

Revised Community Involvement Plan

Sheboygan River and Harbor Superfund Site

Sheboygan County, Wisconsin

W.A. No. 010-CRCR-05ZZ/Contract No. 68-W6-0025

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Introduction

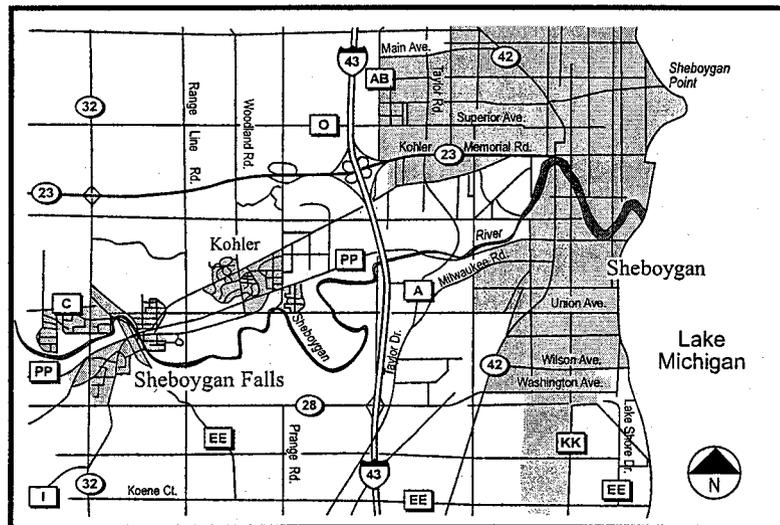
This revised Community Involvement Plan (CIP) for the Sheboygan River and Harbor Superfund site was prepared by the U.S. Environmental Protection Agency (U.S. EPA), which is responsible for community involvement and cleanup activities at the site under the federal Superfund program. This CIP revises a Community Relations Plan done in 1986. It provides background information on the site and recommends activities U.S. EPA will do to continue to inform the public and local officials about progress at the site, and to encourage community involvement during the site cleanup.

This revised CIP also discusses the concerns of Sheboygan, Kohler and Sheboygan Falls residents regarding the site and ways for U.S. EPA to address them. The information in this plan is based primarily on discussions with residents in August 2000.

Site Description

Location and Site Features

The Sheboygan River and Harbor site includes the lower 14 miles of the river from the Sheboygan Falls Dam downstream to, and including, the Inner Harbor. This segment of the river flows through Sheboygan Falls, Kohler, and Sheboygan before entering Lake Michigan (see site map below).



Site Map

As part of the Remedial Investigation (RI), the river was divided into three sections based on physical characteristics such as average depth, width, and level of contamination. The Upper River extends from the Sheboygan Falls Dam downstream 4 miles to the Waelderhaus Dam in Kohler. The Tecumseh Products Company Sheboygan Falls Plant is located on the Upper River and is considered the primary source of polychlorinated biphenyl (PCB) contamination. The Middle River extends 7 miles from the Waelderhaus Dam to the Union Pacific railroad bridge. The Lower River extends 3 miles from the Union Pacific railroad bridge to the Pennsylvania Avenue bridge in downtown Sheboygan.

The Inner Harbor includes the Sheboygan River from the Pennsylvania Avenue Bridge to the river's outlet to the Outer Harbor. The Outer Harbor is defined as the area formed by the two breakwalls.

Site Background

During routine sampling of fish from the Sheboygan River in 1977, the Wisconsin Department of Natural Resources (WDNR) found unsafe levels of PCBs in the fish. The presence of PCBs and metals was confirmed in 1979 during harbor dredging. In the late 1970s, Tecumseh removed some PCB-contaminated soil from its Sheboygan Falls facility. The site was placed on U.S. EPA's National Priorities List (NPL) in 1986. The NPL is a list of the nation's most serious uncontrolled or abandoned hazardous waste sites.

Tecumseh prepared the RI between 1987 and 1990. During the RI, several areas of the most heavily contaminated sediment were identified in the Upper River. U.S. EPA determined that these areas should be addressed as soon as possible. In 1990 and 1991, U.S. EPA asked Tecumseh to remove about 4,000 cubic yards of contaminated sediment from these "hot spots." This sediment was stored in two containment facilities at Tecumseh's Sheboygan Falls plant. In addition, approximately 1,200 square yards of highly contaminated sediment were capped or "armored" in place to prevent contaminants in the sediment from entering the river.

After numerous studies and tests of possible cleanup methods, a document called a Feasibility Study (FS) was completed in April 1998. In May 1999, a proposed cleanup plan was issued that summarized the alternatives for cleaning up contaminated sediment and soil at the site. New information and comments regarding dredging issues were received during the public comment period that ran through August 13, 1999. U.S. EPA modified its proposed cleanup plan based on the new information and comments. Because the cleanup plan changed for the Upper River and Lower River and Inner Harbor, the cleanup costs of the recommended alternative were reduced from \$66 million to \$41 million. A Record of Decision that documents U.S. EPA's cleanup plan was issued on May 12, 2000.

Community Background

Sheboygan County is located between Milwaukee and Green Bay along Lake Michigan. The City of Sheboygan is located just east of Interstate 43 and the City of Sheboygan Falls and Village of Kohler are located just west of Interstate 43. The table below summarizes housing, income and population characteristics for these communities, Sheboygan County and the state of Wisconsin. The City of Sheboygan has the lowest household income and is the only community whose income falls below the state's average. The Village of Kohler has the highest home values of the communities and surpasses the state's average.

Community	Median Household Income (1989)	Median Home Value (1989)	Population (2000 estimate)
City of Sheboygan	\$27,647	\$53,100	51,175
City of Sheboygan Falls	\$31,943	\$58,900	6,741
Village of Kohler	\$43,029	\$72,800	1,989
Sheboygan County	\$31,603	\$59,200	112,868
State of Wisconsin	\$29,442	\$62,100	5,310,406

Source: U.S. Census Bureau, 1990; Wisconsin Department of Administration, 2000.

Status of Community Involvement Activities

U.S. EPA's community involvement activities began in September 1986 when a Community Relations Plan was completed. The first public meeting was held in June 1988 to discuss the Superfund program, future actions at the site, health concerns, and to address questions and concerns. In September 1989 and 1990, public meetings were held to discuss the ongoing progress. A public meeting was held in June 1999 to explain the proposed cleanup plan and the alternatives presented in the FS. A 60-day public comment period initially ran from June 1 to July 30, 1999, and was later extended to August 13, to accept comments on the Proposed Plan and other cleanup alternatives presented in the FS.

Fact sheets and update letters were completed throughout U.S. EPA's investigation to announce public meetings, to update residents on activities taking place at the site, and to answer frequently asked questions. The fact sheets were distributed to those on the mailing list, which included area residents, local officials, media contacts, and other interested parties.

Community interviews were held in Sheboygan and Sheboygan Falls on August 2 and 3, 2000 to provide information for this revised CIP. Additional interviews were held on August 16 and 17. The purpose of the community interviews was to obtain area residents' and local officials' concerns about the site, determine what information they wanted U.S. EPA to provide them, the best way to disseminate that information, and assess the effectiveness of information already provided.

A Technical Assistance Grant (TAG) was awarded to the Lake Michigan Federation in February 1994. A TAG permits a local citizens' group to hire a technical advisor to interpret information produced by U.S. EPA and other agencies in relation to a Superfund site. TAG recipients also use their money to share what they learn with the rest of the community.

Community Issues and Concerns

Overall, few residents and local officials who were interviewed in August 2000 had concerns about the Sheboygan River and Harbor site. Almost all of the residents interviewed expressed dismay that the cleanup has not occurred yet. Most of them have been following the site's progress for at least 10 years. One person interviewed noted that some residents have lost interest in the project over the years.

Most of the residents who expressed concern explained how the contamination has affected their recreational activities, such as fishing and boating in the river and Lake Michigan charter fishing. Some residents believed that the amount of dredging that is proposed in the harbor is not sufficient, especially for boating activities. Residents generally acknowledged that they were interested in seeing additional dredging to improve navigation, not necessarily to remove more contamination. This is because of the low water level in the Sheboygan River.

One charter fisherman expressed concern about the impact on boating traffic during the dredging phase of the cleanup. He was also concerned about loss of boat slips, loss of customers to businesses upriver, and general decline in fishing due to PCB contamination.

One resident expressed concern over what he perceived to be conflicting information provided by U.S. EPA, the Army Corps of Engineers, and the National Atmospheric and Oceanic Administration. The information pertained to the timing of the Corps' navigational dredging to improve boating.

Other concerns, comments and questions that were expressed in the interviews included:

- the cleanup doesn't go far enough; it should extend upward beyond the Pennsylvania Bridge;

- the impacts of the cleanup on Lake Michigan and the fish in the river;
- how residents can no longer consume the fish found in the river;
- how the low levels in Lake Michigan will affect the cleanup;
- the type of dredging that will take place during the cleanup;
- giving notices to boaters during the cleanup;
- the Hmong community fishing in the river; and
- the amount of money being spent on the cleanup.

Several residents asked to be updated on the progress of negotiations with the companies determined responsible for the contamination, referred to as Potentially Responsible Parties (PRPs), and details of the cleanup as they become available.

All of the residents interviewed believed that the information that has been disseminated thus far has been adequate and that U.S. EPA has been responsive to their questions and requests for information.

Proposed Community Involvement Activities

Fact Sheets/Update Letters

Several people interviewed said fact sheets and other mailings were useful and understandable so additional fact sheets and/or updates will be developed to describe the cleanup. The fact sheets will be mailed to the site mailing list. Potential topics of interest would be a summary of the PRP negotiations when they are completed, an update on the cleanup design when it is underway, and cleanup milestones.

Public Meetings

While some people interviewed preferred traditional and/or electronic mailings, others said public meetings met their needs. They said the meetings were useful when cleanup alternatives were explained. One person interviewed said while the meetings were useful, it is difficult for charter fishermen to attend them during the summer because they work long hours that often extend into the evening. U.S. EPA will continue to sponsor public meetings, as necessary, and try to consider fishing schedules.

Information Repositories

A couple of people interviewed were aware of and/or used U.S. EPA's information repositories. Information repositories were established at the Mead Public Library, 710 North 8th St., Sheboygan and the Sheboygan City Hall, 828 Center Ave., 2nd Floor. They contain information about the investigation, cleanup and the Superfund program. An administrative record, which contains detailed information upon which the selection of the cleanup plan was based, is also available for review at the Mead Public Library and at the U.S. EPA Region 5 office in Chicago.

Media Relations

U.S. EPA staff will continue to be available to local media. Most people interviewed said the newspaper provides regular coverage of the site. The most widely read newspaper in the community is the *Sheboygan Press*. U.S. EPA will publish notices in this newspaper prior to any site milestone as appropriate. The *Sheboygan Press* regularly features information regarding the site. The *Plymouth Review* also receives and uses site-related information.

Fact sheets and update letters are also routinely provided to Milwaukee and Green Bay radio stations, television stations, and newspapers as well as the *Appleton Post Crescent*. These media outlets occasionally feature information on the site.

Internet

Since many expressed interest in receiving information electronically, U.S. EPA will continue to post site information on its home page (www.epa.gov/region5/sites). Photos and other site-related information will also be added to the home page, as they become available. Several residents said they have access to the Internet and were aware of the home page.

U.S. EPA Presence and Contacts

Throughout the cleanup, U.S. EPA's Community Involvement Coordinator and Remedial Project Manager will respond to inquiries from those interested in the site. They will also be available to speak to local citizen groups, upon request. U.S. EPA's toll-free telephone number and the project staff's direct numbers and e-mail addresses are listed below and will be included on all community involvement material.

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WTMJ-TV
720 EAST CAPITOL DR.
P.O. BOX 693
MILWAUKEE, WI 53212
(414) 967-5318 PHONE
(414) 967-5378 FAX

WCGV-TV
4041 NORTH 35TH ST.
MILWAUKEE, WI 53216
(414) 442-7050 PHONE
(414) 874-1899 FAX

WVCY-TV
3434 WEST KILBOURN AVE.

MILWAUKEE, WI 53208
(414) 935-3000 PHONE
(414) 935-3015 FAX

WVTV-TV
4041 NORTH 35TH ST.
MILWAUKEE, WI 53216
(414) 442-7050 PHONE
(414) 874-1899 FAX

WLUK-TV
7887 LOMBARDI AVE.
P.O. BOX 19011
GREEN BAY, WI 54307
1-800-242-8067 PHONE
(920) 494-9109 FAX

WGBA-TV
1391 NORTH RD.
P.O. BOX 19099
GREEN BAY, WI 54307
(920) 494-2626 PHONE
(920) 490-2500 FAX

WBAY-TV
115 SOUTH JEFFERSON ST.
GREEN BAY, WI 54301
(920) 739-3260 PHONE
(920) 432-1190 FAX

WFRV-TV
2350 WEST PERSHING
GREEN BAY, WI 54307
1-800-236-5550 PHONE
(920) 437-5769 FAX