

**MACOG**  
Regional Brownfields Coalition

**FINAL  
REPORT AND  
REDEVELOPMENT  
HIGHLIGHTS**

FY 2019 EPA (2019 - 2023)  
Coalition Assessment Grant

## FOR MORE INFORMATION:

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### **MACOG Brownfields Webpage:**

[macog.com/brownfields.html](http://macog.com/brownfields.html)

- Sites of Interest Form
- Upcoming & Past Public Meetings
- Regional Brownfields Data Portal
- Brownfields Basics Handout

### **Environmental Protection Agency:**

Brownfields: [epa.gov/brownfields](http://epa.gov/brownfields)

Region 5: [www.epa.gov/brownfields/r5](http://www.epa.gov/brownfields/r5)

Cleanups in My Community: [www.epa.gov/cleanups/cleanups-my-community](http://www.epa.gov/cleanups/cleanups-my-community)

### **Indiana Brownfields Program:**

[www.in.gov/ifa/brownfields/](http://www.in.gov/ifa/brownfields/)

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# PART I

## BROWNFIELDS GRANT SUMMARY

### Narrative

In 2019, the U.S. Environmental Protection Agency (EPA) awarded MACOG and the Regional Brownfields Coalition comprising Elkhart, Kosciusko, Marshall, and St. Joseph counties with a \$600,000 grant to conduct environmental site assessments on potentially contaminated properties. MACOG formed a working group of local government staff to prioritize the inventory of sites of interest, and partnered with an environmental team to carry out the technical aspects of the project, such as sampling and clean up planning.

Some sites required very little or no cleanup for the intended reuse, despite the stigma from past uses. In other cases, MACOG worked in partnership with site owners and local governments to secure funding for cleanup or demolition if needed to facilitate redevelopment.

Intervention in the form of publicly-funded environmental assessment and planning can help put sites that are known or suspected to be contaminated back to productive use in their community, by addressing the perception that the site is contaminated. This grant reduces the risk and regulatory uncertainty for developers and decreases the time and expense of addressing environmental issues and unknowns. It can take years to assess, demolish, clean up, plan for reuse, and fully implement a redevelopment plan. The public benefits are more housing, public parks and amenities, and new businesses which are often located near downtowns or at community gateways where former industrial sites were located. Grant are often critical to catalyzing that process where otherwise a site may continue to be blighted and pose a potential health risk for years to come.

Part II of this report highlights the redevelopment status of some of the sites that received assistance through MACOG's FY 2019 brownfields grant, which was closed out in January 2023.

## Grant Summary

- Cooperative Agreement #: BF00302717-0
- Grant Period: October 1, 2019 – January 31, 2023
- Environmental Team: Metric Environmental, Roberts Environmental, Revitalized Communities
- Total Assessment Funding Spent: \$599,992.29 out of \$600,000
- DBE Spend: 41.3% (39.5% MBE; 1.3% WBE).
  - › MBE Minority-Owned Business Enterprise / WBE Woman-Owned Business Enterprise



## Deliverables

- Phase I Reports: 13
- Phase II & Further Site Investigations (Sampling): 18
- Planning for Cleanup & Reuse: 9 sites
- Brownfields Basics Fact Sheet (English & Spanish)
- Public Meetings: 9
- Regional Brownfields Data Portal



## Funding Overview - by Site & Geography

- **Total Expenditure: \$599,992.29**
  - Hazardous Sites Expenditure: \$399,996.66
  - Petroleum Sites Expenditure: \$199,995.63

Expenses by Task		
Task	Spent	% of Total
1. Program Management	\$29,822.73	5%
2. Outreach/Inventory	\$79,034.81	13%
3. Phase I ESAs	\$47,056.18	8%
4. Phase II ESAs (Sampling)	\$365,942.82	61%
5. Planning (Cleanup, Reuse)	\$78,135.75	13%

Expenses by Budget Category		
Category	Spent	% of Total
Personnel	\$18,016.00	3%
Fringe	\$13,584.11	2%
Travel	\$6,013.01	1%
Equipment		
Supplies	\$3,305.88	1%
Contractual	\$559,073.29	93%

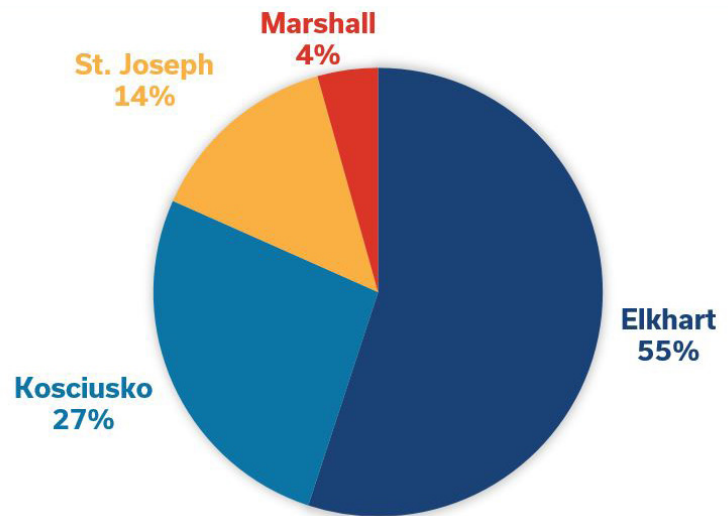
- **Site-Specific Funding by County** - Over 2/3 of the funding was spent on deliverables for 16 specific sites. The C.G. Conn site and off-site sampling were counted separately by the U.S. EPA but have been combined for this report. The rest of the funding was used for community outreach, inventory prioritization, public meetings, program management, and general program activities such as researching potential sites of interest.
- **Expenditure by County on Specific Site Deliverables (Reports)**

Elkhart: \$219, 663.50

Kosciusko: \$106,334.15

St. Joseph: \$55,823.12

Marshall: \$17,356.22



- **List of Sites by County**

#### **Elkhart (7)**

- C.G. Conn, Elkhart
- 1701 Sterling, Elkhart
- 2101 S Main, Elkhart
- 511 Division, Elkhart
- 700 block S Main, Elkhart
- ISES, Old US 20, Elkhart County
- Dollar General, Wakarusa

#### **Kosciusko (4)**

- Arnolt, Warsaw
- Gatke, Warsaw
- Syracuse Elementary
- Syracuse Golf Course

#### **Marshall (2)**

- Historic Fire Station, Plymouth
- 415 W Garro, Plymouth

#### **St. Joseph (3)**

- Claeys Candy, South Bend
- Ward Bakery, South Bend
- 808 Portage Ave, South Bend

## Expenditures by Site (Highest to Lowest)

	Site Name/ Address	County (City)	Spent	Deliverables	Status
1.	Arnolt, 2525 E Durbin St, Warsaw	Kosciusko	\$96,287.56	Phase I Report 3 Sampling Events Cleanup Planning	Under construction
2.	C.G. Conn, 1101 E Beardsley Ave, Elkhart	Elkhart	\$92,252.85	3 Sampling Events Cleanup Planning 4 Comment Letters	Demolition & Cleanup
3.	Federal Press, 511 Division St, Elkhart	Elkhart	\$44,749.51	2 Sampling Events Comfort Letter	Under construction
4.	Ward Bakery, 908 Portage Ave	St. Joseph	\$44,099.90	Phase I Reports (2) 3 Sampling Events Cleanup Planning Comfort Letter	Under renovation
5.	1701 Sterling Ave, Elkhart	Elkhart	\$39,856.14	2 Sampling Events, 1 Drum Removal	Cleanup by city planned
6.	700 Block S Main, Elkhart	Elkhart	\$17,763.31	Phase I Report, 1 Sampling Event	Neighborhood plan underway
7.	2101 S Main St, Elkhart	Elkhart	\$16,009.89	1 Sampling Event	No change
8.	415 W Garro, Plymouth	Marshall	\$13,976.58	Phase I Report, 1 Sampling Event Comfort Letter	Single-family Home
9.	808 Portage Ave, South Bend	St. Joseph	\$8,281.64	Phase I Reports (2), 1 Sampling Event* Comfort Letter	Interested developer for multi-family
10.	ISES, 30723 Old US 20, Elkhart	Elkhart County	\$5,906.52	Phase I Report	Acquired by County
11.	Former Golf Course, 10601 N SR 13, Syracuse	Kosciusko	\$3,594.13	Phase I Report	No change
12.	Claeys Candy, 525 S Taylor St, South Bend	St. Joseph	\$3,441.58	Phase I Report	Acquired by city
13.	Syracuse Elementary School, 502 W Brooklyn St, Syracuse	Kosciusko	\$3,412.62	Asbestos Report	Under Phase II renovation, Phase I apartments occupied
14.	Historic Fire Station, 220 N Center St, Plymouth	Marshall	\$3,379.64	Phase I Report	No change
15.	Former Dollar General, 123 S Elkhart St, Wakarusa	Elkhart	\$3,125.28	Phase I Report	Under construction
16.	Gatke, 2321 E Winona Ave, Warsaw	Kosciusko	\$3,039.84	Soil Management Plan	Redevelopment planned

\*A Further Site Investigation for 808 Portage Ave and 908 Portage Ave was combined for efficiency.

Sites highlighted in Part II

## PART II

# REDEVELOPMENT HIGHLIGHTS

## Redevelopment Underway

### 1

#### SITE

#### **Former Arnolt Corporation, Warsaw, Kosciusko County, IN**

**Brownfields Grant Investment:** ~\$96,000

**Size:** 3 acres

**Former Uses:** Manufacturer of metal parts for military aircraft, brake pads. Manufacturing ceased around 1990 after the Arnolt Corporation went bankrupt. Building vacated and sealed in 2015.

#### **Accomplishments:**

- Phase I Report: Facilitated transfer from Receivership to City of Warsaw
- Phase II Report: Sampling to understand environmental conditions
- Further Site Investigation to refine cleanup needs
- Asbestos and lead-based paint inspections
- Developed cleanup cost estimates
- Collaborated with Indiana Brownfields Program on cleanup funding
- \$500,000 U.S. EPA cleanup subgrant leveraged with city-funded demolition

**The Vision:** Address affordable housing shortage in Warsaw and Kosciusko County and re-purpose a long vacant, blighted industrial property along the Argonne Road corridor at the gateway between the Town of Winona Lake and City of Warsaw.

**The Challenge:** Chlorinated solvents in groundwater and soil, asbestos, and an underground storage tank required cleanup for the planned residential project to proceed, in addition to building demolition.

**Current Status:** Under Construction. Real America LLC is nearing completion of “The 2525”, a 60 unit affordable housing project.

**Link:** <https://realamericallc.com/portfolio/the-2525/>

**Leveraged Funding:** Secured \$500,000 EPA RLF Subgrant for cleanup, \$13.1M housing project including \$1.1M in state Rental Housing Tax Credits. Demolition by the city, \$178,800.

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### Before Demolition and Cleanup:





### Ribbon Cutting with Mayor Thallemer:



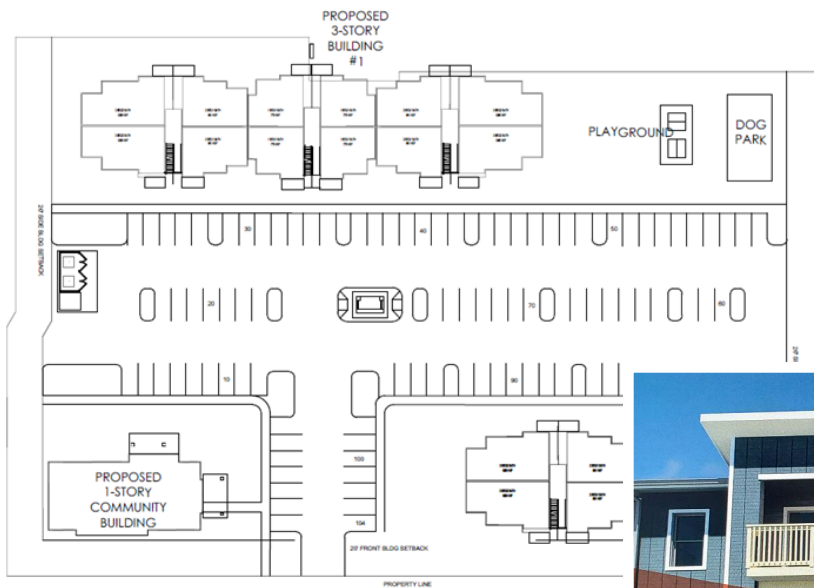
### Site During Cleanup and Demolition:



## Construction of "The 2525" by Real America LLC:



## Site Plan:





## 2

### SITE

#### **Former Federal Press, Elkhart, Elkhart County, IN**

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**Brownfields Grant Investment:** ~\$45,000

**Size:** Less than 1 acre

**Former Uses:** Machine shop, foundry, metal fabrication. Vacant in 2006.

**Accomplishments:**

- Phase II Report: Confirmation sampling after prior city-funded demolition
- Further Site Investigation to confirm cleanup of soil not needed
- Public meeting to share sampling plan and results
- Secured Site Status Letter from IDEM, Environmental Restrictive Covenant with only groundwater use restriction

**The Vision:** Develop multi-family housing options for a range of incomes near downtown Elkhart; put strategically located lot back to productive use.

**The Challenge:** Limited interest due to uncertainty around cleanup costs.

**Current Status:** Under construction. Lacasa Inc. celebrated the ground breaking for an 8-unit affordable apartment building in August 2023.

**Leveraged Funding:** \$1.3M redevelopment project.

**Proposed Elevation, Image by WestSun Design LLC:**





### Before Demolition, Google Street View 2013:



### After Demolition, 2023:



### Groundbreaking with Lacasa:



# 3

## SITE

**415 W Garro Street, Plymouth,  
Marshall County, IN**

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**Brownfields Grant Investment:** ~\$14,000

**Size:** Less than 1 acre

**Former Uses:** Auto repair, Lumber storage yard, Warehouse. Adjacent to coal yard, scrap metal facility, railroad.

**Accomplishments:**

- Phase I Report: Due diligence for Habitat for Humanity of Marshall County to purchase property
- Comfort Letter secured from IDEM to guide reuse of the site
- Phase II Report: Sampling to identify extent of limited soil removal needed
- Limited soil removal funded by Habitat for Humanity
- Confirmation screening: Confirm single-family housing project could proceed

**The Vision:** Continue to construct housing west of downtown Plymouth in a blighted, vacant area.

**The Challenge:** Previous sampling indicated that cleanup might be needed for residential use.

**Current Status:** Redevelopment completed, dedication ceremony July 2, 2023. Habitat for Humanity constructed one single-family home, which is now occupied.

**Link:** [www.habitat.org/in/plymouth/hfh-marshall-county](http://www.habitat.org/in/plymouth/hfh-marshall-county)

**Leveraged Funding:** \$1,233 from Habitat for Humanity for limited soil removal. Single family home estimated at \$195,000 from IHCD, PNC Bank Foundation, and homeowner mortgage.



**Before Redevelopment:**



**Groundbreaking Ceremony for New Home at 421 W Garro Street,  
Photo Courtesy of Habitat for Humanity of Marshall County:**





**After Single-Family Home Construction,  
Photos Couresty of Habitat for Humanity of Marshall County:**



**Dedication Ceremony, Photo Courtesy of Pilot News:**



# 4

## SITE

### **Former Dollar General, 123 S Elkhart St, Wakarusa, Elkhart County, IN**

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**Brownfields Grant Investment:** ~\$3,000

**Size:** Less than 1 acre

**Former Uses:** Vacant commercial building, a general store located next to auto repair stop with underground tank, and former gas station.

**The Vision:** Address a deteriorating commercial building called Dollar General, with unknown environmental conditions. Town sought to acquire to stabilize or demolish.

**Accomplishments:**

- Phase I Report to facilitate transfer to the Town of Wakarusa

**The Challenge:** The town was offered the building as a donation, and needed to quickly conduct due diligence to avoid liability for potential environmental issues.

**Current Status:** Under construction. The Town of Wakarusa took ownership of the site and is in the process of constructing a parking lot, to expand available public parking within the downtown area.

**Before Partial Demolition, 2021 Eagleview:**





## Photos of Building Conditions and Parking Lot Construction, 2023:





# 5

## SITE

### **Syracuse Elementary School, 502 W Brooklyn St, Syracuse, Kosciusko County, IN**

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**Brownfields Grant Investment:** ~\$3,500

**Size:** Approximately 10 acres

**Former Uses:** High school and elementary school building, vacant in 2017.

**Accomplishments:**

- Asbestos Inspection Report: Confirmed renovation could proceed without abatement.

**The Vision:** The town wanted to repurpose a vacant elementary school, and had redevelopment interest from several private parties.

**The Challenge:** Potential for asbestos or lead-based paint abatement before renovation could proceed in the older commercial building.

**Current Status:** Apartments occupied; Open house in January 2023 for Urban Oak Apartments, 25 market rate units complete with 50 planned.

**Link:** <https://www.urbanoak.net/>

**Leveraged Funding:** \$5M renovation underway

**Aerial Imagery, 2021 Eagleview:**





**Before Photos:**





**After Photos, courtesy of Urban Oak Apartments:**



**Ribbon Cutting, Photo credit Phoebe Muthart:**



# 6

## SITE

### **Former Ward Bakery Building, 908 Portage Ave, South Bend, St. Joseph County, IN**

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**Brownfields grant investment:** ~\$44,000

**Accomplishments:**

- Site Access: County Commissioners granted MACOG site access to investigate contamination despite the uncooperative private owner using I.C. 6-1.1-25-4(i).
- Phase I Report and Update: Due diligence to assist the developers in acquiring the site.
- Phase II Report: Sampling to help developers determine the level of environmental risk present.
- Asbestos and Lead-Based Paint Survey and Inspection: Conducted sampling to determine where abatement was required prior to renovation activities.
- Cleanup Planning: Developed cleanup cost estimates.
- Further Site Investigation: Additional sampling to delineate lead in soil under parking surface.
- Comfort Letter, Environmental Restrictive Covenant: Guides future excavation and construction in a specific paved area to protect human health.

**The Vision:** Acquire a tax delinquent former industrial building important to the neighborhood's history, repair the roof, prevent further water damage and deterioration, and renovate it as Portage Place: a place for business and retail, offices and studios, professional services, light industrial and maker space, health and wellness.

**The Challenge:** Multiple attempts over the past decade to secure incentives for an affordable housing project were unsuccessful, and the leaking roof was causing rapid deterioration of the interior, while the site remained privately owned and tax delinquent.

**Current Status:** Renovation underway. Acquired by local developers, roof repaired, asbestos abated, interior cleaned, interior renovation and exterior window replacement underway, secured private financing.



**Link:** <https://portageplacesb.com/>

**Leveraged Funding:**

- Private: \$1.2M in private investment including building cleanout, \$138,000 asbestos abatement, small business loan from Northwest Bank to finish Phase I of renovation.
- Municipal: \$300,000 Tax Increment Financing from City
- State: \$550,000 from Indiana READI program, Indiana Economic Development Corporation

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**Baking Ovens Requiring Asbestos Abatement, Interior Conditions:**

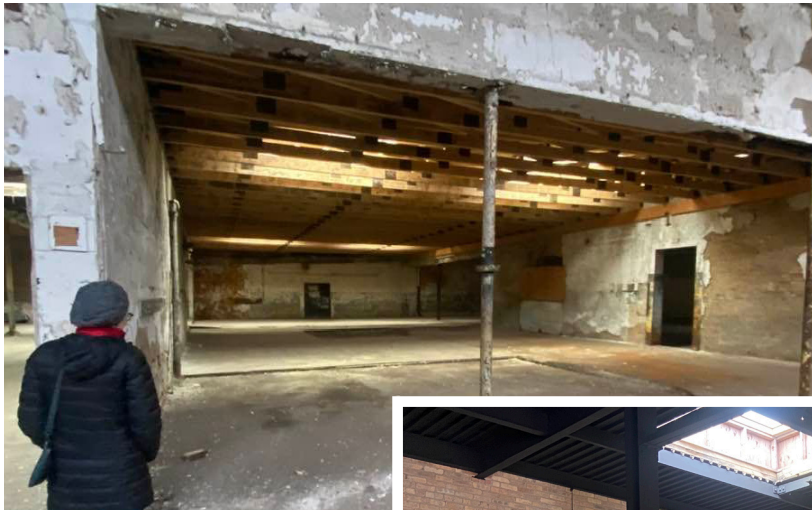


**Façade and Exterior Before, During, and After with Window Replacement:**





## Interior of the Building During Renovation:



## Event Post Card, Community Meeting Brainstorming Word Cloud:

MACOG Regional Brownfields Coalition

**YOU'RE INVITED TO A VIRTUAL  
Ward Bakery Building Reuse Vision Meeting**

Join Us on Zoom!  
**THURSDAY  
OCT. 29  
6:30 pm**  
Details at [macog.com/brownfields.html](http://macog.com/brownfields.html)

A team of local developers will share their plans to stabilize and repurpose the building into a vibrant space for entrepreneurs and small businesses.

Let's Connect!  
Take the survey and sign up for updates!  
[bit.ly/MACOGbrownfields](http://bit.ly/MACOGbrownfields)  
Opción en español disponible

The plans for the building depend on community input:  
**Join and share your ideas!**

Three photographs of the Ward Bakery building. The first shows the side of the building with its red brick facade and multiple windows. The second shows the front entrance with a sign that reads "WARD BAKING CO". The third shows another side view of the building, highlighting its industrial architecture.

commercial-kitchen  
consignment  
bookstore  
nail-salon  
flowers  
commercial  
flexible-meeting-space  
healthy-food  
fitness  
wellness  
tools  
artists  
apartments  
bicycle-repair  
community-meetings  
free-school  
package-delivery  
breakfast  
toy  
lending-library  
demolish  
youth  
art  
creative-space  
for-profit  
co-op  
fix-it-shop  
printing  
dance-studio  
bike  
business-incubator  
biker-bar  
greeting-cards  
cheese  
rotating-space  
bike-shop  
hardware-store  
barber  
bar  
sandwiches  
farmer's-market  
crafts  
yoga  
baker  
coffee  
butcher  
vegetables  
skate  
retail  
donuts  
internet  
dance  
smoothies  
health  
ice-cream  
rental  
home-supplies  
art-space  
library  
antiques  
kitchen  
wine  
restaurant  
cafe  
maker-space  
co-working  
exercise  
co-working  
brewery  
deli  
butcher  
vegetables  
skate  
creative-space  
toy  
lending-library  
demolish  
youth  
art  
creative-space  
for-profit  
co-op  
fix-it-shop  
printing  
dance-studio  
bike  
business-incubator

## Redevelopment Planned

### 7

#### SITE

**1701 Sterling Ave, Elkhart,  
Elkhart County, IN**

**Brownfields Grant Investment:** ~\$40,000

**Size:** 1.35 acres

**Former Uses:** Manufacturing of recreational vehicle seating, fiberglass and metal parts, women's undergarments. Adjacent to railroad tracks, auto repair shop, and foundry. Vacant since approximately 2010.

**Accomplishments:**

- Phase I Report: Identify past uses on site through records review
- Phase II Report: Initial screening to understand site conditions and reuse options
- Further Site Investigation: Investigated and removed underground storage tank
- Demolition Oversight: Additional sampling during demolition process

**The Vision:** Address neighbors' concerns by removing dilapidated industrial building in the short term, while planning for future residential reuse.

**The Challenge:** The building was the site of vandalism and several fires, and the city had identified and removed asbestos but needed to fund subsurface assessments to guide the demolition of the building without exacerbating potential contamination, if any.

**Current Status:** Building demolished, cleanup underway,

redevelopment planned. City of Elkhart demolished the structure in 2022, and is collaborating with developers to secure incentives for a housing project. Limited soil removal is planned.

**Leveraged Funding:** \$286,403 demolition with city TIF funding

### Before Demolition:



### After Demolition and Proposed Site Plan:





## 8

### SITE

**Gatke, 2321 E Winona Ave, Warsaw, Kosciusko County, IN**

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**Brownfields Grant Investment:** ~\$3,000

**Size:** 3.3 acres

**Former Uses:** Power plant for the Winona Lake Interurban Railroad and Town of Winona Lake; Gatke Corporation brake pad manufacturing, warehouse, and powerhouse. Vacant since 1993.

**Accomplishments:** Prepared a Soil Management Plan to guide future redevelopment on a portion of the site with contaminants in the soil above screening levels.

**The Vision:** Multiple planning processes or proposed projects have sought to re-purpose portions of the existing buildings to preserve the historic character and iconic brick buildings.

**The Challenge:** Uncertainty around the cleanup complicates redevelopment timelines, the pandemic and other factors led to a recent project falling through.

### **Links:**

Argonne Corridor Vision Plan (2020) [https://www.kosciuskoedc.com/wp-content/uploads/KEDCO-2020-0831-Argonne-Corridor-Plan\\_sm.pdf](https://www.kosciuskoedc.com/wp-content/uploads/KEDCO-2020-0831-Argonne-Corridor-Plan_sm.pdf)

Rebar Development Announcement: [www.rebardev.com/news-1/the-gatke-is-coming-to-warsaw-indiana](http://www.rebardev.com/news-1/the-gatke-is-coming-to-warsaw-indiana)

**Current Status:** Redevelopment planned. In May 2023, a redevelopment agreement was signed with Rebar Development for a mixed-use space (restaurant, office) and 75 apartments.

**Potential Leveraged Funding:** Projected \$18.3M project with \$3.3M contributed by the City of Warsaw



**Current Conditions:**





## Future Vision

### Site Plan and Rendering of The Gatke Lofts, one of two proposed buildings. Renders by Rebar Development.



# 9

## SITE

**800 Block Portage Ave, South Bend,  
St. Joseph County, IN**

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**Brownfields Grant Investment:** ~\$8,000

**Size:** ~1.5 acres

**Former Uses:** Gas station, dry cleaning facility, laundromat and tailor shop. Vacant greenspace since 2006, acquired by the city in 2015.

**Accomplishments:**

- Phase I Report & Update: To support a Comfort Letter Request.
- Further Site Investigation: Conduct additional sampling to determine if cleanup may be needed.
- Comfort Letter: IDEM determined that no cleanup was needed for mixed-use based on sampling data to date.

**The Vision:** Determine if a large vacant, city-owned property in a residential neighborhood was suitable for a residential in-fill project.

**The Challenge:** Marketing the site to potential developers was challenging, as the time and expense to address environmental issues was unclear. Although the appraisal gap for new construction in the neighborhood remains, environmental uncertainty is less of a barrier.

**Current Status:** Developer interest in a multi-family project. Assessment activities did not identify any cleanup needs. The site remains a vacant lot maintained by the city.



# 10

## SITE

**C.G. Conn Musical Instrument Manufacturing,  
1101 E Beardsley Ave, Elkhart, Elkhart County, IN**

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**Brownfields Grant Investment:** ~\$92,000

**Size:** Over 10 acres

**Former Uses:** Musical instrument manufacturing, city acquired tax delinquent property in 2019.

### **Accomplishments:**

- Phase II & Further Site Investigations (2): First site-wide sampling to understand reuse options.
- Off-Site Sampling: Determined the extent of groundwater plume extending off-site.
- Public Survey: Over 100 people provided input on a reuse vision.
- Two public meetings: Shared environmental data and preliminary developer proposals.
- Preliminary Analysis of Brownfields Alternatives: Presented potential cleanup options for input.
- Comment Letters (4) from IDEM: Coordinated with the Indiana Brownfields Program on additional sampling needs.

**The Vision:** Clear and cleanup the site to prepare it for the highest and best use, to implement the city's housing strategy with input from the community.

**Current Status:** Demolition underway, cleanup planned in 2024.

### **Leveraged Funds:**

- **Local:** Demolition and site clearance (on-going)
- **State:** \$40,321 in assessment funds from Indiana Brownfields Program
- **Federal:** \$4M EPA Revolving Loan Fund secured for cleanup



## Site Conditions Prior to Demolition:







**Environmental Team During Fieldwork:**



## PART III

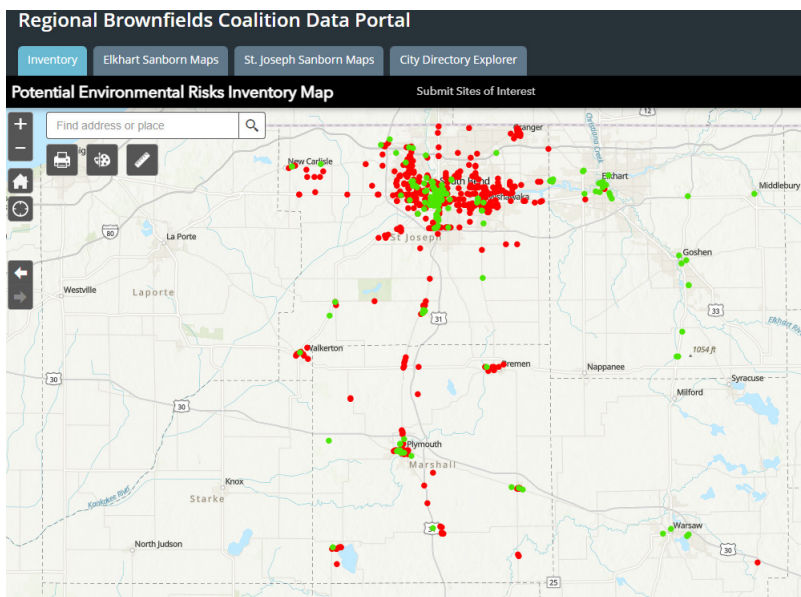
# Accessing Reports for Brownfields

Reports and other information produced through MACOG's brownfields grants are available online both in MACOG Regional Brownfields Portal and IDEM's Virtual Filing Cabinet.

## 1

### MACOG Regional Brownfields Data Portal

<http://www.macog.com/brownfields.html>



## 2

### IDEM Virtual Filing Cabinet

<https://vfc.idem.in.gov>

Includes additional publicly available information from the Indiana Brownfields Program and various IDEM programs.

