

## “From brownfields to the greens”

In Hammond, Indiana, the plan was to convert the abandoned slagheap into a golf course. The concept was initially featured at a Brownfields Summit jointly sponsored by the U.S. Conference of Mayors and the Federal Home Loan Banks in 1998. Certainly, to many it was difficult to imagine the transformation of slag heaps into the lush fairways of a golf course, but seeing is definitely believing as the City enters the final stages of the course’s completion, which is among the many “improvements” that the City has witnessed over the years.

Hammond: a city moving on a rising tide of redevelopment, the confluence of years of hard work, aggressive planning, and the determination of its Mayor. Over the past decade, the City has been remediating environmental problems and generally improving its image. In 1999, the U.S. Environmental Protection Agency awarded the city of Hammond with a \$200,000 brownfields pilot assessment grant for sites near George Lake, including the Hammond Youth Golf Course and adult golf course. The grants are part of an U.S. EPA pilot project aimed at creating models for the redevelopment of former industrial sites



*“This photo represents the driving range and youth golf course covering approximately 38 acres of the 100-acre Bairstow slag site. The remaining 62 acres will be developed into an adult golf course.”*

that have possible contamination. Hammond celebrated the groundbreaking for the youth course in mid December 1998 and opened the course in August 1999. The adult course is expected to be complete by the Spring of 2000. High school golf coaches were eager to begin using the new course, and the United States Golf Association has expressed a strong interest in supporting the project. Planning includes creation of an endowment that will perpetually fund the youth programs. Another resource planned for the

course is a partnership with the Audubon program, which has benefits for the environmental projects that have tremendous potential for both students and the course. Many believe that the possibilities and resources for partnering on this project are virtually limitless.

The proposed two-year \$6.2 million project will reclaim the 110-acre Bairstow property located on the northeast corner of 129<sup>th</sup> Street and Calumet Avenue in Robertsdale.

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## Current Activities

# Resource Guide now available

After much anticipation, the Indiana Brownfields Redevelopment Resource Guide was made available to the public in December 1999 in a hard copy version and an online version at the IDEM Brownfields Program home page. The Resource Guide was developed through the Indiana Inter-agency Brownfields Task Force. The Guide is intended as a primer for local governments, not for profit organizations, and private entities to use as they begin their brownfield projects. It is divided into two main sections. The first is a basic approach to brownfields redevelopment and is divided into three parts: planning, remediation, and redevelopment. Each part outlines the basic issues involved in the brownfields redevelopment process. The second section is a compilation of all the potential available resources for a brownfields project. These resources consist of grant, loan, and assessment programs available through the Task Force member agencies. The Guide is free of charge. For a hard copy, please contact Kyle Hendrix or Tracy Concannon via telephone or e-mail; or if you have internet access, you can download a copy from the IDEM Brownfields Program home page at:  
[www.state.in.us/idem/olq/brownfields](http://www.state.in.us/idem/olq/brownfields).

*Mark Your Calendars!*

**National Brownfields Conference  
Brownfields 2000**

October 11-13, 2000  
Atlantic City Convention Center  
Atlantic City, New Jersey

## Issues

# Brownfields and RISC— program and policy unite



One of the hottest issues surrounding the discussion of IDEM's proposed Risk Integrated System of Closure policy for existing cleanup programs is how it will affect brownfields. Some fear that the requirements identified in RISC will discourage prospective developers from pursuing redevelopment of contaminated properties. However, it is important to understand that RISC is not just about risk-based remedy alternatives, but attempts to offer a unifying standard for closure at any site under any program. Standards of site screening, investigation, cleanup and closure can be fairly and consistently applied by a "mom and pop gas station" as well as by giant manufacturing facilities. Such sites being proposed for redevelopment must still meet the same standards to be protective of human health and the environment.

Although the Brownfields Program is primarily a redevelopment program and not a regulated remediation program, it does provide different forms of "closure" like the Comfort and Site Status letters. The Brownfields Program may facilitate the cleanup of a brownfield site through IDEM's Voluntary Remediation Program or Immediate Removals program, two important avenues for brownfield sites where cleanup activities are necessary. As such, the Brownfields Program intends to follow RISC procedures for conducting its environmental assessments, which should facilitate a site's entry into VRP if desired.

The option of implementing RISC procedures will also be given to applicants applying for grants and loans through the State Brownfields Grant and Loan Program. Again using the RISC sampling procedures for conducting environmental assessments will aid in transferring a site into VRP. The Brownfields Program reviews remediation reports from sites that have received loans through the State Brownfields Grant and Loan Program or the federal Brownfields Cleanup Revolving Loan Fund. Currently, the Brownfields Program compares the sample analyses in reports, either completed by staff or received from private environmental consultants, to the Tier II tables in the VRP Resource Guide. However, when RISC is finally implemented, the Brownfields Program will utilize the new tables in the RISC Technical Resource Guidance Document.

The benefits of the Brownfields Program implementing RISC include the establishment of consistent screening and/or characterization techniques and streamlined hand-off procedures to an IDEM remediation program. The adoption of the RISC approach toward environmental closure will aid staff in the development of standard operating procedures, provide consistent responses from the public, and will virtually eliminate "program shopping" for facilities looking for a break in requirements. Also, the level of comfort afforded to participants in the Brownfields Program will increase as every project will be held to a minimum standard, that being RISC default.

## Community Initiatives

# Environmental justice

The term Environmental Justice (EJ) has been seen and used quite frequently in the past few years to describe a variety of environmental conditions and situations. Definitions abound to describe this term, but it is unlikely that any one can fully describe what EJ means to different people. Essentially, EJ means that all people should be treated fairly as it pertains to environmental laws without discrimination or exclusion based on race, ethnicity, culture, educational or economic status.

In 1992, the U.S. Environmental Protection Agency (EPA) created the Office of Environmental Justice to address the environmental problems and concerns that were faced by people in minority groups and/or low income populations.

Recently, the Indiana Department of Environmental

Management made a commitment to work directly, and in partnership with affected predominantly low income & minority communities and other stakeholders to develop an EJ strategy. The strategy seeks to ensure that no segment of Indiana citizens, because of its social or economic makeup, bears a disparate proportion of the risks and consequences of environmental pollution. This strategy would emphasize inclusiveness, enhanced public participation opportunities, and IDEM awareness and sensitivity in all environmental decision making. IDEM applied for and received a grant from EPA in excess of \$140,000 to develop an EJ strategy. IDEM's main goal is to develop a Strategic Plan which will both ensure that the department's environmental decision making complies with Title VI of the Civil Rights Act of 1964 and integrate EJ goals into the department's policies, programs and activities.

# Brownfields Reports

*Brownfields Redevelopment A Guidebook for Local Governments and Communities* by the Northeast-Midwest Institute and the International City/County Management Association.

*Coming Clean for Economic Development* by the Northeast-Midwest Institute. Describes innovative state "voluntary cleanup programs" and features in-depth case studies of projects that have worked.

*Lessons from the Field* by the Northeast-Midwest Institute. Profiles 20 brownfield projects across the country; identifies innovative financing strategies, regulatory mechanisms, institutional arrangements, cost-effective technologies and public-private partnerships.

*Environmental Insurance for Brownfields Redevelopment: A Feasibility Study* Explores whether a new tool, environmental insurance, can help stimulate the redevelopment of urban brownfields.

*Zweig Market Intelligence Focus: Brownfields Outlook for A/E/P & Environmental Consulting Firms* by Zweig White (1999).

*Risk-Based Corrective Action and Brownfields Restorations: Proceedings of Sessions of Geo-Congress 98: October 18-21, 1998, Boston, Massachusetts; (1998).* Updated 1/27/00

**Q:** Who is responsible for a leaking Underground Storage Tank (UST) on my property?

**A:** The answer depends on whether the UST was used for petroleum or other substances, when the tank was in operation, and who the current owner is. Typically, the current owner and operator is/are responsible for the remediation of a leaking UST. However, if the UST has not been used since November 8, 1984, the person who owned the tank immediately before the discontinuation of the use of the tank is liable under leaking UST laws. One exception is for persons who hold title to the UST to protect a security interest, such as lenders. Other liability may exist for leaking USTs, such as liability for hazardous substances if the tank was not used solely for petroleum, and liability for common law nuisance, trespass, and worker exposure.

Mark Your Calendars!

Application Deadline for  
**Indiana Brownfields Assessment Grants 2000**

August 13, 2000

# Commonly used terms in the Brownfields Program

The following terms are commonly used when assessing brownfield sites. This list is by no means inclusive; any suggestions for other terms are welcome.

## ASTM

*American Society for Testing and Materials; sets the standards for many areas, including testing and sampling (e.g., for Phase I and Phase II Environmental Site Assessments).*

## Comfort Letter

*A letter issued by the Brownfields Program when a site complies with the program's requirements, which typically states that past action will not be held against the potential purchaser or current owner or any of its public and private partners, provided neither have contributed to the contamination.*

## Detection Limit

*The lowest concentration of a chemical that can be reliably reported to be larger than zero concentration.*

## Due diligence

*The process of evaluating the environmental conditions of a parcel of land, usually in connection with a real estate transaction.*

## Enterprise Zone

*An area designated by the city and certified by the state to receive various tax incentives and other benefits to stimulate economic activity and revitalize neighborhoods.*

## Environmental Site Assessment

*The process by which a person or entity seeks to determine if a property is contaminated.*

## Heavy Metals

*Metallic elements with high atomic weights, i.e., mercury, chromium, cadmium, arsenic and lead. They can damage the health of plants and animals at low concentrations and tend to accumulate in the food chain. They can also pose a risk to human health and the environment in low concentrations.*

## Maximum Contaminant Level (MCL)

*The maximum permissible level of a contaminant in water delivered to any user of a public water system. These are enforceable standards implemented through the U.S. Environmental Protection Agency (EPA).*

## No Further Action Letter

*Letters issued only to properties that have or had underground storage tanks. Once remedial work and/or environmental assessment work shows that the contamination levels meet cleanup criteria, a No Further Action (NFA) status can be attained.*

## Site Highlight

*cover story cont.*

The Bairstow property, an abandoned slag fill that has been an environmental concern since the 1930's, is now owned by the county because of tax delinquency. The property is located within an environmentally sensitive area that also encompasses George Lake and several scattered wetlands. The proposal follows the Robertsdale Plan, a land use study conducted in 1993 with local resident input, that called for the Bairstow property to be used for open space activities such as a golf course. In addition to the golf course, the redevelopment plan calls for creation of commercial and industrial areas. A 52-acre outlet mall is projected to attract investment of \$13 million to \$26 million, create between 360 and 720 new jobs, generate up to \$1.6 million in property taxes, and provide \$5 million to \$10 million annual payroll. When all is said and done, the project will serve as a lasting example of how government agencies and the private sector can come together to reclaim land and improve what many in the Robertsdale community believe to be a neighborhood eyesore. The upgraded image and reuse of the land stand to transform the image of Hammond from the grimy industrial wasteland that stood for many years as the view from the toll road into a community that has instant eye appeal. Its import will be felt by homeowners, business owners, tourists, and last, but not least, golfers!

## Brownfields Program Score Card



33  
Comfort and Sites  
Status letters issued\*



24  
Assessments  
completed



63  
Grants  
awarded



6  
Loans  
approved

\*IDEM's Brownfields Program no longer issues No Further Action letters. Site Status letters have been developed to answer environmental site status questions.

## In Brief

### **Project XL - Urban Redevelopment Initiative**

On September 7, 1999, the U.S. Environmental Protection Agency (EPA) signed an unprecedented agreement with Jacoby Development, Inc. for an urban revitalization development at the former Atlantic Steel site in downtown Atlanta, Georgia. This project is expected to help reduce future problems associated with both urban sprawl and air pollution. This is the first major urban redevelopment project in the nation to be approved under Project XL (eXcellence and Leadership), part of the Clinton/Gore Administration's Livability Agenda.

"Through today's action, Atlanta will serve as a national model to show how cities can improve themselves by working cooperatively to create a more livable environment for their citizens," said EPA Administrator Carol M. Browner. "By reinventing environmental programs to provide for creative projects like this, the Clinton/Gore Administration is protecting public health and the environment while at the same time promoting economic growth."

Project XL is a national initiative created by President Clinton in 1995 that tests innovative ways of achieving better and more cost-effective public health and environmental protection while promoting economic growth. As of September 1999, fourteen pilot experiments are being implemented while thirty-one project ideas are being developed or negotiated. Stakeholder involvement is a key element in the success of a Project XL pilot. An incentive for communities to participate in this pi-

lot program is the opportunity to build community capacity and infrastructure directed at reaching sustainable environmental and economic goals.

The former steel mill will become a 138-acre mix of residential, shopping and other commercial uses. It is one of the largest urban redevelopment projects in the country. The design and location of the project are expected to reduce growth of auto traffic and curtail regional sprawl.

Bill Campbell, Mayor of the City of Atlanta, said, "The City of Atlanta is delighted to join with the U.S. Environmental Protection Agency and Jacoby Development in support of this important initiative. Smart growth such as this project will represent the standard for future urban development. Atlanta is delighted to be taking a national leadership role in this area."

For more information on Project XL and the Atlanta project, contact the EPA at (202) 260-5754 or visit [www.epa.gov/projectxl/](http://www.epa.gov/projectxl/).

### **Brownfields Books**

#### ***Brownfields : Redeveloping Environmentally Distressed Properties***

by Harold J. Rafson and Robert N. Rafson. Covers all aspects of redeveloping environmentally distressed properties and looks at real estate issues (1999).

#### ***The Brownfields Book***

by Roy F. Weston and Jennifer & Block. A comprehensive guide on the legal and financial tools available to business, government, and community leaders to profitably redevelop Brownfields (1997).

#### ***Brownfields: A Comprehensive Guide to Redeveloping Contaminated Property***

by Todd S. David and Kevin D. Margolis. A resource guide to Brownfields redevelopment, crossing a number of professional disciplines and providing readily available information on emerging state and federal programs (1997).

#### ***Brownfields***

by Charles Bartsch and Elizabeth Collaton. Sponsored by the Northeast-Midwest Institute, this study offers analysis and practical guidance on how Brownfields have been and can be brought back to life (1997).

#### ***Turning Brownfields into Greenbacks: Redeveloping and Financing Environmentally Contaminated Urban Real Estate***

by Robert Simons. A guide for real estate practitioners in the development of brownfields (1998).

#### ***Brownfields Redevelopment: Programs and strategies for rehabilitating contaminated real estate***

by Mark S. Dennison (1998).

#### ***The Re-Use of Contaminated Land: A Handbook of Risk Assessment***

by Tom Cairney. Risk assessment approach discusses reclaiming contaminated land for productive reuse to ensure the public and wider environment are not exposed to unacceptable risks (1995).

#### ***Redeveloping Brownfields: Landscape Architects, Planners and Developers***

by Tom Russ. Discusses the latest techniques in site evaluation, bioremediation and phytoremediation, strategies for government management, wastewater treatment, coordination with other professionals and stakeholders and more. CD-ROM contains state-by-state regulations, compliance checklists and resource databases (1999).



**Brownfields Bulletin** is published quarterly by the Indiana Department of Environmental Management to inform local government officials, business representatives and interest groups about brownfields redevelopment initiatives and success stories from within and beyond the state.

A brownfields site is an industrial or commercial property that is abandoned, inactive or underutilized due to actual or perceived environmental contamination.

IDEM's overall mission is to make Indiana a cleaner, healthier place to live. IDEM's brownfields initiative helps communities remove barriers for sustainable growth.

Comments and ideas are welcome; e-mail IDEM Brownfields Program Chief Dana Reed Wise. To get on the mailing list, call (800) 451-6027, press 0 and ask for ext. 3-1044, or call (317) 233-1044.

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### Who Can Help

**Technical and educational assistance**  
**Indiana Department of Environmental Management**  
*Brownfields Program Staff (listed at right)*  
100 N. Senate Ave., Suite 1101  
P.O. Box 6015  
Indianapolis, IN 46206-6015  
[www.state.in.us/idem/olq/brownfields](http://www.state.in.us/idem/olq/brownfields)

**Financial assistance**  
**Indiana Development Finance Authority**  
Calvin Kelly, Program Manager  
1 N. Capitol, Suite 320  
Indianapolis, IN 46204  
(317) 233-4332  
e-mail: [ckelly@idfa.state.in.us](mailto:ckelly@idfa.state.in.us)  
[www.state.in.us/idfa](http://www.state.in.us/idfa)

**IDEM's toll-free number:** (800) 451-6027, press 0 and ask for a person by name or number, or dial direct.

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