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A Preliminary Assessment of Underground Storage Tanks in Youngstown, Ohio

INTRODUCTION

Underground storage tanks (USTs) are tanks and connected piping located underground that have historically contained petroleum or other hazardous substances. (US EPA) When businesses close, owners often do not have the funds to remove these tanks and the result is a brownfield that poses significant risks to the surrounding community. (US EPA, 2001) After decades of population loss, the City of Youngstown possesses a significant number of shuddered gas stations and auto repair shops that still contain USTs. The YNDC has undertaken a preliminary assessment of UST locations throughout the city. Its findings are contained in this report.

DISCUSSION

UST sites present both challenges and opportunities to communities. Cleanup costs per acre can be more expensive than traditional brownfields due to small site size. Also, the scattered nature limits the range of redevelopment potential. However, many sites are located along major corridors and can be used to catalyze community reinvestment. Remediating UST sites protects communities from groundwater contamination and redevelopment can provide new jobs, residents, and tax revenues to struggling neighborhoods. (Smart Growth America, 2012)

PLANNING

Instead of addressing UST sites on a case-by-case basis, area-wide planning and corridor planning are effective strategies for redevelopment. These plans take into account the community context, engage residents and stakeholders, maximize investment, and address the interconnected issues facing struggling communities.

Area-wide plans focus on specific neighborhoods and take into account existing conditions, community needs, and market realities. Strategies are developed to leverage support and funding to achieve specific community goals. Dealing with sites collectively and in their neighborhood context can help improve market conditions to attract investment.

Corridor plans address UST sites along major thoroughfares and may be included in infrastructure projects, such as road or sewer line projects. Corridors can span multiple jurisdictions and can benefit from existing relationships among organizations and municipal agencies. This approach can provide broader funding opportunities. (Smart Growth America, 2012)

Multi-site plans offer several benefits to cities:

- site assessment and cleanup can be more efficient and cost effective when clusters of sites are targeted
- multiple sites can qualify for environmental insurance policies
- site inventories can be used to prioritize remediation, focusing on which have the highest redevelopment potential
- multi-site plans provide developers with information regarding planned public interventions and community intentions, which can encourage investment
- planning processes engage residents and stakeholders who can become leaders of ongoing redevelopment efforts
- multi-site plans can bring new resources to low-priority sites that may not individually qualify for cleanup funds
- funding can be pooled from various sources when plans address larger neighborhood or corridor redevelopment

(Smart Growth America, 2012)

Redeveloping UST sites using area-wide plans is a six-step process:

Step 1: Develop a community vision

Step 2: Identify brownfield sites

Step 3: Assess level of contamination

Step 4: Determine reuse options

Step 5: Evaluate cleanup options

Step 6: Implement a redevelopment plan

(Smart Growth America, 2012)

REGULATIONS

USTs are subject to federal regulations, which can be broadly grouped in three categories:

- Notification requirements Owners of tanks installed on or after May 8, 1986 are required to notify their state regulatory authority of the presence of the tank within thirty days of operation. Tanks taken out of operation before 1974 are not subject to this requirement.
- Financial responsibility requirements Owners of USTs must demonstrate that they have the financial means to cover potential cleanup costs of leaking tanks, as well as compensate any third parties for property damage or injury resulting from leaks.
- Cost recovery requirements Efforts must be made to recover UST site cleanup costs from the responsible site owners or operators if any LUST (Leaking UST) Trust Fund dollars are used.

(Smart Growth America, 2012)

FUNDING (Federal)

EPA's Office of Underground Storage Tanks administers the LUST Trust Fund. Since 1986, LUST funds have been available to cover the direct costs of UST site assessment and cleanup. According to EPA, 90% of LUST Trust Fund dollars are distributed directly to programs run by states and Native American Tribes.

EPA's Office of Brownfields and Land Revitalization administers four types of brownfield grants for assessment, cleanup, establishment of local revolving-loan funds, and environmental job training for residents of brownfields communities. In 2002, amendments to federal law redefined brownfields to include sites contaminated with petroleum products, and created a requirement that 25% of these grants be awarded to petroleum brownfields, including those with USTs.

In 2010, the federal Sustainable Communities Partnership announced the availability of funds to support area-wide planning for brownfield cleanup and community revitalization. EPA selected 23 communities in the first round of pilot grants. Of these communities, ten already knew that they would be dealing with UST sites as well as other hazardous waste sites. Others intended to use part of their grant to conduct inventories of former gas stations. (Smart Growth America, 2012)

FUNDING (STATE)

Ohio's Sustainability Reinvestment Pilot Track for its Clean Ohio Revitalization Fund (CORF) is another model for state support of area-wide planning. Administered by the Ohio Department of Development's (ODOD) Urban Development Division and Ohio Environmental Protection Agency, CORF was approved by Ohio voters in 2000 to fund statewide brownfield cleanup and redevelopment. Last year, Ohio added a new category to the program, the Sustainability Reinvestment Pilot Track, which provides up to \$1.5 million to demolish, conduct environmental cleanup and improve infrastructure on catalytic brownfield sites with the potential to spur area-wide revitalization. With three focus areas – sustainable infrastructure, urban waterfronts, and wind and solar projects called "cleanfields" and "brightfields" – the track will help target transformational sites for a variety of critical reuse strategies.

More recently, ODOD has announced a new Brownfield Action Plan Pilot Program. The initiative is modeled loosely on the U.S. Environmental Protection Agency's Area-Wide Planning Pilot Program launched in 2010, but based on feedback from Ohio communities about their specific needs. As a result of that feedback, ODOD constructed the program so that it would provide two complementary types of assistance: nuts-and-bolts technical assistance about the elements of area-wide planning – from building partnerships and engaging the community, to thinking through long-term financing – as well as seed funding to begin implementation once plans are complete. In addition to being crafted to meet the specific needs of Ohio communities, the program also exemplifies the growing trend of institutionalizing interagency coordination to achieve multi-disciplinary outcomes; the Brownfield Action Plan Pilot Program will combine program income from Ohio's Brownfield Revolving Loan Fund (funded by an award from EPA) with federal Community Development Block Grant funds (received from the US Department of Housing and Urban Development) to target both programs' common goals.

For more information about Clean Ohio Revitalization Fund, visit www.clean.ohio.gov/ BrownfieldRevitalization. Learn more about the Ohio's Brownfield Action Plan PilotProgram at www.development.ohio.gov. (Smart Growth America, 2012)

CASE STUDIES

The Tamiami Trail Petroleum Brownfields Revitalization Initiative in Florida is a good example of corridor planning with cooperative stakeholder engagement. A Florida Scenic Highway that connects Tampa to Miami, the Tamiami Trail passes through big cities, rural towns, and the Everglades. New interstate development has shifted traffic away from the Trail, and abandoned gas stations have become commonplace. The Revitalization Initiative focuses on a 70-mile stretch of the Trail in Sarasota and Manatee counties that is contaminated by more than 500 petroleum brownfield sites and touches many distressed communities. The Revitalization Initiative has successfully incorporated the needs of all the communities along the Trail into a single vision and capitalized on existing community networks and organizing structures along the length of the corridor. When the Initiative launched in 2009, the Sarasota/Manatee Metropolitan Planning Organization (MPO) became an organizing vehicle for community outreach. Revitalization Initiative staff also partnered with local nonprofits, educational institutions and the NAACP to solicit community input and share updates, and participated in monthly meetings with stakeholders to capture as much community feedback as possible throughout the planning process. The Brownfields Revitalization Initiative is still underway. Project staff are currently working to inventory former gas station sites and brownfields along the corridor and bring new partners into the effort. For more information, download the Environmental Law Institute's fact sheet about the Initiative at www.eli.org/pdf/ tamiamitrailfactsheet102709.pdf. (Smart Growth America, 2012)



In 2002, the City of Trenton, NJ initiated an inventory of current and former gas stations within the 7.5 square mile city. The findings revealed nearly 150 former gas stations, almost 60% of which had no compliance history, including no proof of tank registration or Underground Storage Tank (UST) closure documentation. These findings suggest that there may be more unknown USTs in urban areas of the U.S. than there are known USTs, presenting potential current and future environmental and human health threats, in addition to environmental liabilities. Most of these sites are not owned by entities with the financial wherewithal or willingness to address these liabilities. The City of Trenton received a \$200,000 Petroleum Assessment Grant in 2003. In combination with the results of the inventory, the City of Trenton elected to conduct Phase I Site Assessments on eight former gas stations. These eight sites represented, at that time, the eight city-owned former gas stations on which no prior UST removals or cleanup activities had been conducted. The Phase Is were helpful in identifying potential areas of environmental concern and, more critically, the ownership and operational history of these sites. Unfortunately, as a result of the findings of the Phase Is, three of the eight sites were deemed ineligible for EPA funding due to the City's method of acquisition of those sites. A fourth site was deemed temporarily ineligible because a major petroleum company owned the site from the 1930s to 1950s. Petroleum Assessment grant funds were expended for site investigations on the remaining four sites, with the results indicating varying additional needs including UST closure (1 site), additional investigation (2 sites), and engineering and institutional controls (1 site). The environmental condition of the four sites deemed ineligible remains unknown. The City of Trenton is currently implementing addition investigations utilizing a second Petroleum Assessment grant awarded in 2007. (NALGEP, 2008)

Sherman Perk, a successful independent coffee shop developed on an oddly sized, triangular shaped petroleum brownfield site, is located in the Sherman Park area, one of Milwaukee's most diverse neighborhoods. The building, which was renovated into the coffee shop, was built in 1939 and operated as a gas station by two generations of the same family for 50 years until the last family member retired and sold the property in 1989. Unfortunately, subsequent owners let the site sit vacant for the following ten years, and it slipped into tax delinquency and was boarded up.

In the mid-1990s, a local community group, Grasslyn Manor, launched the process to register the gas station with the City of Milwaukee's list of Historic Properties. The building was one of the few remaining unaltered examples of a Streamlined Moderne architectural-style gas station in the Midwest, a feature which the group felt could give it a unique commercial advantage. Grasslyn Manor tried to acquire the property with the intent of converting it into a coffee shop - and even came up with the name "Sherman Perk" that would survive their efforts - but the group was unsuccessful. But it had laid the foundation, and identified a market, for this type of revitalization.

In spring of 2000, Bob Olin, current owner of the site, developed an interest in the property primarily because of its historic value. But the site had serious problems. The City of Milwaukee had ordered the gas station building demolished because of the hazard it posed, the structure was seriously deteriorated, and the site was contaminated due to fuel leakage over the years. In addition, the site also bore a significant financial burden which had discouraged any developer from coming forward - the property was nine years tax delinquent.

But Olin persevered, and in mid-May, 2000, he and ended a meeting of the Sherman Park Historic Preservation Council to express his interest in reviving the idea of developing a coffee shop at the site. Olin was aided in his effort by a new Wisconsin state law, in fact promoted by Milwaukee officials, designed to encourage reuse of tax delinquent, contaminated properties by linking cleanup and reuse to tax foreclosures, assigned tax liens, and a tax forgiveness process. This statute became the tool that facilitated the saving of the gas station, and the coffee shop project was the pilot case under this new law.

In the case of Sherman Perk, the parties to the tax foreclosure included the City of Milwaukee and the Wisconsin Department of Natural Resources. The City's role was to commence with the tax foreclosure and then place the property in the hands of a developer (in this case, Mr. Olin) who would do what was needed to get the property back into tax-paying status. DNR's role was to oversee the environmental remediation of the property, which it did through the state voluntary cleanup program. Aller five months of effort, the statute was applied and the petroleum contaminated Sherman Perk site was transferred to Mr. Olin for cleanup and redevelopment.

As a small, community-based developer, Olin faced critical financial hurdles in geling his project underway. He worked with a variety of public agency partners to structure a package of financial incentives that made Sherman Perk a reality. The City and County of Milwaukee provided \$30,000 in grants to help cover the costs of site cleanup, including removal of underground storage tanks, and the Wisconsin Department of Commerce awarded \$100,000 through its brownfield revitalization program to help finance redevelopment. A key component of the "financing" proved to be the hundreds of hours of sweat equity provided by friends and neighborhood groups, who clearly wanted this project to succeed in their community.

The grand opening of Sherman Perk took place on August 20, 2001, and the coffee shop has become a thriving neighborhood anchor. Olin recently received confirmation from the National Park Service that the restoration met standards for historic preservation, and soon the property will be listed in the National Register of Historic Landmarks. Sherman Perk has also received a Mayor's Design Award in 2002.

In 2003, Sherman Perk's owner paid the greatest tribute possible to the opportunities and process of converting an abandoned petroleum brownfield site - he did it again! Bob Olin recently opened a second coffee shop at an old gas station site in the historic Kletzsch Park neighborhood in Glendale, Wisconsin (not surprisingly called Kletzsch Perk), and is looking for two more similar sites for additional outlets.

(Northeast-Midwest Institute, 2003)



The City of East Palo Alto, California is a small, vibrant community of approximately 30,000 that is overcoming significant obstacles to revitalization. While not enjoying the economic prosperity of its neighboring communities in Silicon Valley, the City has a proven track record of revitalization success and a solid vision for expanding upon that success.

Formerly known as the "Murder Capital of the U.S.," East Palo Alto has the highest levels of unemployment and poverty and lowest median income in San Mateo County. A major stumbling block to overcoming these problems is the brownfields contamination that impacts a substantial portion of the City's land, left behind from decades of industrial waste, illegal dumping, and pesticide pollution. Because of this contamination, East Palo Alto has suffered from a lack of investment in the transportation, utility, and economic infrastructure necessary to revitalize abandoned and unproductive areas in the community.

Named a Brownfields Showcase Community in 1998, East Palo Alto has targeted its brownfield sites for revitalization. One major success has been the cleanup of a petroleum brownfield for the "Latte Dah" coffeehouse restaurant. Latte Dah Café is located in the new Town Center, which includes retail, affordable housing, municipal services, and a transit hub at the gateway to the Ravenswood Business District. Formerly a fuel service station, the site was hindered by three underground storage tanks and two dispenser islands that were in use when the station was operated by Signal Oil and Humble Oil Companies (now owned by Exxon/Mobil & Chevron/Texaco). In 1974, the station operations ceased and the USTs and dispenser islands were believed to have been removed from the site. Unfortunately, no records were available regarding these tanks, potential releases of petroleum, or soil and ground water conditions. This uncertainty thwarted redevelopment, and this abandoned gas station site became a blight in the center of the area considered by local officials and citizens at "the Heart of the City."

East Palo Alto sought and obtained the help of EPA Region 9 and the California Regional Water Quality Control Board. In particular, major assistance was provided by EPA Region 9 in the form on a dedicated EPA staffer, Sherry Nikzat, who was "loaned" to East Palo Alto for three years to work on community brownfields revitalization.

This team of partners joined together to address this abandoned gas station. Working with a prospective purchaser and former site owner, the City followed a trail that led to Exxon and Chevron, who claimed they had no records on the site or any involvement. City personnel were persistent with Exxon and Chevron and finally learned from company archives that the suspected tanks had been removed.

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Soon after, on August 9, 2001, local entrepreneur Laverne Bryant held the grand opening for the La⊡e Dah Café, a drive-thru coffee house in the heart of the community. Her business was started with lending assistance from a local organization called Community Development and Startup, and with in-kind contributions of computers and technical support from the Hewlett-Packard Company. In spite of many construction and capital challenges the new site operators made Latte Dah a success, serving up to 300 drive-through and walk-up customers a day, supporting a catering business, and employing five local residents. Unfortunately, a declining high-tech economy and lack of retail business in the area led to the closing of the Latte Dah Café. However, the site is now being redeveloped in to a Subway Restaurant, which will continue to serve the community in this emerging section of the City. (Northeast-Midwest Institute, 2003)

METHODOLOGY

The YNDC utilized two sources to create an inventory of UST sites in the City of Youngstown: Sanborn maps and Ohio EPA records. Sanborn maps, available at the Mahoning County Historical Society, showed land use from 1907 to 1957. This time period is covered by two volume sets, created in 1907 and 1928. These maps showed building footprints, land use type, and location of USTs. Changes in land use were shown by pasting over sections of the map with new pieces of paper containing updated information. The research team looked specifically for filling stations, auto repair shops with USTs, and other potential environmental hazards. Locations were recorded and photos were taken for each site. These images appear in the appendix. In total, 331 sites were identified as potentially containing USTs.

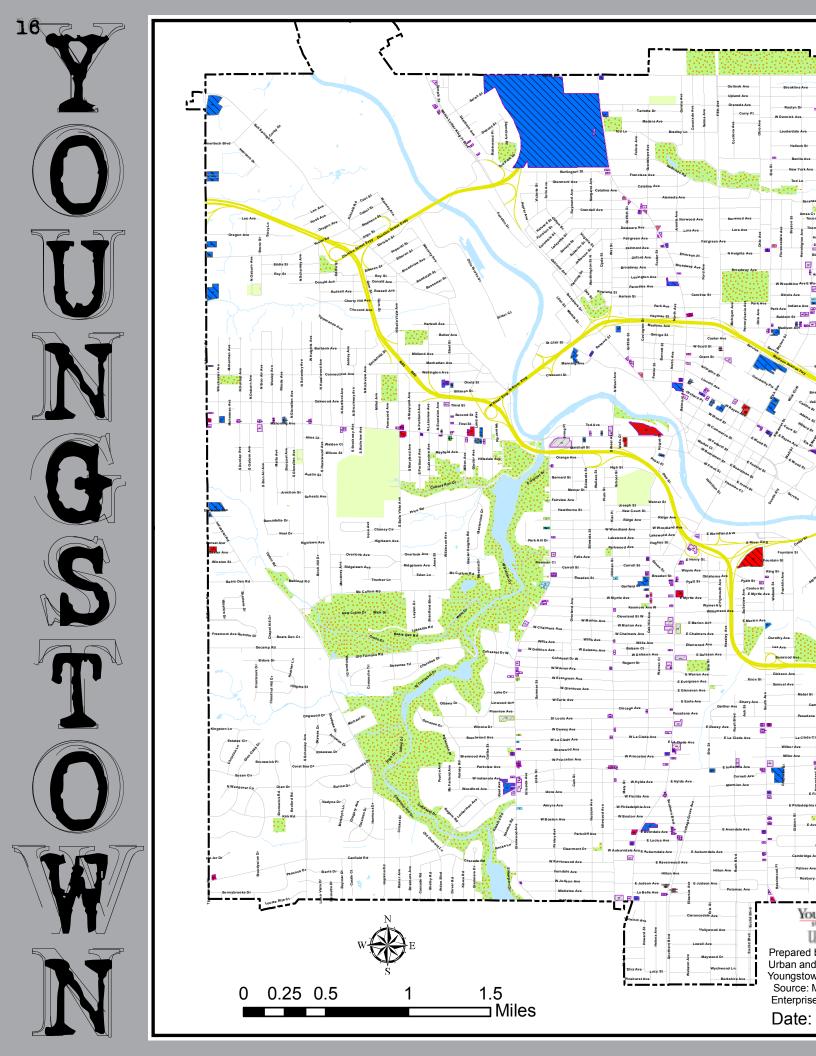
Ohio's Bureau of Underground Storage Tank Regulations (BUSTR) has records of all USTs starting from 1986. These records show if tanks are active or have been removed. Records for the City of Youngstown were downloaded in March 2013 and combined with the list of potential USTs from the Sanborn maps. The BUSTR database revealed 463 records for addresses with a Youngstown address, but a number of these were found to be in nearby communities.

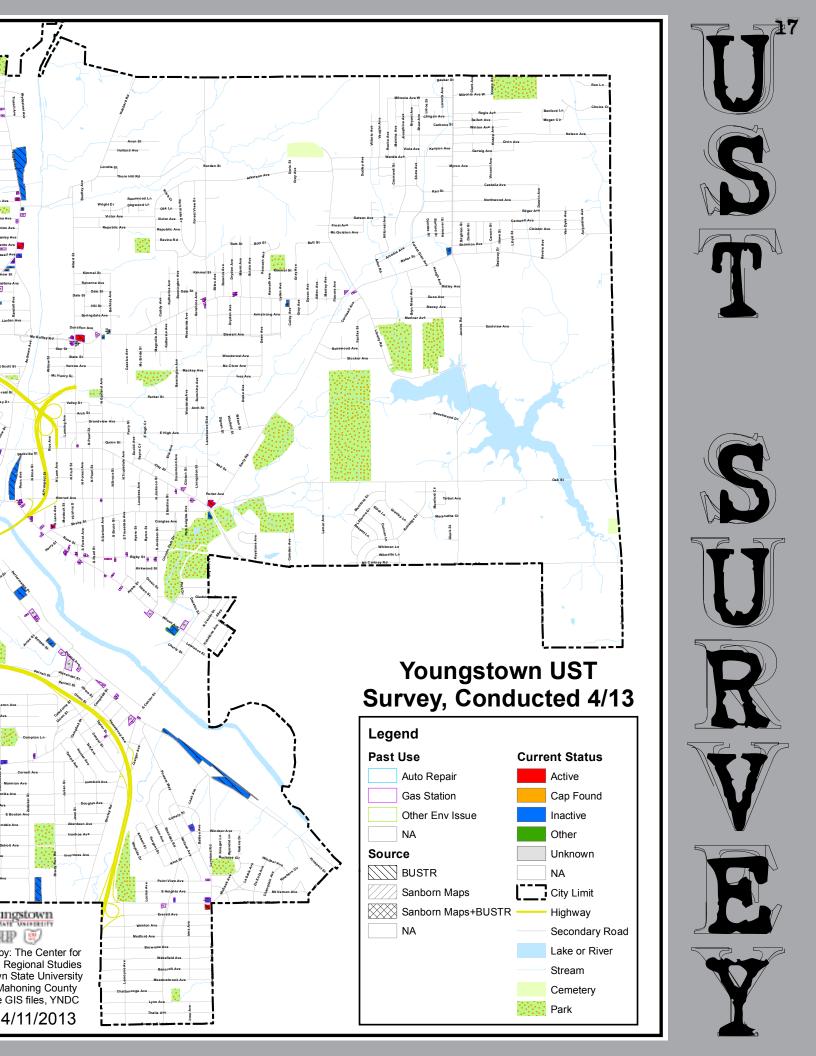
The research team narrowed the scope of the study to include only major corridors in the city. The following corridors were part of the study area:

<u>North</u>		<u>South</u>		<u>East</u>	<u>West</u>
Belmont	Logan	Canfield	Oak Hill	Himrod	Mahoning
Elm	Madison	Glenwood	Poland	McGuffey	Meridian
Federal	Rayen	Hillman	Powers	Oak	Steel
Fifth	Wick	Indianola	South	Rigby	
		Market	Southern	Shehy	
		Midlothian		Wilson	

The BUSTR data was combined with the spreadsheet of Sanborn UST sites. Addresses were cross-checked, as many Sanborn site addresses had changed over the years. Where Sanborn addresses no longer existed, the team used their judgment to determine the parcel(s) most likely to contain USTs. 48 parcels were found to have both a BUSTR record and a Sanborn reference, 116 parcels had only a BUSTR record, and 294 parcels were reference only in the Sanborn maps.

Using the combined list of UST sites from the Sanborn Maps and BUSTR, the team created maps of each corridor to assist in a field inspection of each site. In total, 462 parcels were photographed and surveyed for evidence of USTs. 48 parcels had active USTs, 120 had inactive USTs, 270 have an unknown status, and tanks were located on 19 parcels. Data from the field survey was mapped by Youngstown State University's Center for Urban and Regional Studies.





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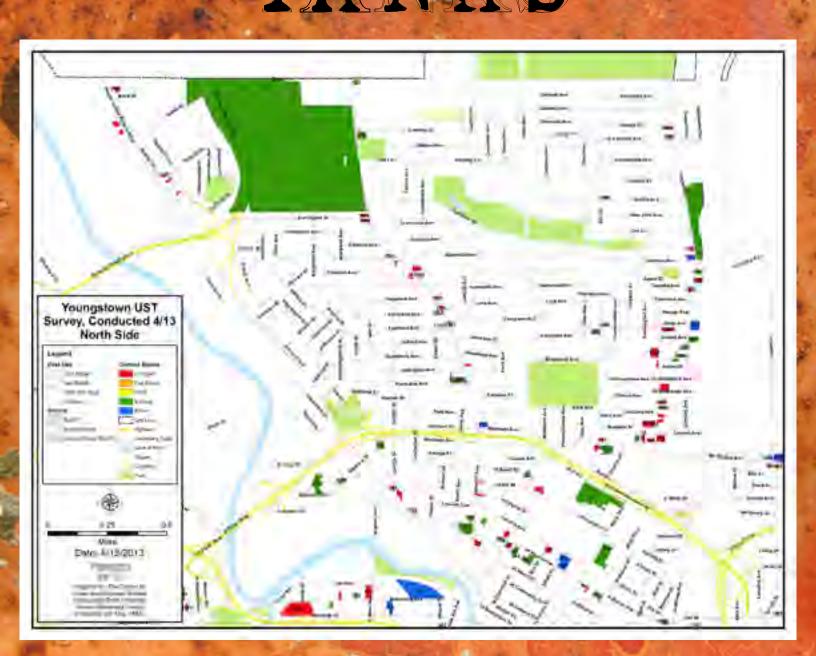
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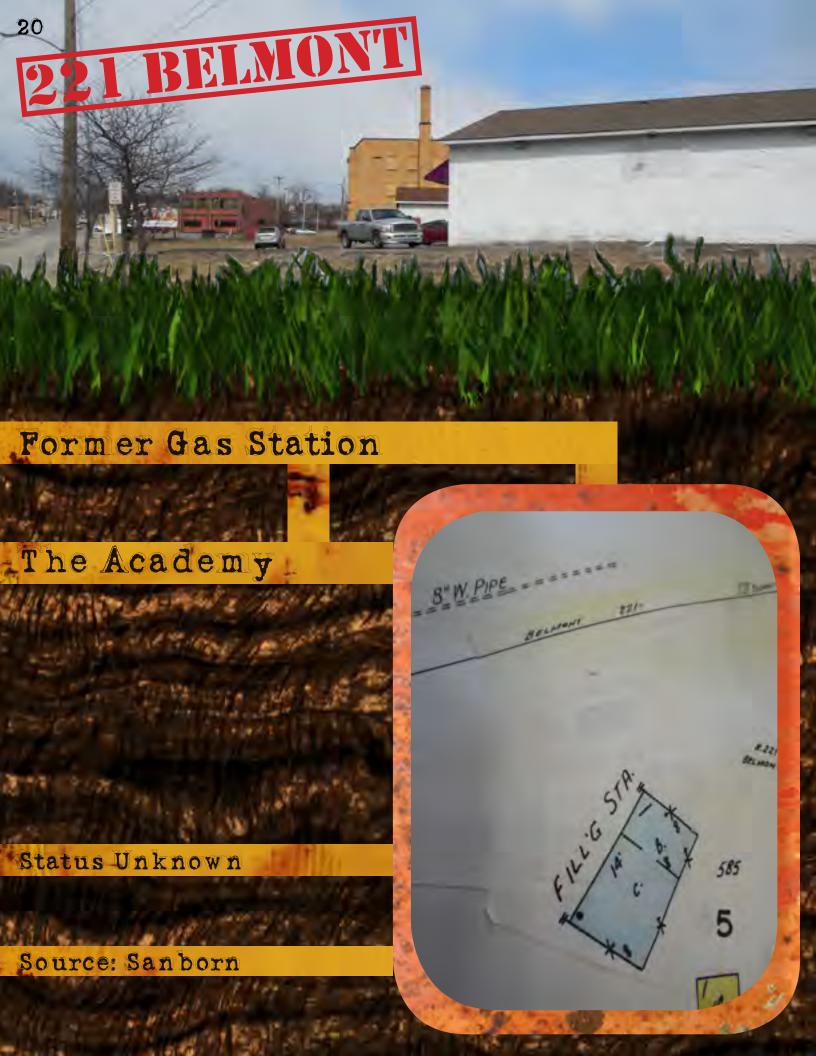
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Ohio Bureau of Underground Storage Tank Regulations
Mahoning County Historical Society Sanborn Maps
Mahoning County Auditor
Youngstown State University Center for Urban and Regional Studies
YNDC

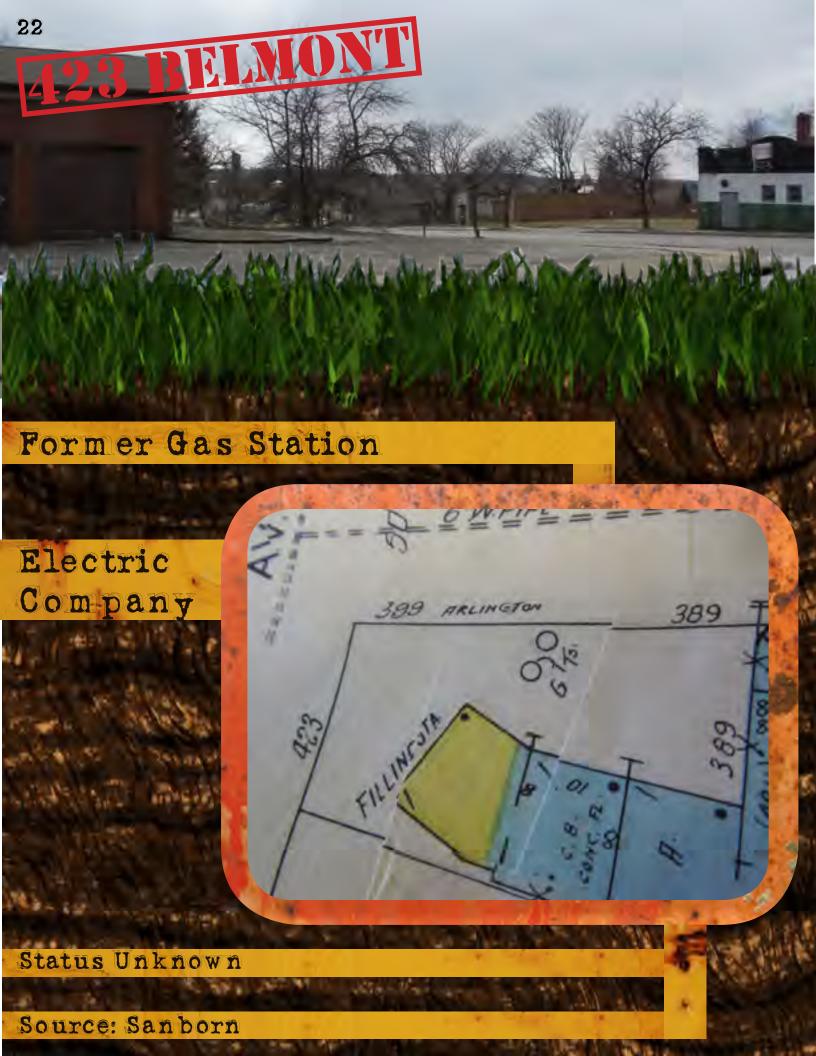
Please note that this study, the accompanying report, and the attached spreadsheet is not and should not be taken to be 100% infallible. Considerable error can arise from various sources as we have no record of gas stations or underground storage tanks from 1958-1986; dozens of addresses documented in the Sanborn maps simply do not exist anymore and we had to make educated guesses as to the present locations of these properties; BUSTR classifications for current tank status are general and vague, though detailed descriptions of each record can be found by searching for a specific property using the BUSTR UST search engine; and the size and complexity of the study, the length of time between start to finish, and the fact that we had a whole team working simultaneously on various components all gave rise to a few inconsistencies in the report, despite attempts to keep these to a minimum. Despite our best efforts, it is likely that there are still a few mistakes and inconsistencies in this report.

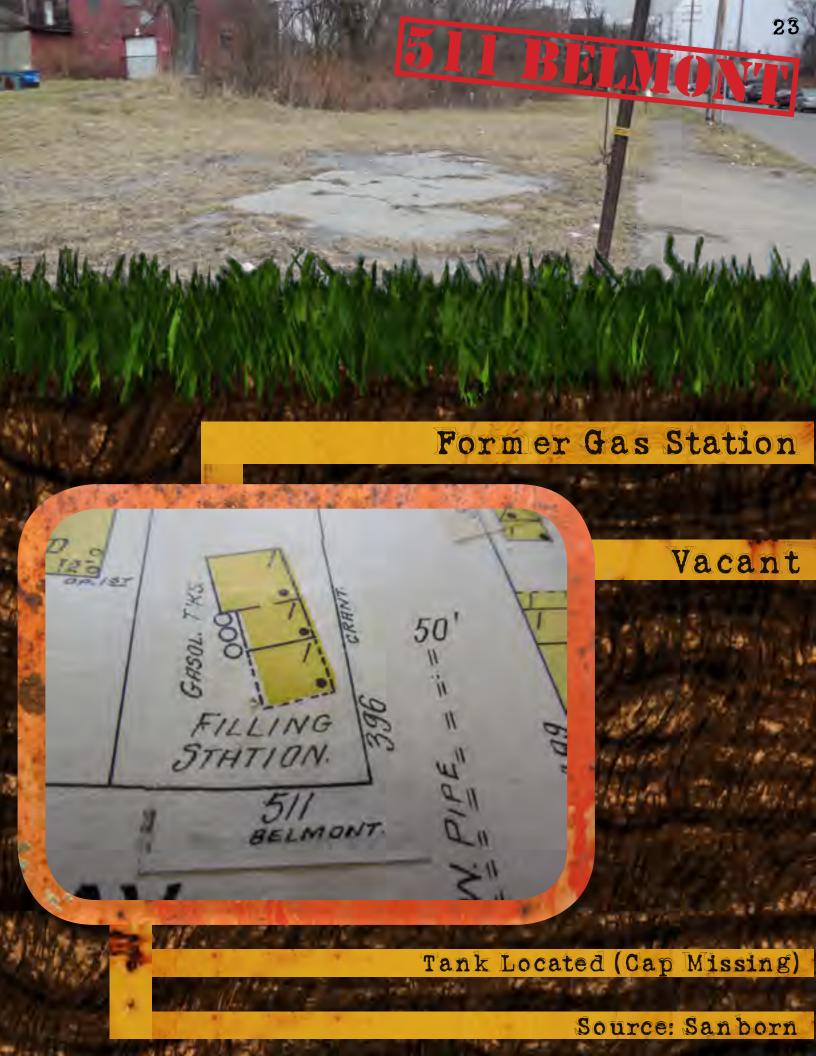
BELMONT AVENUE UNDERGROUND STORAGE TANKS



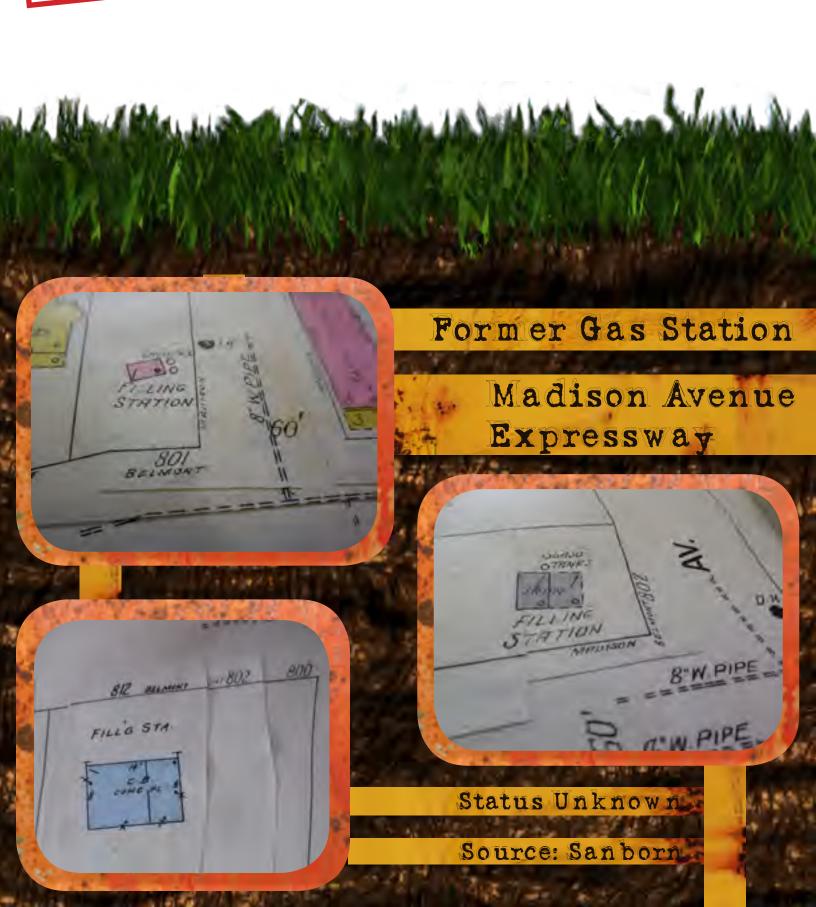








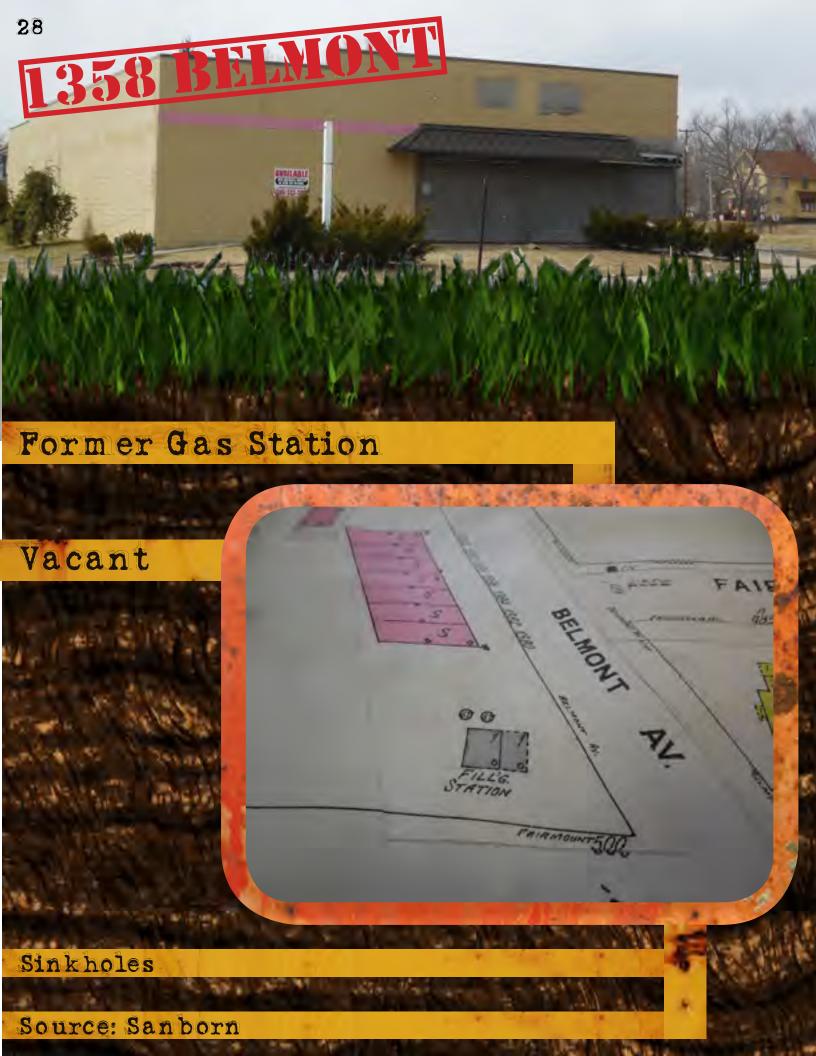
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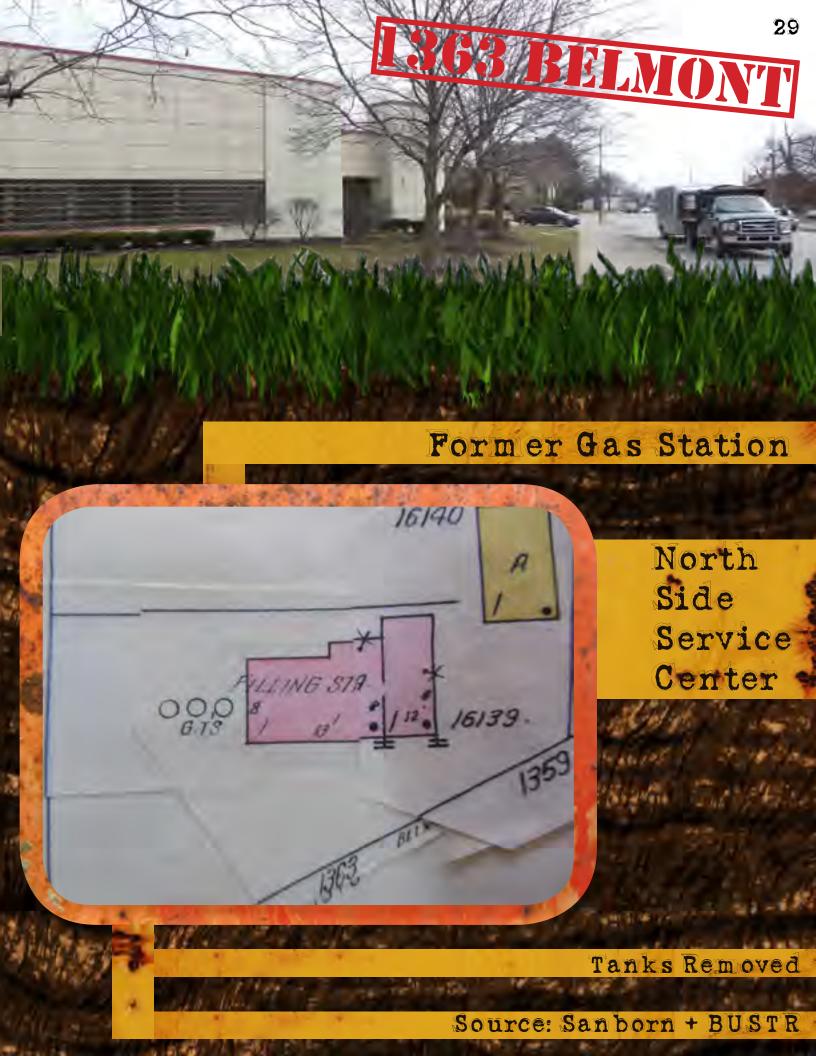


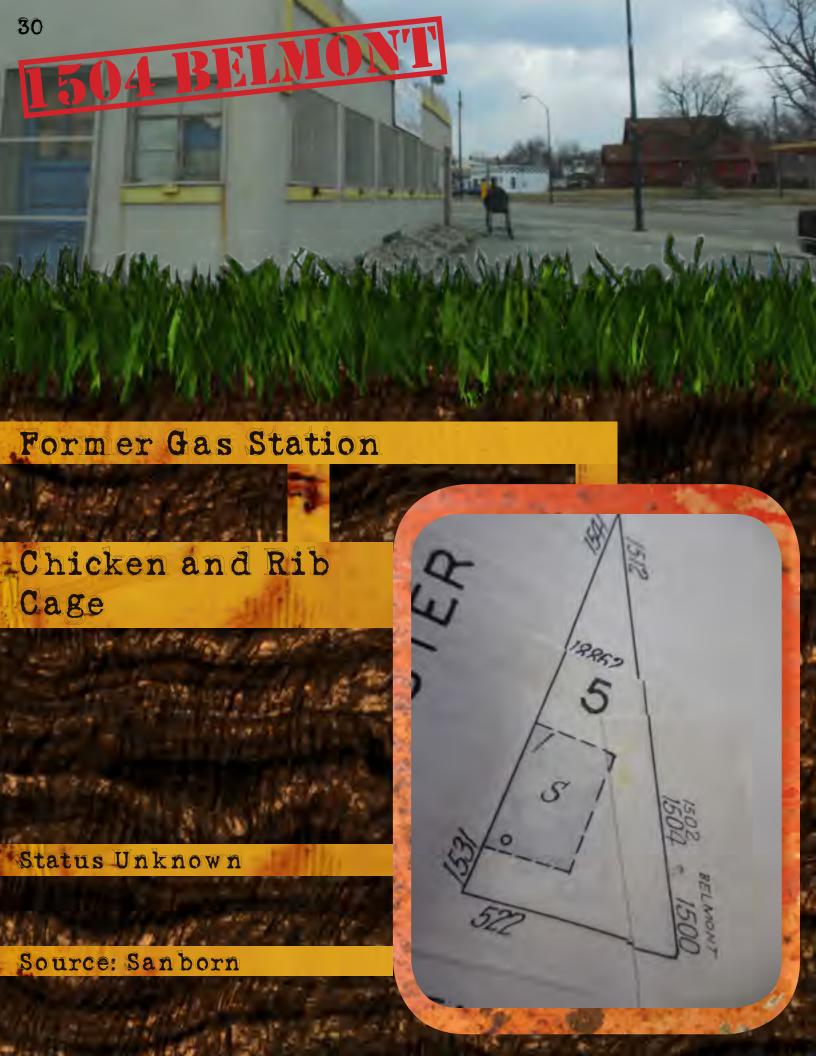


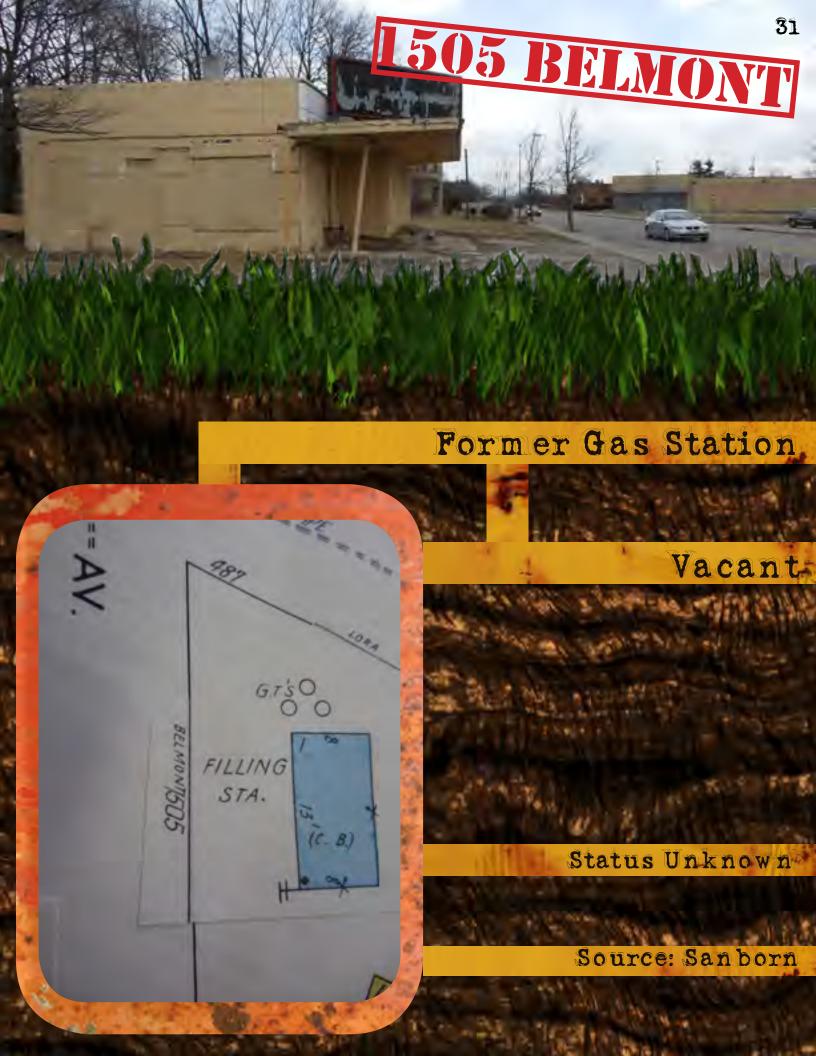


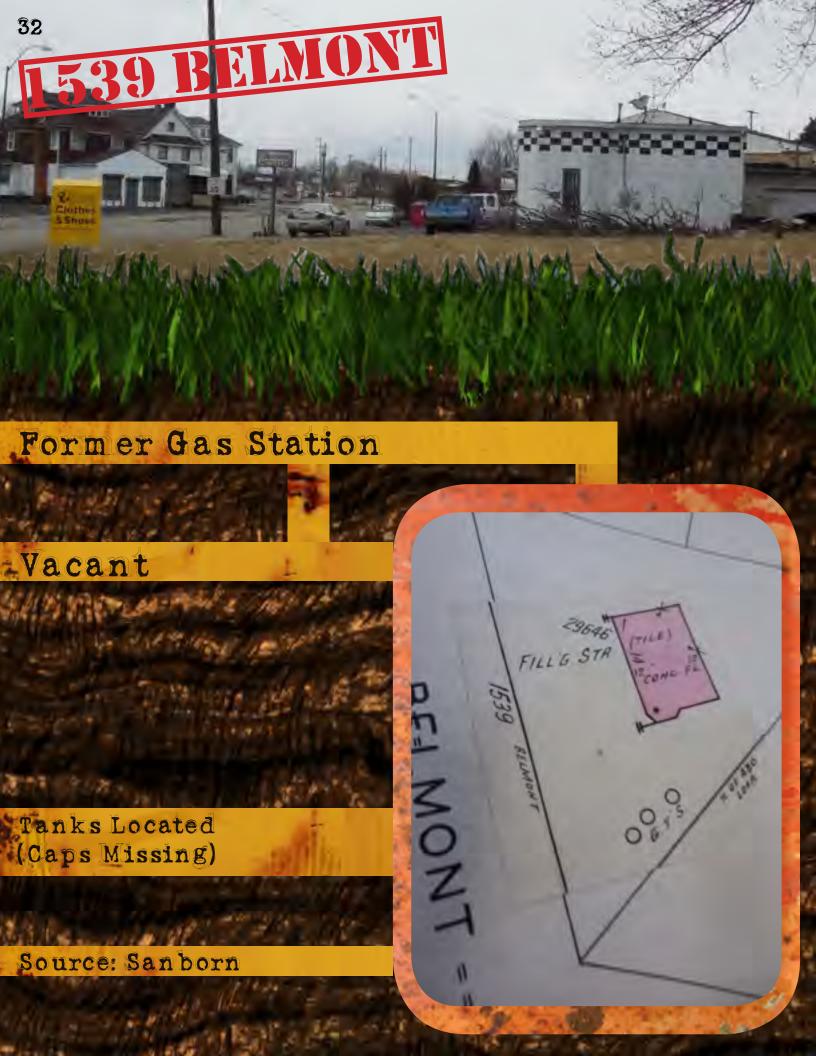


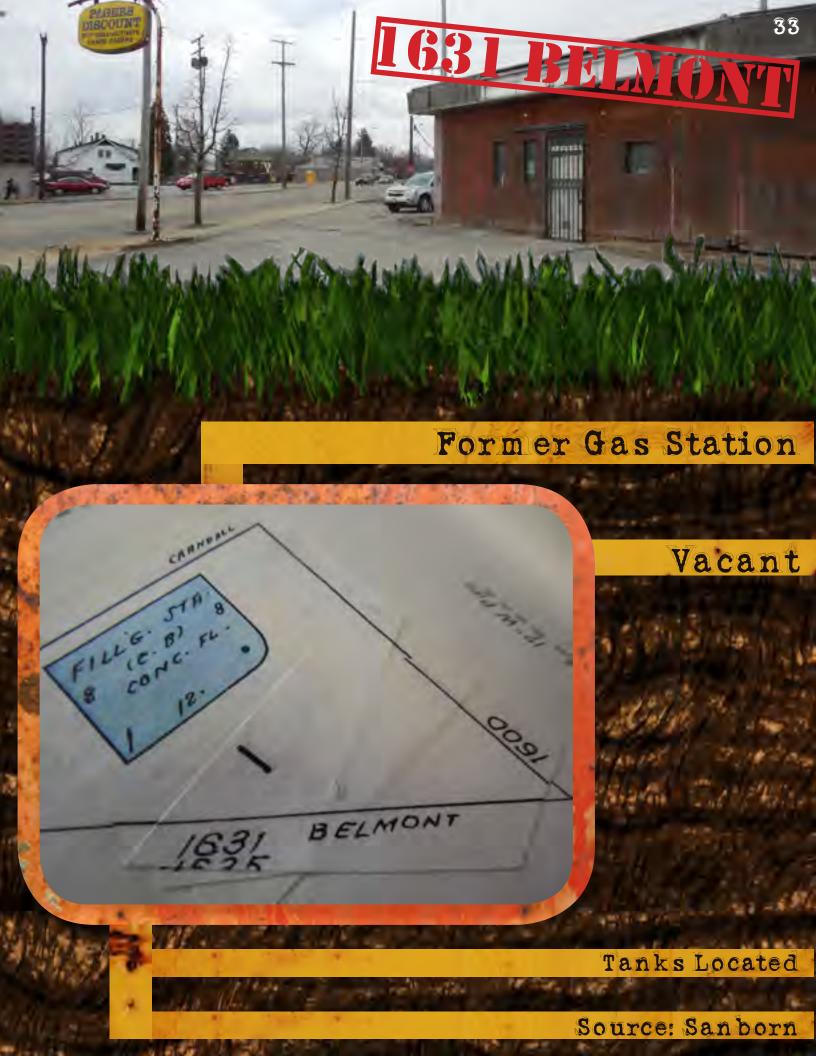


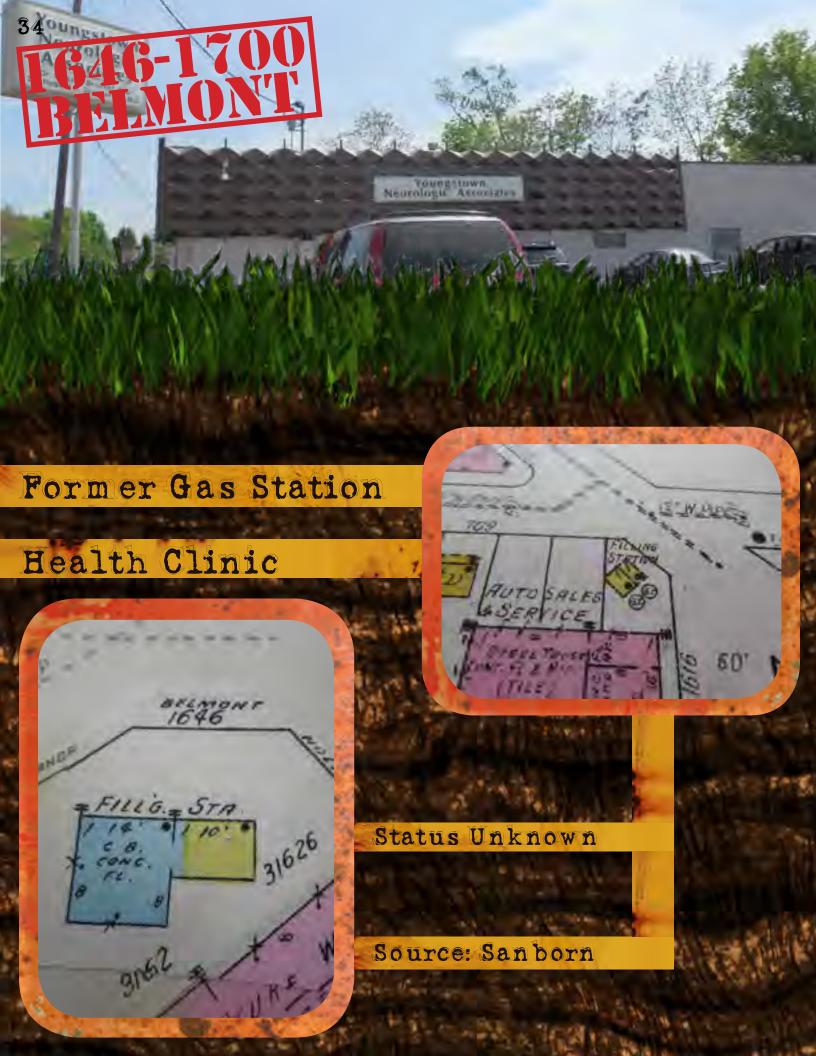


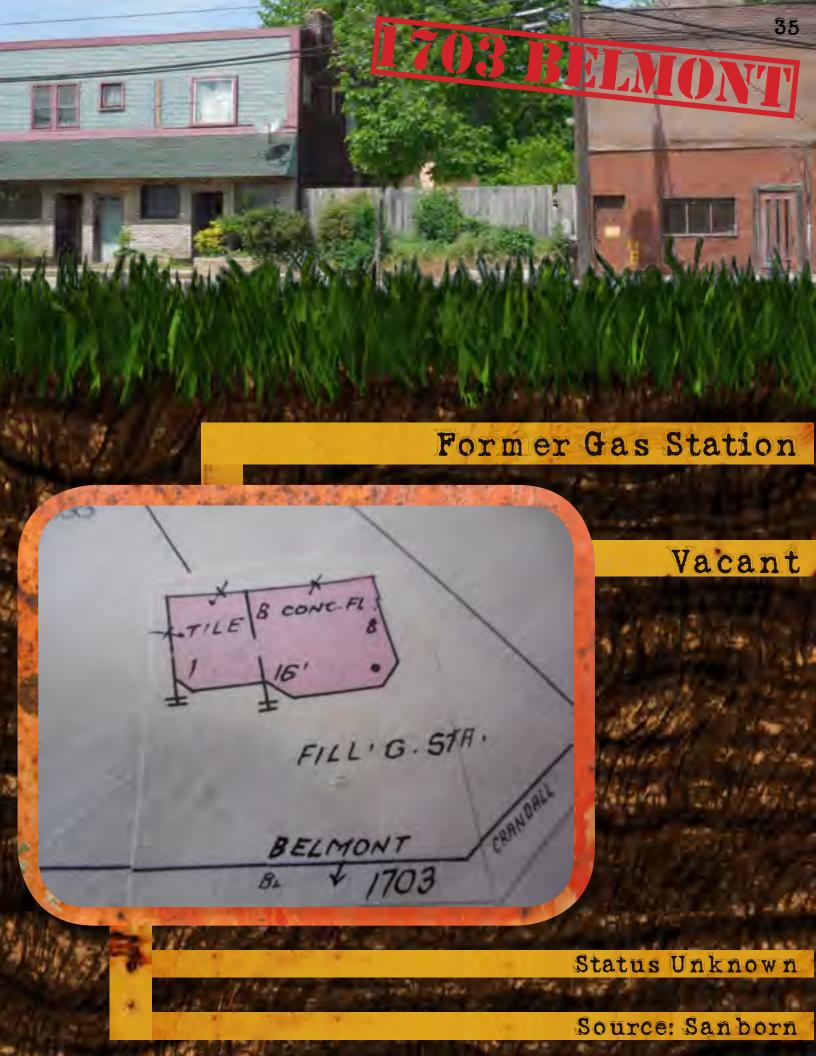




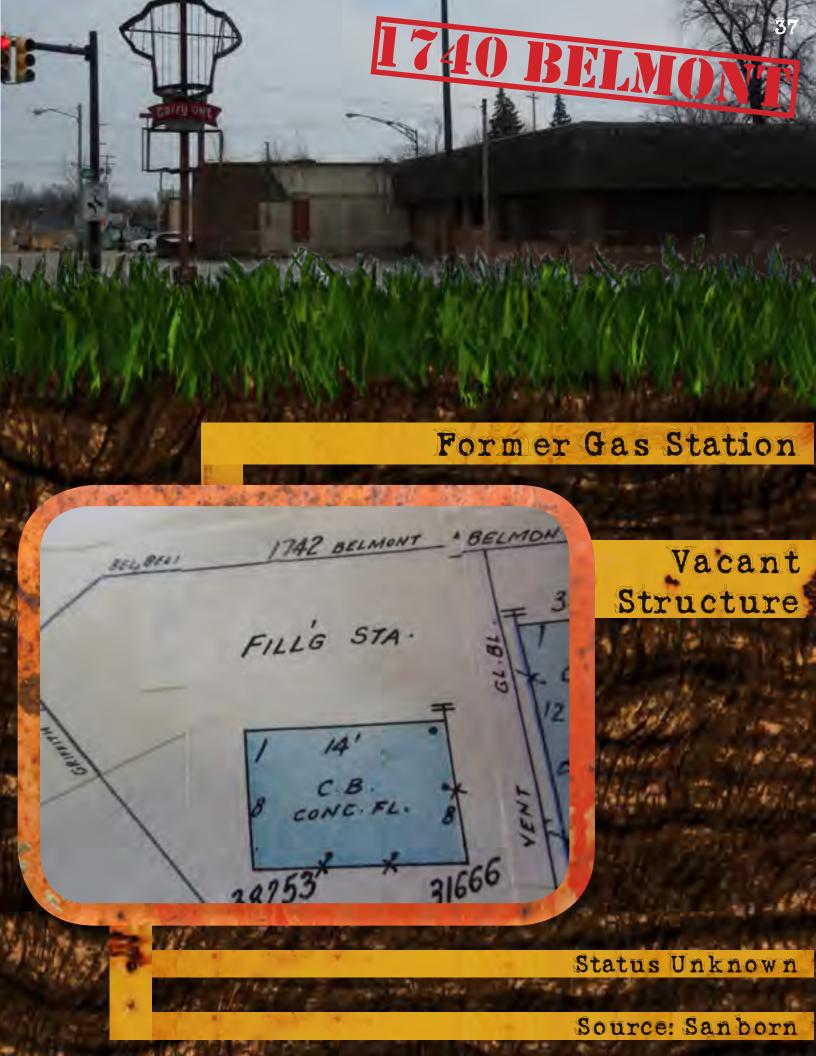


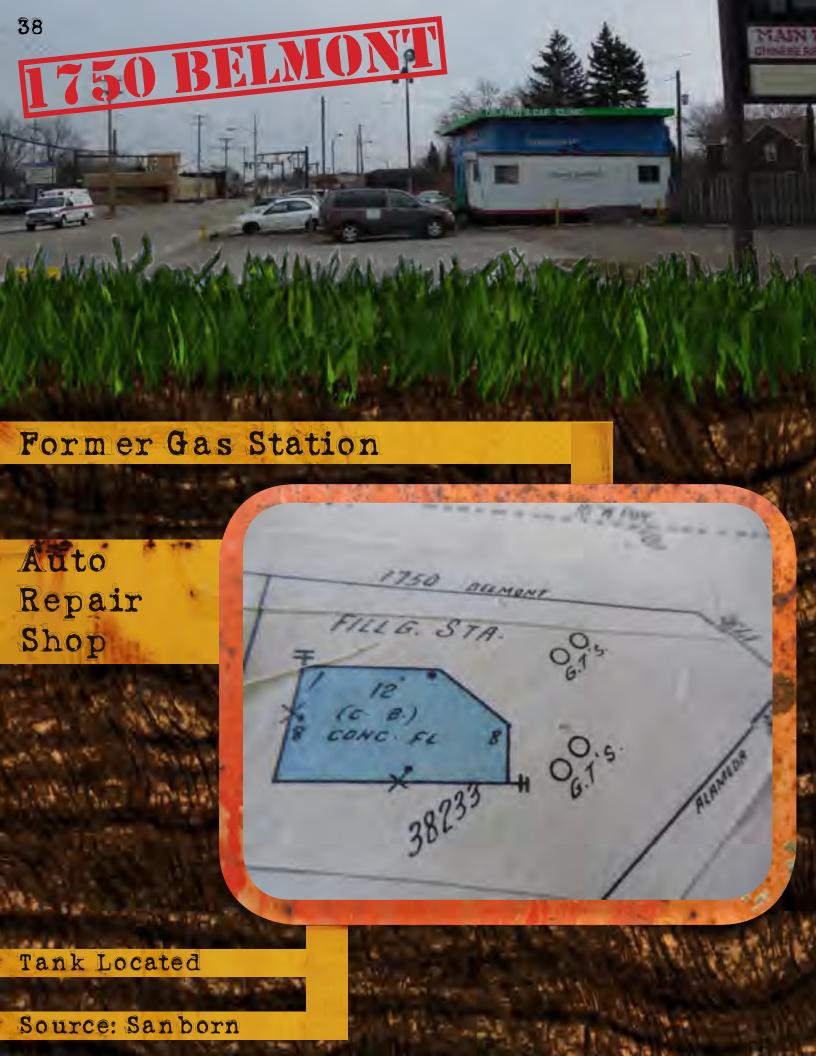


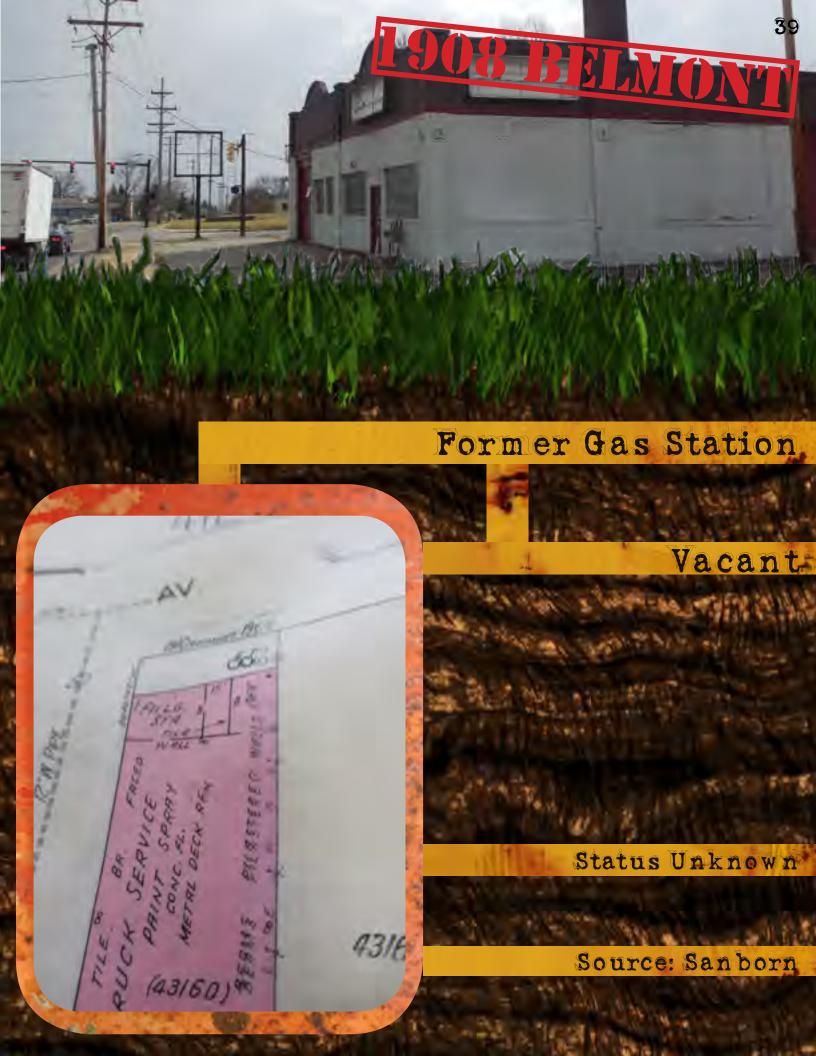


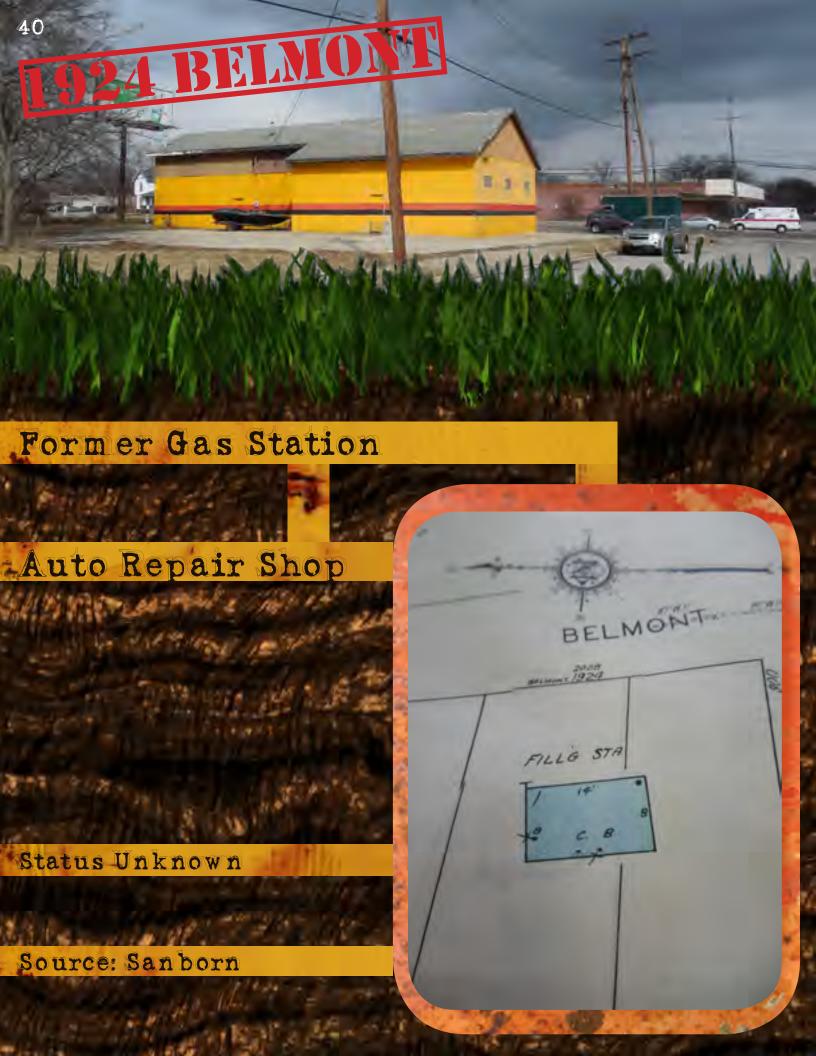








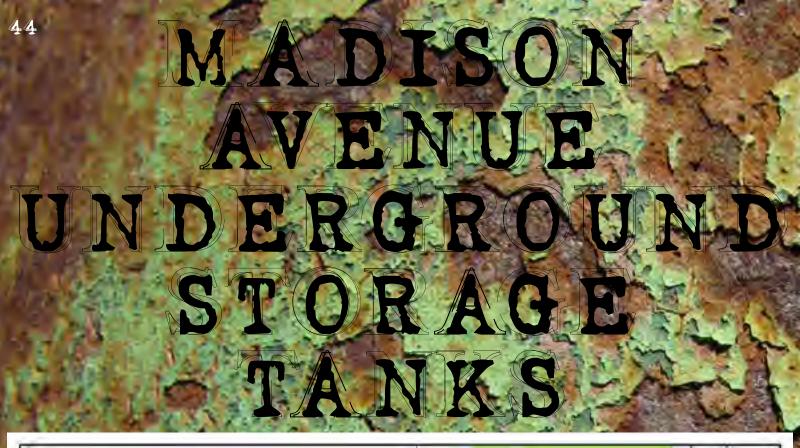


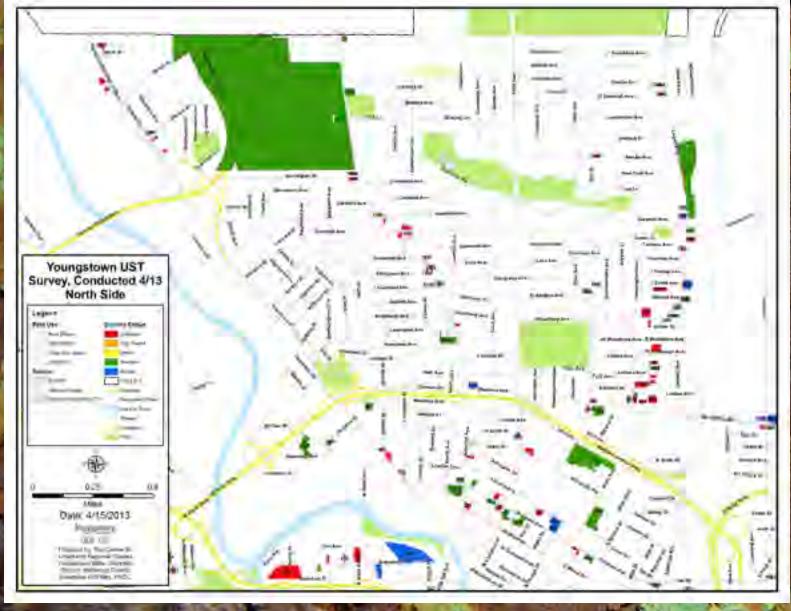


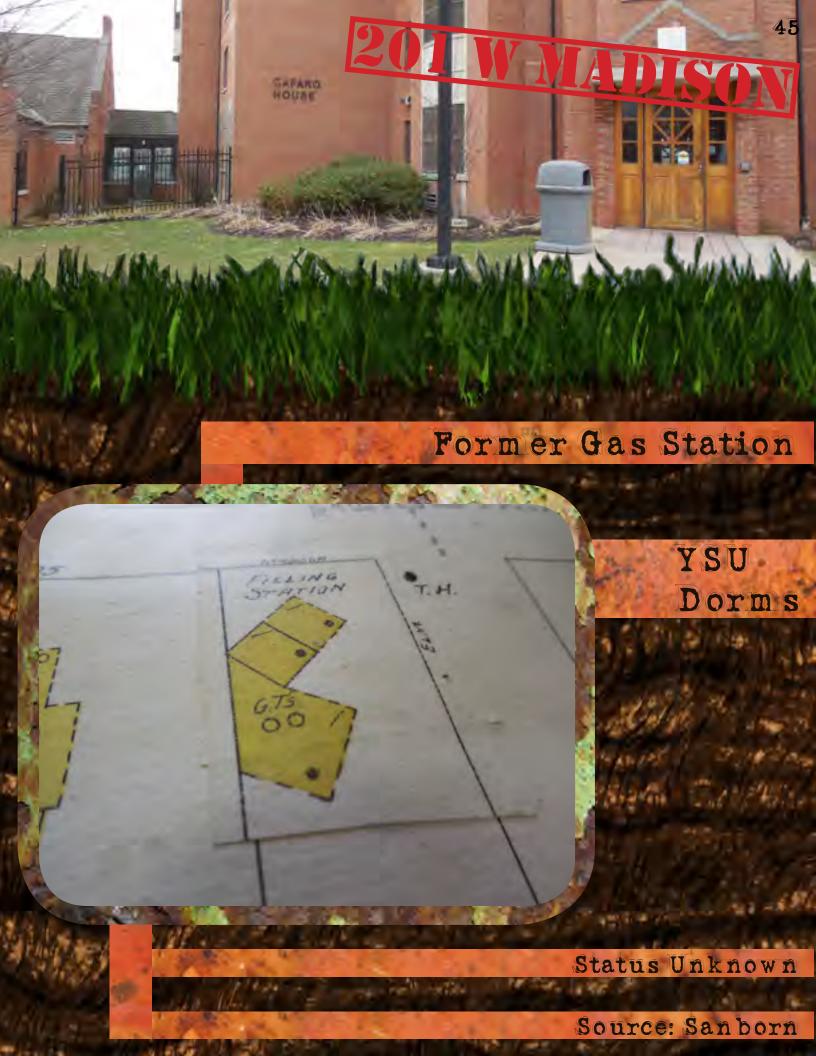


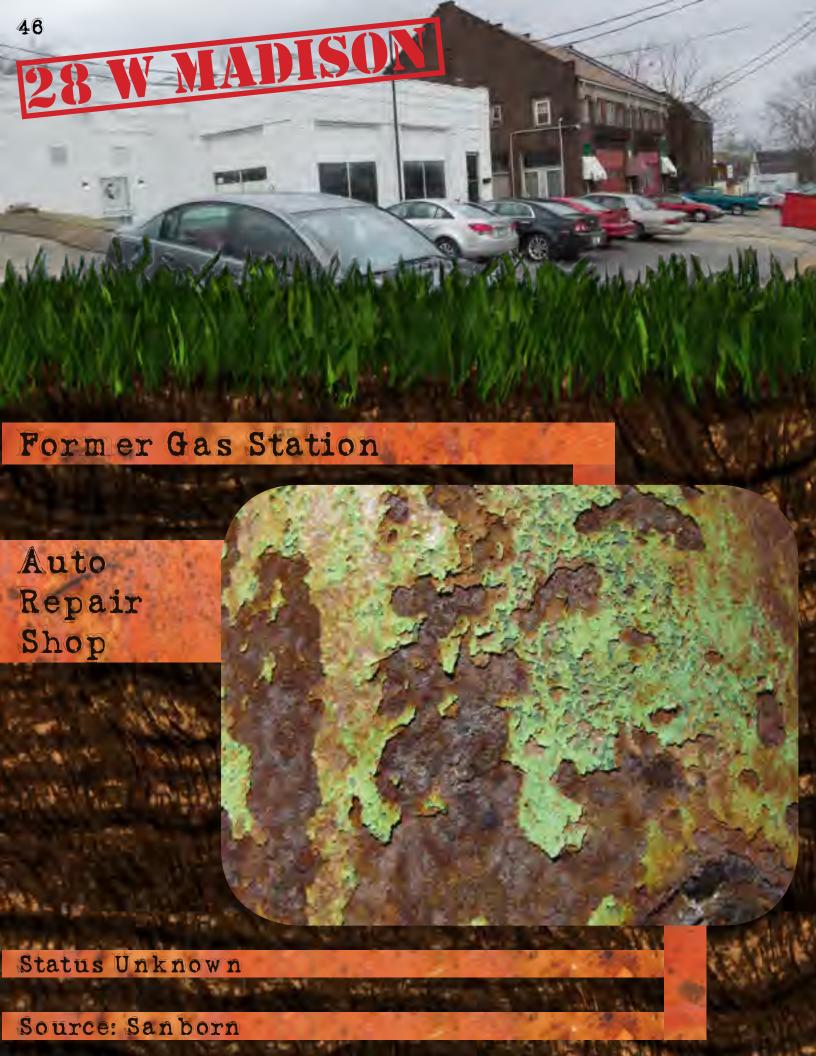










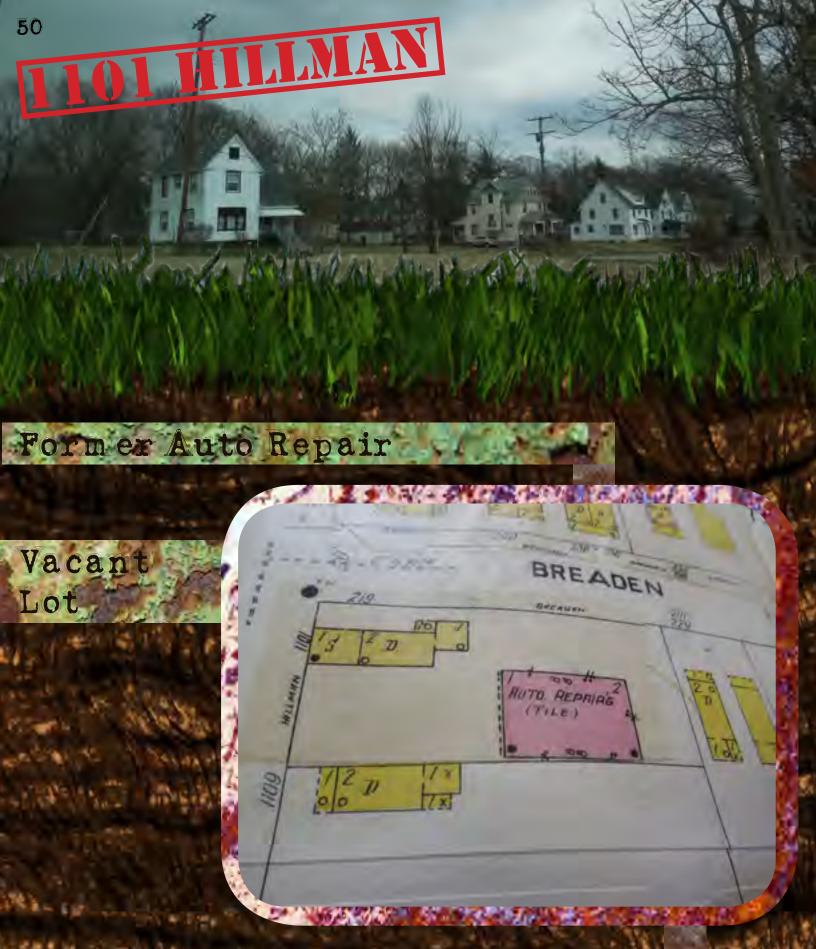






HILLMAN, STREE UNDERGROUND STORAGE TANKS





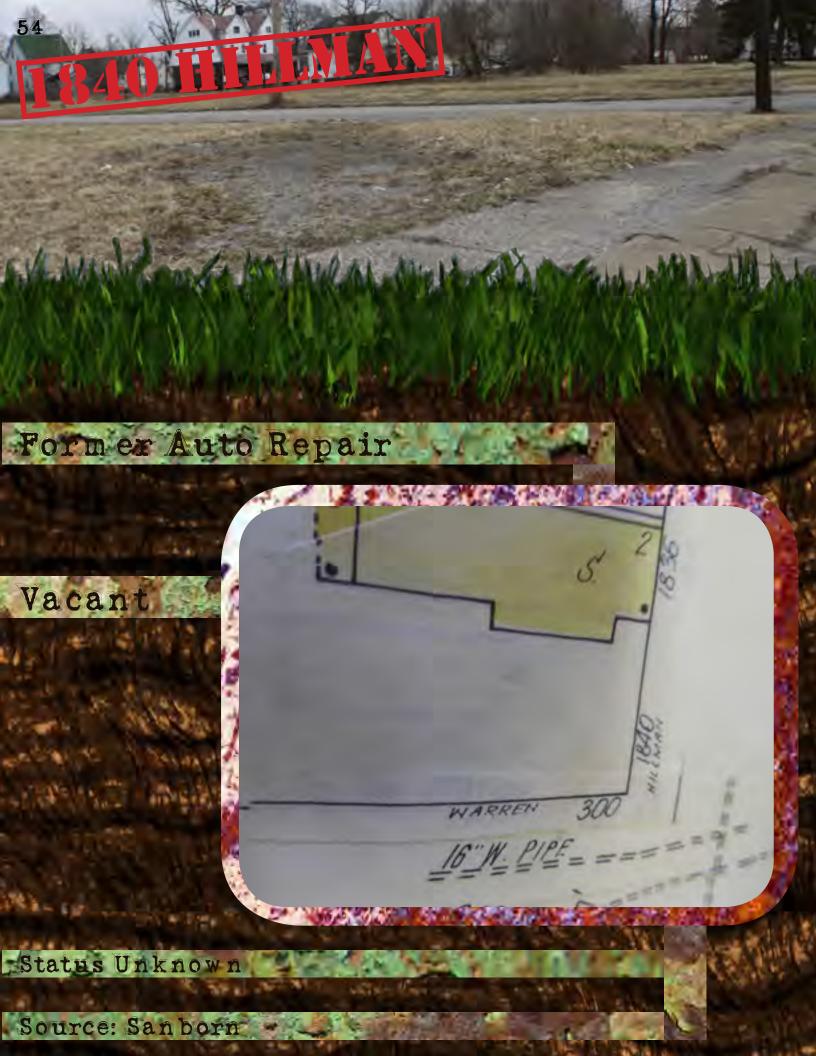
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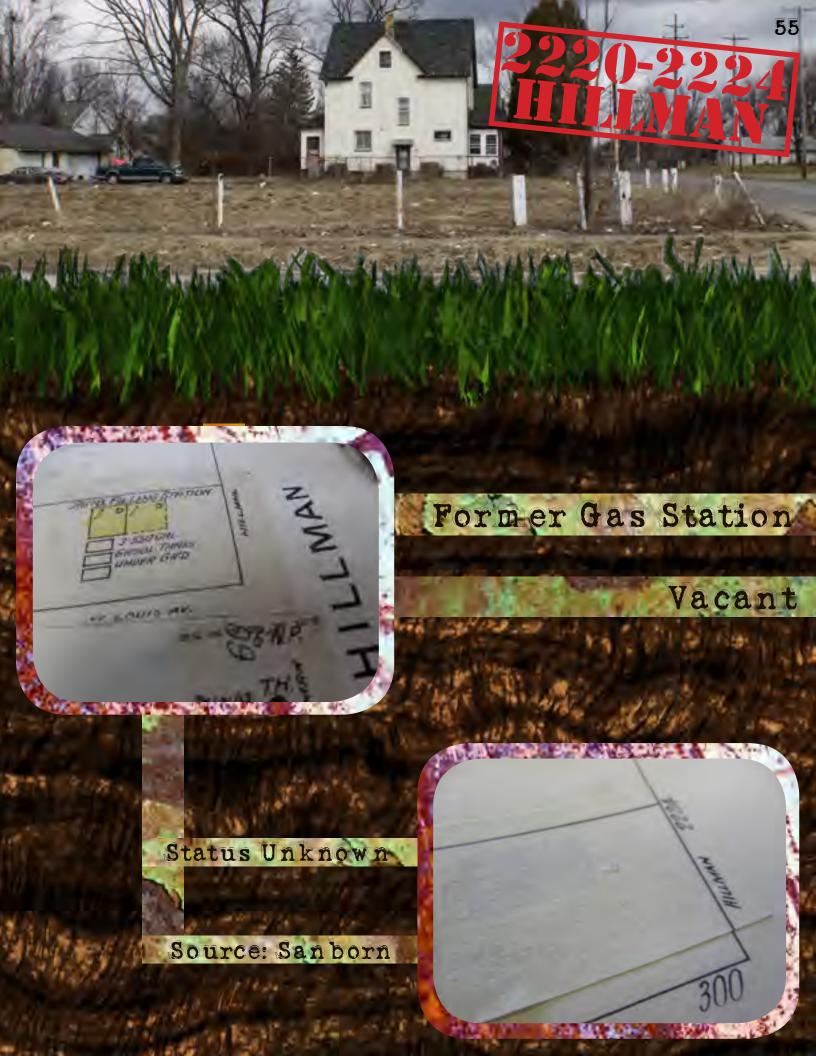
Source: Sanborn





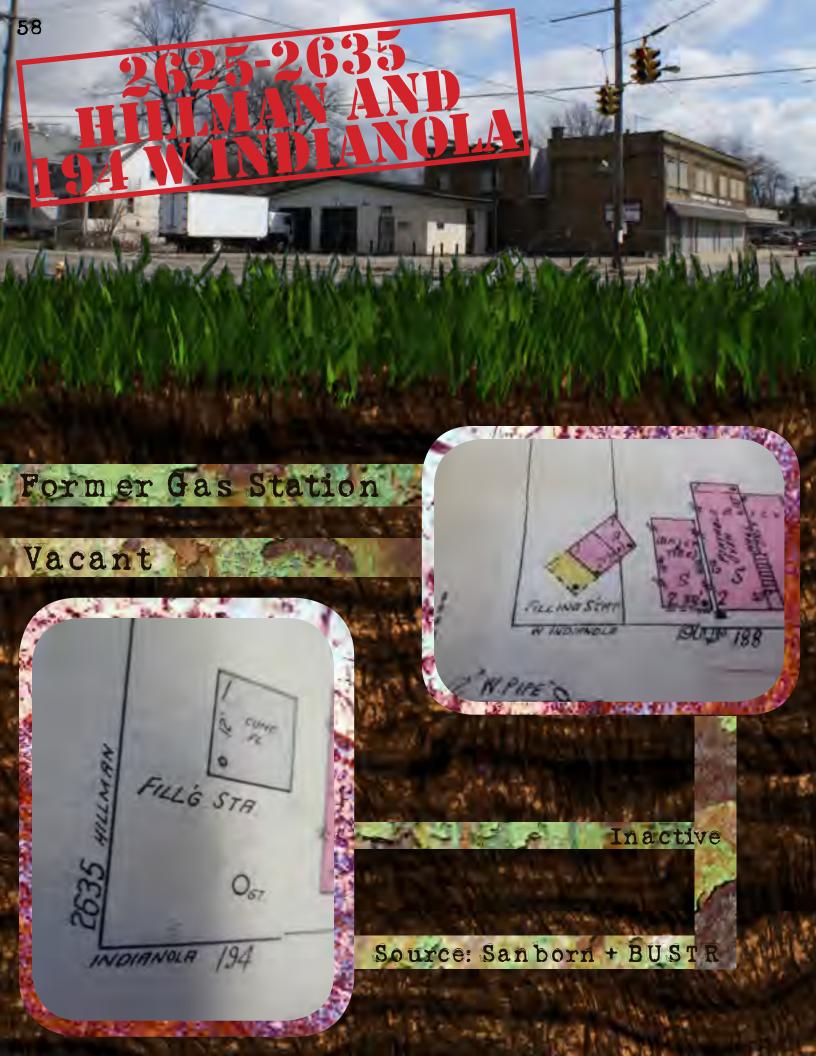




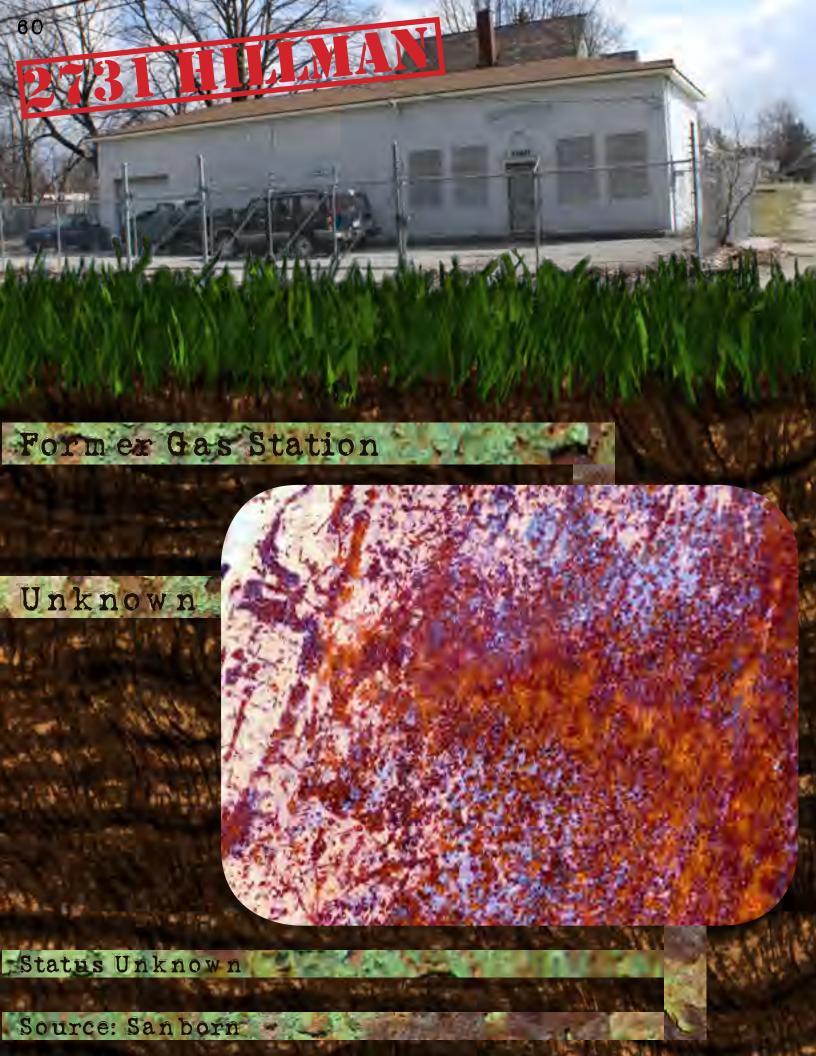


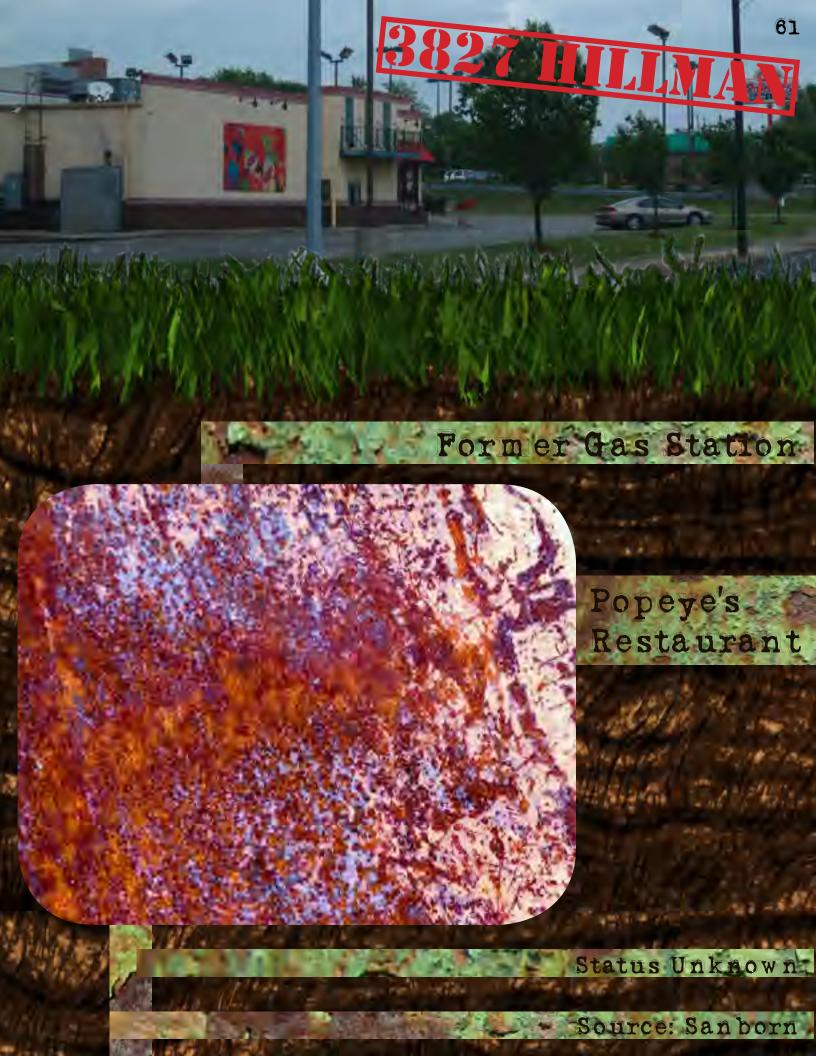




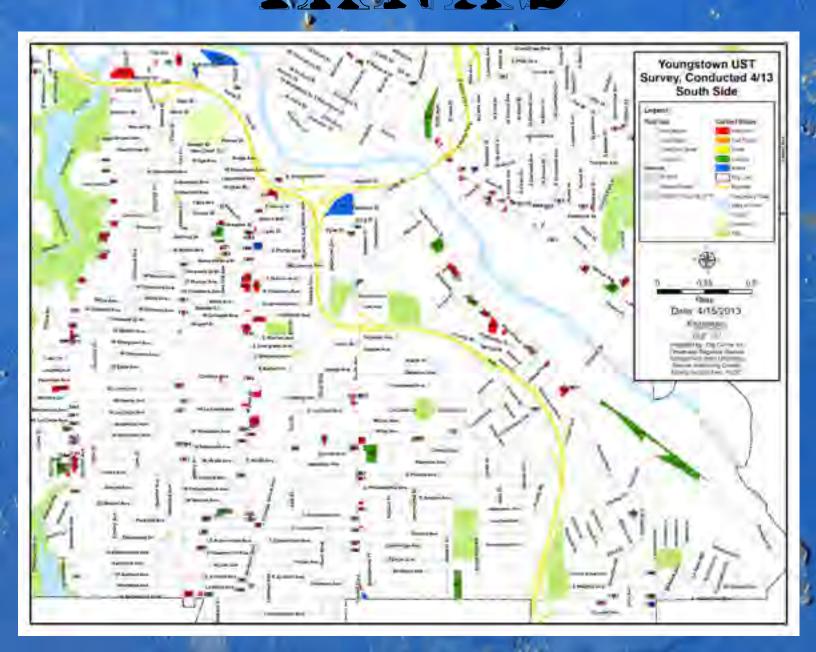


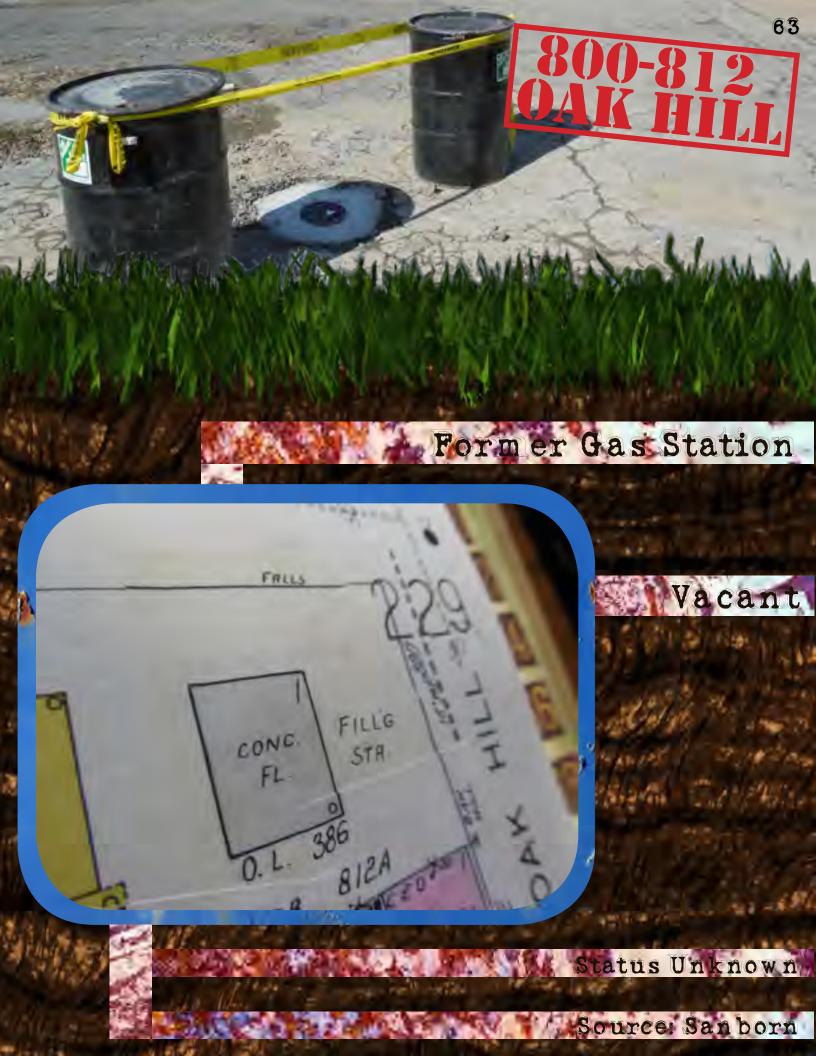


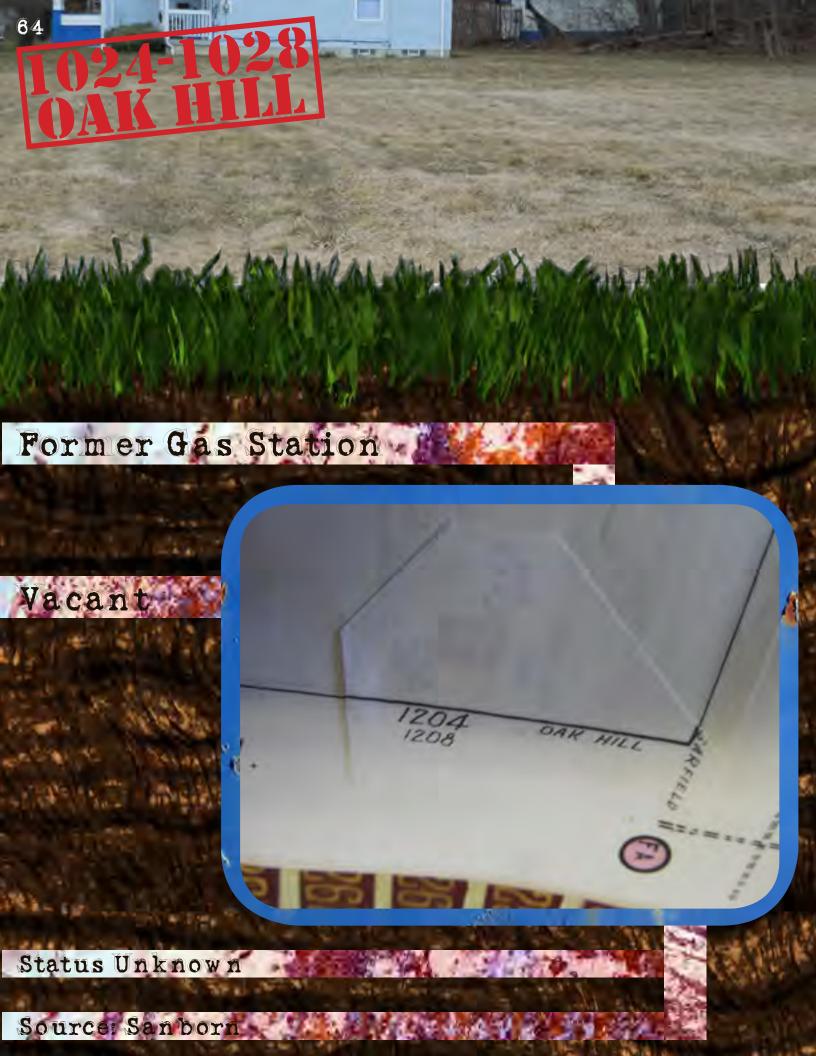




OAK HILL AVENUE UNDERGROUND STORAGE TANKS

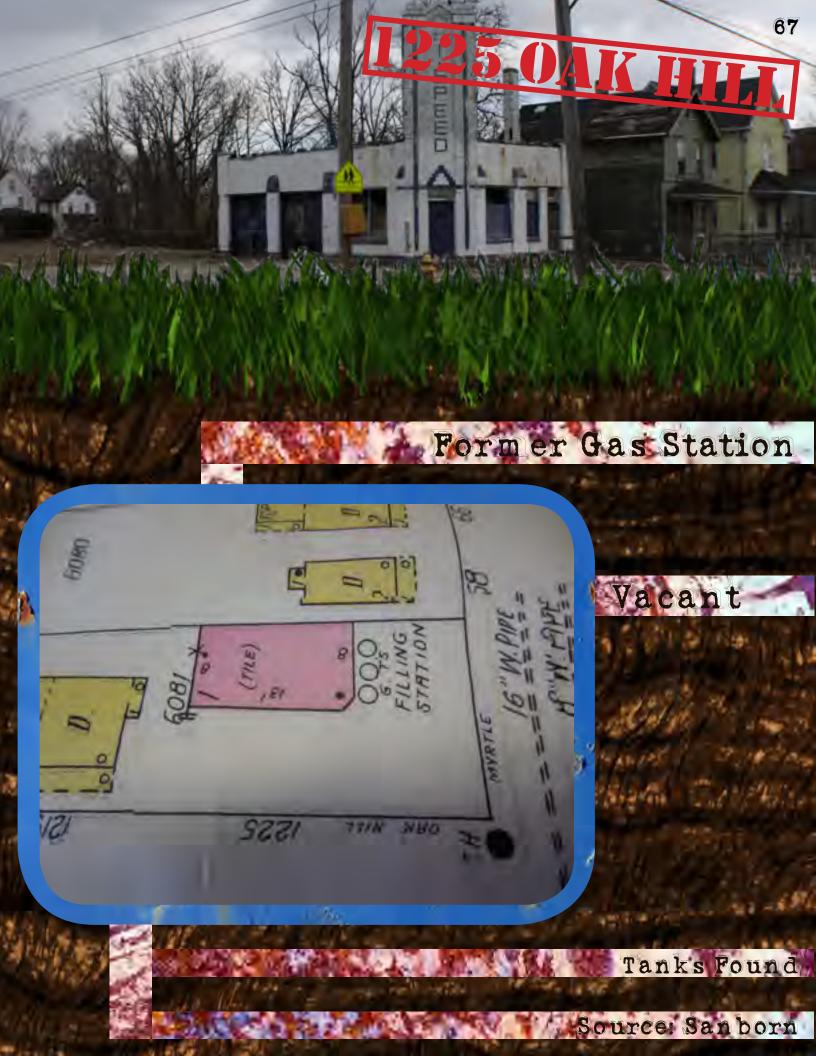




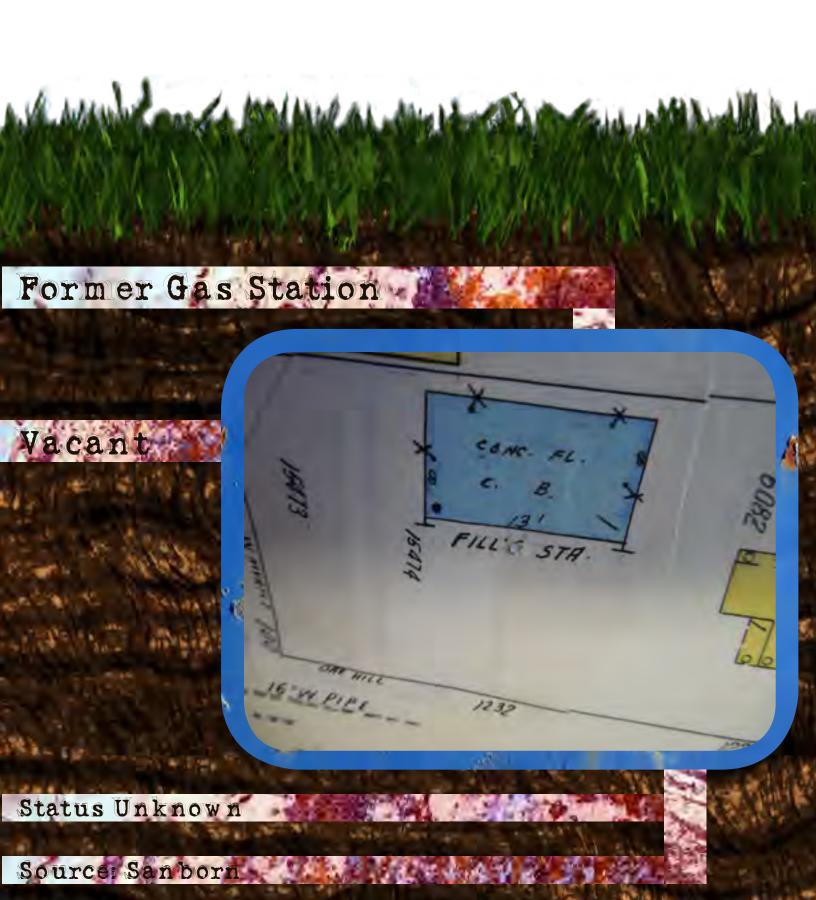




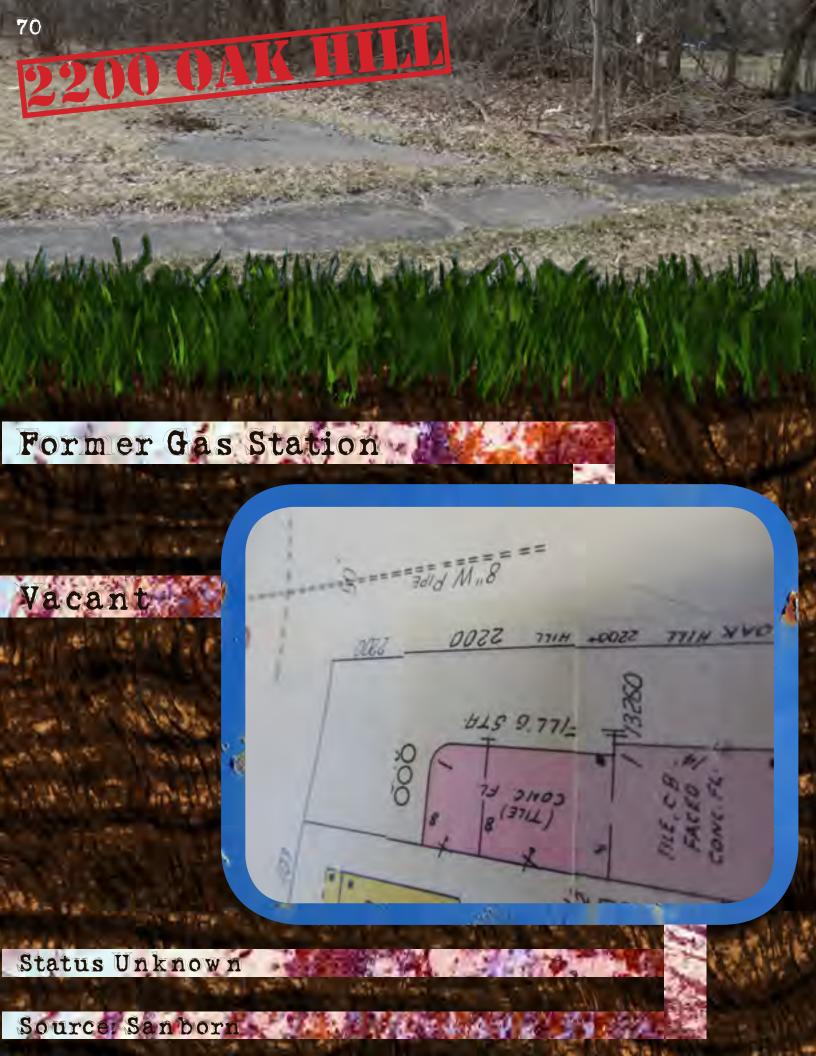




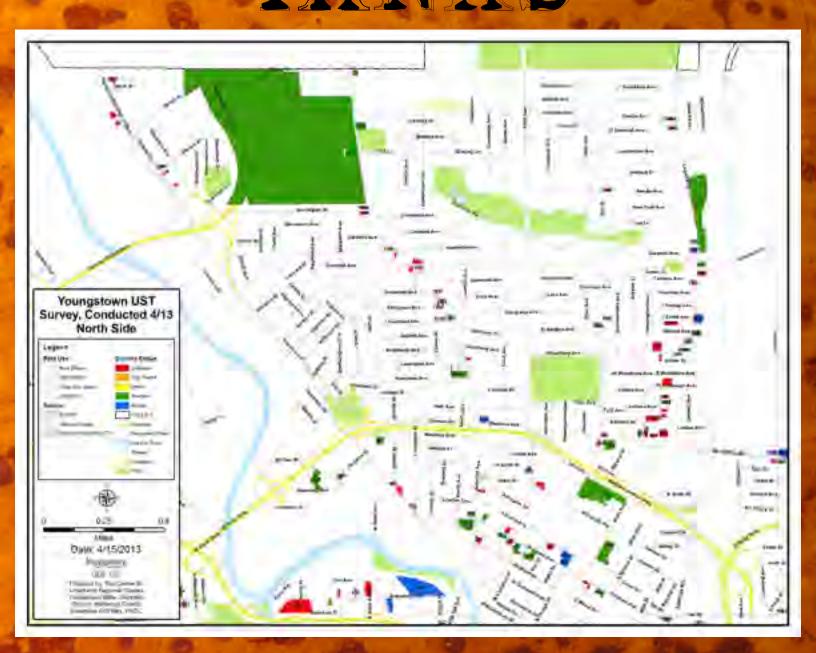
1232 OAK HIIA.



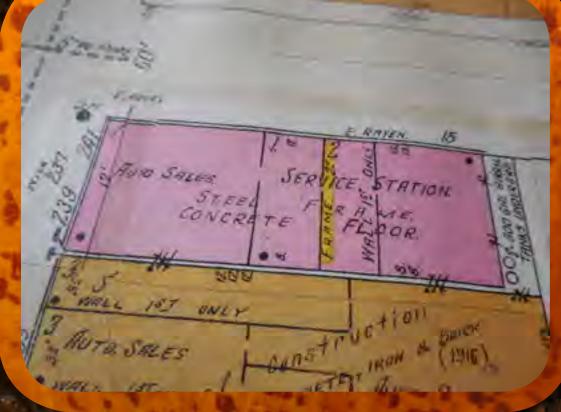




RAYEN AVENUE UNDERGROUND STORAGE TANKS







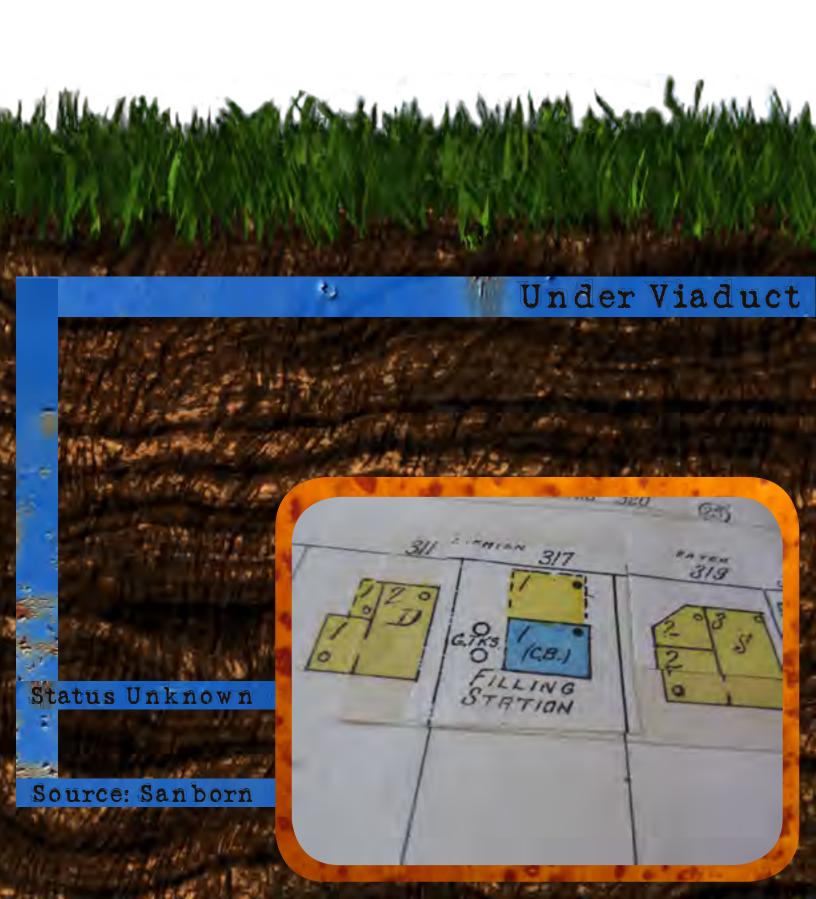
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Source: Sanborn

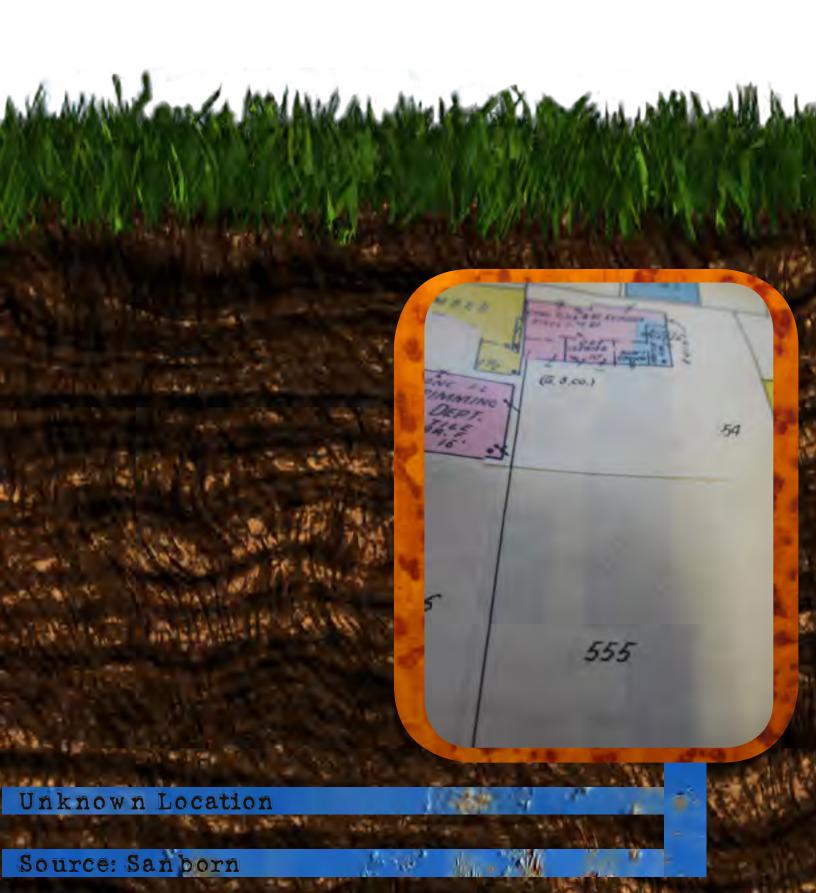


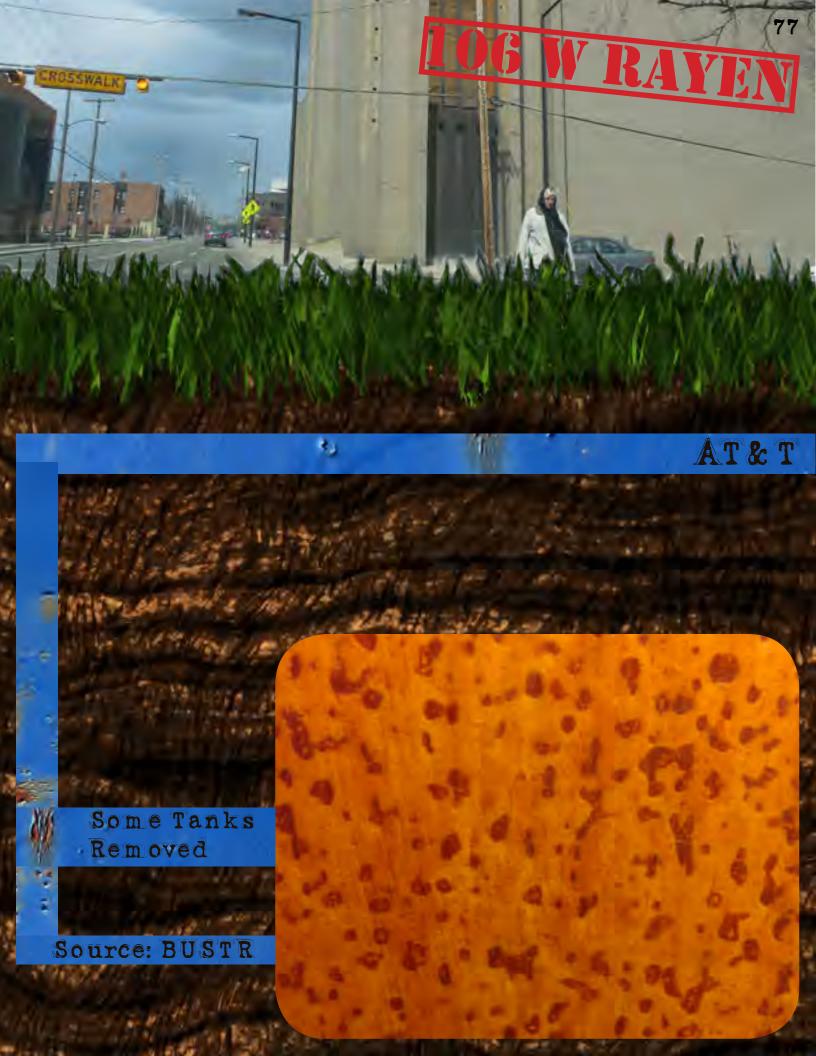




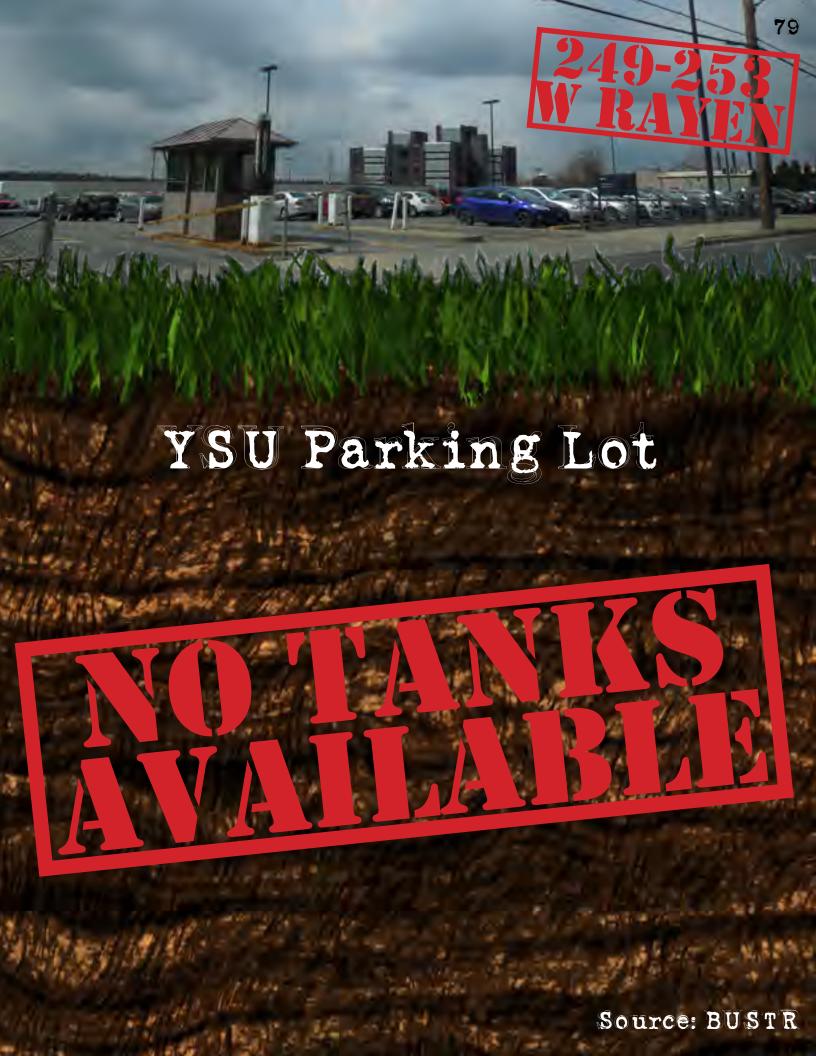


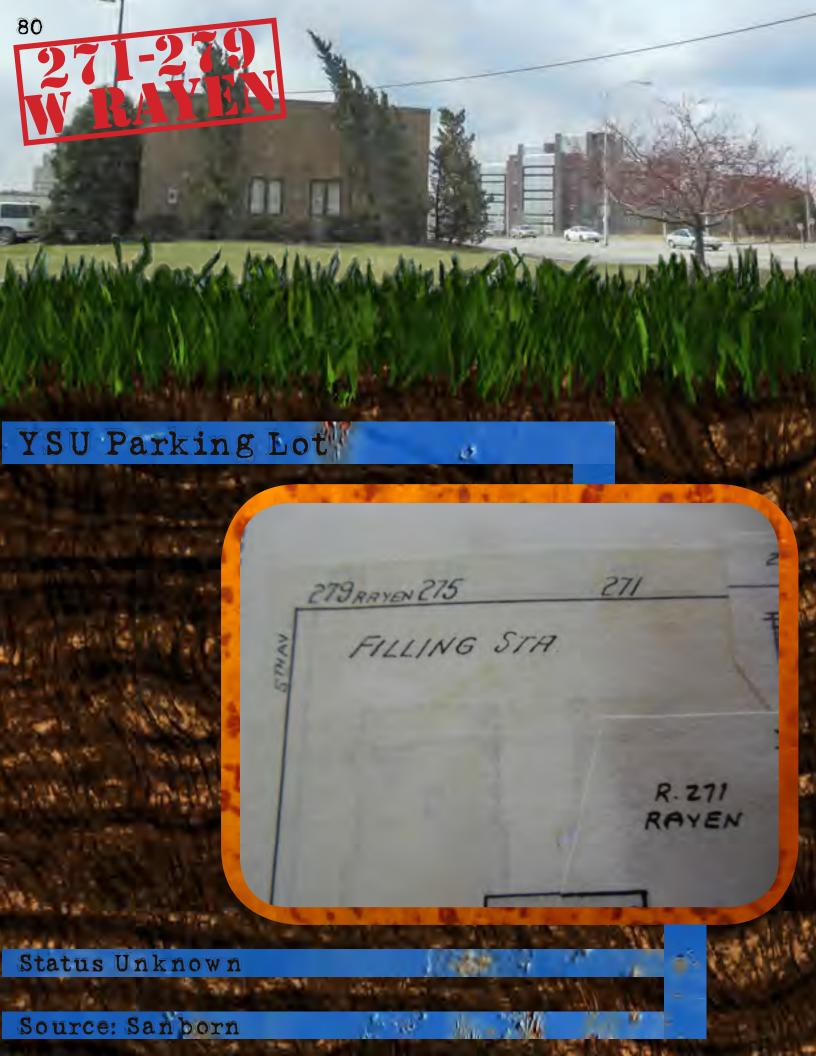
555 B RAYEN

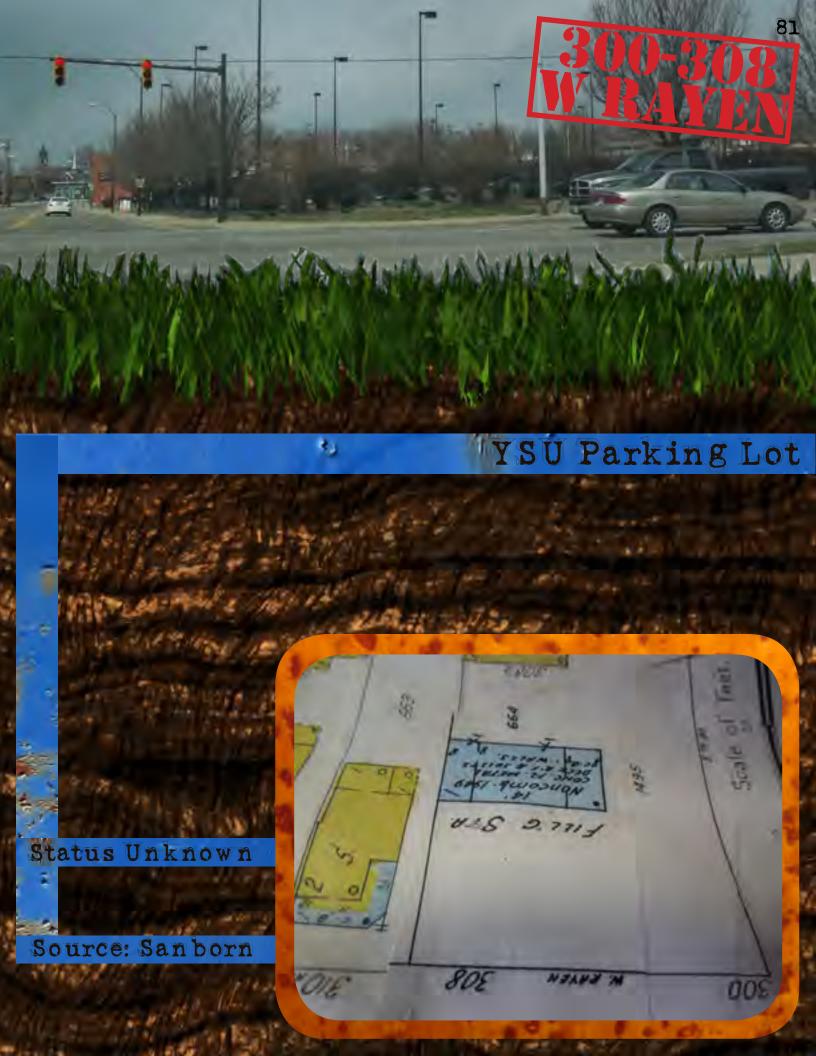


















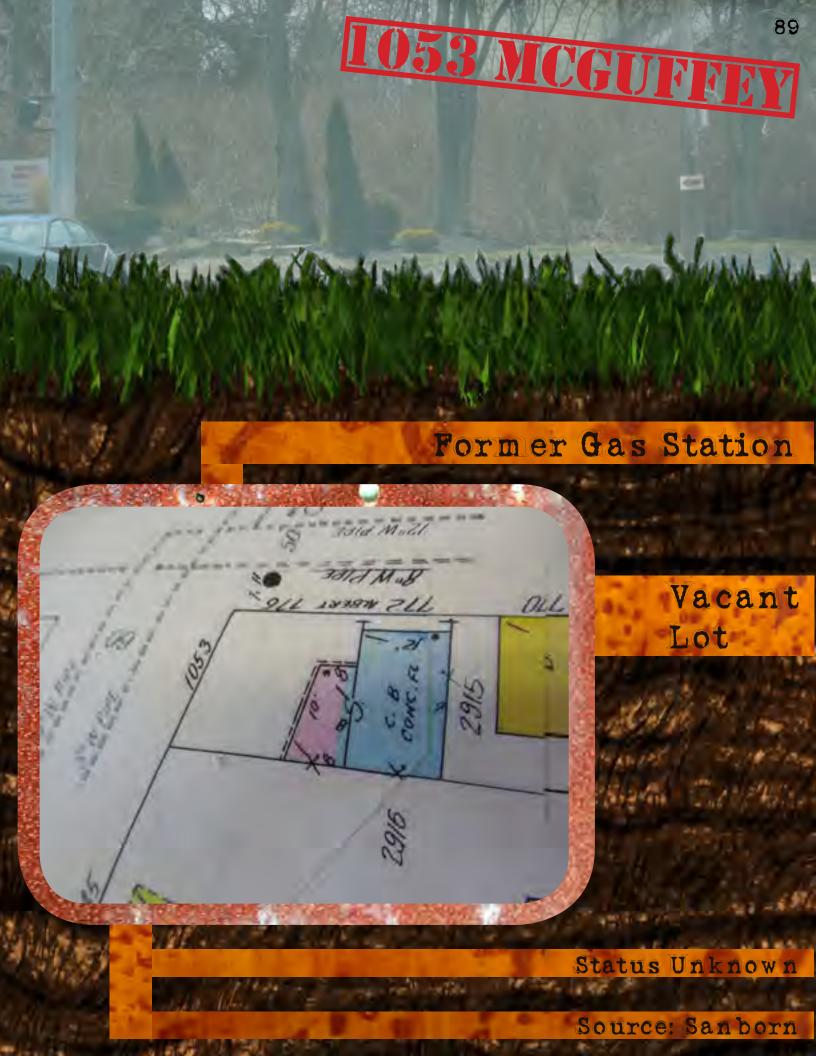




MCGUFFEY UNDERGROUND STORAGE



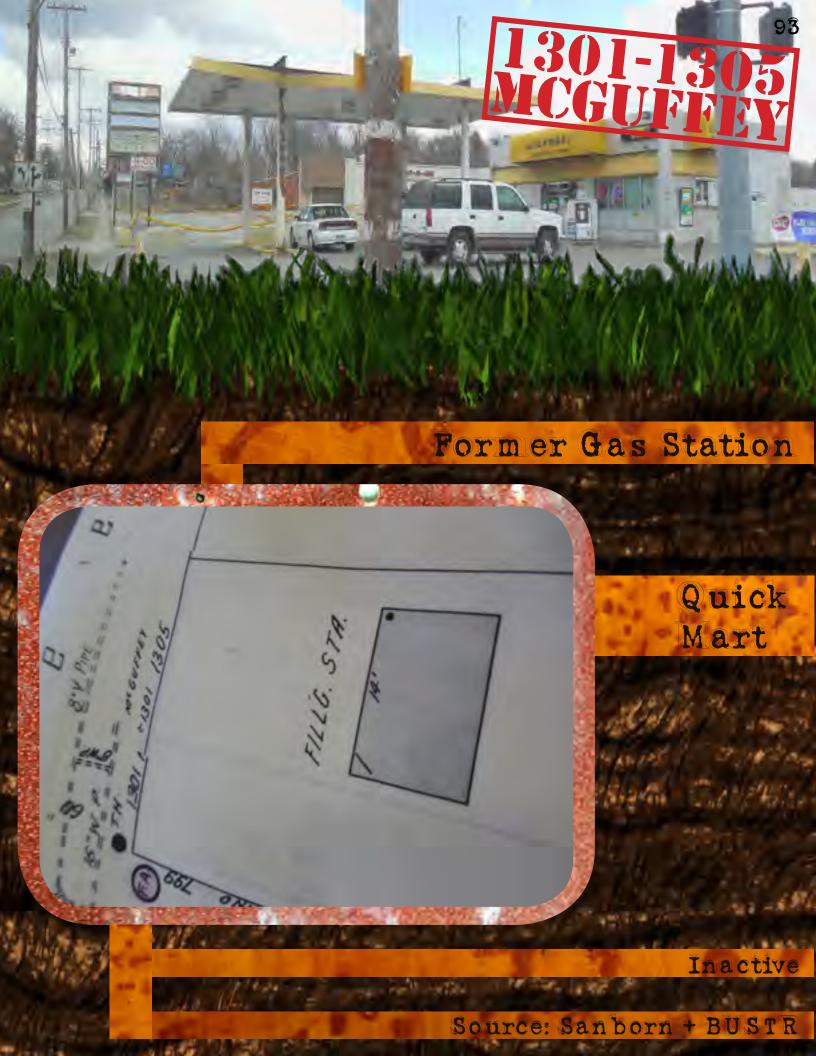




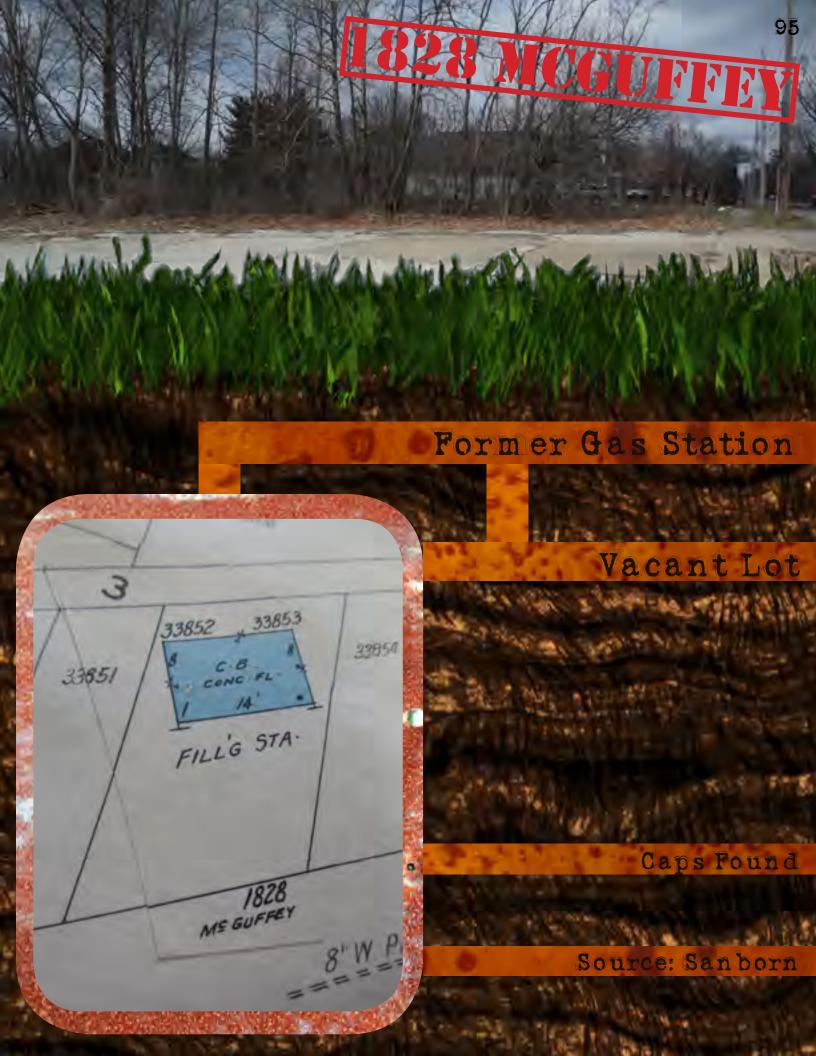












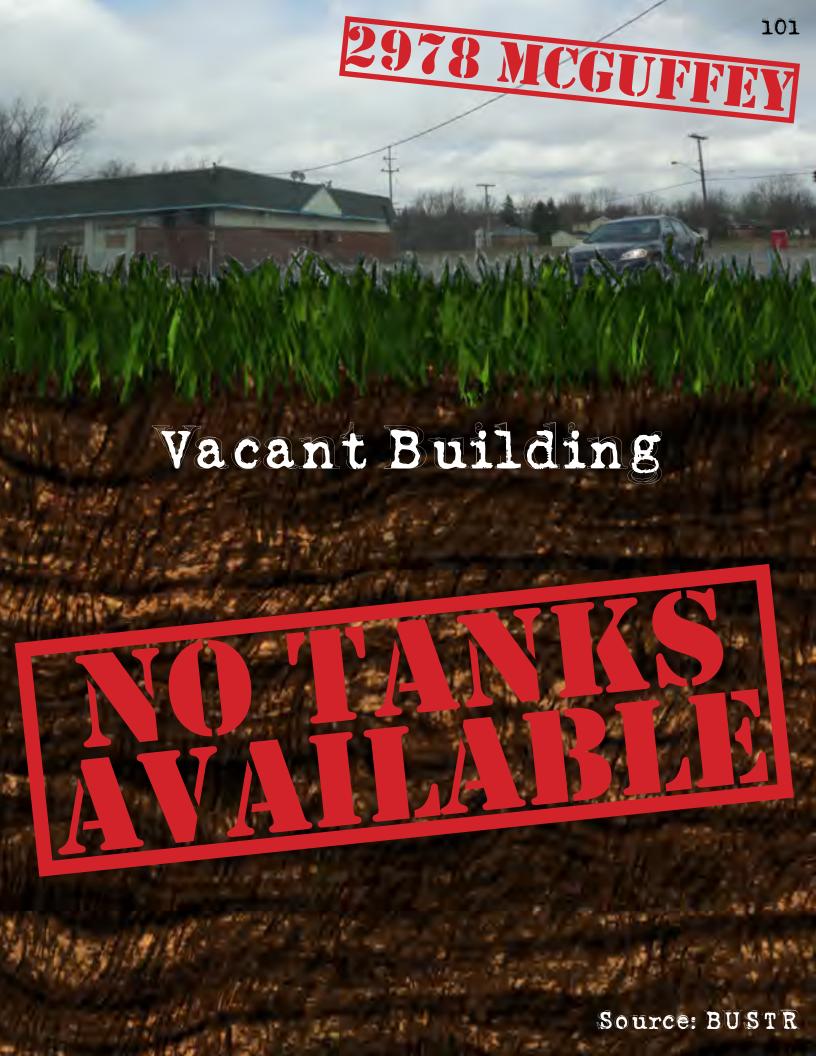








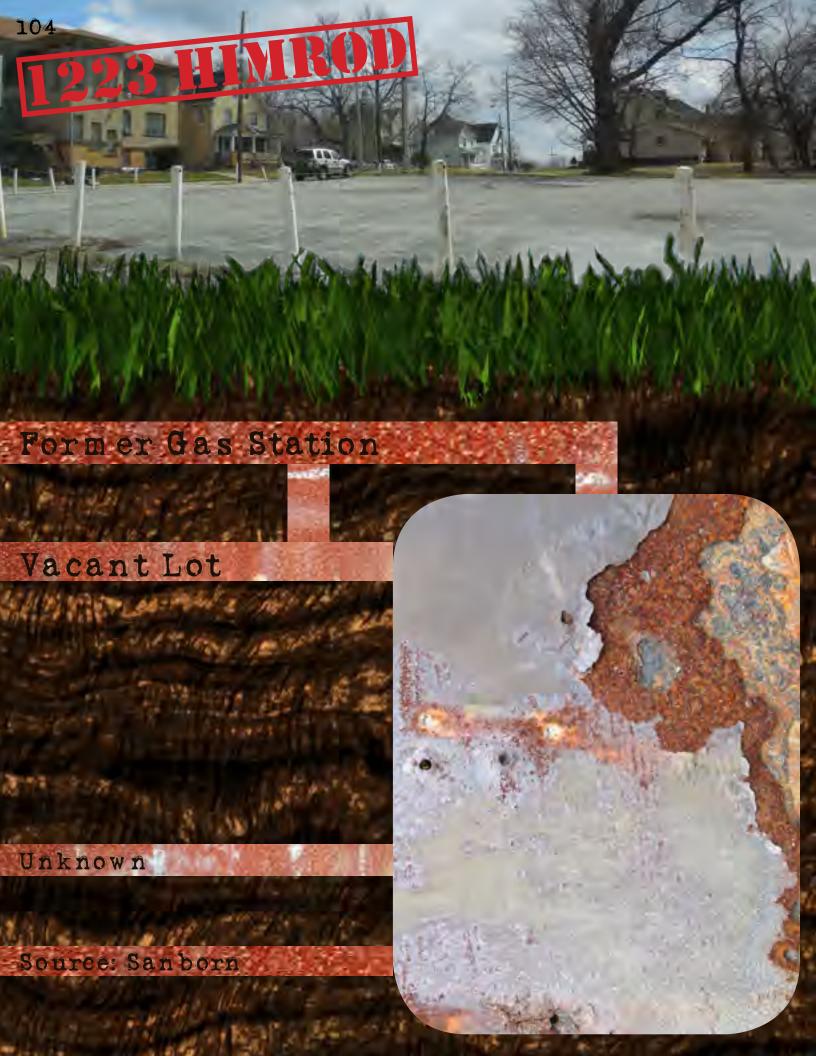




"SHEHY/RIGBY/
HIMROD
UNDERGROUND
STORAGE
TANKS



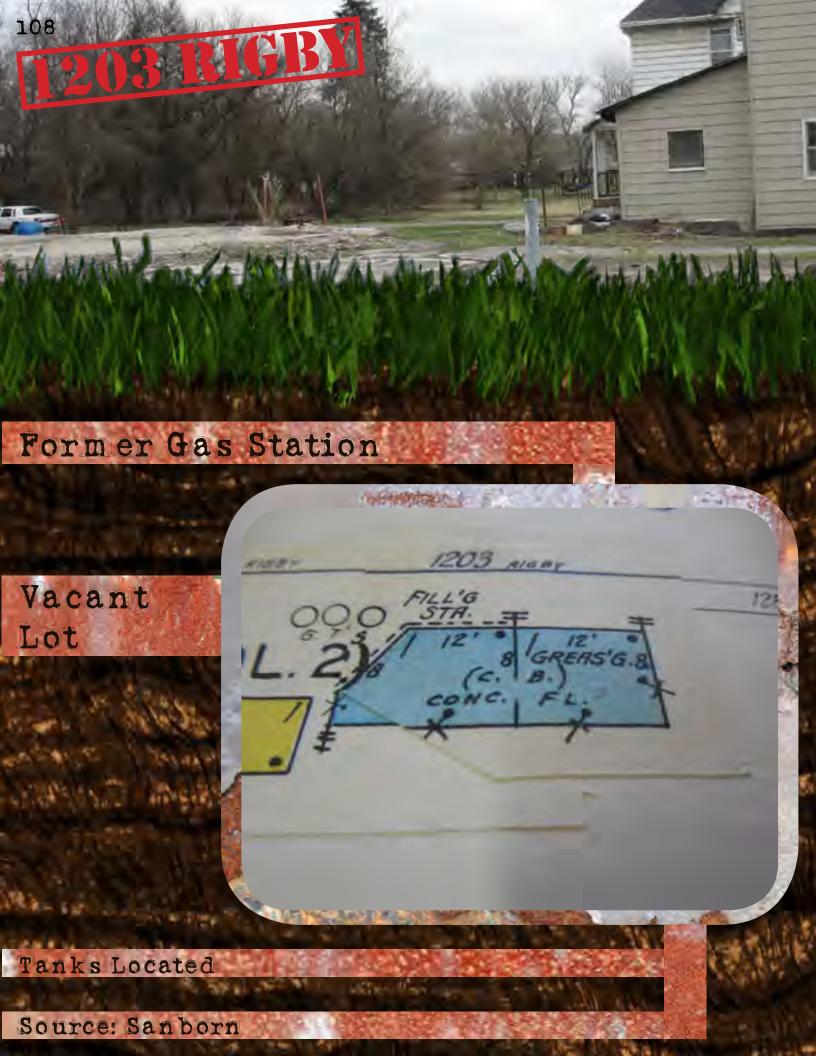


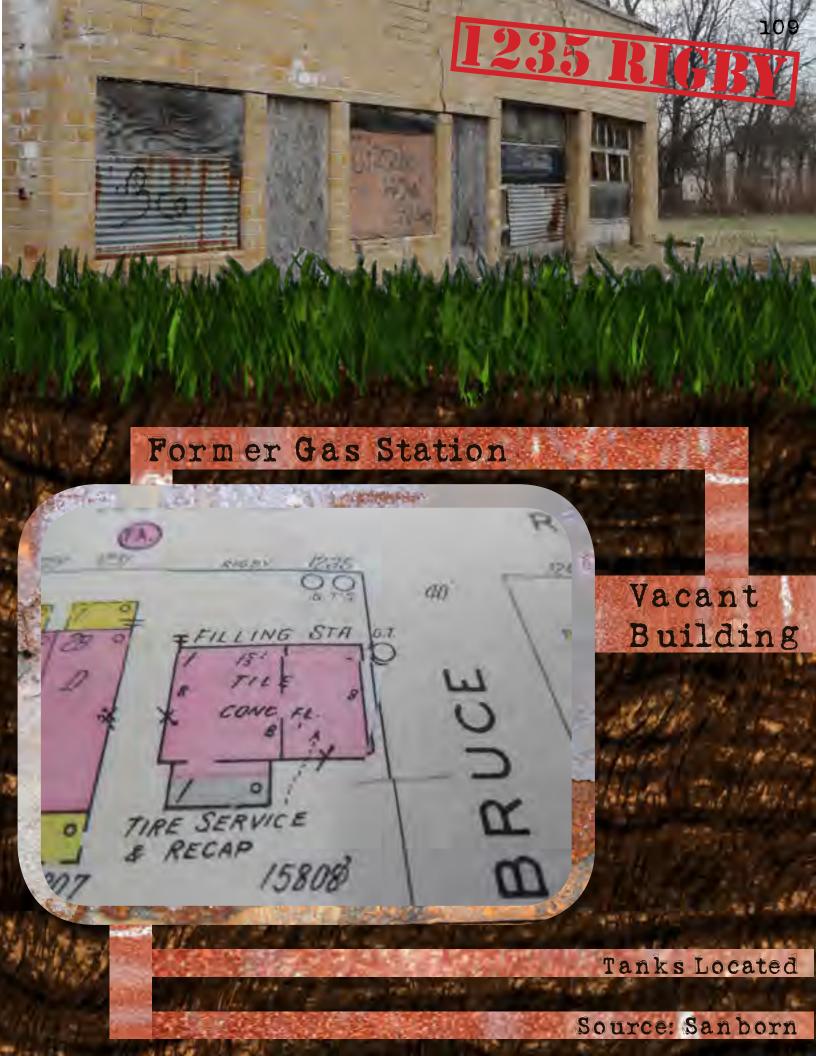






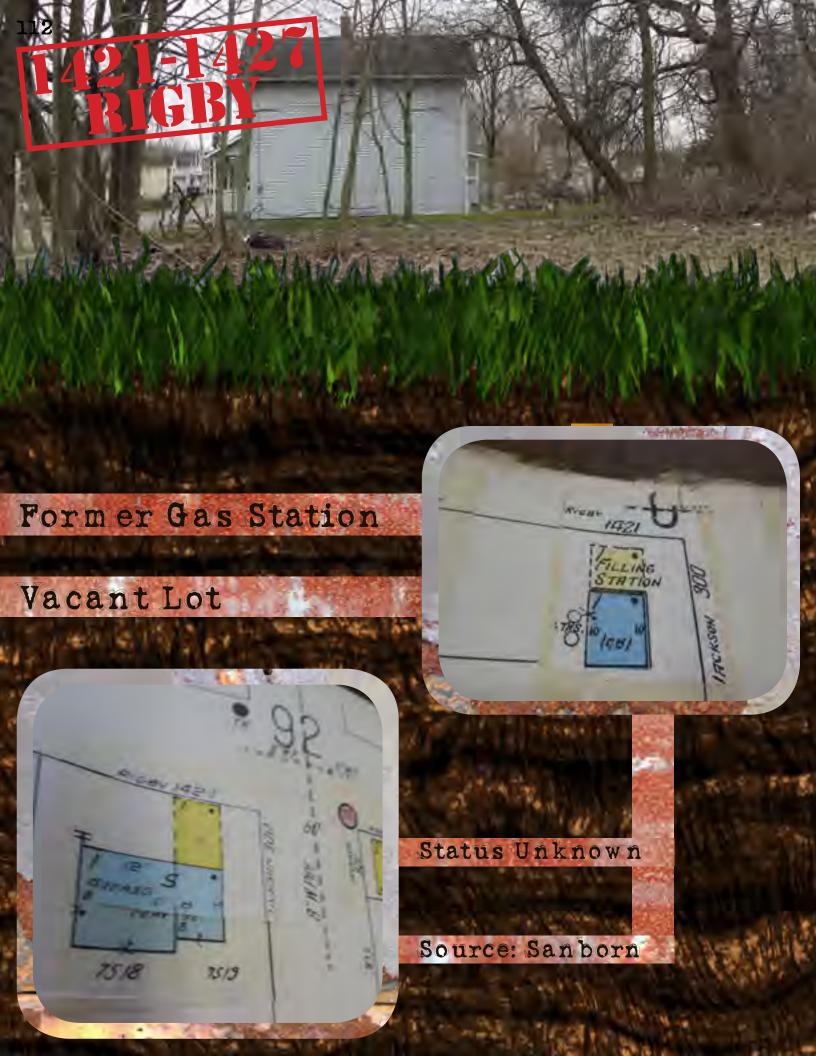






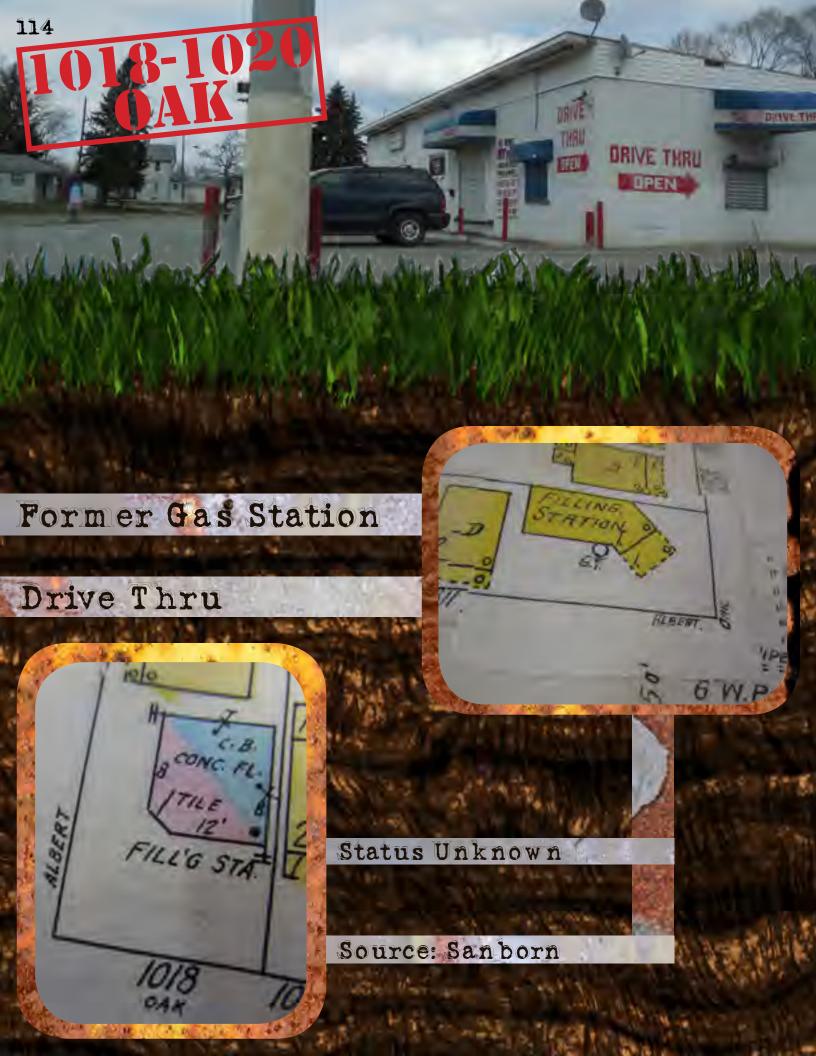


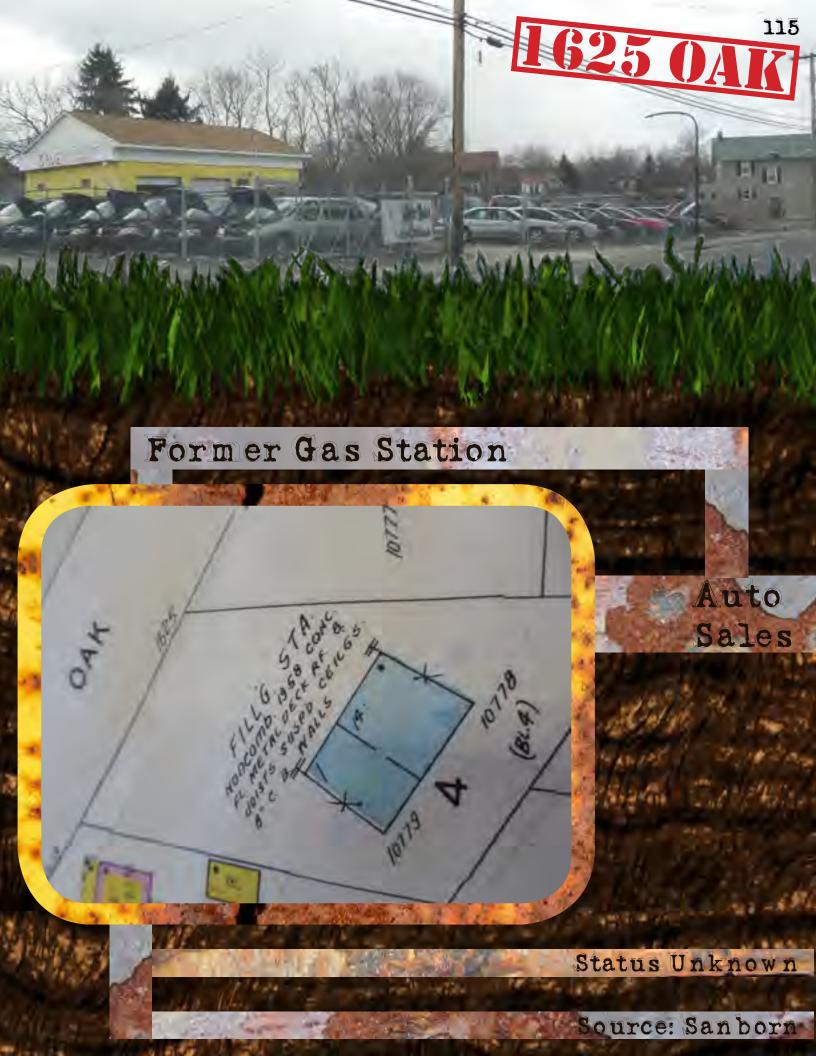


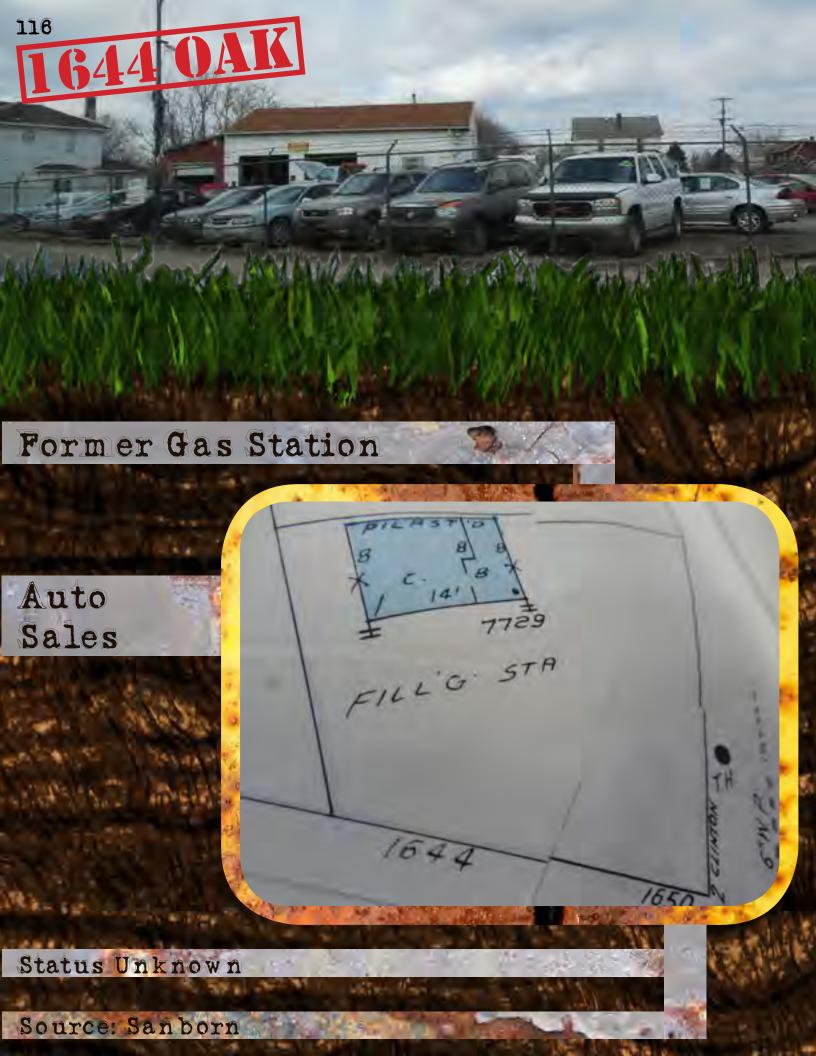


STREET UNDERGROUND STORAGE TANKS





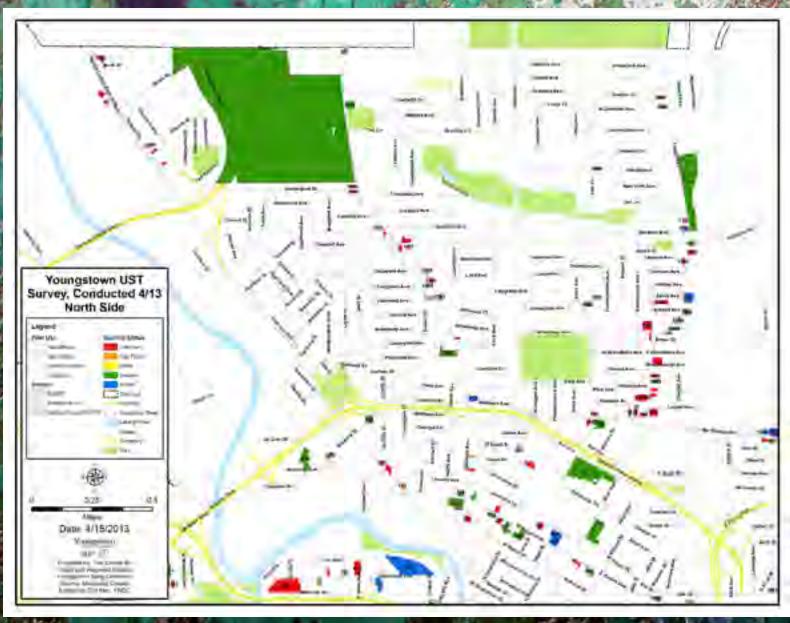


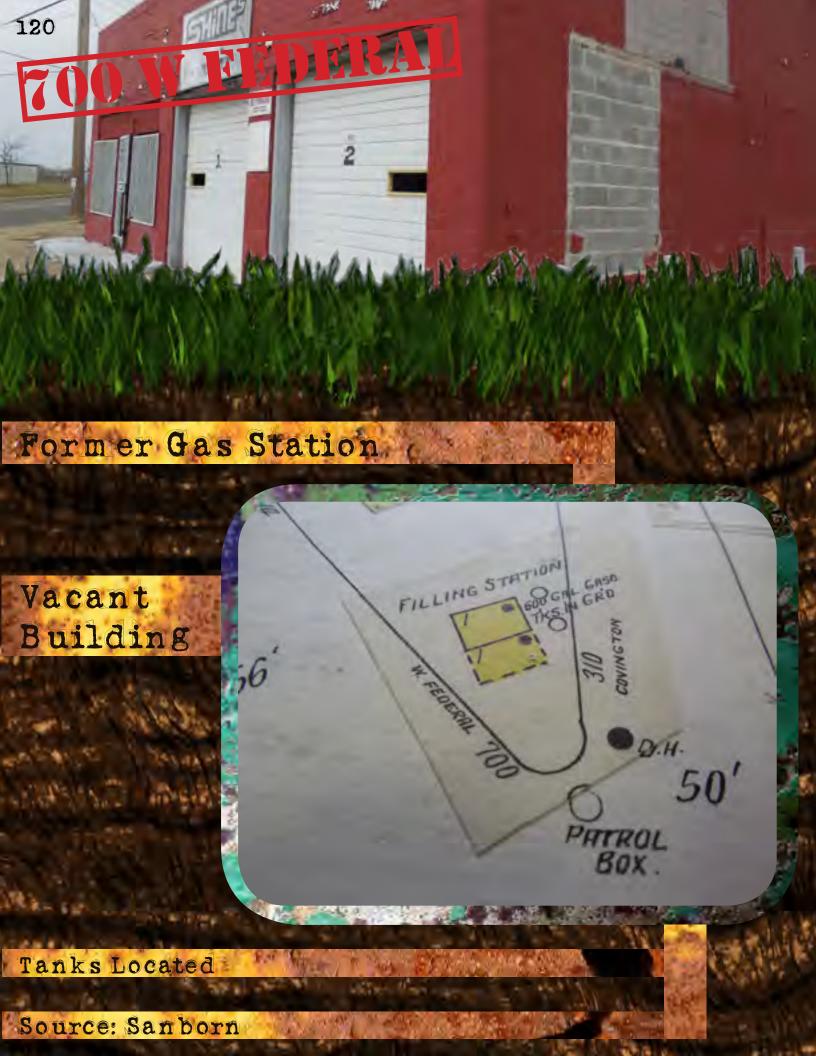






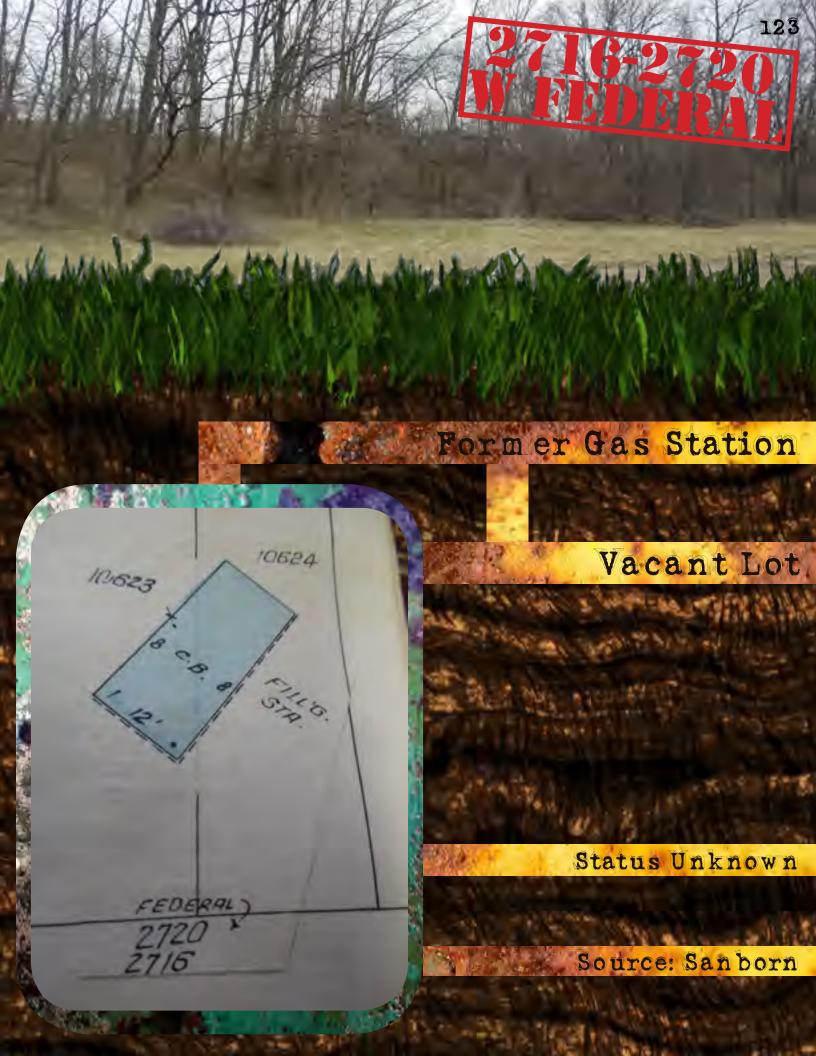




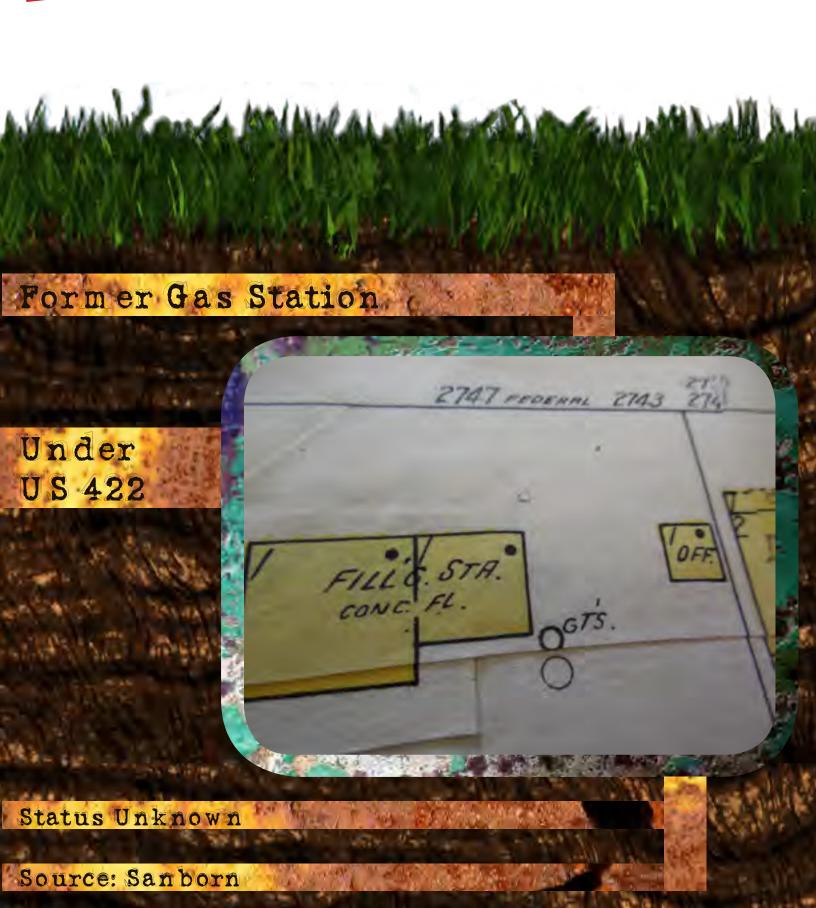


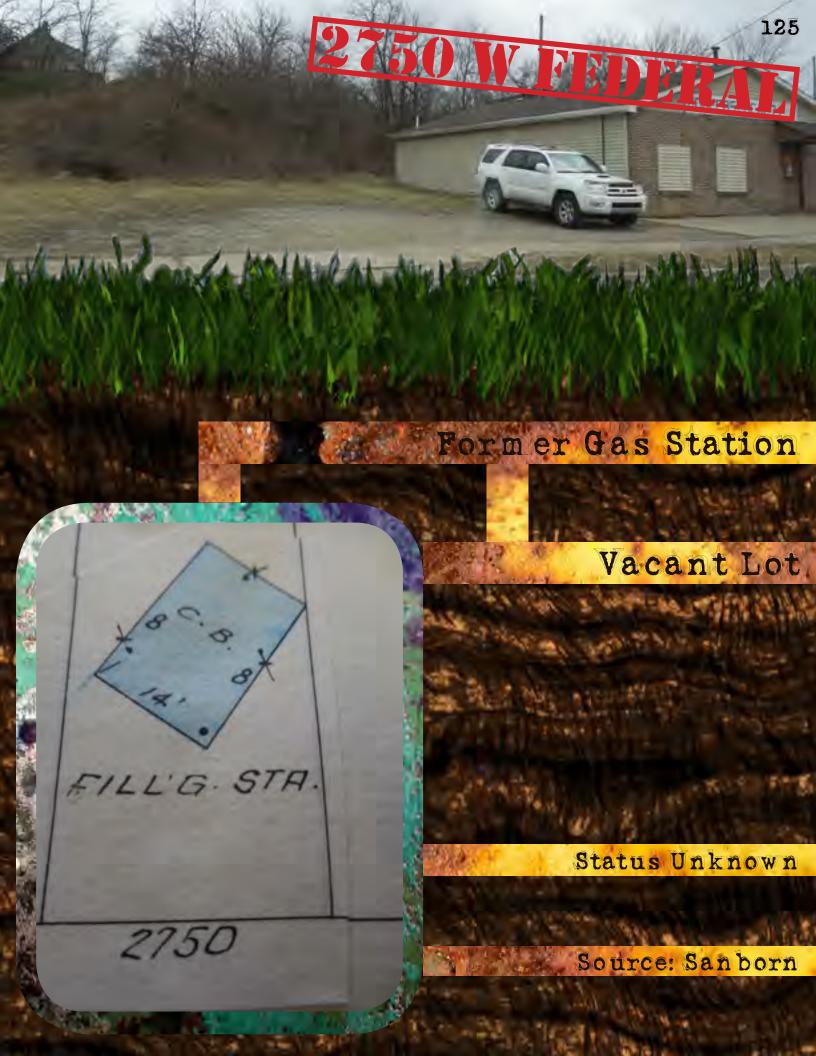


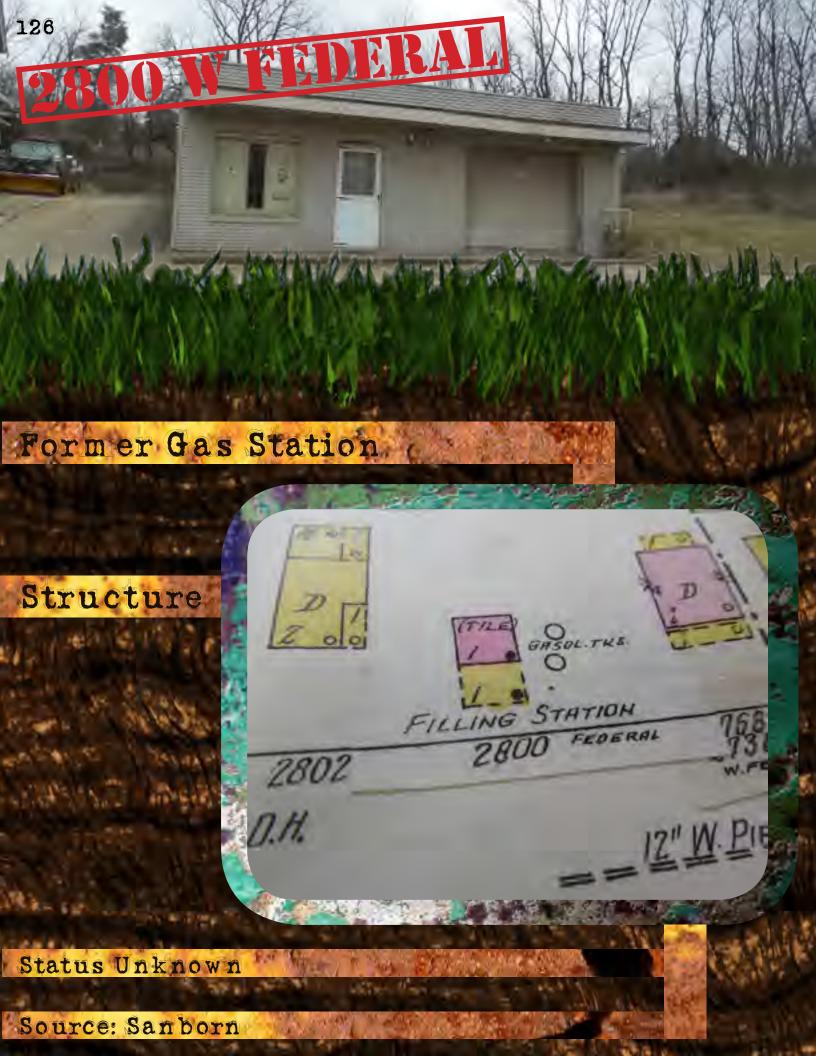


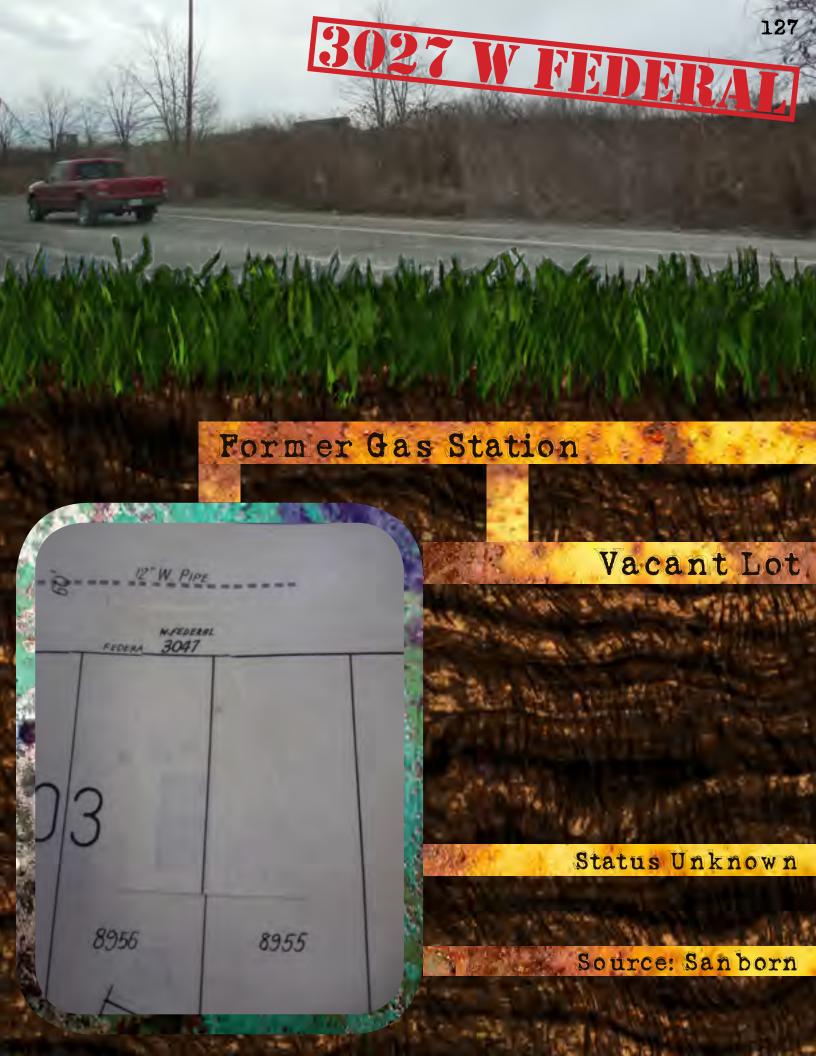


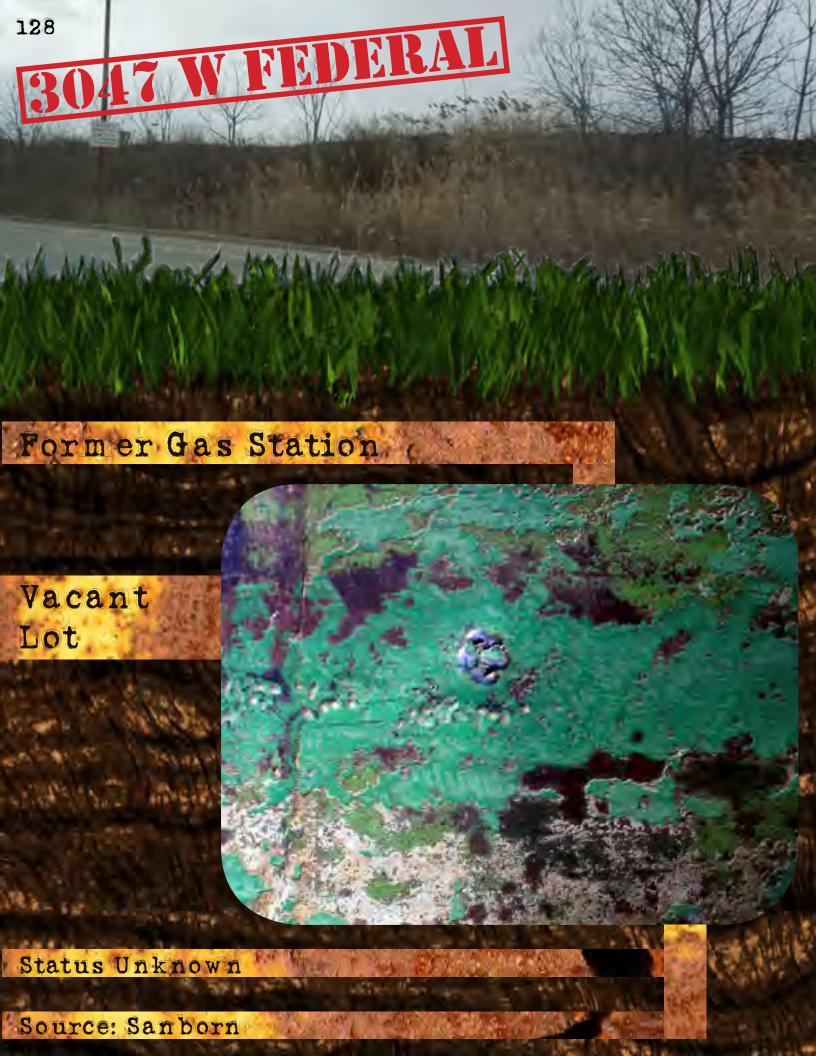
743-2747 FEDERAL



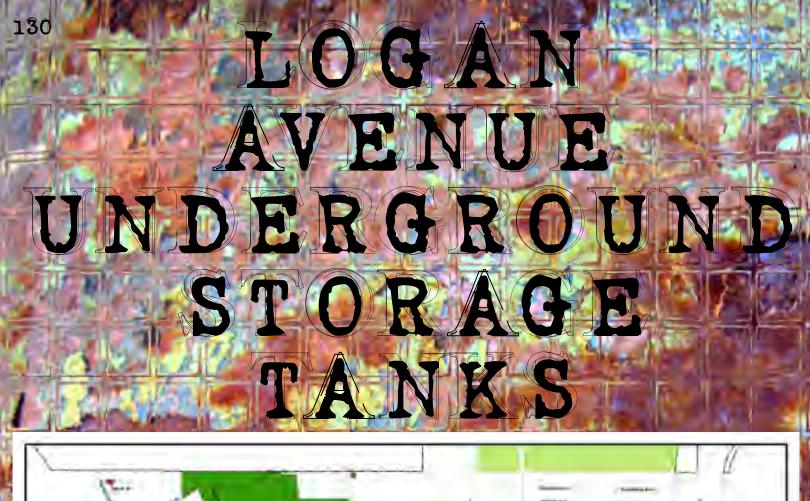


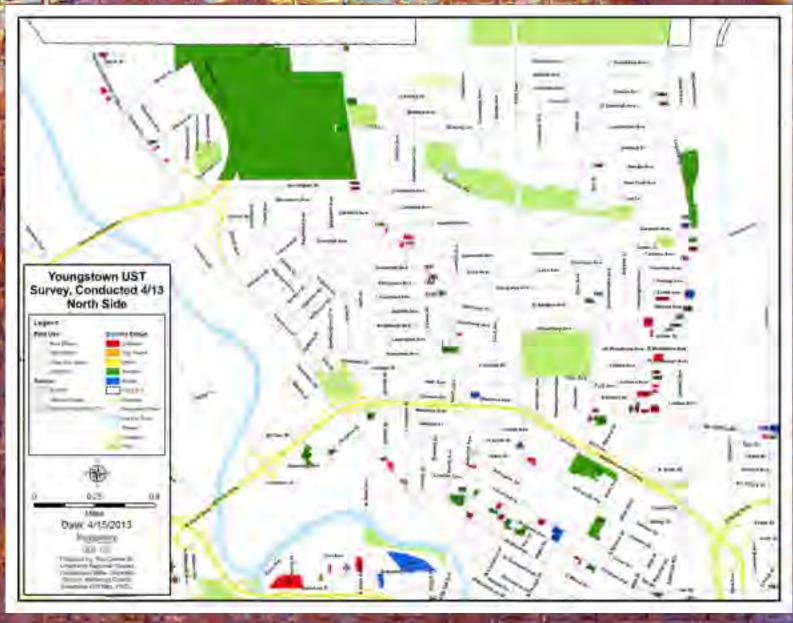




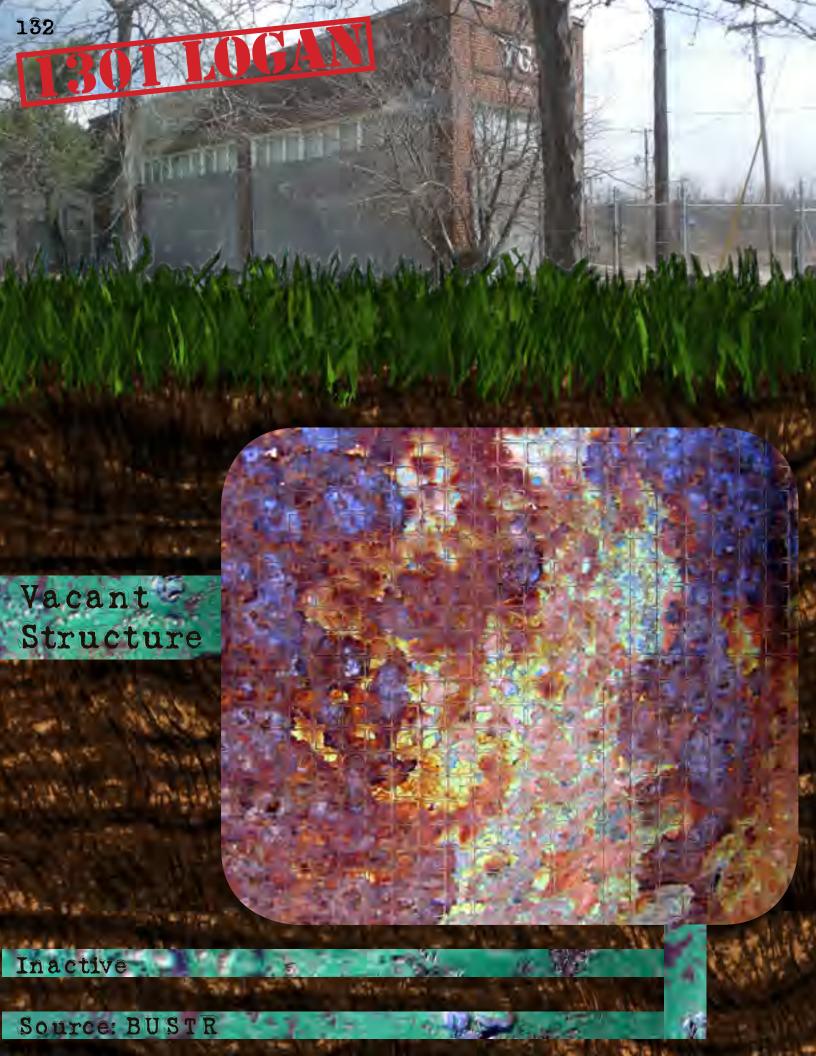


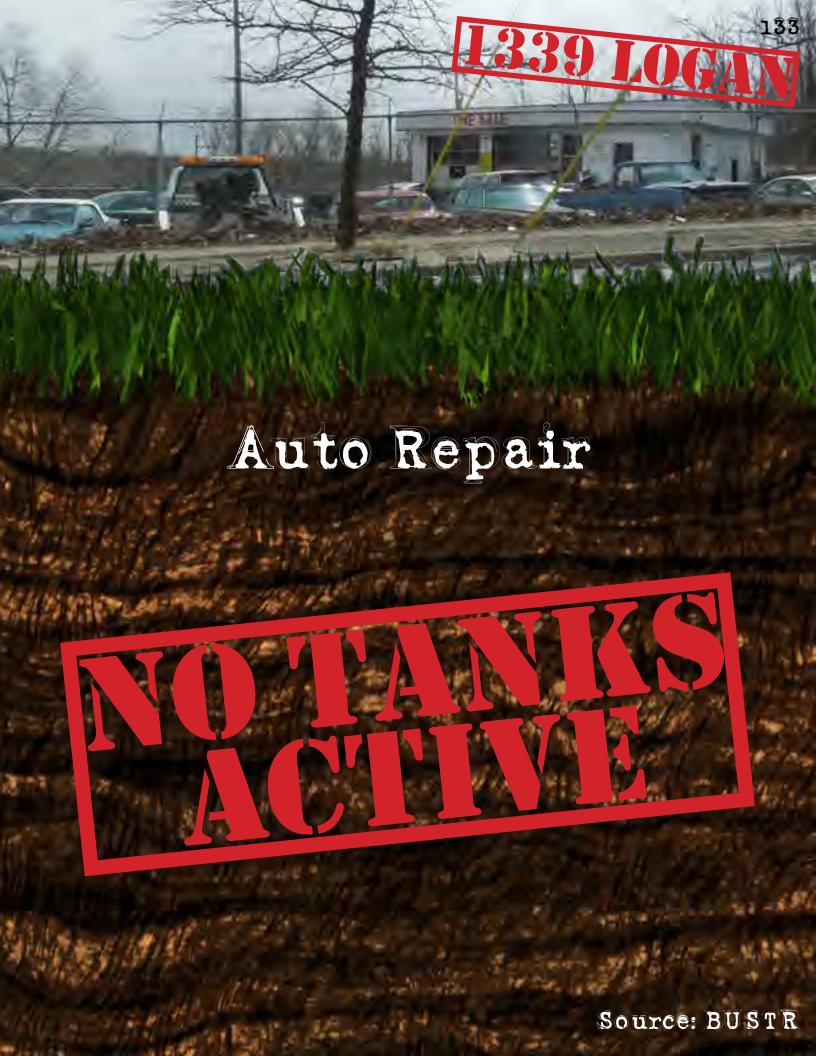


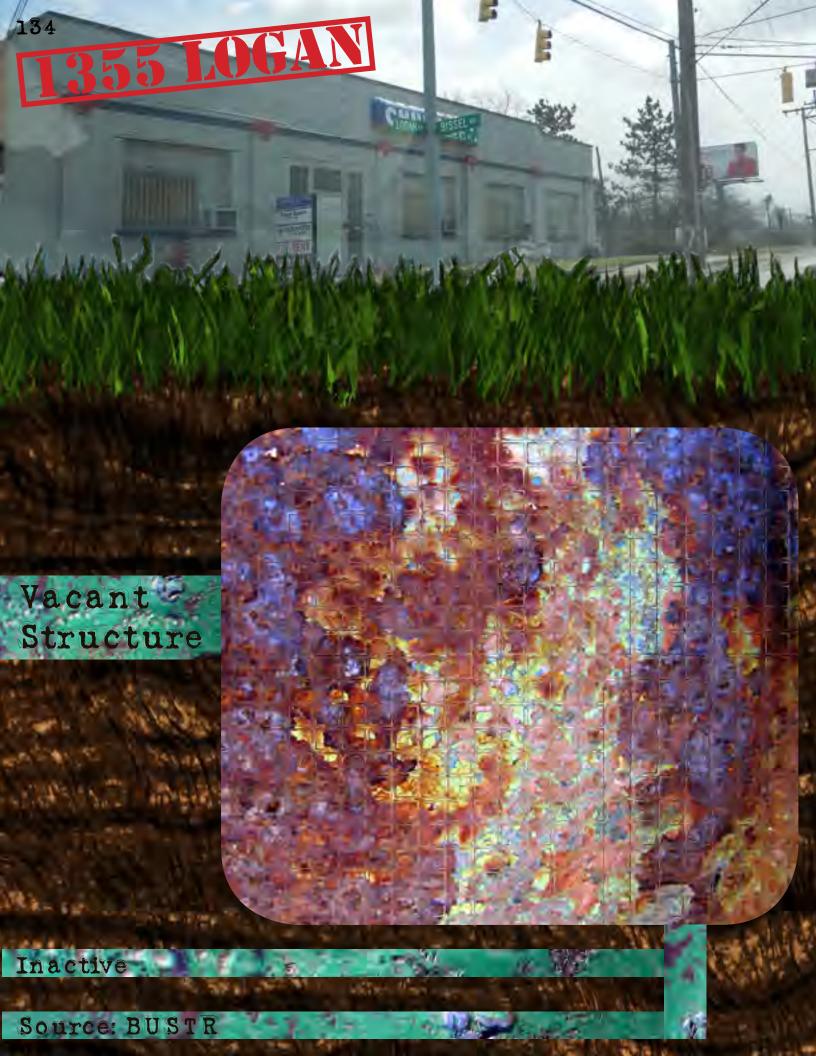






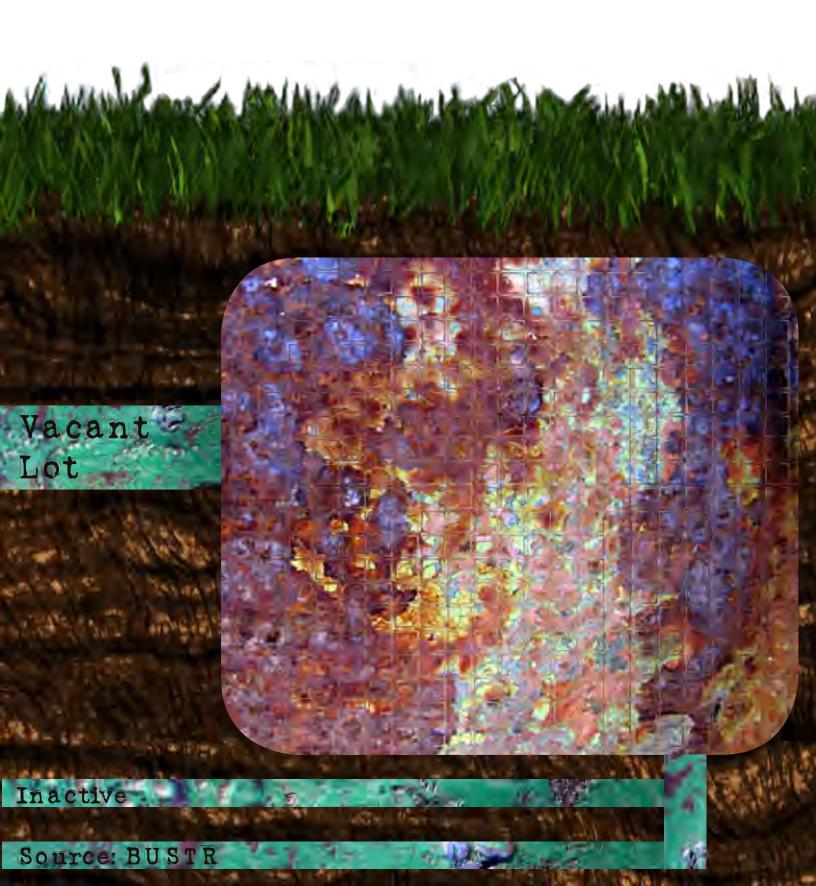




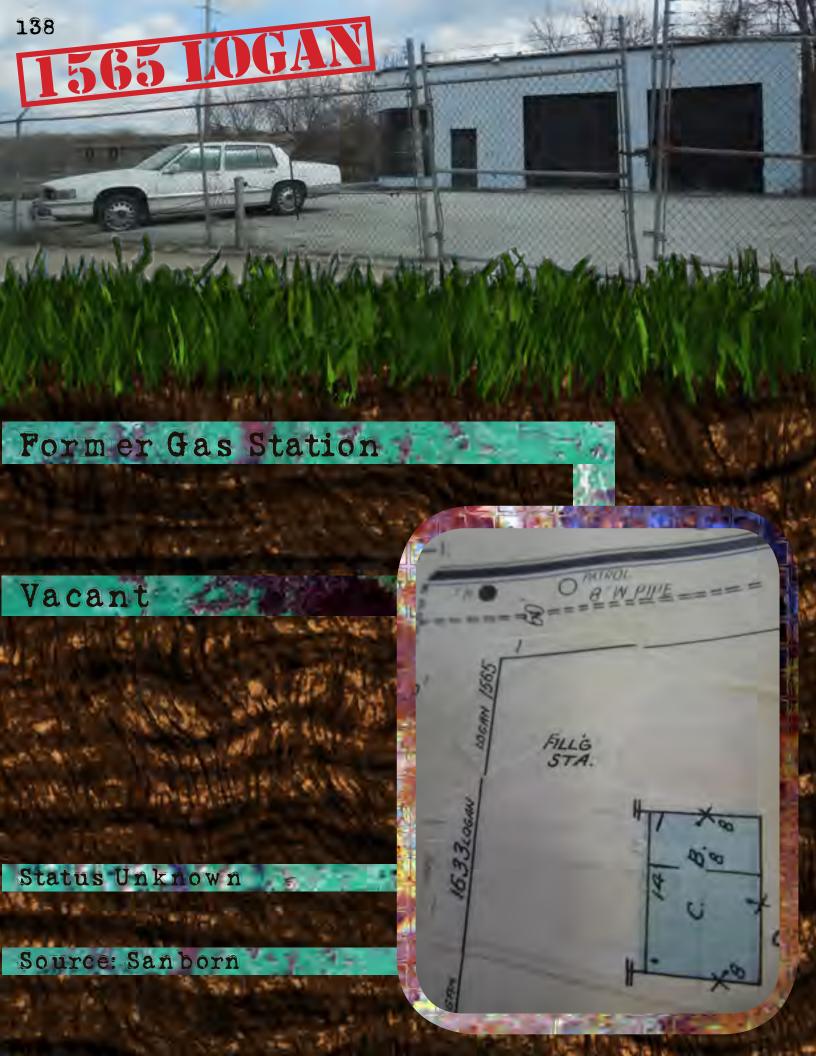


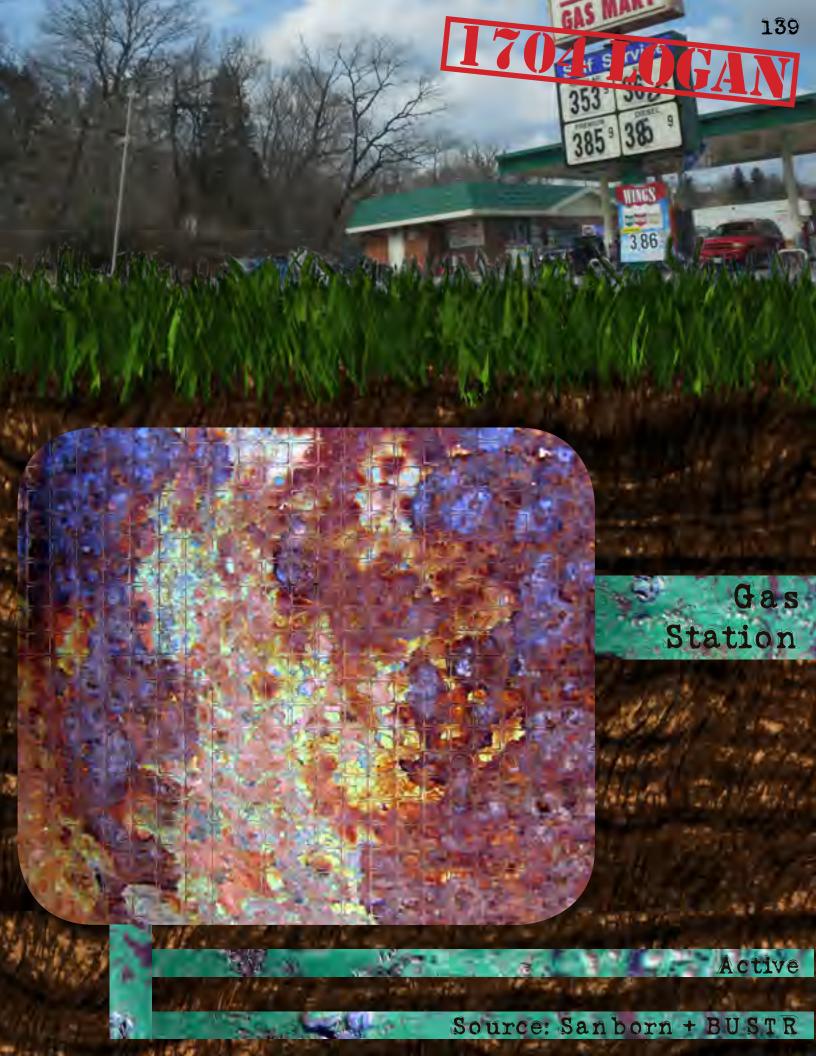


1505 I.OGAN









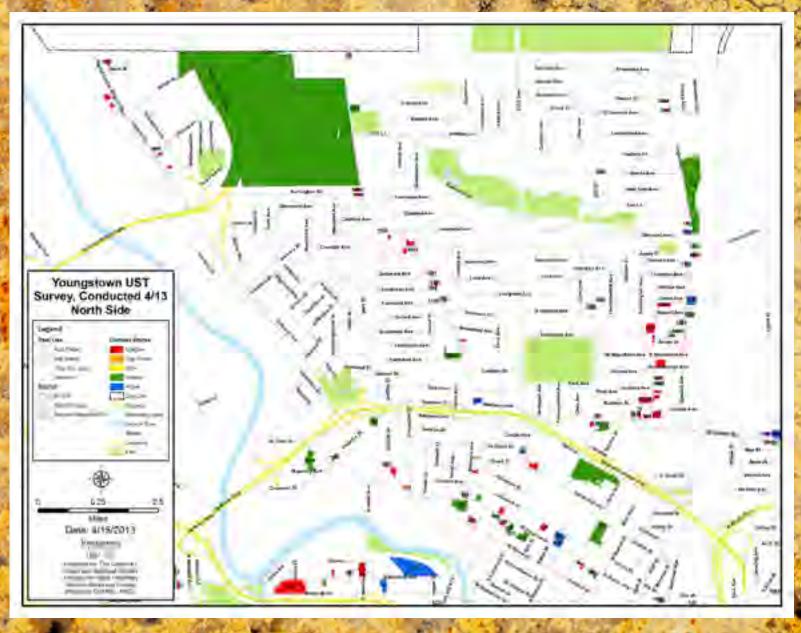


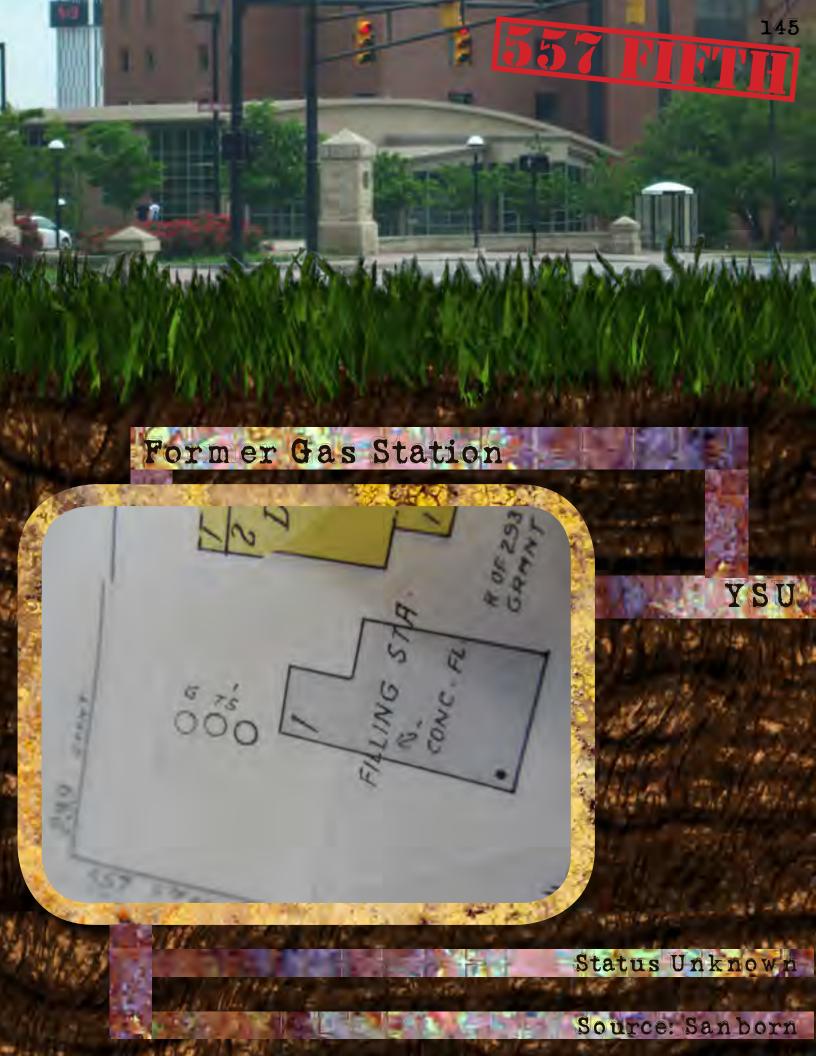




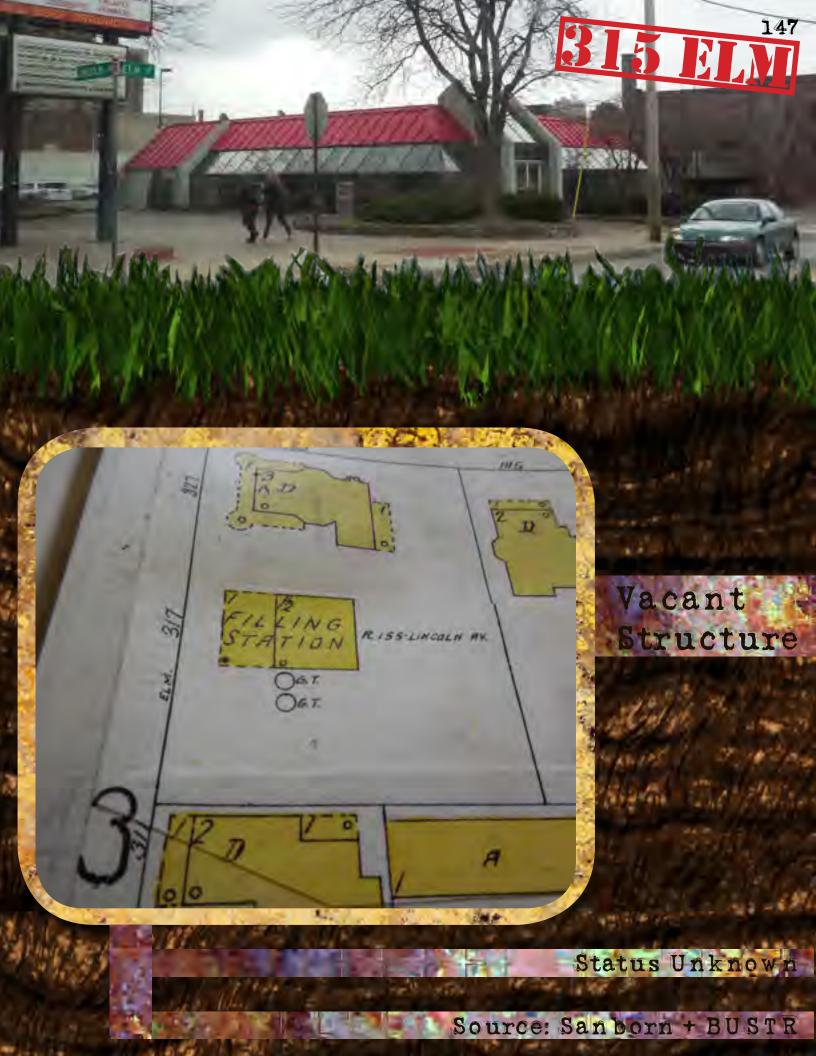


FIFTH AVENUE/ ELM STREET UNDERGROUND STORAGE TANKS



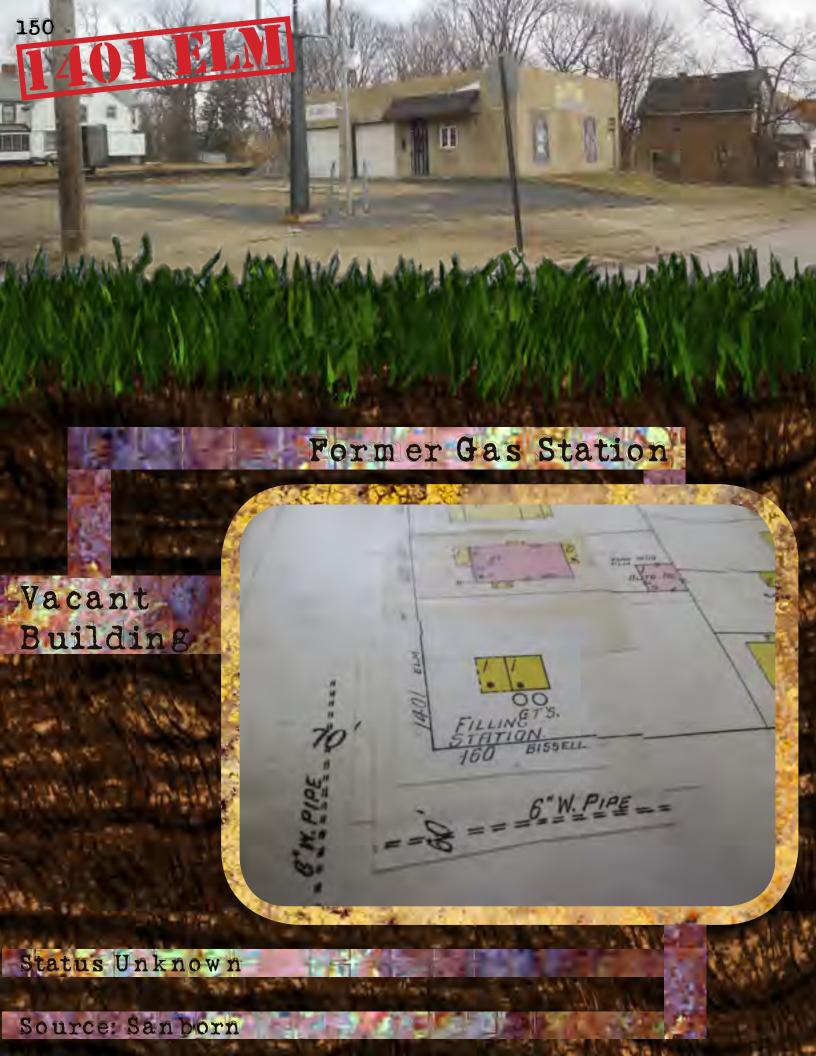




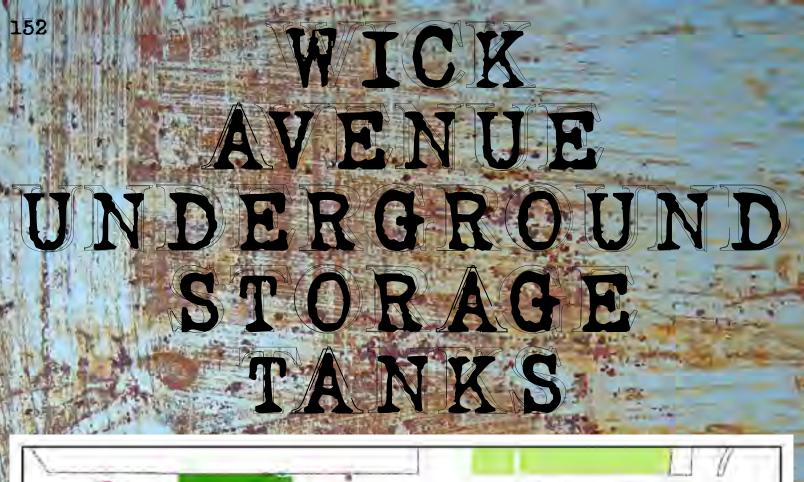


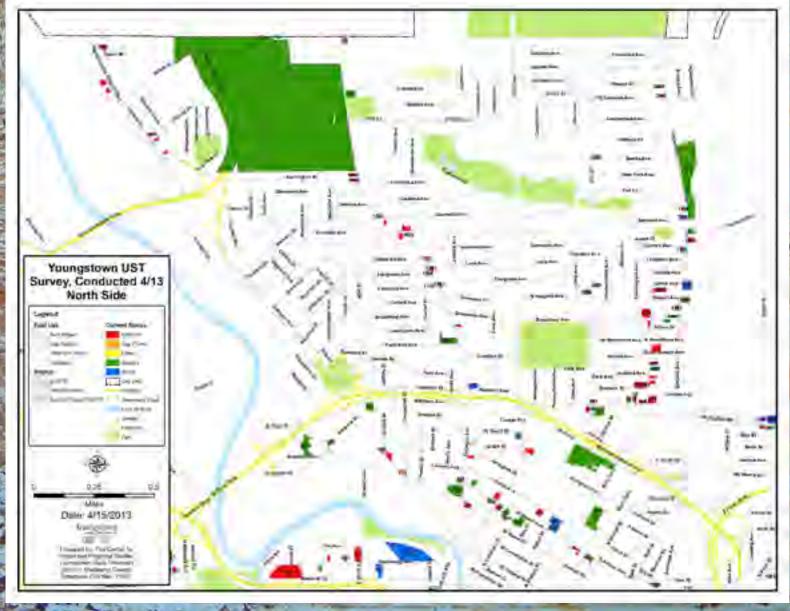


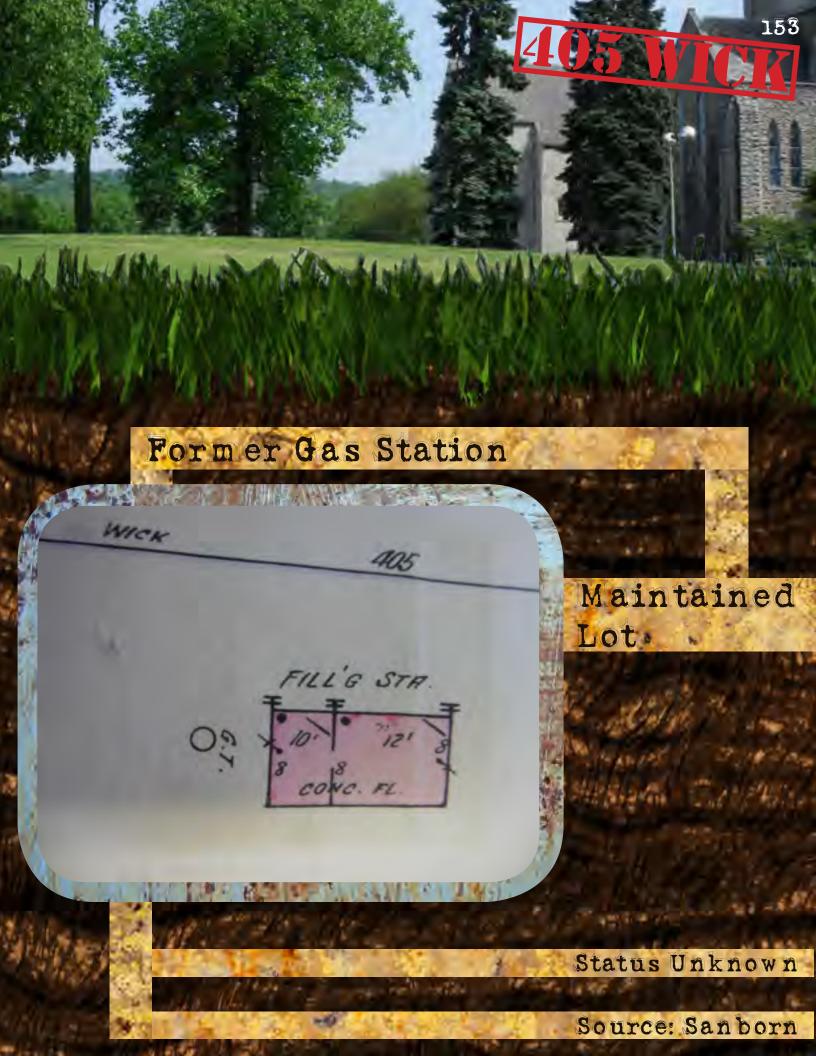


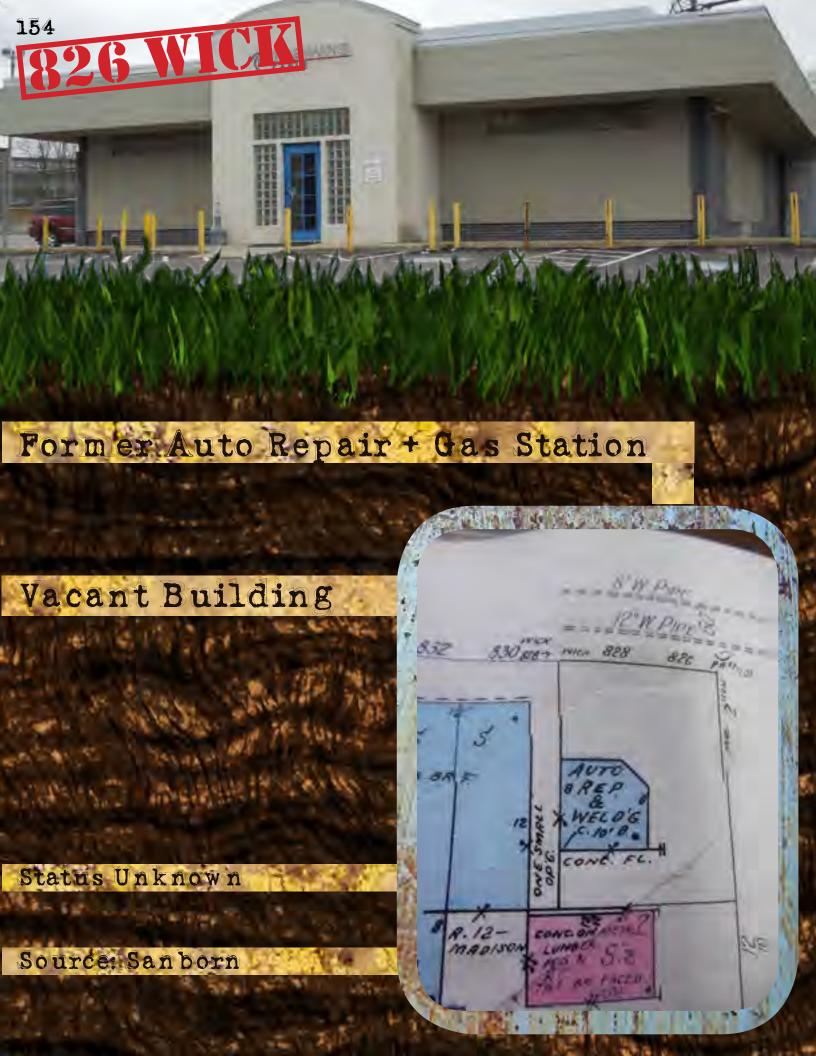


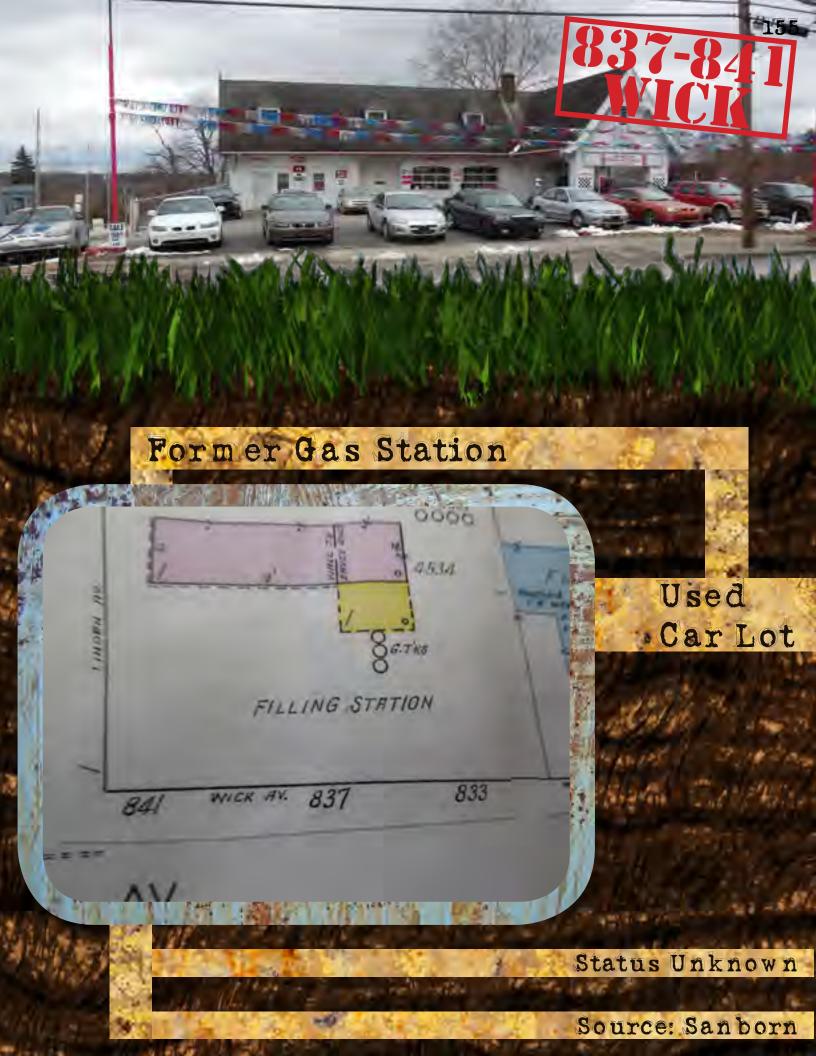


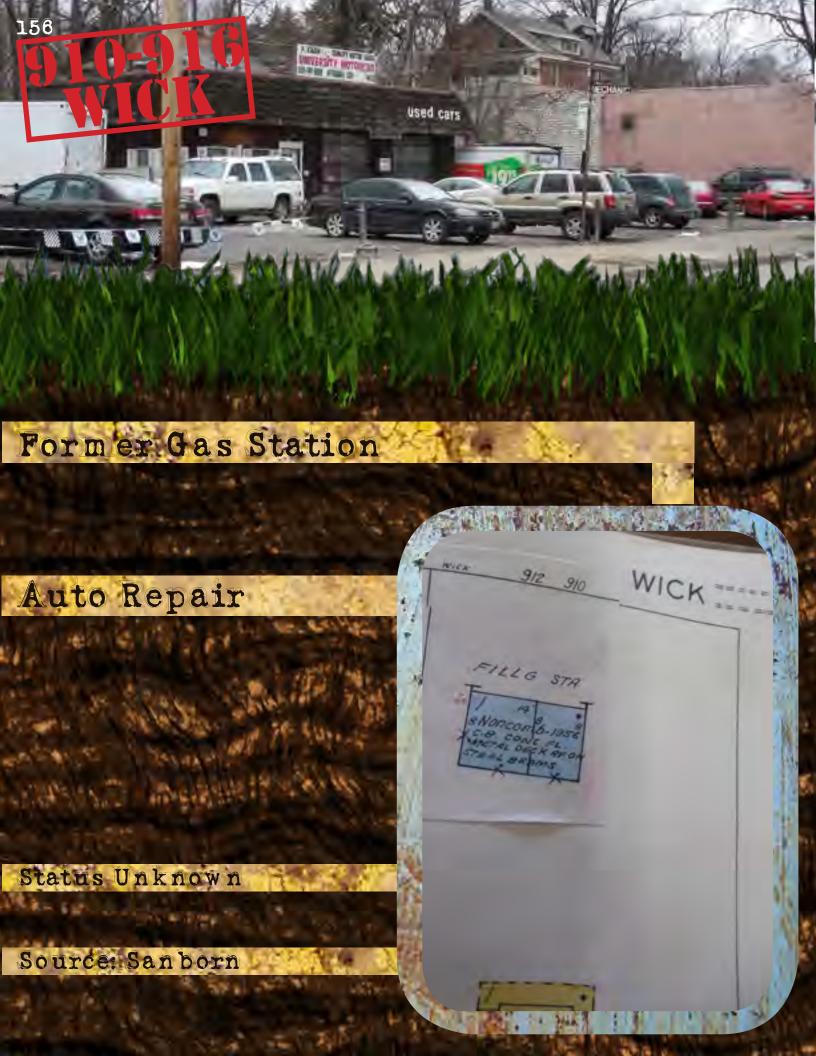




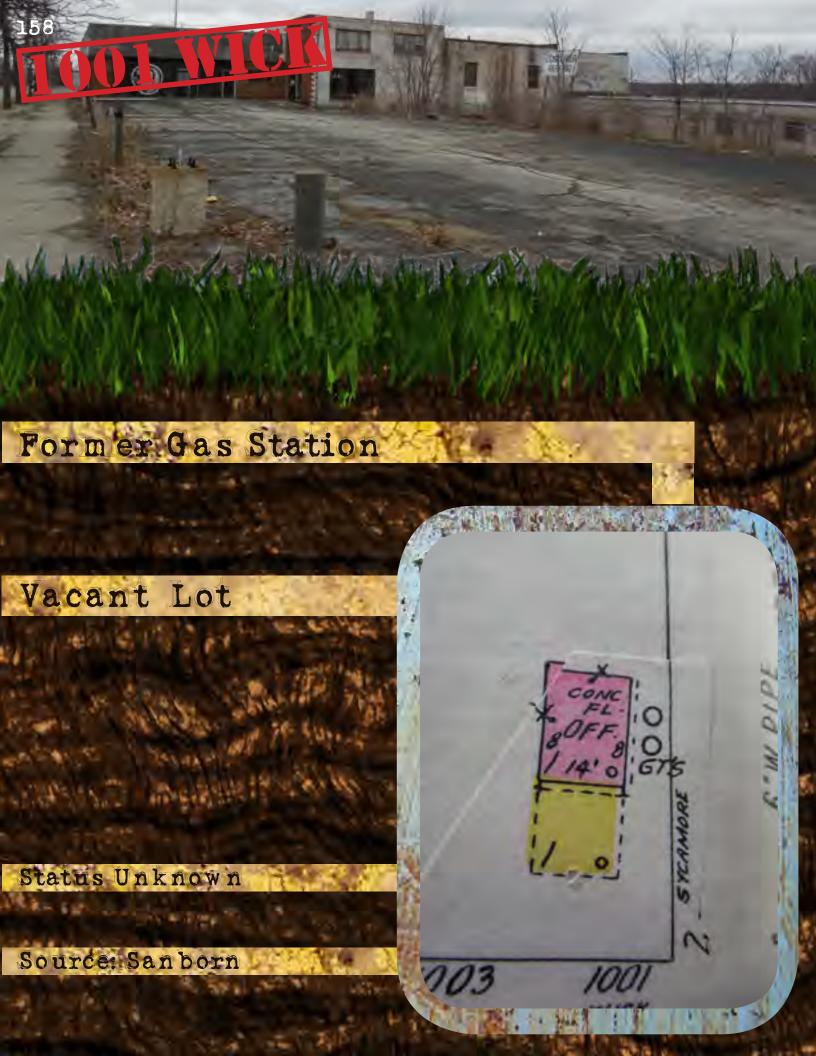




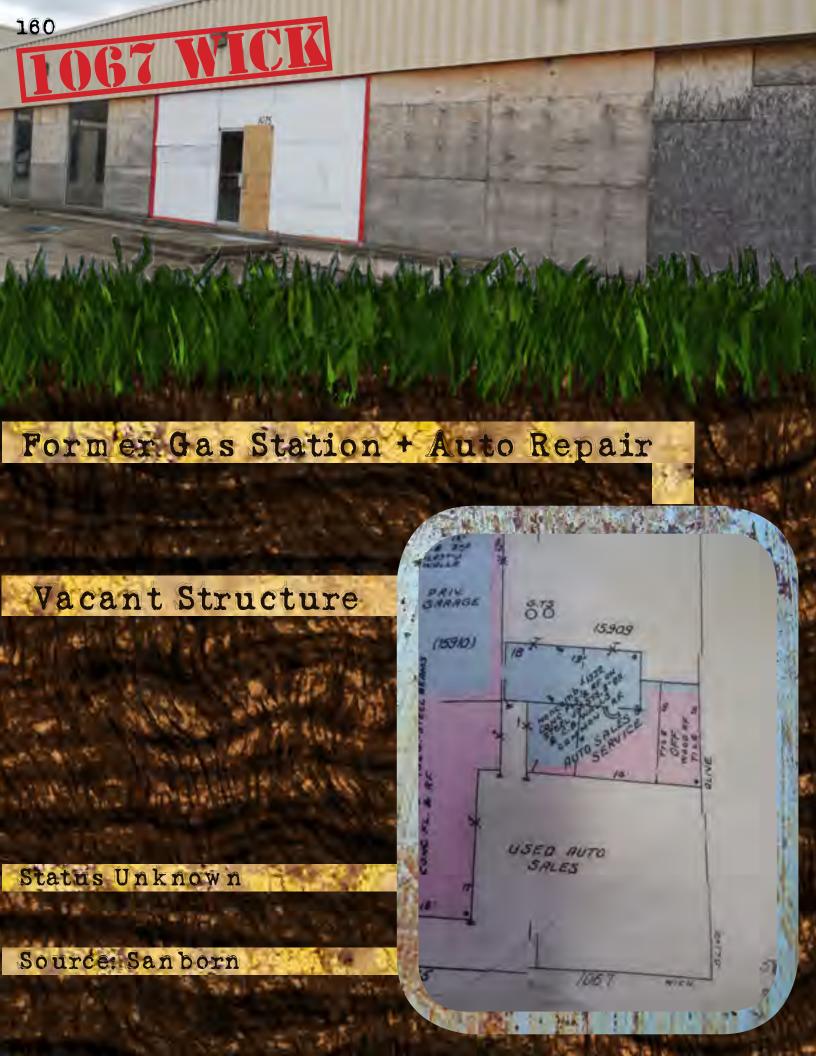


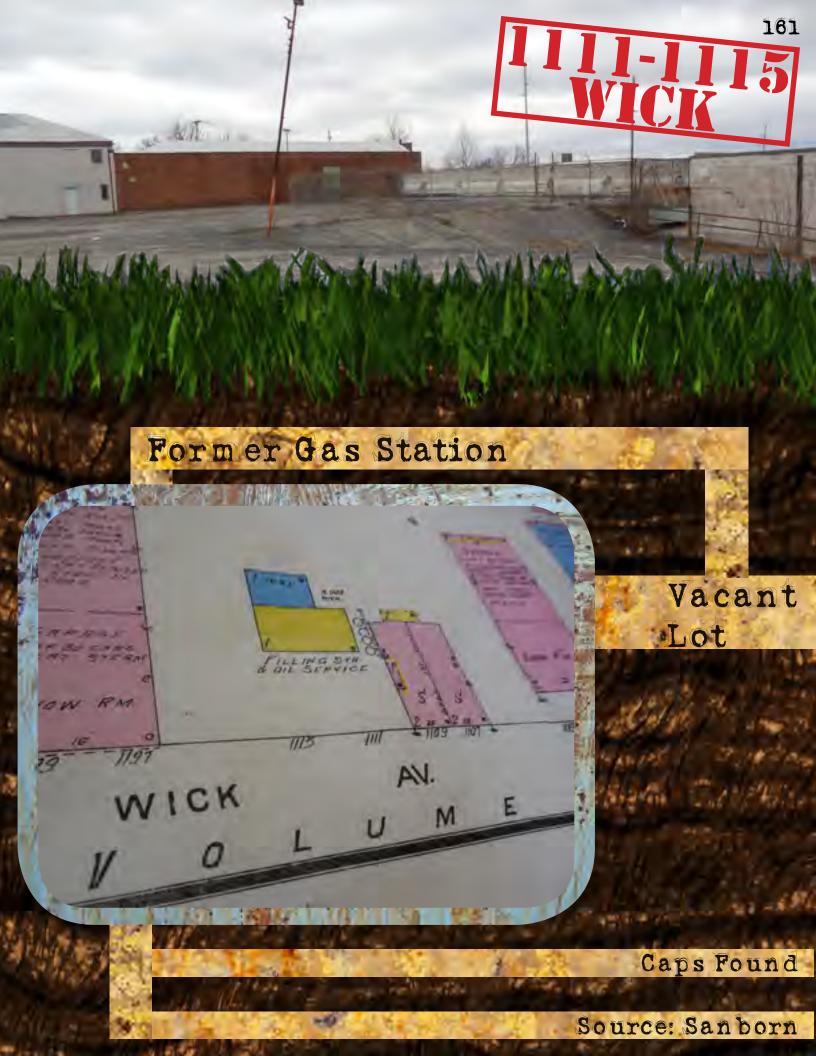


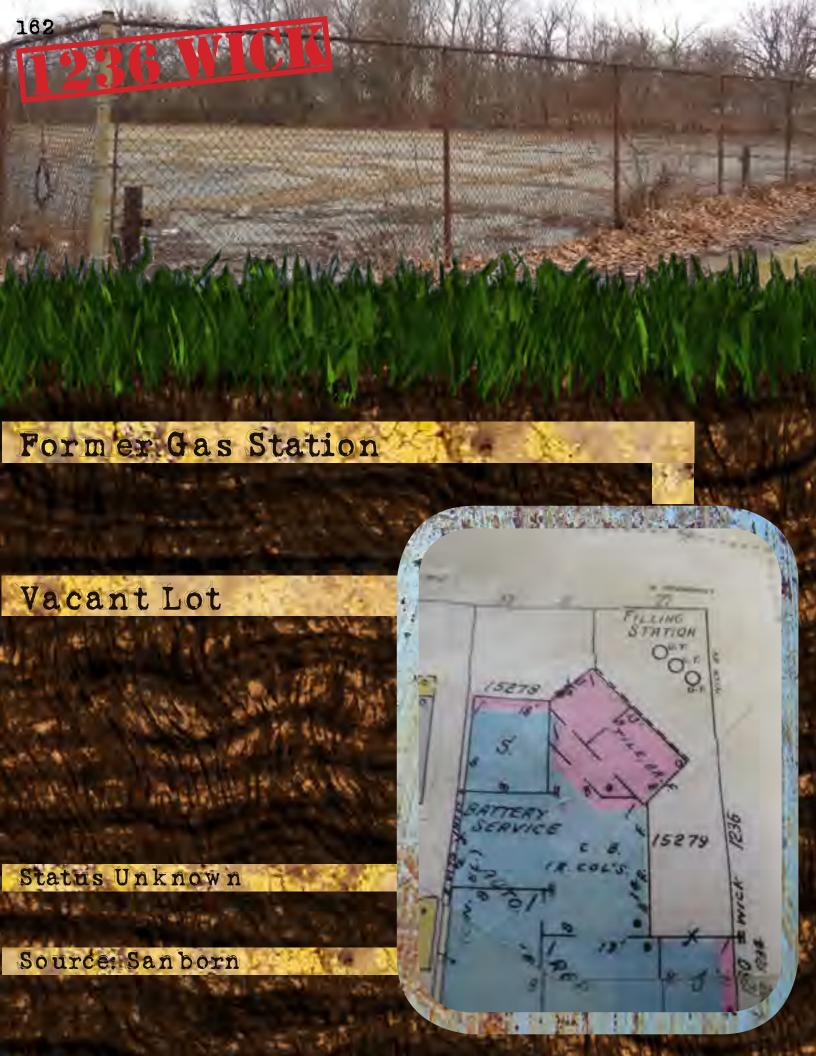








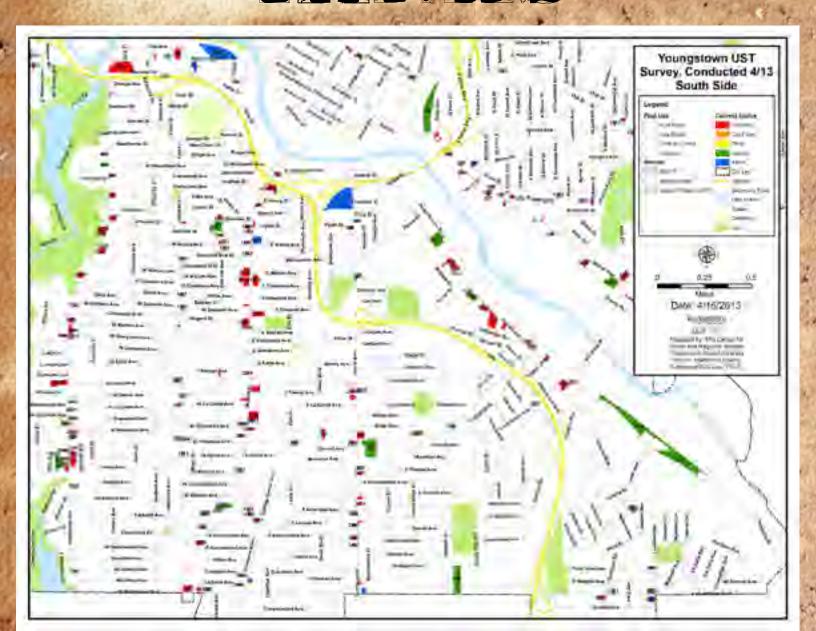


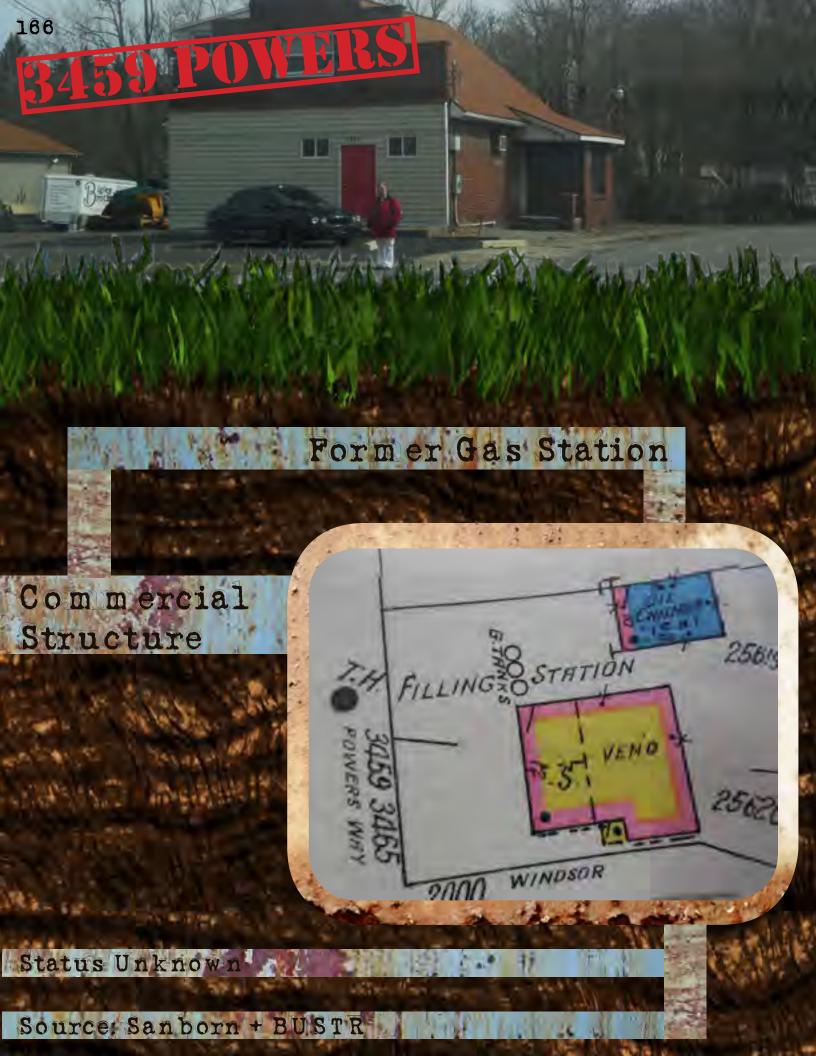






INDLOTHIAN/165 INDLANOLA/ POWERS UNDERGROUND STORAGE TANKS







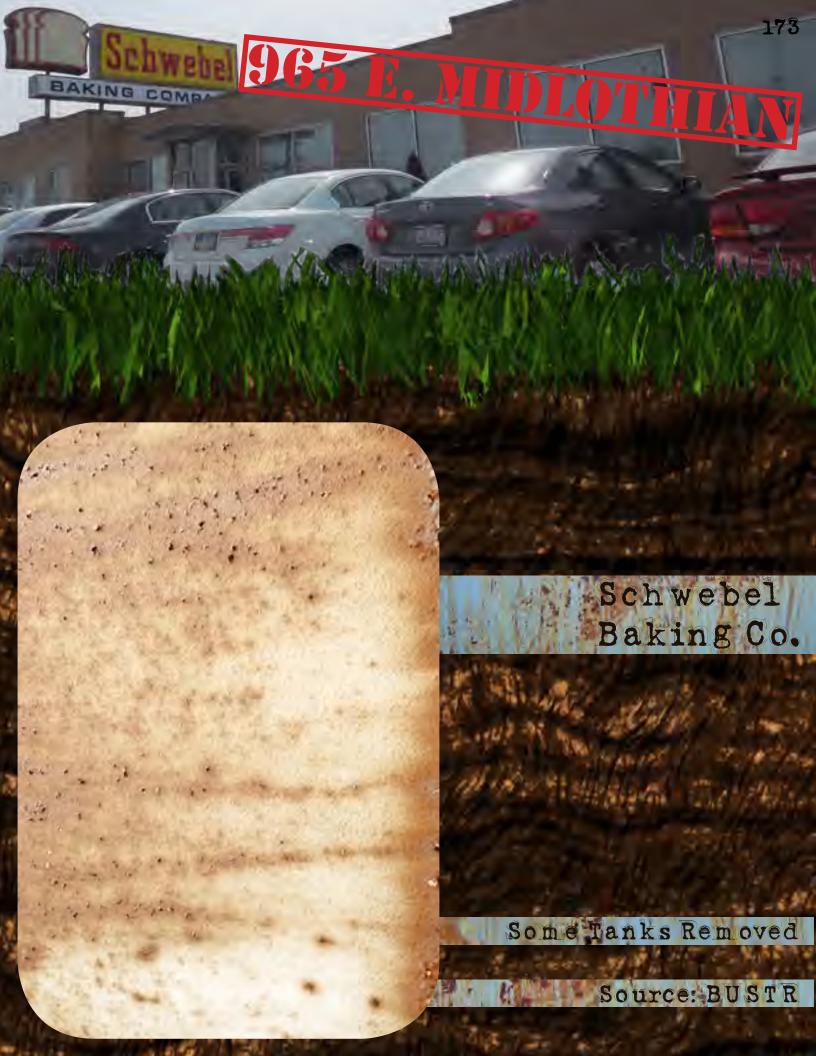


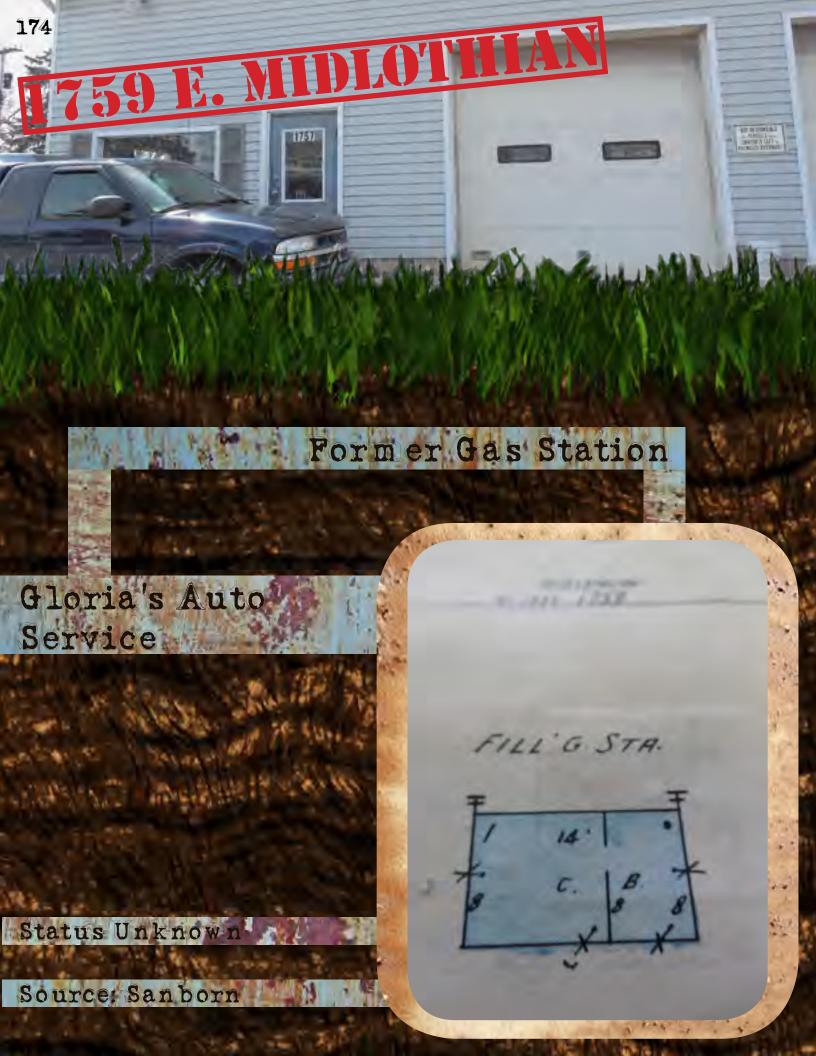


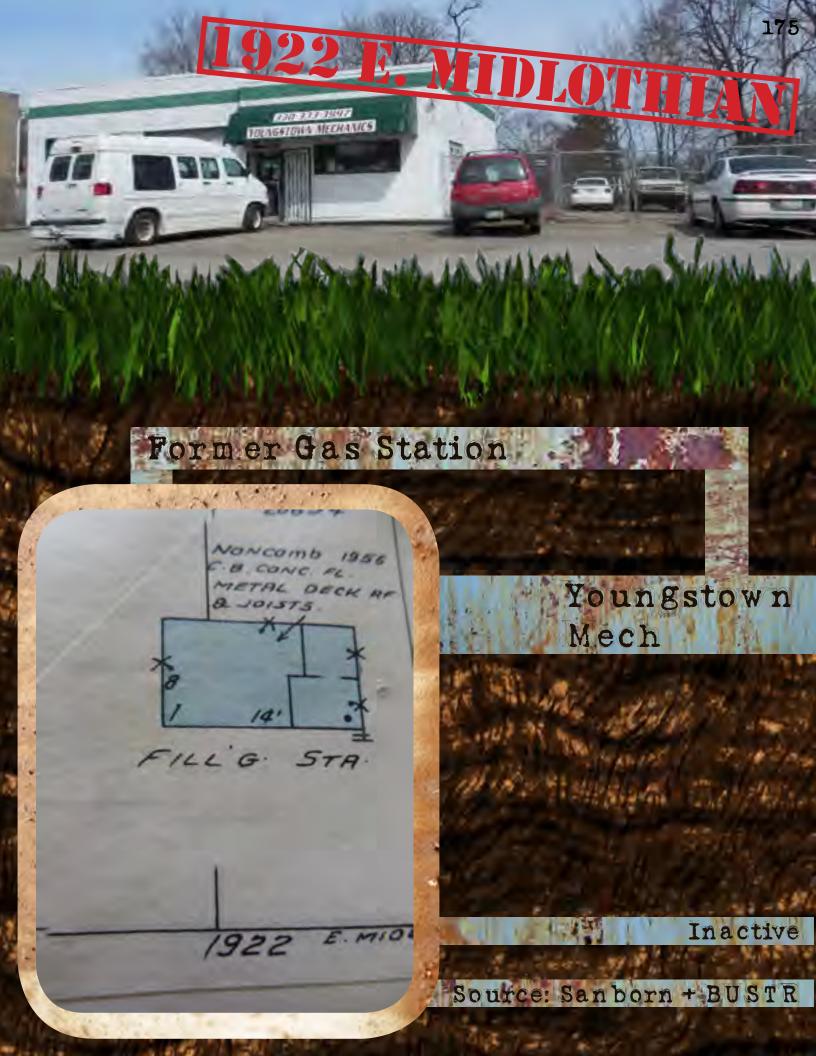








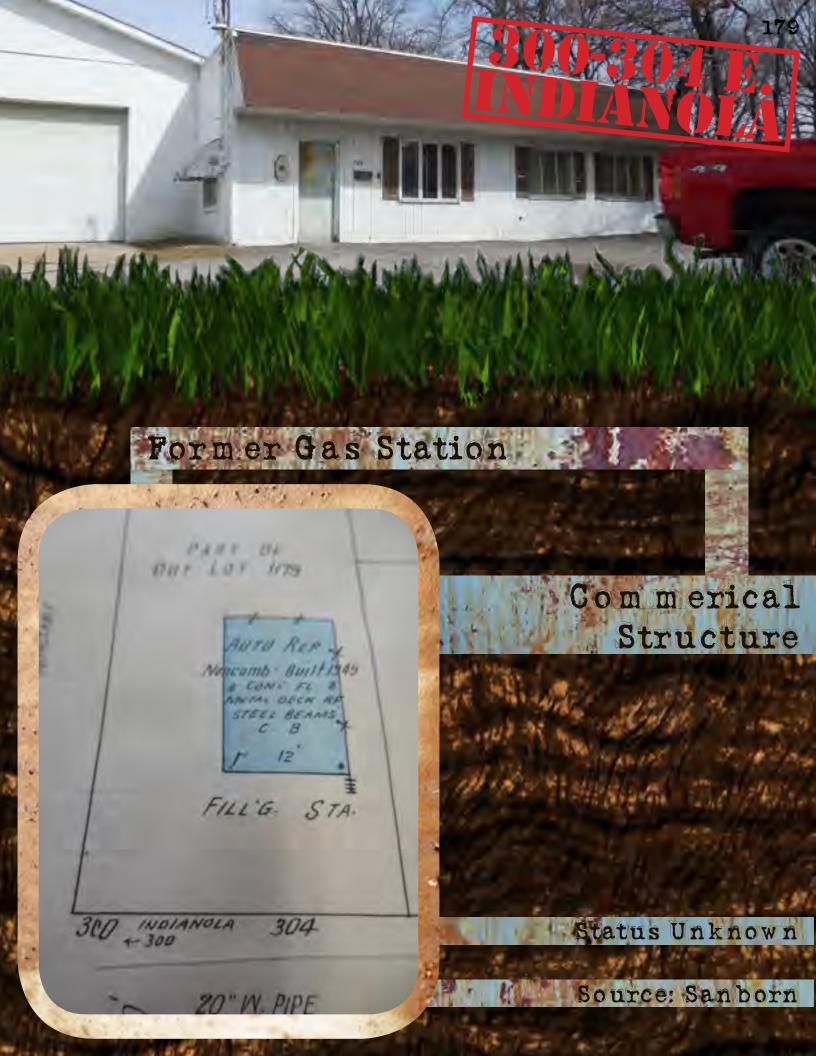






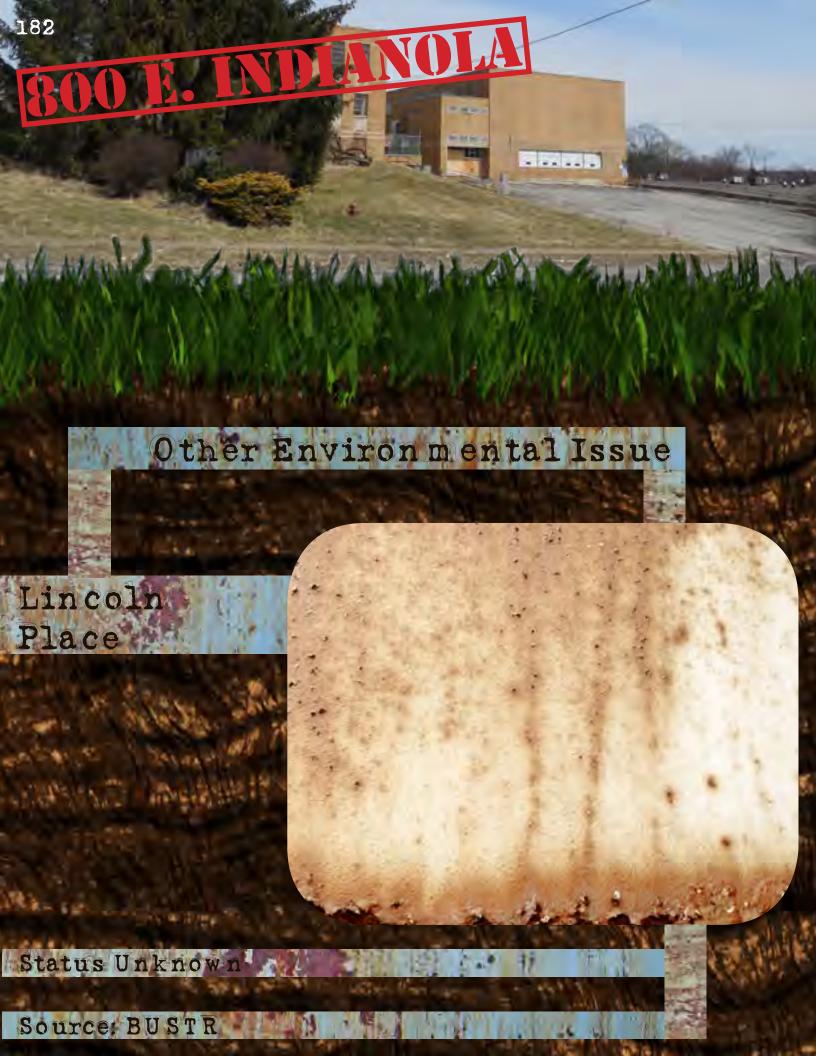




















SOUTEERN BOULEVARD UNDERGROUND STORAGE TANKS

