



*Tim Stahl*  
Director

**OSWEGO COUNTY DEPARTMENT OF COMMUNITY  
DEVELOPMENT, TOURISM AND PLANNING**

COUNTY BUILDING  
46 EAST BRIDGE STREET  
OSWEGO, NEW YORK 13126

TELEPHONE (315) 349-8292  
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**Application Information Sheet**

**1. Applicant Identification**

Oswego County  
49 East Bridge Street  
Oswego, NY 13126

**2. Website URL**

<https://www.oswegocountyny.gov/>

**3. Funding Requested**

- a. Assessment Grant Type: Single Site Cleanup
- b. Federal Funds Requested: \$944,350

**4. Location**

- a. City – Cleveland
- b. County – Oswego
- c. State – New York

**5. Property Information**

Tannery Ponds Site  
12 Division Street  
Cleveland, NY 13042

Map attached

**6. Contacts**

- a. Project Director  
Karen Noyes  
Associate Planner  
49 East Bridge Street  
Oswego, NY 13126  
(315) 349-8295  
[Karen.Noyes@OswegoCounty.com](mailto:Karen.Noyes@OswegoCounty.com)

b. Chief Executive/Higher Ranking Elected Official  
 Philip Church  
 County Administrator  
 49 East Bridge Street  
 Oswego, NY 13126  
 (315) 349-8235  
[phil.church@oswegocounty.com](mailto:phil.church@oswegocounty.com)

**7. Population**

Cleveland NY: 769 (Site location; 2023 US Census estimate)

**8. Other Factors**

<b>Other Factors</b>	<b>Page number</b>
Community population is 15,000 or less.	1
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	n/a
The priority site(s) is impacted by mine-scarred land.	n/a
Secured firm leveraging commitment ties directly to the project and will facilitate completion of the remediation/reuse; secured resource is identified in the Narrative and substantiated in the attached documentation.	n/a
The proposed site(s) is adjacent to a body of water (i.e., the border of the proposed site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	2
The priority site(s) is in a federally designated flood plain.	3
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	n/a
The reuse of the priority site(s) will incorporate energy efficiency measures.	n/a
The proposed project will improve local resilience to the impacts of extreme weather events and natural disasters.	4
The target area(s) is impacted by a coal-fired power plant that has recently closed (2015 or later) or is closing.	n/a

**9. Releasing Copies of Applications – n/a**



## 1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

### Target Area and Brownfields

**1.a Overview of Brownfield Challenges and Description of Target Area:** Oswego County is nestled in the southeastern corner of New York State's Lake Ontario shoreline. Its 1,300 square miles are made up of small urban areas (e.g., cities of Oswego and Fulton), an array of small towns and villages, lake and riverfront communities, rural landscapes, and agricultural expanses. The County's water resources are among the state's most iconic, including Lake Ontario, Oneida Lake, Sandy Pond, the Oswego River, and the Salmon River. Yet, beneath its natural beauty and charm lies a legacy of industrial decline and disinvestment that drives a pressing need for economic revitalization.

Major industrial facilities, such as Nestle, Hammermill, and Miller Brewing in the cities of Fulton and Oswego, closed their doors between 1980 and 2010, leaving thousands of lost jobs and economic decline in their wake. More recently (late 2025), Novelis, a multimillion-dollar aluminum rolling and recycling company in Scriba (east of the City of Oswego) that employs 1,150 people, was ravaged by a series of fires that devastated sections of its operations. The company is the County's largest manufacturer and is working to bring its operations back online by early 2026. However, this disruption has created a decline in economic activity that is felt regionally due to the substantial loss in sales and costly repairs. Further, recent trade changes at the national level have caused a decrease in incoming shipments to the Port of Oswego, which is the first U.S. port of call and deepwater port on the Great Lakes, located in the City of Oswego. Port operations have a widespread economic impact, supporting over 2,000 jobs regionally;<sup>1</sup> therefore, decline in activity at the Port of Oswego has a cascading effect on the economic well-being of the entire region.

These larger closures and economic disruptions throughout the years have caused, in part, the subsequent closure and abandonment of smaller operations that supported large companies and/or their employees, like auto shops and gas stations that are housed in the less populated, rural and waterfront areas in Oswego County. This has created localized blight and health risks that have been devastating to Oswego County's rural communities. Additionally, the presence of these abandoned properties damages the quaint character of many small villages and disincentivizes economic investment.

The Village of Cleveland is the target area for this grant. It is a small, lakefront village with a small population of 732. It lies directly on Oneida Lake and is known as a prime recreational fishing spot for walleye and yellow perch. The Village attracts hundreds of anglers to its centrally located Cleveland Dock Fishing Access Site in the non-winter months; however, its permanent resident population has declined 2.5% since 2010. An EPA Cleanup Grant is crucial to addressing known contaminated sites in this community, which will protect and boost its tourism- and recreation-based economy.

Progressing known brownfield sites through the remediation process throughout target areas in Oswego County, like Cleveland, is more critical than ever, with Micron building a new chip fab facility just six miles from the County's southern border and 15 miles from Cleveland, in Onondaga County. It is expected to bring over 50,000 new, permanent jobs to the Central New York region over the next 20 years. Municipalities throughout the County must be prepared for new light industrial operations, an influx of new residents, and businesses/amenities that coincide with population growth (e.g., restaurants, banking, medical facilities), or economic decline will spiral while nearby communities reap the benefits of this unprecedented opportunity. The EPA

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<sup>1</sup> Economic Impacts of Maritime Shipping in the Great lakes - St. Lawrence region. 2023.

Cleanup grant is critical to the revitalization of Cleveland, supporting the well-being and health of its residents by addressing its known contaminants and attracting new residents and those seeking waterfront recreation as the region grows, providing economic stability to the Village.

**1.b Description of the Proposed Brownfield Site:** The proposed cleanup site is Tannery Ponds (the Site), which is located at 12 Division Street in Cleveland, NY just 0.11 miles north of Oneida Lake. Black Creek originates approximately 5 miles northwest of the Village and flows through the center of the Site in a southerly direction, draining into Oneida Lake south of the Site. The Site consists of a small unoccupied storage shed in the southwest corner and green space along the western Site boundary. The remainder of the Site is occupied by a 0.5-acre pond, created by a dam on the south end of the Site. The pond is mapped on the National Wetland Inventory (NWI) as a Freshwater Pond. The southern 40% of the ponded area is mapped on the NWI as Freshwater Emergent Wetland. Vegetation growth has increased in the last few years, filling in the pond and creating a breeding ground for mosquitos that could carry EEE and West Nile Virus.

The Site was originally used a horse livery in the late 1800s and early 1900s. In the early 1900s, a grocery store, an auto repair shop, and a gas station were present on-site. Fire insurance maps from 1912 and 1936 depict multiple underground gasoline tanks associated with the Site (one in the Division Street right-of-way and two along the western Site boundary). A foundation for a hoist, presumed to be a former vehicle lift associated with the auto repair shop, is located on the southwest corner of the Site and a vehicle is partially buried in the Black Creek embankment, immediately south of the dam.

According to Village records, the garage and grocery store were demolished sometime in the 1970s and the underground gasoline tanks were filled with sand. However, there are no New York State Department of Environmental Conservation (NYSDEC) records to substantiate the tank closure. In 1990, the Cleveland Department of Public Works prepared a sewer map that illustrates two fuel caps located on the southwest corner of the Site which indicates that the underground gasoline tanks may still be present. Sometime in the 2010s, a small storage shed was constructed in the southwest corner of the Site, which remains today. The Site is currently unused, but children are known to play in the pond and creek.

The Site has been foreclosed on four times between 2002 and 2021. Oswego County acquired the Site as part of a property tax foreclosure in 2021. A Phase II ESA that was conducted in 2024 utilizing funds from Oswego County's FY22 EPA Brownfield Assessment Grant, showed that the known contaminants at the Site include volatile organic compounds (VOCs) and semi-volatile organic compounds (SVOCs). VOCs and SVOCs are present at concentrations exceeding applicable NYSDEC ambient water quality standards in the groundwater on the southwestern portion of the Site. It is anticipated that the impacted groundwater plume extends to the southern Site boundary and encompasses an approximate area of 1,000 square feet. Copper is present at concentrations exceeding Residential Use Soil Cleanup Objectives (SCOs) in the surface soils of the pond dam embankment, near the buried vehicle. Mercury, lead, and zinc are present at concentrations exceeding Unrestricted Use SCOs in surface soils of the pond dam embankment. Lead is present at concentrations exceeding Unrestricted Use SCOs in the sediment of the pond. Contamination is suspected to be related to operations of the former auto repair shop and the underground gasoline tanks that may still be present.

#### **Revitalization of the Target Area**

**1.c Reuse Strategy and Alignment with Revitalization Plans:** The Tannery Ponds site is envisioned as a publicly accessible recreational greenspace that will benefit the surrounding community. Reuse is expected to consist of a scenic overlook, a small picnic area with tables and

benches, and small structures, like a pavilion and shed. Its proximity to a residential area, Oneida Lake and Black Creek, and the downtown center of Cleveland makes this an ideal location for a park and a scenic natural space. Its reuse would complement other tourist sites in the Village, such as the Cleveland Dock Fishing Access Site, the Historic Cleveland House (a local eatery and entertainment venue), and Lakeview Park, along Oneida Lake.

Several recent local and regional planning documents highlight the need for expansion of recreational opportunities and revitalization of village centers. The North Shore Council of Governments (NorCOG), an organization consisting of towns and villages (including Cleveland) along the north shore of Oneida Lake that is focused on economic development, tourism, and infrastructure, drafted an Economic Resiliency and Recovery Plan in 2024. This plan was developed using extensive public input. It stresses that the expansion of recreational opportunities “will be critical to realizing economic, tourism, and quality of life gains in the North Shore.” It is particularly important to tie recreational opportunities to Cleveland’s village center and Oneida Lake, which will help define a “brand” for the area that will attract visitors. Engaging and inviting public spaces are also identified as fostering an expanded tax base, encouraging new residents and small businesses. Tourism and recreation will support talent attraction and maintenance of the small Village’s rural, lakefront community culture. The plan also emphasizes making “place-based investments in downtowns and main street commercial corridors throughout the region,” like that of Cleveland’s village center. The Village of Cleveland recently enhanced the village dock and marina to attract more tourism, and the reuse of the Tannery Ponds site will complement this work.

The Central New York Regional Economic Development Council’s (CNY REDC’s) 2023 Strategic Plan also recognizes recreation and tourism as critical to quality of life and the economy of the 5-county region, “playing a pivotal role in attracting and retaining both workers and their families in the area.” As Micron-related growth occurs, small villages will rely on their quality of life to grow their economy and support residents in ways that fit the community vision.

Further, the Town of Constantia, which includes Cleveland, developed a 2023 Comprehensive Plan that underscores the vital importance of maintaining Oneida Lake water quality to support fishing, boating, and recreational activities, as well as residents’ quality of life. While the extent that the Tannery Ponds contamination affects Oneida Lake is not known, detected groundwater contamination may affect Black Creek, which flows into the lake less than 0.25 miles downstream.

The eastern portion of the Site is located in a floodplain (FEMA Flood Hazard Zone A), a low-lying area close to a lake, pond, or other body of water with a 1 percent annual chance of flooding (100-year flood plain). The western portion of the Subject Property is located in FEMA Flood Hazard Zone X, an area of minimal flood hazard. Due to the low chances of annual flooding, the Site’s location in a floodplain is not a high concern, but will be taken into account in the design of the greenspace through the incorporation of retention ponds and/or rain gardens.

**1.d Outcomes and Benefits of Reuse Strategy:** The cleanup of the Tannery Ponds will restore the environmental health of a natural area embedded in a small rural lake village, facilitating the creation of a recreational greenspace that supports the community’s quality of life and tourism, in a variety of ways:

- **Public health:** Remediation will address the presence of VOCs in the groundwater. The Site’s proximity to private residences has put those tenants at risk of several health issues for decades. The cleanup will minimize the health risks associated with the identified onsite contamination.
- **Environmental health and water quality:** Tannery Ponds is less than 0.25 miles from Oneida Lake, which is the largest lake fully within NYS. It is a prime, year-round recreational area for the region, serving fishing enthusiasts, boaters, and swimmers in the summer and

snowmobilers, ice fishers, and cross-county skiers in the winter. While not currently known, the contamination from the Site may be affecting the lake's water quality, particularly in the immediate area, which includes the Cleveland Dock Fishing Access Site. VOCs can impair fish reproduction and growth, and bioaccumulation of the chemicals creates a health risk for humans who consume fish. Remediation will reduce this potential for risks to the lake quality, ensuring fish populations remain healthy and safe for consumption.

- **Tourism:** Cleveland, like many of the communities on the north shore of Oneida Lake, relies on tourism dollars as an economic driver. Fishing access attracts visitors, who also patronize local eateries and shops. The development of a public park near public fishing sites will generate cohesive natural and recreational spaces in the Village that can be used by visitors.
- **Community revitalization:** Currently, the Site is an unused space in the center of the Village. Its activation into a public park will provide a community gathering space for residents to use for walking and viewing nature. It will also improve the sense of place within the Village, which will not only positively impact residents, but potentially attract new residents that may relocate to Cleveland as the region's population grows. The cleanup and reuse will also have the potential to catalyze the installation of sidewalks and walking trails around the site, further increasing connectivity and walkability.
- **Sustainable strategies:** The design of the new greenspace will incorporate stormwater runoff management, such as retention ponds or rain gardens, to minimize effects from extreme weather events. A potential picnic area is not anticipated to utilize electrical or gas connections, therefore there is no current need for energy efficiency measures and renewable energy.

### Strategy for Leveraging Resources

**1.e Resources Needed for Site Characterization:** Previous Phase I and Phase II ESAs of the Site were conducted in 2023 and 2024 utilizing funding from Oswego County's FY22 EPA Assessment Grant. A supplemental investigation to delineate the vertical and horizontal extent of the groundwater contamination plume is underway and will be completed in March 2026, prior to the June 15, 2026 deadline, and will be sufficient to finalize the remediation alternative, as per a qualified environmental professional (QEP).

**1.f Resources Needed for Site Remediation:** Oswego County anticipates that the EPA funding requested in this application will be sufficient to conduct the proposed remediation activities. However, if unforeseen issues arise, the County will pursue additional funding sources through NYSDEC's Environmental Restoration Program and other state agencies, such as Empire State Development.

**1.g Resources Needed for Site Reuse:** Creation of a community greenspace may require additional resources for items such as scenic overlooks, benches, and small structures (i.e., pavilions, sheds). The County can leverage NYS funds such as the Municipal Parks and Recreation Grant, the Environmental Protection Fund Grant, and/or Local Waterfront Revitalization Program funds to develop the Site into a community space. The Northern Border Regional Commission Catalyst Program also prioritizes community development projects. The NYS Department of Transportation's (DOT's) Transportation Alternatives Program (TAP) can be used for sidewalk installation and trail development around the Site.

**1.h Use of Existing Infrastructure:** Currently, the site has access to a public sanitary sewer line; however, there are no public underground electric, natural gas, or potable water utilities. The intended reuse of the site will not require extensive infrastructure; however, there is access to electric, natural gas, and water nearby. Any connection to existing nearby infrastructure will be

included in funding applications for site development, including through state funding sources like the Municipal Parks and Recreation Grant, the Environmental Protection Fund Grant, Local Waterfront Revitalization Program, and the Environmental Facilities Corporation water/wastewater grants and loans. Sidewalk infrastructure is lacking around the Site, and NYSDOT TAP funds will be pursued to increase walkability and connectivity from the Site to the Village core.

## 2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

### Community Need

**2.a The Community's Need for Funding:** Cleveland is a small village, with a population of 732 that has decreased 2.4% since 2010. Its median household income (MHI) of \$75,625 is \$10,000 less than that of NYS (\$84,578). Its small population and relatively low income make it nearly impossible to address projects like environmental remediation. Oswego County, the current owner of Tannery Ponds and applicant, also has challenges in taking on projects of this nature. The County's population has declined 3.5% from 2010 to 2020. Its MHI is approximately \$17,500 less than NYS and it has a higher poverty rate (16.5% vs. 14.0% in NYS).<sup>2</sup> According to a 2022 NYS Comptroller Report, *New Yorkers in Need*<sup>3</sup>, Oswego County has the 12<sup>th</sup> highest poverty rate of the 62 NYS counties. Industrial decline throughout the County in the last several decades has created job loss and poverty, as well as vacant and tax delinquent properties, all of which have impacted the County's ability to fund projects such as brownfield redevelopment. EPA Cleanup Grant funds will allow the County to progress this Site into reuse and in turn will revitalize a small village, catalyzing further private investment and tourism, spurring additional economic activity in the Village.

**2.b Health or Welfare of Sensitive Populations:** Almost 30% of the Village of Cleveland's population consists of children under 18 years of age, compared to Oswego County and NYS averages of 20%. While Cleveland's overall poverty rate is similar to the County and NYS, one third of children under 18 in the Village are in poverty, which is almost double NYS and much higher than the County. Children are a vulnerable population, being more sensitive to environmental impacts that can affect their growth and development. The Tannery Ponds Site is of particular concern, as it is easily walkable from many areas in the Village and has several potentially unsafe access points that children currently use to play in the pond and creek. EPA funds will facilitate remediation, which will minimize children's exposure to known contamination, and will progress a reuse strategy that will create safer access to the Site for children, with scenic overlooks, and the potential for walking trails that lead to the Site.

Oswego County falls in the medium-high range for the CDC's Social Vulnerability Index,<sup>4</sup> indicating that the County is particularly vulnerable due to its high poverty and low income. Further, the County's 2022-2024 Community Health Assessment (CHA) noted that only 53% of the Oswego County population has access to recreation and fitness facility opportunities, the lowest in Central New York (compared to nearby Onondaga County at 90% and NYS at 88%). The potential reuse of the site as a greenspace for recreation will help address a community need that can impact health outcomes by increasing community access to greenspace.

**2.c Greater Than Normal Incidence of Disease and Adverse Health Conditions:** Compared to the US, the Village of Cleveland has higher than average incidence of asthma (11.3% vs. 9.8%)

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<sup>2</sup> 2020 ACS 5-year Estimates, US Census Bureau

<sup>3</sup> <https://www.osc.ny.gov/reports/new-yorkers-need-look-poverty-trends-new-york-state-last-decade>

<sup>4</sup> <https://www.atsdr.cdc.gov/place-health/php/svi/svi-interactive-map.html>

and cancer (98.9% vs. 7.9%).<sup>5</sup> NYS Department of Health (NYSDOH) County-level data<sup>6</sup> shows that Oswego County has a higher incidence of certain adverse health outcomes as compared to the state and surrounding counties, which could be attributed to environmental risks posed by brownfields. Incidence of high blood lead levels (at both 5 and 10 micrograms) in Oswego County children (younger than 72 months) are significantly higher than NYS (15.5 per 1,000 tested vs. 9.5 per 1,000 tested). Childhood lead toxicity has long-lasting effects, including lower IQ, developmental delays, and seizures. Lead was a detected contaminant in the groundwater at the Tannery Ponds Site, and is a place where children are known to play. Remediation would help to reduce lead exposure risks to children.

Respiratory illnesses occur more frequently in Oswego County than NYS and the surrounding counties, including lung and bronchus cancer (131 per 100,000 vs. 68 per 100,000 [NYS]) and chronic lower respiratory disease (63 per 100,000 vs. 31 per 100,000 [NYS]).<sup>7</sup> Cancers and respiratory illnesses can be linked to exposure to a variety of toxic chemicals found at the Site, such as metals, VOCs, and SVOCs. The rates of these illnesses and diseases in Oswego County are considered of “high concern” by the NYSDOH. The cleanup of the contaminants on the Site would reduce the threats to populations with a greater-than-normal incidence of cancer and respiratory diseases.

According to the County’s 2022-2024 CHA, Oswego County has the highest county-level obesity rate in NYS, at 44.8% (NYS’s average for all 62 counties is 27.9%). Even more staggering, over 50% of adults in Oswego County with annual household incomes less than \$25,000 are obese, which is substantially higher than NYS and surrounding counties (ranging from 31% to 38%). Development of a new greenspace can help encourage residents to get outside and engage in no-cost recreation, supporting more active lifestyle while keeping the cost to a minimum for low-income individuals and families.

**2.d Economically Impoverished/Disproportionately Impacted Populations:** Being home to a number of large industrial operations and supporting businesses, such as gas stations and auto repair shops, Oswego County was once an area with ample blue collar jobs that could support families throughout its largely rural expanse. Since the 1980s, almost all major industry has closed, leaving devastating job loss and economic decline. While this is not unique across Central New York and the Rust Belt of NYS, Oswego County was particularly hard hit as it spurred continued disinvestment, with some of its population moving to neighboring counties with more opportunities, and others struggling to find work. According to NYS Department of Labor data, Oswego County has had consistently higher unemployment rates than NYS and surrounding counties (Oneida and Onondaga) since the 1990s.<sup>8</sup>

Shuttered and abandoned factories cascaded into closures of supporting businesses, leaving dozens of potential brownfields across the County. Using EPA Brownfield Assessment funds, the County has a better understanding of the extent of contamination, though more work must be done. To fully realize the benefits of a robust brownfield program, sites need to progress into cleanup and reuse. Tannery Ponds is key to revitalizing a small community that relies on fishing and tourism. The Site’s redevelopment into a community park fits with the village aesthetic, complements the lakefront and fishing access, and can help to attract new visitors, incentivizing new businesses that will revive the Village economy and create jobs.

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<sup>5</sup> CCD Places. <https://places.cdc.gov/?view=place&locationIds=3616188>

<sup>6</sup> [https://apps.health.ny.gov/public/tabvis/PHIG\\_Public/chirs/reports/#county](https://apps.health.ny.gov/public/tabvis/PHIG_Public/chirs/reports/#county)

<sup>7</sup> [https://apps.health.ny.gov/public/tabvis/PHIG\\_Public/chirs/reports/#county](https://apps.health.ny.gov/public/tabvis/PHIG_Public/chirs/reports/#county)

<sup>8</sup> <https://dol.ny.gov/local-area-unemployment-statistics>

## Community Engagement

**2.e Project Involvement & 2.f Project Roles:** Oswego County has an established network of partners from its previous brownfield work. For the Tannery Ponds proposed cleanup project, partners include:

Partner Name	Contact	Organization Purpose & Project Role
NYS DEC	Stephanie Fitzgerald, Environmental Engineer, (315) 426-7525, stephanie.fitzgerald@dec.ny.gov	<b>Purpose:</b> Remediation oversight <b>Role:</b> Technical assistance, cleanup strategy review, and hazard assessment
Village of Cleveland	Laureen Tackman, Mayor, (315) 675-8611	<b>Purpose:</b> NYS municipality; contains target area <b>Role:</b> Community engagement; reuse planning
Town of Constantia	Frank Tomaino, Town Supervisor, (315) 623-9602, townsupervisor@constantiany.org	<b>Purpose:</b> NYS municipality; contains target area <b>Role:</b> Community engagement; reuse planning
North Shore Council of Governments	Heidi Tompkins, Tug Hill Commission Liaison, (315) 761-7987, Heidi@TugHill.org	<b>Purpose:</b> Made up of towns and villages along the north shore of Oneida Lake focused on economic development, tourism, and infrastructure <b>Role:</b> Reuse planning
Oswego County Community Development, Tourism & Planning	Karen Noyes, Associate Planner, (315) 349-8292, Karen.Noyes@OswegoCountyNY.gov	<b>Purpose:</b> Coordinates activities in land use and zoning, comprehensive planning, environmental management, mapping, and community development <b>Role:</b> Grant administration, community engagement, QEP communication
Oswego County Health Department	Katelyn Parkhurst, Director of Environmental Health, (315) 349-3557, katelyn.parkhurst@oswegocounty.com	<b>Purpose:</b> Protection of public health in Oswego County <b>Role:</b> Environmental health insight, site selection, and community health outreach
NYSDOH, Bureau of Environmental Exposure Investigation	Renata Ockerby, Public Health Specialist, (518) 402-7867, renata.ockerby@health.ny.gov	<b>Purpose:</b> Work to reduce risk for New Yorkers from harmful substances in air, water, soil, and food <b>Role:</b> Monitoring of potential soil vapor intrusion

**2.g Incorporating Community Input:** Community engagement has been and will continue to be crucial for Oswego County’s brownfield strategy. For the Tannery Ponds Site, the County will strive to keep the public, particularly Cleveland residents, informed of the remediation process, as well as incorporate public feedback into reuse options. Engagement will consist of:

- *Public Meetings:* Two public meetings per year will be held to gather community input on reuse alternatives, as well as inform the community of progress. Meetings will be offered virtually and in-person at a central, ADA-compliant location in the Village of Cleveland.
- *Webpage:* The County will work with its selected QEP to convey information regarding the Tannery Ponds Site remediation on its existing brownfields webpage. Information will include a description of the remediation process, project timeline and progress, reuse options, meeting dates/times, and contact information for residents to provide feedback and suggestions. The Project Manager and QEP will monitor feedback, provide responses as warranted, and summarize comments regularly.
- *Social Media:* Press releases and notifications of public meetings will be posted on various social media outlets such as County and Village Facebook pages.

Minutes will be recorded during all public engagement activities and posted on the County’s brownfields webpage. All feedback gathered will be summarized on an ongoing basis and discussed at monthly project team meetings. The County and its team will incorporate all feedback as appropriate, with updates posted on the webpage.

### 3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

**3.a Proposed Cleanup Plan:** The attached Analysis of Brownfield Cleanup Alternatives (ABCA) provides multiple remediation scenarios, including no action. The recommended plan proposed here is designed to meet Restricted Residential (RR) Use SCOs established in 6 NYCRR Part 375 and prepare the Site for use as a public park, subject to engineering controls. It will consist of underground storage tank (UST) removal, limited source excavation, and groundwater treatment. A geophysical survey identified numerous subsurface anomalies including two suspected USTs on the western Site extent. The northern suspected UST was approximately 40,000 gallons. The southern UST was approximately 20,000 gallons. Contamination was not identified in the soil surrounding the USTs. However, as these USTs have not been formally closed they are not in compliance with NYS Petroleum Bulk Storage Regulations. As a best management practice to mitigate a future release, UST removal is included in the proposed remedial method.

VOCs are present in all three groundwater monitoring wells at concentrations that exceed ambient water quality standards, with the highest concentration near the southwest Site extent. The source is unknown but may be related to former automotive repair or fueling island located on the western extent of the former building. Site groundwater flow is to the south-southeast; additional characterization to be completed in March 2026 will determine if it is migrating offsite. Remediation of the groundwater source will prevent future offsite migration and soil vapor encroachment. Source soil removal with oxygen injection is the proposed remedial method.

No residences are planned to be constructed on the Site. However, VOC in soil vapor could pose a vapor intrusion concerns for any future structures and vapor mitigation may be necessary or prudent. It is expected that any future structures may need to be equipped with sub-slab depressurization systems if vapors remain after completion of the groundwater remediation.

#### Description of Tasks/Activities and Outputs

<b>Task 1 – Project Management, Reporting, and Other Eligible Activities</b>
<b>3.b Project Implementation:</b> Non-PA funded activities: The County will oversee and manage all aspects of the project in accordance with the terms and conditions established in the Cooperative Agreement (CA) with EPA. The County has selected a QEP through a competitive process in accordance with 2 CFR Part 200. EPA-funded activities: The QEP will assist with compliance reporting. The County will facilitate monthly check-in meetings with the QEP to ensure the project is progressing as planned.
<b>3.c Anticipated Project Schedule:</b> Activities will be ongoing throughout the 4-year project period.
<b>3.d Task/Activity Lead:</b> Oswego County, with support from the QEP
<b>3.e Outputs:</b> 16 Quarterly Reports; 1 Final Report; 4 DBE Utilization Reports; 4 Federal Financial Reports; ACREs updates; and monthly check-in meetings
<b>Task 2 – Community Engagement</b>
<b>3.b Project Implementation:</b> EPA-funded activities: The community engagement program includes creating a project webpage and conducting community outreach to inform reuse plans.
<b>3.c Anticipated Project Schedule:</b> The project webpage will be created during the first quarter. Community outreach will occur 2 times per year throughout the 4-year project.
<b>3.d Task/Activity Lead:</b> The County will lead outreach with support from project partners.
<b>3.e Outputs:</b> Project webpage, 8 community engagement activities
<b>Task 3 – Site Remediation</b>

<b>3.b Project Implementation:</b> EPA-funded activities: UST removal, limited source excavation, and in-situ groundwater treatment will occur.
<b>3.c Anticipated Project Schedule:</b> Remediation will begin in Y1 and will be completed within the 4-year grant period.
<b>3.d Task/Activity Lead:</b> The QEP will lead technical activities at the direction of the County.
<b>3.e Outputs:</b> A finalized ABCA, Health and Safety Plan, Cleanup Plan, Cleanup Report, completed cleanup meeting the RR Use SCO established in 6 NYCRR Part 375, completion report.

**3.f Cost Estimates:** A summary of the proposed budget for grant funded activities is below.

Budget Categories	Task 1 - Project Management	Task 2 - Community Engagement	Task 3 - Site Remediation	Total
<b>Contractual</b>	\$34,300	\$9,800	\$0	<b>\$44,100</b>
<b>Construction</b>	\$0	\$0	\$900,250	<b>\$900,250</b>
<b>Total</b>	<b>\$34,300</b>	<b>\$9,800</b>	<b>\$900,250</b>	<b>\$944,350</b>

The following table provides a breakdown of estimated costs by task. An average rate of \$175/hour was used for contractual services. Oswego County will not use grant funds for personnel/fringe costs to administer the grant.

<b>Task 1 – Project Management, Reporting, and Other Eligible Activities</b>
<b>Contractual Total: \$34,300</b> 48 monthly check-in meetings: \$16,800 (48 hours x \$175/hr x 2 staff) Compliance reporting: \$17,500 (100 hours x \$175/hr)
<b>Task 2 – Community Engagement</b>
<b>Contractual Total: \$9,800</b> Community engagement support: \$2,800 (8 events x 2 hours x \$175/hr) Webpage development/maintenance support: \$7,000 (40 hrs x \$175/hr)
<b>Task 3 – Site Remediation</b>
<b>Construction Total: \$900,250</b> Site remediation includes UST removal, contaminated soil excavation, oxygen injection, remedial oversight, and reporting, and a 10% construction contingency.

**3.g Plan to Measure and Evaluate Environmental Progress and Results:** Project outputs, progress, and the schedule will be tracked continuously by Oswego and the QEP to ensure grant funds are expended in a timely and efficient manner. Outputs will include a completed ABCA, interim cleanup objectives, a remediated Site meeting 6 NYCRR Part 375 RR SCO, and number of community engagement activities. Should the project deviate from its expected schedule or financial track, the County and QEP will work with the EPA to create a corrective measures plan that outlines specific spending and timeline goals and/or revise the Work Plan as necessary. Project outcomes will be tracked on a quarterly basis in the ACRES database and/or internally and evaluated for final project reporting. Outcomes include minimized exposure to known contamination and funds and partnerships leveraged for Site reuse. Completed outcomes will be shared with the community via the County’s webpage.

#### 4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

##### Programmatic Capability

**4.a Organizational Structure & 4.b Description of Key Staff:** As demonstrated in prior EPA Grant projects, Oswego County has the capacity to successfully carry out and manage the programmatic, administrative, and financial requirements of an EPA Cleanup Grant. The grant will be led by the County’s Community Development, Tourism & Planning department, which is responsible for coordinating activities in land use and zoning, comprehensive planning,

environmental management, mapping, and community development. It provides education, technical assistance, and project review for the municipalities throughout Oswego County.

Karen Noyes, Associate Planner in the Oswego County Community Development, Tourism & Planning department, will manage the grant. She is an AICP with a BS in geology and MCP in planning, having over 20 years of experience in grant administration and project management, including 10 years with the EPA Brownfield Grant program. She successfully managed the County's FY22 Brownfield Community-wide Assessment Grant, seeing it to near completion.

**4.c Acquiring Additional Resources:** Oswego County has already procured a QEP for the Cleanup project. If needs arise outside of the expected scope that require additional expertise, the County will procure assistance following 2 CFR 200, which will include public advertisement of Request for Qualifications and evaluation of proposals based on qualifications and prior experience.

### **Past Performance and Accomplishments**

**4.d Currently Has or Previously Received an EPA Brownfields Grant:** Oswego County was awarded FY03 and FY22 EPA Brownfield Community-wide Assessment Grants, totaling \$400K and \$500K, respectively.

**(1) Accomplishments:** The FY03 Grant was successfully completed and closed in 2010. Accomplishments include:

- 25 Phase I and II ESAs completed
- Identification of 5 priority sites
- Transfer of ownership of 45 parcels
- Elimination of the perception of environmental risks from 12 properties
- Redevelopment of 2 properties, resulting in the creation of 7 new jobs
- All required reporting completed

Oswego County's FY22 Assessment grant is 89% complete. To date, accomplishments include:

- Over 40 community outreach letters sent to local officials to identify assessment needs within their community.
- 79 potential brownfield sites identified
- 33 Phase I ESAs completed
- 3 QAPPs approved, 1 supplemental QAPP in progress
- 3 Phase II ESAs completed, 1 supplemental Phase II ESA in progress
- 1 Soil and Groundwater Management Plan completed
- 1 ABCA completed and 1 Cleanup Grant Application in progress
- Final Technical Cooperative Agreement Report in progress

**(2) Compliance with Grant Requirements:** For the FY03 Assessment Grant, Oswego County maintained compliance with the workplan, schedule and EPA terms and conditions and achieved the expected results. All progress reports, including acceptable quarterly grant performance and ACRES reporting, as well as grant deliverables, were submitted on time and in compliance with EPA standards. The project was completed on time and all grant funds were expended by the end of the performance period. The FY22 Assessment Grant is on schedule and all required reporting, including ACRES has been submitted to date. As of October 2025, 89% of funding remains and the County plans on expending the remaining funds on additional assessment activities. Grant close-out is expected in 2026.

## Threshold Criteria

### 1. Applicant Eligibility

Oswego County is a municipality in New York State and is eligible for EPA Brownfield Grant funding.

### 2. Previously Awarded Cleanup Grants

The proposed site has not received funding from a previously awarded EPA Brownfields Cleanup Grant.

### 3. Expenditure of Existing Multipurpose Grant Funds

Oswego County does not have an open Multipurpose Grant.

### 4. Site Ownership

The site is owned by Oswego County, obtained as part of a property tax foreclosure in 2021.

### 5. Basic Site Information

- a) Tannery Ponds Site
- b) 12 Division Street  
Cleveland, NY 13042

### 6. Status and History of Contamination

- a) This Site is contaminated by hazardous substances.
- b) The Site was originally used a horse livery in the late 1800s and early 1900s. In the early 1900s, a grocery store, an auto repair shop, and a gas station were present on-site. Fire insurance maps from 1912 and 1936 depict multiple underground gasoline tanks associated with the Site (one in the Division Street right-of-way and two along the western Site boundary). A foundation for a hoist, presumed to be a former vehicle lift associated with the auto repair shop, is located on the southwest corner of the Site and a vehicle is partially buried in the Black Creek embankment, immediately south of the dam.

According to Village records, the garage and grocery store were demolished sometime in the 1970s and the underground gasoline tanks were filled with sand. However, there are no New York State Department of Environmental Conservation (NYSDEC) records to substantiate the tank closure. In 1990, the Cleveland Department of Public Works prepared a sewer map that illustrates two fuel caps located on the southwest corner of the Site which indicates that the underground gasoline tanks may still be present. Sometime in the 2010s, a small storage shed was constructed in the southwest corner of the Site, which remains today. The Site is currently unused, but children are known to play in the pond and creek.

- c) A Phase II Targeted Brownfield Assessment (TBA), conducted in 2024, showed that the site contained the following at concentrations greater than applicable NYSDEC Soil Cleanup Objectives (SCOs) and groundwater standards or guidance:
  - Copper, lead, and zinc, and mercury in subsurface soil

- Acetone and lead in sediment soil
  - Historic fill material in 10 of 12 soil boring samples
  - One soil boring, located between a concrete slab and Division Street, showed color and odor indicative of petroleum contamination. Further testing at this location showed VOC, benzene, xylene, naphthalene in concentration in excess of the NYS Unrestricted Use SCO and ambient water quality standards (naphthalene).
  - VOCs, SVOCs, and metals in groundwater
- d) At least two USTs are suspected to remain beneath the western portion of the Site. Petroleum contamination was not identified surrounding the USTs but their presence represents a source of potential future release.

VOCs and SVOCs commonly associated with petroleum products are present at concentrations exceeding groundwater standards in the groundwater on the southwestern portion of the Site surrounding SB-10. Localized groundwater flow appears to the south / southeast. It is anticipated that the petroleum impacted groundwater plume extends to the southern Site boundary and encompasses an approximate area of 1,000 square feet.

Copper is present at concentrations exceeding Residential Use SCOs in the surface soils of the pond dam embankment. Mercury, lead, and zinc are present at concentrations exceeding Unrestricted Use SCOs in surface soils of the pond dam embankment. It is unknown what the horizontal and vertical extent of impacted surface soils is.

Lead is present at concentrations exceeding Unrestricted Use SCOs in the sediment of the pond around SED-01. It is unknown what the horizontal and vertical extent of impacted sediment is.

**7. Brownfield Site Definition**

The sites meet the definition of a brownfield under CERLA § 101(39). The site is a) not listed or proposed for listing on the National Priorities List; b) not subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA; and c) not subject to the jurisdiction, custody, or control of the U.S. government.

**8. Environmental Assessments Conducted**

The following demonstrate the prior environmental assessments conducted at the site:

<b>Secondary Data</b>	<b>Data Source (Originating Organization, Report Title, and Date)</b>	<b>Data Generator(s) (Originating Org., Data Types, Data Generation/ Collection Dates)</b>	<b>How Data Will Be Used</b>	<b>Limitations on Data Use</b>
Phase I ESA	C&S Engineers, Phase I	C&S Engineers, Background	Help identify environmental	No sampling data, only

	Environmental Site Assessment – Tannery Ponds, 12 Division Street, June 2023	information including Site history and current condition, June 2023	concerns at Site and create objectives for Phase II ESA	background information provided
Phase II ESA	C&S Engineers, Phase II Environmental Site Assessment – Tannery Ponds, 12 Division Street, April 2024	C&S Engineers, Geophysical survey results, surface soil, subsurface soil, groundwater, and pond sediment sampling results, February – March 2024	Help evaluate and quantify potential environmental concerns at Site	None

**9. Site Characterization**

A letter from the NYS DEC for each Site is attached (Attachment A), dated 12/19/25, stating that the site is eligible for DEC oversight, the County has requested oversight, and that Tannery Ponds may need additional assessment to begin remediation. A supplemental investigation to delineate the vertical and horizontal extent of the groundwater contamination plume is underway and will be completed in March 2026, prior to the June 15, 2026 deadline, and will be sufficient to finalize the remediation alternative, as per a qualified environmental professional (QEP).

**10. Enforcement or Other Actions**

There are no known ongoing or anticipated environmental enforcement or other actions related to the site.

**11. Property-Specific Determination**

The Tannery Ponds site does not require a Property-Specific Determination.

**12. CERCLA/Petroleum Liability**

- a) Property Ownership Eligibility – Hazardous Substance Sites
  - i. Exemptions from CERCLA Liability
    - (3) Property Acquired Under Certain Circumstances by Units of State and Local Government
      - (a) The property was acquired by Oswego County through foreclosure due to tax delinquency of the previous owner.
      - (b) The property was acquired by Oswego County on March 30, 2021.
      - (c) All disposal of hazardous substances at the site occurred before Oswego County acquired the site.
      - (d) Oswego County did not cause or contribute to any release of hazardous substances at the site.
      - (e) Oswego County has not, at any time, arranged for the disposal of hazardous substances at the site or transported hazardous substances to the site.

### **13. Cleanup Authority and Oversight Structure**

- a) A Qualified Environmental Professional (QEP) firm will be retained to manage the remediation on both Sites, who will have the technical expertise to plan / design, manage, and oversee the cleanup. The County will hire the site contractor directly, and the work will be performed consistent with plans and specifications prepared by the QEP. Oswego County does not intend to enroll in NYS's voluntary BCP, as it is not seeking brownfield tax credits. However, all work will follow NYS DEC guidance relative to remediation.
- b) The need to access adjacent properties during remediation is not anticipated. However, Oswego County will be in close communication with property owners, so they are informed of progress, and if an unforeseen need to access their property arises. A Community Air Monitoring Plan will be instituted at the Site, which will monitor total organic vapors and particulate matter upwind and downwind of the Site. Detection above threshold limits will result in stopping work and taking corrective actions, as laid out in the plan. Workplans developed by the QEP will include methods to ensure remediation work does not affect adjacent sites.

### **14. Community Notification**

- a) A Draft Analysis of Brownfield Cleanup Alternatives (ABCA) plan is provided as an attachment to this application.
- b) A Community Notification Ad was posted in the Palladium Times (Oswego, NY) and Post Standard (Syracuse, NY) on January 10 and 13. Direct notification letters were also sent to 55 property owners within 500 feet of the site.
- c) A virtual public meeting was held on Tuesday, January 20, 2026 at 5:30om via Zoom. One member of the public attended. Viewers were directed to Oswego County's website to review the draft ABCA and application and provided with an email to send comments.
- d) Attached documents include:
  - a. Draft ABCA (Attachment B)
  - b. Community notification ads (Attachment C)
  - c. Summary of comments received (Attachment C)
  - d. Oswego County responses (Attachment C)
  - e. List of participants (Attachment C)
  - f. Meeting slides and notes (Attachment C)

### **15. Contractors and Named Subrecipients**

On June 11, 2025, Oswego County released a Request for Proposals (RFP) entitled *RFP 25-CDTP-002 EPA Brownfield Grant Application and Implementation Assistance* (Attachment D) to solicit firms for assistance with EPA grant preparation and environmental services to be conducted with grant funds upon award. The RFP was posted on the County website, Bidnet, and published in the local newspaper, the Palladium Times, as well as sent directly to 7 vendors. The RFP was posted for 30 days and proposals were accepted until July 11, 2025.

Bids were evaluated based on the following criteria:

- Understanding and provision of all items requested in the RFP
- A demonstrated level of performance and a track record of effective impact on costs for clients of similar size to Oswego County

- Demonstrated Experience & Skills – Within the past three years as evidenced by account work and performance for at least 2 other accounts of similar size, scale, and scope.
- Quality & Clarity – Proposal will be considered a representation of the company’s ability to communicate and execute work.
- Cost Effectiveness – The ability of company to maximize funds to produce the most efficient and effective method.
- Capacity to successfully manage the scope of work

Four proposals were received and considered. After review and evaluation, Oswego County selected C&S Engineers, Inc. based in Syracuse, NY, to assist with grant application preparation and implementation of environmental assessment, remedial planning, community outreach and other environmental or planning components of the EPA Brownfield Assessment Grant (award letter, Attachment D). The contract has not yet been signed but will be prior to grant award.

**ATTACHMENT A**

**State Environmental Authority Letter**



December 19, 2025

Tim Stahl  
Director of Community Development, Tourism, and Planning, Oswego County  
46 E. Bridge Street  
Oswego, New York 13126

Re: Tannery Ponds Site, 12 Division Street, Cleveland (Village), Oswego County  
NYSDEC Acknowledgment - FY26 EPA Brownfields Cleanup Grant

Dear Tim Stahl:

The New York State Department of Environmental Conservation (DEC) acknowledges that Oswego County plans to conduct the cleanup of a property located at 12 Division Street (Tannery Ponds Site) in the Village of Cleveland, Oswego County, New York and is applying for an FY26 EPA Brownfields Cleanup Grant.

Environmental assessments conducted at this property indicate soil contamination at concentrations that exceed the 6 NYCRR Part 375 Soil Cleanup Objectives and groundwater contamination at concentrations that exceed DEC Technical and Operation Guidance Series 1.1.1 standards. Additional assessment may be needed to sufficiently characterize the site for the remediation work to begin.

Based on information provided to DEC, the 12 Division Street property has both components required to be considered a Brownfield Site as stated in 6 NYCRR Part 375-3.3(a)(1). The regulation states that a brownfield must have the following:

- (i) There must be confirmed contamination on the property or a reasonable basis to believe that contamination is likely to be present on the property; and
- (ii) there must be a reasonable basis to believe that the contamination or potential presence of contamination may be complicating the development, use or re-use of the property.

The property appears to be eligible for the NYS Brownfield Cleanup Program, although a final determination cannot be made outside of the application review process.

Sincerely,

Karen Diligent  
Director, Bureau of Program Management

ec: N. Azzam, USEPA Region 2

- S. Mitchell, USEPA Region 2
- J. Pelton, NYSDEC Albany
- G. Priscott, NYSDEC Region 7
- J. Cook, NYSDEC Region 7
- S. Lizlovs, NYSDEC Region 7
- M. Walker, C&S Engineers

Tim Stahl  
 Director of Community Development, Tourism, and Planning  
 45 E. Bridge Street  
 Oswego, New York 13128

Re: Tannery Pointe Site, 12 Division Street, Cleveland Village, Oswego County  
 NYSDEC Assessment - FY26 EPA Brownfields Cleanup Grant

Dear Tim Stahl:

The New York State Department of Environmental Conservation (DEC) acknowledges that Oswego County plans to conduct the cleanup of a property located at 12 Division Street (Tannery Pointe Site) in the Village of Cleveland, Oswego County, New York and is applying for an FY26 EPA Brownfields Cleanup Grant.

Environmental assessments conducted at the property indicate soil contamination at concentrations that exceed the 8 NYCRR Part 375 Soil Cleanup Objectives and groundwater contamination at concentrations that exceed DEC Technical and Operation Guidelines (see 1.1.1 standards). Additional assessment may be needed to sufficiently characterize the site for the remediation work to begin.

Based on information provided to DEC, the 12 Division Street property has both conditions required to be considered a Brownfields Site as stated in 8 NYCRR Part 375.2.3(a)(1). The regulation states that a Brownfields must have the following:

- (i) There must be confirmed contamination on the property or a reasonable basis to believe that contamination is likely to be present on the property; and
- (ii) There must be a reasonable basis to believe that the contamination or potential presence of contamination may be complicating the development, use or re-use of the property.

The property appears to be eligible for the NYS Brownfields Cleanup Program, although a final determination cannot be made outside of the application review process.

*Karen D'Amico*  
 Karen D'Amico  
 Director, Bureau of Program Management

cc: N. Azzam, USEPA Region 2