six (6) very large developers. All developers reviewed the environmental data collected and many commented on how nice it was to have some "answers" to environmental questions before getting fully involved. The City selected Faison Enterprises from Charlotte, North Carolina as the designated developer. Faison is now working to implement this redevelopment plan, which is estimated to be between \$200-300 million. Primary contact at Faison is Howard Beil. Phone: (240) 497-0520 Website: <http://www.faison.com/index.html>

2003 - Brownfields Assessment Grant-Portland Chemical Property

The City is in the process of performing a Phase III study and Remedial Action Plan for the property. This grant allows us to be prepared to apply for this clean up grant. This scenario is exactly what we think the Environmental Protection Agency envisioned when they created the assessment grants followed by the clean up grants. After sitting dormant for over ten (10) years, we now have an end user identified and ready to step in and put the property back in use. The property will be back on the tax rolls and high quality jobs will be created. If awarded this grant, this property will be back in use in the very near future.