DECISION DOCUMENT

Midtown Plaza
Brownfield Cleanup Program
Oswego, Oswego County
Site No. C738045
May 2021



Prepared by
Division of Environmental Remediation
New York State Department of Environmental Conservation

DECLARATION STATEMENT - DECISION DOCUMENT

Midtown Plaza
Brownfield Cleanup Program
Oswego, Oswego County
Site No. C738045
May 2021

Statement of Purpose and Basis

This document presents the remedy for the Midtown Plaza site, a brownfield cleanup site. The remedial program was chosen in accordance with the New York State Environmental Conservation Law and Title 6 of the Official Compilation of Codes, Rules and Regulations of the State of New York (6 NYCRR) Part 375.

This decision is based on the Administrative Record of the New York State Department of Environmental Conservation (the Department) for the Midtown Plaza site and the public's input to the proposed remedy presented by the Department.

Description of Selected Remedy

The elements of the selected remedy are as follows:

1. Remedial Design

A remedial design program will be implemented to provide the details necessary for the construction, operation, optimization, maintenance, and monitoring of the remedial program. Green remediation principles and techniques will be implemented to the extent feasible in the design, implementation, and site management of the remedy as per DER-31. The major green remediation components are as follows:

- Considering the environmental impacts of treatment technologies and remedy stewardship over the long term;
- Reducing direct and indirect greenhouse gases and other emissions;
- Increasing energy efficiency and minimizing use of non-renewable energy;
- Conserving and efficiently managing resources and materials;
- Reducing waste, increasing recycling and increasing reuse of materials which would otherwise be considered a waste;
- Maximizing habitat value and creating habitat when possible;
- Fostering green and healthy communities and working landscapes which balance ecological, economic and social goals;
- Integrating the remedy with the end use where possible and encouraging green and sustainable re-development; and
- Additionally, to incorporate green remediation principles and techniques to the extent feasible in the future development at this site, any future on-site buildings will include, at a

minimum, a 20-mil vapor barrier/waterproofing membrane on the foundation to improve energy efficiency as an element of construction.

2. Excavation

All soils in the upper two feet which exceed the restricted-residential use soil cleanup objectives (SCOs) will be excavated and taken off-site for proper disposal. Approximately 3.7 cubic yards of contaminated soil will be removed from the site.

3. Backfill

On-site soil which does not exceed the above excavation criterion or the protection of groundwater SCOs for any constituent may be used below the cover system described in remedy element 4 to establish the designed grades at the site. If additional backfill is needed to establish design grades, clean fill meeting the requirements of 6 NYCRR Part 375-6.7(d) will be brought in to replace the excavated soil and establish the designed grades at the site. Portions of the site will be re-graded to accommodate installation of a cover system.

4. Cover System

A site cover will be required to allow for restricted residential use of the site in areas where the upper two feet of exposed surface soil will exceed the applicable soil cleanup objectives (SCOs). Where a soil cover is to be used it will be a minimum of two feet of soil placed over a demarcation layer, with the upper six inches of soil of sufficient quality to maintain a vegetative layer. Soil cover material, including any fill material brought to the site, will meet the SCOs for cover material for the use of the site as set forth in 6 NYCRR Part 375-6.7(d). Substitution of other materials and components may be allowed where such components already exist or are a component of the tangible property to be placed as part of site redevelopment. Such components may include, but are not necessarily limited to: pavement, concrete, paved surface parking areas, sidewalks, building foundations and building slabs.

5. Vapor Mitigation

Any current on-site buildings will be required to have an active sub-slab depressurization system, or other acceptable measures, to mitigate the migration of vapors into the building from groundwater.

6. Institutional Control

Imposition of an institutional control in the form of an environmental easement for the controlled property which will:

- require the remedial party or site owner to complete and submit to the Department a periodic certification of institutional and engineering controls in accordance with Part 375-1.8 (h)(3);
- allow the use and development of the controlled property for restricted residential use as defined by Part 375-1.8(g), although land use is subject to local zoning laws;
- restrict the use of groundwater as a source of potable or process water, without necessary water quality treatment as determined by the NYSDOH or County DOH; and
- require compliance with the Department approved Site Management Plan.

7. Site Management Plan

A Site Management Plan is required, which includes the following:

a. an Institutional and Engineering Control Plan that identifies all use restrictions and engineering controls for the site and details the steps and media-specific requirements necessary to ensure the following institutional and/or engineering controls remain in place and effective:

Institutional Controls: The Environmental Easement discussed in remedy element 6 above.

Engineering Controls: The cover system discussed in remedy element 4 and the mitigation system(s) discussed in remedy element 5 above.

This plan includes, but may not be limited to:

- an Excavation Plan which details the provisions for management of future excavations in areas of remaining contamination;
- descriptions of the provisions of the environmental easement including any land use, and groundwater use restrictions;
- a provision for evaluation of the potential for soil vapor intrusion for any new buildings developed on the site, including provision for implementing actions recommended to address exposures related to soil vapor intrusion;
- a provision that should a building foundation or building slab be removed in the future, a cover system consistent with that described in remedy element 4 above will be placed in any areas where the upper two feet of exposed surface soil exceed the applicable soil cleanup objectives (SCOs);
- provisions for the management and inspection of the identified engineering controls;
- maintaining site access controls and Department notification; and
- the steps necessary for the periodic reviews and certification of the institutional and/or engineering controls.
- b. a Monitoring Plan to assess the performance and effectiveness of the remedy. The plan includes, but may not be limited to:
- monitoring of groundwater to assess the performance and effectiveness of the remedy;
- a schedule of monitoring and frequency of submittals to the Department; and
- monitoring for vapor intrusion for any new buildings developed on the site, as may be required by the Institutional and Engineering Control Plan discussed above.
- c. an Operation and Maintenance (O&M) Plan to ensure continued operation, maintenance, inspection, and reporting of any mechanical or physical components of the active vapor mitigation system(s). The plan includes, but is not limited to:
- procedures for operating and maintaining the system; and
- compliance inspection of the system to ensure proper O&M as well as providing the data for any necessary reporting.

Declaration

The remedy conforms with promulgated standards and criteria that are directly applicable, or that are relevant and appropriate and takes into consideration Department guidance, as appropriate. The remedy is protective of public health and the environment.

5/26/2021

Date

Susan Edwards, Director Remedial Bureau D

Susan Edwards

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SECTION 1: SUMMARY AND PURPOSE

The New York State Department of Environmental Conservation (the Department), in consultation with the New York State Department of Health (NYSDOH), has selected a remedy for the above referenced site. The disposal of contaminants at the site has resulted in threats to public health and the environment that would be addressed by the remedy. The disposal or release of contaminants at this site, as more fully described in this document, has contaminated various environmental media. Contaminants include hazardous waste and/or petroleum.

The New York State Brownfield Cleanup Program (BCP) is a voluntary program. The goal of the BCP is to enhance private-sector cleanups of brownfields and to reduce development pressure on "greenfields." A brownfield site is real property, the redevelopment or reuse of which may be complicated by the presence or potential presence of a contaminant.

The Department has issued this document in accordance with the requirements of New York State Environmental Conservation Law and 6 NYCRR Part 375. This document is a summary of the information that can be found in the site-related reports and documents.

SECTION 2: CITIZEN PARTICIPATION

The Department seeks input from the community on all remedies. A public comment period was held, during which the public was encouraged to submit comment on the proposed remedy. All comments on the remedy received during the comment period were considered by the Department in selecting a remedy for the site. Site-related reports and documents were made available for review by the public at the following document repositories:

DECInfo Locator - Web Application https://www.dec.ny.gov/data/DecDocs/C738045/

Oswego Public Library 120 E 2nd Street Oswego, NY 13126 Phone: 315-341-5867

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Receive Site Citizen Participation Information By Email

Please note that the Department's Division of Environmental Remediation (DER) is "going paperless" relative to citizen participation information. The ultimate goal is to distribute citizen participation information about contaminated sites electronically by way of county email listservs. Information will be distributed for all sites that are being investigated and cleaned up in a particular county under the State Superfund Program, Environmental Restoration Program, Brownfield Cleanup Program and Resource Conservation and Recovery Act Program. public encourage the to sign up for one or more county http://www.dec.ny.gov/chemical/61092.html

SECTION 3: SITE DESCRIPTION AND HISTORY

Location: The site is located in an urban area in the City of Oswego bounded by East Cayuga Street to the north, East Bridge Street to the south, East Second Street to the east and East First Street to the west.

Site Features: The approximately 2.03-acre site is comprised of two vacant open parcels with no buildings. The former two-story commercial building and two-story parking garage were demolished and removed entirely by July 2020. Currently, redevelopment of the site, including construction of a new building, is beginning.

Current Zoning and Land Use: The site is currently zoned commercial. Adjacent properties are zoned the same. The nearest residential properties are located approximately 365 feet to the east and 485 feet to the south of the site.

Past Uses of the Site: Based on a review of Sanborn Fire Insurance Mapping, past uses of the site and surrounding properties include a machine shop, two automotive repair shops, one gasoline filling station, an iron foundry and a photography facility. A dry-cleaning facility was located to the southeast of the site, across East Second Street. The recent uses on the site consisted of a plaza that housed multiple commercial businesses with a parking area.

Site Geology and Hydrogeology: In general, soils at the site consist of tightly packed red-brown to grey, fine to very coarse sand and lesser amounts of angular to sub-rounded, medium to coarse gravel. A surface layer of sand and gravel-based urban fill is present. Fill material ranges from immediately below the ground surface, to depths of up to 10-ft bgs, site-wide and includes fragments of concrete, bricks, ash, glass, cinders and wood debris. The greatest thickness of urban fill material was generally observed in the former courtyard area immediately south of the site building. Underlying the soil and fill materials is dense, red to grey lodgement till with varying amounts of sands, silts and clays. The dense till is present closer to ground surface on the western portion of the site, proximate to the former automotive repair facility.

Bedrock was encountered at approximately 11 feet below ground surface (ft bgs) in the southeastern portion of the site and 29.2 ft bgs in the center of the site. Bedrock encountered at the site is gray Oswego sandstone.

Groundwater is present at depths ranging from 6.5 to 11 ft bgs, with deeper groundwater observed in the northern portion of the site. The Oswego River is approximately 250 feet to the west-northwest and Lake Ontario approximately 0.5 miles to the northwest of the site. Groundwater flow at the site is northwest.

A site location map is attached as Figure 1.

SECTION 4: LAND USE AND PHYSICAL SETTING

The Department may consider the current, intended, and reasonably anticipated future land use of the site and its surroundings when evaluating a remedy for soil remediation. For this site, an alternative that restricts the use of the site to restricted-residential use (which also allows for commercial use and industrial use) as described in Part 375-1.8(g) was evaluated in addition to an alternative which would allow for unrestricted use of the site.

A comparison of the results of the Remedial Investigation (RI) to the appropriate standards, criteria and guidance values (SCGs) for the identified land use and the unrestricted use SCGs for the site contaminants is available in the RI Report.

SECTION 5: ENFORCEMENT STATUS

The Applicant under the Brownfield Cleanup Agreement is a Volunteer. The Applicant does not have an obligation to address off-site contamination. However, the Department has determined that this site does not pose a significant threat to public health or the environment; accordingly, no enforcement actions are necessary.

SECTION 6: SITE CONTAMINATION

6.1: Summary of the Remedial Investigation

A remedial investigation (RI) serves as the mechanism for collecting data to:

- characterize site conditions;
- determine the nature of the contamination; and
- assess risk to human health and the environment.

The RI is intended to identify the nature (or type) of contamination which may be present at a site and the extent of that contamination in the environment on the site, or leaving the site. The RI reports on data gathered to determine if the soil, groundwater, soil vapor, indoor air, surface water or sediments may have been contaminated. Monitoring wells are installed to assess groundwater and soil borings or test pits are installed to sample soil and/or waste(s) identified. If other natural resources are present, such as surface water bodies or wetlands, the water and sediment may be sampled as well. Based on the presence of contaminants in soil and groundwater, soil vapor will also be sampled for the presence of contamination. Data collected in the RI influence the development of remedial alternatives. The RI report is available for review in the site document repository and the results are summarized in section 6.3.

The analytical data collected on this site includes data for:

- groundwater
- soil

6.1.1: Standards, Criteria, and Guidance (SCGs)

The remedy must conform to promulgated standards and criteria that are directly applicable or that are relevant and appropriate. The selection of a remedy must also take into consideration guidance, as appropriate. Standards, Criteria and Guidance are hereafter called SCGs.

To determine whether the contaminants identified in various media are present at levels of concern, the data from the RI were compared to media-specific SCGs. The Department has developed SCGs for groundwater, surface water, sediments, and soil. The NYSDOH has developed SCGs for drinking water and soil vapor intrusion. For a full listing of all SCGs see: http://www.dec.ny.gov/regulations/61794.html

6.1.2: RI Results

The data have identified contaminants of concern. A "contaminant of concern" is a contaminant that is sufficiently present in frequency and concentration in the environment to require evaluation for remedial action. Not all contaminants identified on the property are contaminants of concern. The nature and extent of contamination and environmental media requiring action are summarized below. Additionally, the RI Report contains a full discussion of the data. The contaminants of concern identified at this site are:

lead indeno(1,2,3-CD)pyrene
mercury benzene
benzo(a)anthracene cis-1,2-dichloroethene
benzo(b)fluoranthene trichloroethene (TCE)
benzo(k)fluoranthene tetrachloroethene (PCE)
chrysene vinyl chloride

The contaminants of concern exceed the applicable SCGs for:

- groundwater
- soil

6.2: <u>Interim Remedial Measures</u>

An interim remedial measure (IRM) is conducted at a site when a source of contamination or exposure pathway can be effectively addressed before issuance of the Decision Document.

There were no IRMs performed at this site during the RI.

6.3: Summary of Environmental Assessment

This section summarizes the assessment of existing and potential future environmental impacts presented by the site. Environmental impacts may include existing and potential future exposure pathways to fish and wildlife receptors, wetlands, groundwater resources, and surface water. The RI report presents a detailed discussion of any existing and potential impacts from the site to fish and wildlife receptors.

Nature and Extent of Contamination: Soil and groundwater were analyzed for volatile organic compounds (VOCs), semi-volatile organic compounds (SVOCs), metals, polychlorinated biphenyls (PCBs), pesticides and per- and polyfluoroalkyl substances (PFAS). Based on investigations conducted to date, the primary contaminants of concern are metals, primarily lead and mercury, SVOCs, primarily polycyclic aromatic hydrocarbons (PAHs) and chlorinated volatile organic compounds (CVOCs). SVOCs and metals were observed to be widespread in soil with the highest concentrations detected in association with the presence of fill. CVOC exceedances occurred only in groundwater. The source of the groundwater contamination was not identified on-site. The highest concentrations of CVOCs were detected in the southeast corner of the site and concentrations decreased to the northwest. There are exceedances at the downgradient site boundary.

Soil: Lead and mercury exceeded restricted residential use soil cleanup objectives (SCOs) of 400 parts per million (ppm) and 0.81 ppm respectively, with maximum concentrations detected at 764 ppm and 5.36 ppm respectively, primarily in the southeastern portion of the site. Restricted residential SCOs were exceeded for benzo(a)anthracene (SCO - 1 ppm), benzo(a)pyrene (SCO - 1 ppm), benzo(b)fluoranthene (SCO - 1 ppm), benzo(k)fluoranthene (SCO - 3.9 ppm), chrysene (SCO- 3.9 ppm), dibenzo(a,h)anthracene(SCO - 0.33 ppm), and indeno(1,2,3-cd)pyrene (SCO - 0.5 ppm). The maximum concentrations detected were as follows: benzo(a)anthracene - 16 ppm, benzo(a)pyrene - 12 ppm, benzo(b)fluoranthene - 15 ppm, benzo(k)fluoranthene - 4.7 ppm, chrysene - 15 ppm, dibenzo(a,h)anthracene - 1.7 ppm and indeno(1,2,3-cd)pyrene - 7.2 ppm, primarily in the southern half of the site. Data does not indicate any off-site impacts in soil related to this site.

Groundwater: Groundwater standards and guidance values were exceeded for the SVOCs benzo(a)anthracene, benzo(b)fluoranthene, benzo(k)fluoranthene, chrysene, and indeno(1,2,3-cd)pyrene. The groundwater guidance value for each is 0.002 parts per billion (ppb). The maximum concentrations detected were as follows: benzo(a)anthracene - 0.07 ppb, benzo(b)fluoranthene - 0.35 ppb, benzo(k)fluoranthene -0.12 ppb, chrysene -0.26 ppb, and indeno(1,2,3-cd)pyrene -0.18 ppb. Groundwater standards were exceeded for the VOCs benzene, tetrachloroethene (PCE), trichloroethene (TCE), cis-1,2-dichloroethene (cis-DCE), trans-1,2-dichloroethene (trans-DCE), and vinyl chloride (VC). The groundwater standards for these compounds are as follows: benzene - 1 ppb, PCE, TCE, cis-DCE, trans-DCE - 5 ppb each, and VC - 2 ppb, with the maximum concentrations detected being as follows: benzene - 4.4 ppb, PCE - 160 ppb, TCE - 52 ppb, cis-DCE - 660 ppb, trans-DCE - 34 ppb and VC - 110 ppb. The spatial pattern of VOC contamination indicated that it is due to an upgradient source.

For PFAS, perfluorooctanoic acid (PFOA) and perfluorooctanesulfonic acid (PFOS) were reported at concentrations of up to 7.45 and 12.4 parts per trillion (ppt), respectively, exceeding the 10 ppt Maximum Contaminant Level (MCL) for PFOS.

Due to lack of structures on the site, soil vapor intrusion samples were not obtained during the Remedial Investigation.

6.4: Summary of Human Exposure Pathways

This human exposure assessment identifies ways in which people may be exposed to site-related contaminants. Chemicals can enter the body through three major pathways (breathing, touching or swallowing). This is referred to as *exposure*.

People who enter the site may contact contaminants in the soil by walking on it, digging or otherwise disturbing the soil. Contaminated groundwater at the site is not used for drinking or other purposes and the site is served by a public water supply that obtains water from a different source not affected by this contamination. Volatile organic compounds in the subsurface may move into soil vapor (air spaces within the soil), which in turn may move into buildings and affect the indoor air quality. This process, which is similar to the movement of radon gas from the subsurface into the indoor air of buildings is referred to as soil vapor intrusion. Because the site is currently vacant, inhalation of site-related contaminants due to soil vapor intrusion is not a current concern. Environmental sampling indicates that the potential exists for the inhalation of contaminants due to soil vapor intrusion off-site and for future on-site buildings.

6.5: Summary of the Remediation Objectives

The objectives for the remedial program have been established through the remedy selection process stated in 6 NYCRR Part 375. The goal for the remedial program is to restore the site to pre-disposal conditions to the extent feasible. At a minimum, the remedy shall eliminate or mitigate all significant threats to public health and the environment presented by the contamination identified at the site through the proper application of scientific and engineering principles.

The remedial action objectives for this site are:

Groundwater

RAOs for Public Health Protection

- Prevent ingestion of groundwater with contaminant levels exceeding drinking water standards.
- Prevent contact with, or inhalation of volatiles, from contaminated groundwater.

RAOs for Environmental Protection

• Restore ground water aquifer to pre-disposal/pre-release conditions, to the extent practicable.

Soil

RAOs for Public Health Protection

- Prevent ingestion/direct contact with contaminated soil.
- Prevent inhalation of or exposure from contaminants volatilizing from contaminants in soil.

RAOs for Environmental Protection

• Prevent migration of contaminants that would result in groundwater or surface water contamination.

Soil Vapor

RAOs for Public Health Protection

• Mitigate impacts to public health resulting from existing, or the potential for, soil vapor intrusion into buildings at a site.

SECTION 7: ELEMENTS OF THE SELECTED REMEDY

The alternatives developed for the site and the evaluation of the remedial criteria are presented in the Alternative Analysis. The remedy is selected pursuant to the remedy selection criteria set forth in DER-10, Technical Guidance for Site Investigation and Remediation and 6 NYCRR Part 375.

The selected remedy is a Track 4: Restricted use with site-specific soil cleanup objectives remedy.

The selected remedy is referred to as the Site Cover System remedy.

The elements of the selected remedy, as shown in Figure 2, are as follows:

1. Remedial Design

A remedial design program will be implemented to provide the details necessary for the construction, operation, optimization, maintenance, and monitoring of the remedial program. Green remediation principles and techniques will be implemented to the extent feasible in the design, implementation, and site management of the remedy as per DER-31. The major green remediation components are as follows:

- Considering the environmental impacts of treatment technologies and remedy stewardship over the long term;
- Reducing direct and indirect greenhouse gases and other emissions;
- Increasing energy efficiency and minimizing use of non-renewable energy;
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- Maximizing habitat value and creating habitat when possible;
- Fostering green and healthy communities and working landscapes which balance ecological, economic and social goals;

- Integrating the remedy with the end use where possible and encouraging green and sustainable re-development; and
- Additionally, to incorporate green remediation principles and techniques to the extent feasible in the future development at this site, any future on-site buildings will include, at a minimum, a 20-mil vapor barrier/waterproofing membrane on the foundation to improve energy efficiency as an element of construction.

2. Excavation

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3. Backfill

On-site soil which does not exceed the above excavation criterion or the protection of groundwater SCOs for any constituent may be used below the cover system described in remedy element 4 to establish the designed grades at the site. If additional backfill is needed to establish design grades, clean fill meeting the requirements of 6 NYCRR Part 375-6.7(d) will be brought in to replace the excavated soil and establish the designed grades at the site. Portions of the site will be re-graded to accommodate installation of a cover system.

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A site cover will be required to allow for restricted residential use of the site in areas where the upper two feet of exposed surface soil will exceed the applicable soil cleanup objectives (SCOs). Where a soil cover is to be used it will be a minimum of two feet of soil placed over a demarcation layer, with the upper six inches of soil of sufficient quality to maintain a vegetative layer. Soil cover material, including any fill material brought to the site, will meet the SCOs for cover material for the use of the site as set forth in 6 NYCRR Part 375-6.7(d). Substitution of other materials and components may be allowed where such components already exist or are a component of the tangible property to be placed as part of site redevelopment. Such components may include, but are not necessarily limited to: pavement, concrete, paved surface parking areas, sidewalks, building foundations and building slabs.

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Any current on-site buildings will be required to have an active sub-slab depressurization system, or other acceptable measures, to mitigate the migration of vapors into the building from groundwater.

6. Institutional Control

Imposition of an institutional control in the form of an environmental easement for the controlled property which will:

- require the remedial party or site owner to complete and submit to the Department a periodic certification of institutional and engineering controls in accordance with Part 375-1.8 (h)(3);
- allow the use and development of the controlled property for restricted residential use as defined by Part 375-1.8(g), although land use is subject to local zoning laws;

- restrict the use of groundwater as a source of potable or process water, without necessary water quality treatment as determined by the NYSDOH or County DOH; and
- require compliance with the Department approved Site Management Plan.

7. Site Management Plan

A Site Management Plan is required, which includes the following:

a. an Institutional and Engineering Control Plan that identifies all use restrictions and engineering controls for the site and details the steps and media-specific requirements necessary to ensure the following institutional and/or engineering controls remain in place and effective:

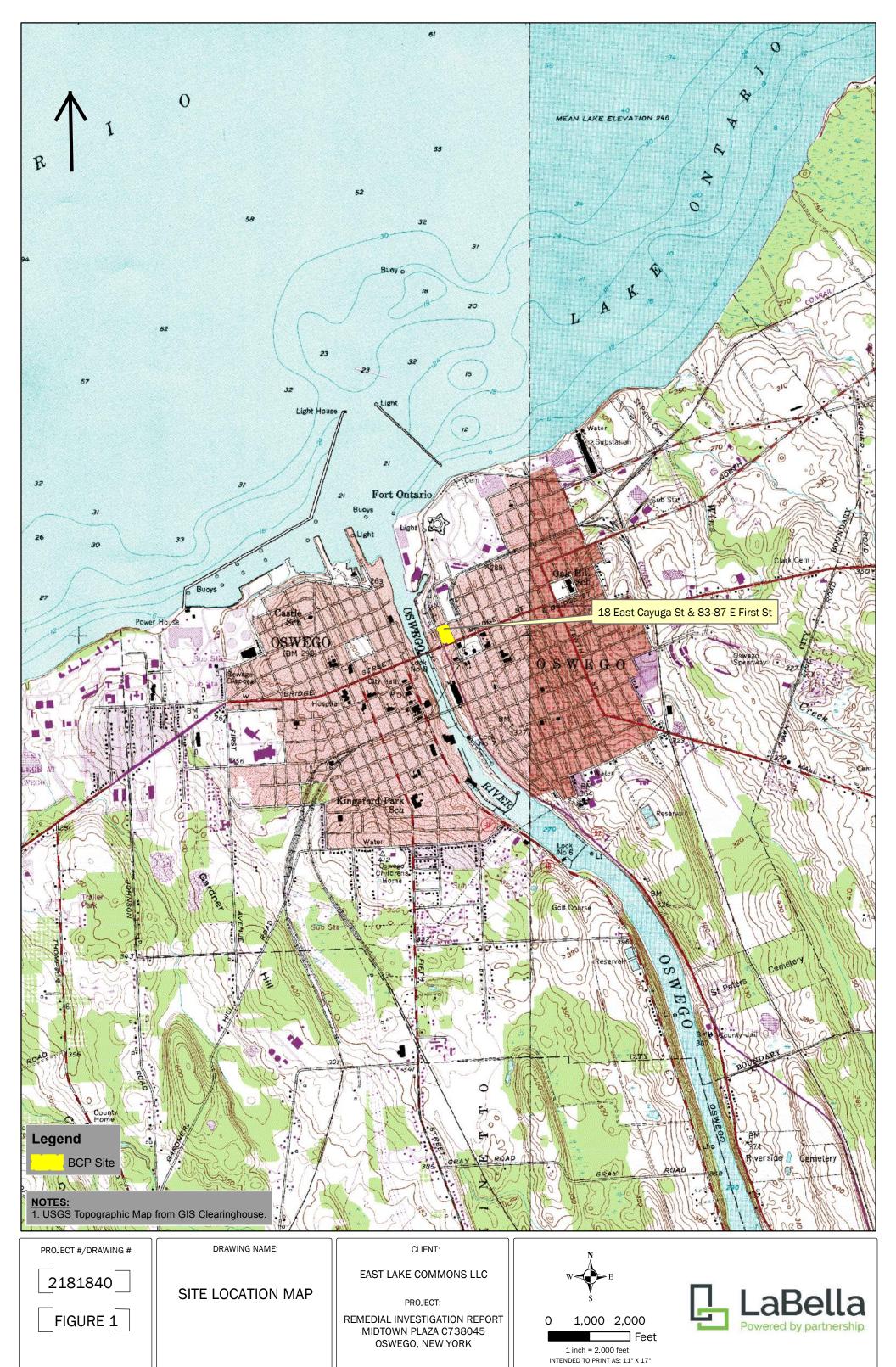
Institutional Controls: The Environmental Easement discussed in remedy element 6 above.

Engineering Controls: The cover system discussed in remedy element 4 and the mitigation system(s) discussed in remedy element 5 above.

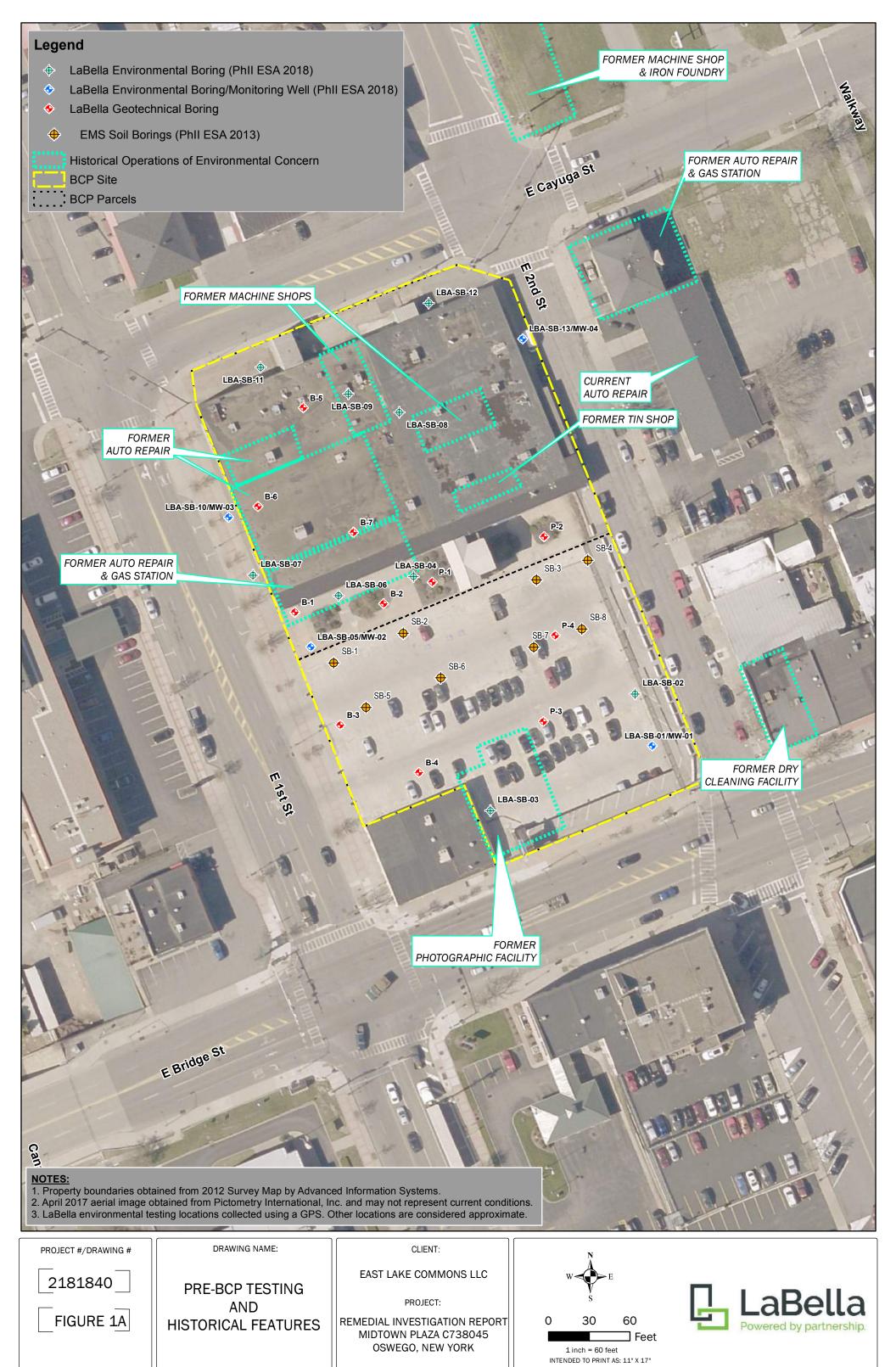
This plan includes, but may not be limited to:

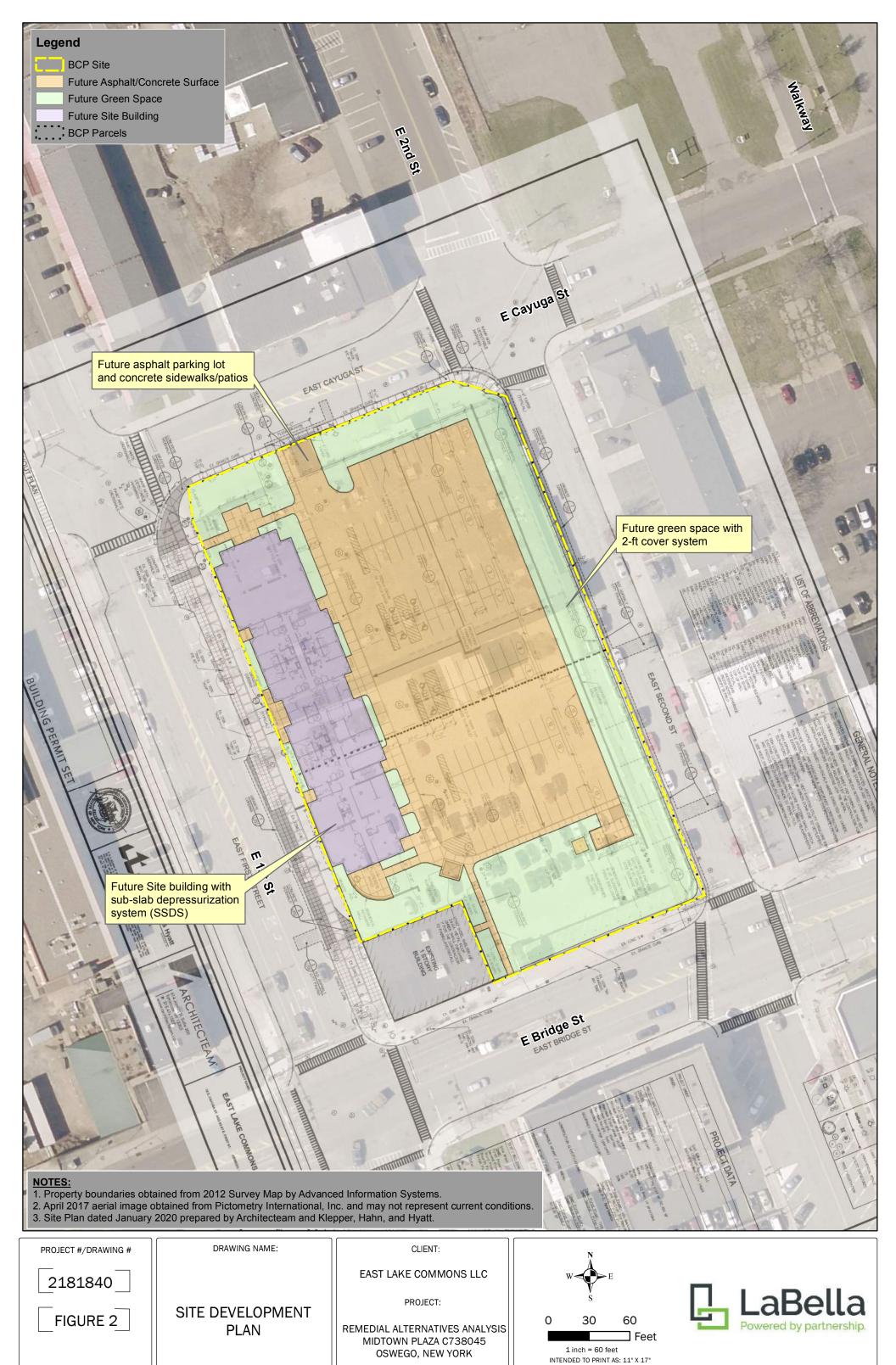
- an Excavation Plan which details the provisions for management of future excavations in areas of remaining contamination;
- descriptions of the provisions of the environmental easement including any land use, and groundwater use restrictions;
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- a provision that should a building foundation or building slab be removed in the future, a cover system consistent with that described in remedy element 4 above will be placed in any areas where the upper two feet of exposed surface soil exceed the applicable soil cleanup objectives (SCOs);
- provisions for the management and inspection of the identified engineering controls;
- maintaining site access controls and Department notification; and
- the steps necessary for the periodic reviews and certification of the institutional and/or engineering controls.
- b. a Monitoring Plan to assess the performance and effectiveness of the remedy. The plan includes, but may not be limited to:
- monitoring of groundwater to assess the performance and effectiveness of the remedy;
- a schedule of monitoring and frequency of submittals to the Department; and
- monitoring for vapor intrusion for any new buildings developed on the site, as may be required by the Institutional and Engineering Control Plan discussed above.

- c. an Operation and Maintenance (O&M) Plan to ensure continued operation, maintenance, inspection, and reporting of any mechanical or physical components of the active vapor mitigation system(s). The plan includes, but is not limited to:
- procedures for operating and maintaining the system; and
- compliance inspection of the system to ensure proper O&M as well as providing the data for any necessary reporting.



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Path: I:\East Lake Commons LLC\2181840 - Midtown Oswego Brownfield\Drawings\RAA\Figure 4 - Site Development Plan.mxd