

# COMMUNITY INVOLVEMENT PLAN City of Maquoketa, Iowa

## South Main Redevelopment Site 129, 133, 137, 141 South Main Street

### 1.0 INTRODUCTION

The purpose of the Community Involvement Plan (CIP) is to outline the City of Maquoketa's cleanup options, define associated benefits and limitations associated with each cleanup option, respond to inquiries, and serve as the repository for all information pertaining to cleanup activities. This CIP addresses the concerns of residents affected by the January 2008 fire of 129, 133, 137, and 141 South Main Street. The CRP also outlines how citizens can and have been involved throughout the planning process for this project.

The buildings involved in the fire are located within Maquoketa's historic downtown area. These addresses included private residences and businesses, all of which were housed in buildings that dated to the 1870s. At 2:00 am on January 19, 2008, a fire started in an upstairs apartment. By 4:00 pm the next day, four buildings in downtown Maquoketa collapsed into their basement areas, with many others significantly impacted by water and ice. Because the buildings were built in the late-nineteenth century, asbestos was used and was present in the buildings. The City and the property owners have not had the funds to clean up the site, therefore, it sits in the heart of the downtown as a brownfield site contaminated with asbestos containing materials. The asbestos containing materials are in the rubble from the fire and are not covered, leaving the area open to human exposure.

### 2.0 BACKGROUND

#### 2.1 What is a Brownfield?

According to the US Environmental Protection Agency (EPA), a brownfield is, "a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant." These sites are typically former industrial or commercial properties where improper operations and activities (a.k.a. poor housekeeping) may have resulted in soil, groundwater and/or building contamination. Brownfields often pose not only environmental, but also legal and financial burdens on communities. The South Main Redevelopment Site meets the definition of a brownfield site.

#### 2.2 Site Description and History

##### 2.2.1 Site Location

The South Main Redevelopment Site is located at 129, 133, 137, and 141 South Main Street in the heart of downtown Maquoketa. Topographic Maps, Aerial Photos and Fire Insurance Maps have been attached to this Community Involvement Plan to show the site location and history of the parcels.

### **2.2.2 Site History**

The entirety of the project site was originally deeded to John Goodenow in 1848. Mr. Goodenow divided the property into blocks as recorded in the original plat of the City of Maquoketa, Iowa. The four structures that make up the Redevelopment Site were all built in the late-nineteenth century. The first structure on the site to be built was 141 South Main Street (which formerly occupied two addresses, both 141 and 143 South Main), which was constructed in 1879. Originally referred to as the "J.E. Squires Block," the structure housed primarily dry goods and clothing stores, including its last occupant, Jackson County Home Furnishings. The other two structures, 133 South Main Street (which formerly occupied the addresses of both 133 Main and 135 South Main, and was known as the Morris & Griffin Block building) and 137 South Main Street (which formerly occupied the address of both 137 Main and 139 South Main, and was known as the Job Reynolds Block building) were both built in 1881. The 135 South Main building was first occupied by Morris & Griffin Agricultural Implements, although its primary use over the years was a café or restaurant. At the time of the fire, the occupant was Breitbach Floor Covering. The 137 South Main building was first occupied by Rice and Williams Clothing and Dry Goods, although its primary use was a dry goods and clothing store. At the time of the fire, Jackson County Home Furnishings was occupying this structure as well. The last of the buildings in the South Main Redevelopment Site to be built was 129 South Main, which was built in 1882. It was a shoe and clothing store from 1901 to 1983, when it was turned into Sue's Hallmark, which was the occupant in the 2008 fire.

In June of 2009, the City of Maquoketa purchased all four properties with the purposes of gaining control of the site and cleaning up the hazardous materials.

### **2.2.3 Nature of Threat to Public Health and Environment**

The source of the brownfield contamination is the asbestos containing building materials (mostly used in pipe insulation, roofing materials and flooring tiles) associated with the 129, 133, 137, and 141 South Main buildings which were destroyed by a fire on January 19, 2008. When the buildings collapsed from the fire damage, the remains were left in place, as the neither the city nor property owners had the money to clean up the site.

The nature of the threat to the public health and environment is the potential for airborne asbestos and/or asbestos contaminated surface water runoff to leave the site and impact adjacent properties and occupants. Impacts to groundwater are not a concern based on the insolubility and immobility of asbestos.

The inhalation of asbestos is the primary exposure route of concern. As asbestos fibers get smaller and lighter, they more easily become airborne and human respiratory exposures can result. Fibers will eventually settle but may be re-suspended by air currents or other movements. Ingestion of asbestos is another concern. Direct contact with asbestos is not of concern from the perspective of absorption through the skin. However, by making direct contact with asbestos, a person's skin or clothing can become contaminated with the fibers and act as a transport mechanism from the source area to the home or workplace. The same applies to tools and machinery that come in contact with asbestos. Once transported from the containment area, the fibers can become airborne and ingested or inhaled. All forms of asbestos containing materials are considered a health hazard however the degree of risk will vary depending on the potential for the material to release fibers.

Effects on the lung resulting from inhalation of asbestos fibers are the major asbestos health concern. Chronic inhalation exposure to asbestos can result in a lung disease termed asbestosis which is characterized by shortness of breath and cough. Asbestosis may lead to

severe impairment of respiratory function and ultimately death. Other effects include scarring of tissue surrounding the lungs, pulmonary hypertension, and immunological effects. Inhalation of asbestos fibers can also cause lung cancer and mesothelioma (a rare cancer of the thin membranes lining the abdominal cavity and surrounding internal organs).

#### **2.2.4 Options for Cleanup and Redevelopment of the Property**

There are very few cleanup options available for this site. Asbestos containing building materials were found to be located within the debris piles. As it would be impossible to segregate and remove the asbestos from the rest of the debris, the entire pile will need to be disposed of as asbestos. Although there were several types of asbestos that were in non-friable form prior to the fire and collapse of the buildings, it is assumed that all asbestos containing materials have become friable. Therefore, the main option for cleanup of this site is to remove all of the debris, including walls and basements, and dispose of them as friable asbestos.

Prior to the removal of any of the building materials, a demolition notification form must be completed and submitted to the IDNR. By regulation, an on site supervisor or foreman trained in NESHAPS regulations and capable with the means to comply with them must be present. The material must be adequately wet and disposed of at an approved landfill.

Removal is the only viable option for this site. Leaving the debris pile onsite would be unacceptable to the IDNR and would remain a health threat to the citizens of Maquoketa.

The City of Maquoketa sees this site as an integral part of the downtown commercial area and therefore insists on its redevelopment. Once the site is cleaned up and vacated, the City may combine all properties into one large site and market to a developer for redevelopment and commercial use. The City will encourage a LEED certified development project which will fit into the character of the downtown district. The South Main Redevelopment Site will once again be a part of the fabric of Maquoketa and the fire will add another chapter to the history of the city.

### **3.0 COMMUNITY INVOLVEMENT**

#### **3.1 Community Profile**

Maquoketa is located in east central Iowa and is the county seat of Jackson County. In 2008, Maquoketa had a population of just over 5,900 people. Its agricultural economy is increasing bolstered by light industry. Maquoketa has diverse industrial history with the likes of a woolen mill, a brewery, furniture builder, cigar maker, wagon and pump makers and foundries. More recently, a large distribution center and a manufacturer of hydraulic tractor and auto parts have set up operations in the City's industrial park. The City has been recognized for its outstanding musicians, writers, and artists in each cultural field. It is also home to several mysterious caves and unique land formations within the Maquoketa Caves State Park.

#### **3.2 Chronology of Community Involvement**

The City has been and will be using a combination of monthly progress reports to the City Council, project fact sheets placed throughout the community and direct mailings to downtown businesses to keep the public involved in this project. Additionally, the City will post reports and related information at the City Clerk's office and the Public Library for public review.

The following table is summary of the community involvement events that have occurred as of the date of the January 2008 fire.

DATE/LOCATION	MEETING DESCRIPTION
01/19/08 Downtown	Fire destroyed several buildings in downtown Maquoketa
01/30/08 City Hall	City arranged meeting with owners and State/Federal agencies
02/11/08 City Hall	City arranged meeting between owners and pharmacy developer
02/28/08 City Hall	City met with owners and their insurance agents
09/02/08 City Hall	Council discusses options as to whether to give enforcement of the fire situation to the IDNR or act more cooperatively and apply for brownfield grants
09/18/08 Hurstville IC	City met with IDNR Director and various local elected people
10/15/08 City Hall	Council approves proposal to conduct Phase 1 study of the site
10/23/08 City Hall	City met with owners about applications for brownfield grants
11/03/08 City Hall	Council conducted public hearing / approved EPA grant application
03/02/09 City Hall	Council approves IDED brownfield grant agreement
04/20/09 City Hall	Council considered hiring engineer but delays for grant results
06/25/09 City Att. office	City holds property closing with owners, officially acquires the site
08/17/09 City Hall	Council refers selection of engineer through its Finance Committee
09/21/09 City Hall	Council refers selection of engineer through its Finance Committee
10/07/10 City Hall	City meets with HR Green to discuss set up of bid specs

### 3.3 Key Community Concerns

The main community concern for this project is the health effects related to asbestos. The asbestos containing materials are located within the rubble pile caused by the fire and are not covered leaving the area open to human exposure. When asbestos containing materials are disturbed, microscopic fibers are released. These fibers may become airborne and can travel offsite. If inhaled, they can become permanently lodged in our bodies and pose health threats.

The City will hold regular public meetings to keep the public informed and to answer questions as they come up during the project. In addition, the City will use their website as a means of addressing key community concerns and will have a web page dedicated to the South Main Redeveloping Site project.

### 3.4 Benefit to Community

The cleanup and disposal of the debris pile will eliminate the contamination and potential health hazard to the community. It will also eliminate an eye sore in this commercial area thus enhancing the redevelopment potential to the neighbors. The excavation and elimination of any asbestos contamination will create a shovel ready site for redevelopment.

The redevelopment effort will strengthen the role of downtown revitalization. The importance of this cleanup grant is that it will be used to provide an environmentally sensitive basis for the cleanup of the impaired property. Maquoketa officials place great importance on managing growth and infill development that reuses existing infrastructure. The added benefit of this project is that its goal is to restore a brownfield site that is already served with standard municipal services – paved streets, water utility, storm sewer, sanitary sewer, natural gas, electric service and telecommunications services.

### 3.5 Continued Community Involvement

Future community involvement will include the following:

- ◆ Monthly City Council updates
- ◆ Newspaper and radio notice regarding the proposed cleanup action

- ◆ Maintenance of the administrative record to reflect the status of the cleanup, public comments, response to the public comments and decisions regarding the cleanup
- ◆ Future public meetings regarding redevelopment options for the property
- ◆ Future mailings to the area stakeholders

#### 4.0 PROPOSED PROJECT SCHEDULE

The projected work schedule for this project is as follows:

Task	Projected Completion Date
Information Repository established at City Hall	Complete
Community Involvement Plan to EPA for comment	October 2009
DQO/QAPP submitted to EPA and IDNR	October 2009
Analysis of Brownfield Cleanup Alternatives (ABCA) to EPA	October 2009
City receives comments from EPA on Community Involvement Plan and places on file with Information Repository	November 2009
City receives comments on ABCA from EPA	November 2009
Public comment period on ABCA begins	November 2009
City receives EPA Approval on DQO/QAPP	November 2009
Public comment period on ABCA ends	December 2009
ABCA is finalized to address EPA & public comments	December 2009
City approves Bid Documents (Plans & SPECs)	December 2009
City solicits bids	December 2009
City selects Asbestos Abatement/Demolition Contractor	January 2010
Contractor Implements Response Action	January 2010
City documents compliance with the Plans & SPECs	Throughout Cleanup
Final Cleanup Report is submitted to EPA	June 2010

#### 5.0 CONTACTS AND ADMINISTRATIVE RECORD

##### 5.1 Contacts

The City contact person for this project is:

**Brian Wagner**, City Manager  
 Address: City of Maquoketa  
 201 E Pleasant Street  
 Maquoketa, IA 52060  
 Phone: 563-652-2484  
 Fax: 563-652-2485  
 E-mail: [maqcity@maquoketaia.com](mailto:maqcity@maquoketaia.com)  
 Web: [www.maquoketaia.com](http://www.maquoketaia.com)

The Iowa Department of Natural Resources (IDNR) contact people are:

**Mel Pins**, IDNR Brownfields Coordinator  
 Address: Land Quality & Waste Management Assistance Division  
 Contaminated Sites Section  
 Wallace Building  
 502 East 9<sup>th</sup> Street

Des Moines Iowa 50319-0034  
Phone: 515-281-8489  
Fax: 515-281-8895  
E-mail: Mel.Pins@dnr.state.ia.us  
Web: [www.iowadnr.com/land/consites/brownfields/index.html](http://www.iowadnr.com/land/consites/brownfields/index.html)

**Marion Burnside**, NESHAP Coordinator  
Address: IDNR Compliance Section  
7900 Hickman Ave.  
Urbandale, Iowa 50322  
Phone: 515-281-8443  
Fax: 515-242-5094

The US Environmental Protection Agency (EPA) Region 7 contact person is:

**Deborah Kennedy**, Project Officer  
Address: US EPA Region 7  
901 North 5<sup>th</sup> Street  
Kansas City, Kansas 66101  
Phone: 913-551-7628  
Fax: 913-551-8688  
E-mail: Kennedy.Deborah@epamail.epa.gov  
Web: [www.epa.gov/region07](http://www.epa.gov/region07)

## 5.2 Administrative Record

The Administrative Record is located at the office of the City Manager at City Hall, 201 East Pleasant Street, Maquoketa, Iowa. It can be viewed and requested during normal business hours of 8:30 am to 4:30 pm.

The Administrative Record may include but is not limited to:

- ◆ Phase I Environmental Site Assessment
- ◆ EPA Hazardous Substance Grant Proposal
- ◆ Asbestos Inspection Report of the buildings located at 129-141 South Main Street
- ◆ Asbestos Inspection Report of the building located at 147 South Main Street
- ◆ Community Involvement Plan
- ◆ Data Quality Objective/Quality Assurance Project Plan (DQO/QAPP) Project Plan
- ◆ Analysis of Brownfield Cleanup Alternatives
- ◆ Responses to public comments on the cleanup alternatives and the preferred alternative(s). These responses may be included in the decision memo.
- ◆ A draft and final decision memo from the loan or grant recipient stating the cleanup alternative(s) that has been selected.
- ◆ Bidding Documents (Project Plans & Specifications)
- ◆ Closure Report documenting cleanup procedures
- ◆ Information regarding option for redevelopment of the property after the environmental cleanup, if available.

## **6.0 GLOSSARY**

CIP = Community Involvement Plan

ACM = Asbestos Containing Materials

DQO/QAPP = Data Quality Objective/Quality Assurance Project Plan

ABCA = Analysis of Brownfield Cleanup Alternatives

EPA = Environmental Protection Agency

IDNR = Iowa Department of Natural Resources

LEED = Leadership in Energy and Environmental Design

NESHAPS = National Emission Standards for Hazardous Air Pollutants

## **7.0 ATTACHMENTS**

Topographic Maps

Aerial Photographs

Fire Insurance Maps