R01-19-A-029

ESTABLISHED 1829

LINCOLN MAINE

IV.D. Narrative Information Sheet

1.Applicant Identification-

Town of Lincoln, Maine;
63 Main Street,
Lincoln, Maine 04457-1496

2.Funding Requested-

a. Assessment Grant Type-Site Specific
b. Federal Funds Requested
   i. $350,000
   ii. Requesting a Site-Specific Grant Waiver of the $200,000 limit
c. Contamination

   $293,400.86 Hazardous Substance and $56,599.4 Petroleum

3. Location-

   a) Lincoln;
   b) Penobscot County;
   c) Maine

4. Property Information for Site Specific Proposals-

   Lincoln Paper and Tissue
   50 Katahdin Avenue
   Lincoln, Maine 04457

5. Contacts

a. Project Director

   Jay Hardy;
   (207) 233-8961;
   jay.hardy@lincolnmaine.org;
   63 Main Street, Lincoln, Maine 04457-1496

b. Chief Executive/Highest Ranking Elected Official

   Richard Bronson

   (207) 794-3327
   town.manager@lincolnmaine.org
   63 Main Street, Lincoln, Maine 04457-1496

6. Population-5,085

7. Other Factors Checklist

Other Factors	Page #
Community population is 10,000 or less	4
The Applicant is, or will assist, a federally recognized Indian Tribe or United States territory	7
The priority brownfield site(s) is impacted by mine-scarred land	

The priority site(s) is adjacent to a body of water (i.e. the border of the priority 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).	1
The priority site(s) is in a federally designated flood plain.	1
The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	
30% or more of the overall project will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	

STATE OF MAINE
DEPARTMENT OF ENVIRONMENTAL PROTECTION

JANET T. MILLS
GOVERNOR

MELANIE LOYZIM
ACTING COMMISSIONER

January 24, 2019

Mr. Frank Gardner
EPA Region 1
5 Post Office Square
Suite 100, Mailcode: OSRR7-2
Boston, Massachusetts 02109-3912

Dear Mr. Gardner:

The Maine Department of Environmental Protection's ("Department") Bureau of Remediation and Waste Management acknowledges that the Town of Lincoln plans to conduct a site-specific assessment and is applying for federal Brownfields grant funds.

Jay Hardy of the Town of Lincoln has developed an application requesting federal site-specific Brownfields Assessment Grant funding for assessing the Lincoln Paper and Tissue property, located at 50 Katahdin Avenue in the Town of Lincoln.

If the Town of Lincoln receives funding, the Department will assign project management staff to conduct eligibility determinations and provide review and comment on all assessments, workplans, Quality Assurance Plans, and Health and Safety Plans. If cleanup is pursued, the Department's Voluntary Response Action Program ("VRAP") staff will provide review and comment on investigation reports and remedial workplans, and will provide oversight (as necessary) of contractor's work at the properties. Upon successful completion of remedial activities at a property, the VRAP will provide protections from Department enforcement actions by issuing a Commissioner's Certificate of Completion.

Please feel free to call me directly at (207) 592-0882 should you have any questions regarding this letter.

Sincerely,

Nicholas J. Hodgkins
Voluntary Response Action Program
Division of Remediation
Maine Department of Environmental Protection

Pc: Jay Hardy, Town of Lincoln

AUGUSTA
17 STATE HOUSE STATION
AUGUSTA, MAINE 04333-0017
(207) 287-7688 FAX: (207) 287-7826

BANGOR
106 HOGAN ROAD, SUITE 6
BANGOR, MAINE 04401
(207) 941-4570 FAX: (207) 941-4584

PORTLAND
312 CANCO ROAD
PORTLAND, MAINE 04103
(207) 822-6300 FAX: (207) 822-6303

PRESQUE ISLE
1235 CENTRAL DRIVE, SKYWAY PARK
PRESQUE ISLE, MAINE 04769
(207) 764-0477 FAX: (207) 760-3143

website: www.maine.gov/dep

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION **1.a. Target Area and Brownfields** 1.a.i Background and Description of Target Area
Lincoln Maine is a community built on natural resources. Lincoln is defined by the 22,000 acres of woodland and water resources including 19 miles of river frontage on the Penobscot River and 13 lakes and ponds within town boundaries consisting of 4,300 acres of water. The lumbering industry started in the Lincoln area around 1805 as a result of our forest and the Penobscot River's 264-mile reach providing an important transportation corridor for log driving.

Past uses within the Site included a saw mill constructed in 1825, a shingle mill in 1883, as well as a tannery constructed in 1870. In 1883 a pulp mill took over the saw mill. Initially the mill manufactured black ash or soda pulp using a sodium carbonate process. From 1899 to 1908 the mill converted to unbleached sulfite until the bleached plant was added in 1913. By 1915 it was known as Katahdin Pulp and Paper owned by the Eastern Manufacturing Company In 1958 Kraft pulp production began and in 1964 tissue was added to the production process for Lincoln Pulp & Tissue. In 2004, due to financial issues the mill closed. The following May, the Lincoln mill was purchased to become Lincoln Paper & Tissue (LP&T). In November of 2013 a boiler explosion caused catastrophic damage. The subsequent 2015bankruptcy filing closed the mill. Over the past three years, the Town has monitored the bankruptcy and liquidation but was unable to take substantive actions until those proceedings neared completion.

Currently, LP&T is idle and in shambles as a result of a recycling contractor having destroyed portions of the mill to remove profitable materials, leaving behind a mess of debris. Many of the structures are now more vulnerable to additional deterioration from exposure. Two buildings were destroyed by arson in 2017. Current conditions prohibit entry into select buildings due to the lack of structural integrity and or exposure to hazardous materials including large quantities of asbestos. Historical off-site sources have the potential of impacting the Site include the historical 1828 vintage Burland Tannery, a former textile mill, a former Standard Oil facility, and a gasoline station.

Previous investigations have resulted in the identification of a variety of contaminants. Some hazardous waste removal has been conducted by the EPA and 8 of the 15 on-site solid waste areas have been closed through the Maine Department of Environmental Protection (MEDEP); however, there is still much more to investigate and mitigate to insure our residents are safe from contaminants and future redevelopment is not impeded.

1.a.ii Description of the Priority Brownfield Site LP&T is 385-acres near the heart and downtown Lincoln. The site is adjacent to the Penobscot River, a mill pond, and two streams. The site has approximately 4,000 feet of frontage on the Penobscot River and 2,500 feet on Mattanawcook Stream. Large areas of the northern portion of the Site are mapped within a 100-year FEMA flood zone associated with mapped wetlands.

The LP&T consists of approximately 38 buildings, aboveground storage tanks (ASTs), a sawdust area, hazardous waste storage area, an on-site wastewater treatment facility with an aeration lagoon, an effluent monitoring station vault, and a defoaming tank. Treated

wastewater discharge is released to the adjacent Penobscot River. Waste identified in these areas include lime mud, lime kiln grits, demolition/construction debris, ash, asbestos, oil spill debris, recausticizing waste, boiler ash, bark, wood and metal debris, wastewater treatment facility sludge, waste lime-mud, and general mill waste.

Environmental issues include but are not limited to historic saw and grit mills, a tannery, the 15 solid waste disposal areas, historic underground storage tanks (USTs) removed prior to 1994 with limited or no documentation on tank or soil conditions, current and former aboveground storage tanks (ASTs), a number of transformers historically containing polychlorinated biphenyls (PCB), more than 200 MEDEP documented spills of petroleum and hazardous materials, a former equalization pond receiving significant waste prior to the construction of an on-site wastewater treatment system installed in 1975, two electrical substations and a transmission line. A narrow-gauge railroad and log conveyor system extended across the Site for transporting materials, chemicals, and fuel. Fuel sources included wood, coal, and fuel oil. Low-income residential properties are located along east and southern property boundary.

1.b. Revitalization of the Target Area 1.b.i. Redevelopment Strategy and Alignment with Revitalization Plans Lincoln is looking to use the Environmental Site Assessments (ESAs) to determine how or where to acquire all or just parts of the mill for redevelopment. We will evaluate the Mills assists to determine areas that would make the most sense for redevelopment. These areas will be assessed first and we will focus on the areas most agreeable for redevelopment. We will then evaluate the environmental conditions to create a model on where to evaluate next. Assessment locations will therefore be based on identifying areas of the mill that both make sense environmentally as well as through access to mill infrastructure and ease of redevelopment.

The site can provide a variety of goals stated in the Town's Comprehensive Plan and a town drafted Revitalization Plan, including but not limited to: attracting resource-based industries that will create jobs and expand the tax base; expand transportation options; create a river and or lake walk for the public and tourists; provide public access to the Penobscot River for recreation; and investigate and mitigate contaminants that may hinder redevelopment or impact the public health. Due to the size and location of the site, a variety of mixed-use options are viable to assist and benefit business owners and the public.

1.b.ii. Outcomes and Benefits of Redevelopment Strategy Redevelopment of this site, leading to the larger vision contained in the Revitalization Plan will have both immediate and long lasting results. Several resource-based businesses, including a cross laminated timber plant, a plywood mill, a thermally modified wood manufacturer, agricultural processors, and energy generation and storage companies have all shown interest in locating in Lincoln and are interested in the business operation synergies represented by the proposed Innovation Park. To jumpstart this process, the Town acquired an 85 acre through the recent bankruptcy to develop this site into a commercial /industrial park.

The town is also interesting in providing walking and biking paths through the undeveloped portions as well as access to the Penobscot River for recreation activities. The site has approximately 4,000 feet of frontage on the Penobscot River in addition to approximately 2,500 feet of the Mattanawcook Stream running south to north.

The grant, if awarded, will provide the much-needed investigation for potential contaminants of concern, and result in the protection of our community's health, remove the blighted ruins remaining after being gutted of anything of value, provide public space, create jobs, increase the Towns tax base, and revitalize the community with pride, and provide the next generation of greentech forest products business.

1.c. Strategy for Leveraging Resources 1.c.i. Resources Needed for Site Reuse
In order for this site to be reused, the damaged and dilapidated structures need to be removed and the site needs to be prepared for redevelopment and new construction. Several newer buildings including the waste water treatment plan and a co-generation facility with turbine and transformers may be of value.

The primary obstacle to that redevelopment is the potential contamination of the site which has been broadly identified, but not quantified to a level that would enable the creation of a comprehensive site remediation plan. Several contractors have expressed an interest in undertaking the major redevelopment of the site including the demolition and removal of the existing obsolete and unusable structures for the value of the scrap metal contained within, if there is not an extensive environmental remediation that must be funded through the scrapping process.

The Town of Lincoln has committed to securing resources from public and private sources in order to provide the environmental remediation necessary. The newly acquired 85-acre lot is immediately developable. This site is already included in a Tax Increment Financing (TIF) District. The TIF could generate a significant dedicated income stream from new property taxes that are already earmarked for redevelopment of the mill-site. This income stream could be used to pay off a municipal bond or other debt instrument undertaken by the Town and finance the site remediation.

In addition, Lincoln, a state Certified Business-Friendly Community has been recognized as a town that provides exceptional service and streamlined regulatory processes for business owners. The recent designation as a Federal **Opportunity Zones** program provides further tax incentives for investors to re-invest their unrealized capital gains into **Opportunity** Funds. Opportunity Zones have been designed to spur economic development by providing tax benefits to investors, and Lincoln has joined with Acadia Capital Management, and affiliate of Eastern Maine Development Corporation to form the first municipally operated Opportunity Zone Fund in the nation.

1.c.ii. Use of Existing Infrastructure The Town's land use regulations and existing infrastructure is conducive for a broad spectrum of commercial and industrial development at this site. Infrastructure includes: a railroad; 3-phase power; natural gas; fiber internet options; local airport; Interstate 95 access; public water and sewer. LP&T's

on-site wastewater treatment facility for process waters has been shut down; however, with some upgrades could be re-utilized by a business with large water consumption.

The Town anticipates the need for improving access to the site as a result of redevelopment. A commercial bypass would avoid increased traffic and heavy load trucks from traveling Main Street. Funding sources to improve access is expected to be through a grant administered by the Economic Development Administration.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT 2.a. Community Need 2.a.i. The Community's Need for Funding The Town of Lincoln is a small, rural town with a year-round population of 5,085 people (2010 US Census) located in Penobscot County. Our targeted community groups are the working-class sector of the population struggling to find steady employment against the recent mill closure and the larger disruption of Maine's forest product industries; the low-income population often un-insured with limited health care options; and the Penobscot Indian Nation (PIN) who's land borders the mill. It is through hunting, fishing, trapping, gathering and making baskets, pottery, moccasins, birch-bark canoes and other traditional practices that the Penobscot culture and many of the people are sustained. The Penobscot River receives a variety of pollutant discharges leaving the PIN questioning the ecological health and water quality of the river and how this may affect the practices that sustain their way of life.

With the largest employer, LP&T, closed many residents struggle to find alternative jobs that provide a livable wage and find affordable housing. Our most vulnerable populations reside near the LP&T site and are disproportionately affected by potential impacts LP&T may have had on groundwater, soil, vapors, and contaminated sediments.

In the last two years, Lincoln conducted due diligence on 85 acres of the site and subsequently acquired the property with the plan to construct an industrial park. This severely stressed the municipal budget, but we thought it was too important not to complete. Now we need help in completing the assessment of the remainder of the mill and we do not have the resources to complete the assessments.

2.a.ii. Threats to Sensitive Populations *(1) Health or Welfare* Sensitive populations that could potentially be impacted include the elderly, children, pregnant women, and the PIN some of whom rely on the adjacent Penobscot River for much of their food source.

Dioxins, a major chemical included in the paper production process, represent a toxic compound produced by paper bleaching. Studies show that paper mills using perfluoroalkyl substances (PFAS) may be a significant source of contamination to water and potentially to air and compost. It is not currently known or confirmed that PFAS were used in the processes conducted at the mill.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions
Maine and Penobscot County exceed many national health statistics and indicators. It is counter intuitive that rural Maine has an image of virgin woods and pristine waters but

has alarming incidences of cancer and asthma and other health issues. According to the Maine Annual Cancer Report 2017, the incidences of Lung and Bronchus cancer in Penobscot County significantly exceeds the State incidences.

Health Statistics for Penobscot County Shared Community Health Needs (2016)			
	Penobscot	Maine	US
COPD Diagnosed (2011-2013)	8.0%	7.6%	6.5%
Current Asthma Adults (2011-2013)	13.4%	11.7%	9.0%
Current Asthma Youth (2011-2013)	10.9%	9.1%	NA
Mortality-all cancers per 100,000 (2007-2011)	189.4	185.5	168.7
Incidences-all cancers per 100,000 population (2007-2011)	529.9	500.1	453.4
Lung cancer incidence per 100,000 population (2007-2011)	89.8	75.5	58.6
Adult Diabetes[1]	9.2	8.2	9.1
Adult Obesity[2]	31%	29%	NA
Physical Inactivity[2]	23%	21%	NA
NA = Not Available Note: U.S. results are from the most recently available year which may be different than county and state figures. [1]-Centers for Disease Control & Prevention, [2]-countyhealth ranking.org,			

According to the regionally Applied Research Efforts Report titled "The Penobscot River and Environmental Contaminants: Assessment of Tribal Exposure Through Sustenance Lifeways", PIN individuals relying on river sustenance diets were at risk from dioxins found in salmon and snapping turtles. The following table outlines PIN health statistics.

Health Impact /100,000 pop.	Penobscot Indian Nation	Penobscot County	Maine	U.S.
Adult Asthma	25%[4]	11.6%[1]	10%[1]	9.1%[1]
Cancer Incidence-all cancer.	37 per 601 people[4]	537.2[1]	480.8[1]	469.[1]
Cancer Mortality-all cancer	4.5 % [3]	205.8[1]	196.0[1]	175.8[1]
[1]2012 Maine CDC State Health Assessment per 100,000 people [3] Tribal health office [4]2012 Penobscot Nation Health Needs Assessment Report				

Historical newspaper articles written between 1960 and 1966 describes air pollution from the mill on a calm day as a thick fog that caused choking, gasping, cough, running nose as well as paint peeling off cars, bronze tarnished quickly when exposed, and colors of house paint turning to a coffee color. Mr. Peter Briola, a lawyer advocating for an environmental study suspected the cause was the sulfuric acid and his wife, Helen, a lifelong resident, died of cancer.

(3) Economically Impoverished/Disproportionately Impacted Populations

In Maine, socioeconomic status is a significant determinant of health, as adults with lower income and education are more likely to be living with one or more chronic diseases. In terms of cancer control, these factors also play a significant role in preventive health behavior: Among Maine females ages 50 years and older, those with less than a high school education are less likely to have received a mammogram for breast cancer screening within the past two years (73.5 percent) compared with those with a bachelor's

degree or higher (84.5percent); Maine adults with less than a high school education are significantly less likely to have up-to date colorectal cancer screening (60 percent) compared with those with a bachelor's degree or higher (77.7 percent); Maine adults with low household incomes are significantly less likely to be current for breast and/or colorectal cancer screening; and in Maine, subpopulations that are significantly more likely to use tobacco include males, young adults, lower income, lower education and are enrolled in MaineCare (Maine Cancer Plan2016-2020).

Demographic	Lincoln	Penobscot County	Maine	USA
Population	5,085	153,923	1,328,361	308,745,538
Median Age	44.2	44.3	44.3	37.8
High School Education or more	**84.4%**	91.4%	92.1%	87.3%
Median Household Income	**$40,000**	$47,886	$53,024	$57,652
Un-insured[1]	NA	11%	10%	NA
Unemployment[1]	NA	4.4%	3.9%	NA
Children in single-parent household[1]	NA	34%	32%	NA
Below Poverty Percentage	**16%**	15.9%	12.9%	14.6%
Adults and children living in poverty (2009-2013)	NA	17.0%*	13.6%	15.4%
Children living in poverty (2009-2013)	NA	20.8%	18.5%	21.6%
65+ living alone (2009-2013)	NA	40.5%	41.2%	37.7%
Source: American Fact Finder, NA-Not Available, 1-countyhealthrankings.org				

In addition to the data above: According to BestPlaces.net, Lincoln has seen the job market decrease by -1.6% over the last year. Future job growth over the next ten years is predicted to be 32.6%, which is lower than the US average of 38.0%; the percentage of According to Recordspedia.com, reported crime in Lincoln increased by 62% over an 8-year time period. LP&T continues to be a victim of vandalism and theft.

2.b. Community Engagement 2.b.i. Community Involvement One of the important steps taken by the Town of Lincoln in furtherance of a redevelopment agenda has been the formation of a local economic development corporation – the **Lincoln Lakes Innovation Corporation**. This 501(c)3 entity was recently chartered and is charged with advising Lincoln's Economic Development Director who also serves as the President of the Corporation. The Innovation Corporation Board, made up of local and regional business and community leaders, will be a vehicle for extending the community's development vision through a variety of services, such assisting relocation of businesses; providing financial services for business expansion, and encouraging investment through participation in Opportunity Zone Fund.

Eastern Maine Development Corporation (EMDC) EMDC is an Economic Development District (EDD), a Certified Development Company (CDC), a Micro-Enterprise Development Organization (MDO), a certified SBA Lender, and most recently

a Certified Institution (CDFI). EMDC offers resources and connections that enhance access to capital and provide alternative routes to financing and provide a complete range of commercial lending services including technical assistance, underwriting, analysis, packaging and servicing through the life of the loan. EMDC will provide a key role in attracting and financing potential development of the business park.

Acadia Capital Management (ACM) Will implement strategies for Opportunity Zones and is a federally-certified Community Development Entity affiliated with EMDC. ACM specializes in complex project funding between $10MM - $150MM in economically-distressed communities selected as Opportunity Zones or for New Markets Tax Credits. Acadia Capital Management III, Inc. (ACM3), a federally-certified Community Development Entity (CDE) through the Department of Treasury is affiliated with EMDC. ACM3 specializes in complex project funding primarily in economically-distressed communities designated by CDFI as eligible census tracts including Opportunity Zones. ACM3 will work with Lincoln to connect investors and lenders for site acquisition and large project development.

Lincoln will maintain partnership with the **Penobscot Indian Nation**. Lincoln shall encourage a tribal member sit on our BSC and collaborate with assessment criteria and impact evaluations. They have already agreed to assess sediments in the river and their land that abuts the mill.

2.b.ii. Incorporating Community Input Lincoln shall conduct meeting at key stages of the project to inform and receive input from the public of redevelopment activities. We will actively post and update the Town 's web site, Facebook postings, news articles, public meetings, one-on-one meetings, conference presentations, face-to-face and phone conversations, traditional media, and surveys by the University of Maine. A repository of all meeting notes and documents will be available at the Town office. We recognize that low income, elderly, and the disabled consume information in different ways, so we will incorporate different strategies for the different groups as well as translation services if there are non-English speaking community members identified. All communication will be in English unless an interpreter is requested.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

3.a. Description of Tasks and Activities We anticipate our grant will be completed within three years. Our Grant Administer will supervise all of the work associated with the grant. Our BSC will be assembled following grant announcement. We will hire a QEP and any other needed professional using federal procurement guidelines. We will evaluate the site and portion tasks in phases with the goal of expediting and maximizing redevelopment on portions of the site that are likely more desirable and less likely to be impacted by contaminants. This process will be completed using community input and feedback. Phase I and II ESAs, community outreach, and reuse plans will be completed in the spring and summer of 2020. We anticipate completing all work by July 2022. All of the BSC time and much of the Grant Administrator management will not be billed and will be considered as in-kind services. Public works support to conduct plowing and other activities to obtain access to the site will be an in-kind service.

Task Description. Task 1: <u>Cooperative Agreement Oversight and Community Outreach &Engagement</u>: As stated earlier our Grant Administrator will supervise all of activities. We will select and contract with the QEP by the end of September and will then attend BSC meetings. Simultaneously, we will do an orientation for the BSC to review the scope of the proposed work and the activities necessary for redevelopment. We will hold our first public meeting to explain the project and seek input from residents and business owners. Phase I and Phase II ESAs, as well as Analysis of Brownfields Clean up Alternatives (ABCAs), and reuse plans will be completed. Specific activities include: establishing and supporting the BSC procuring a QEP in accordance with 40 CFR part 312, attending USEPA & MEDEP Brownfield Conferences; completing quarterly and annual reports, entering data in the USEPA's Assessment, Cleanup, and Redevelopment Exchange System (ACRES); establishing regular reporting, and preparation of meeting materials. The Grant Administrator will supervise all of these activities with the support, when necessary of the BSC.

Task 2: <u>Site Inventory Expansion & Selection</u>: We will engage municipal leaders and the public to solicit information to prioritize portions of the site to assess.

Task 3: <u>Phase I & II ESA Activities:</u> Lincoln's specific activities include report review and meetings for Phase I & II ESAs. QEP activities include: conducting Phase I ESAs on select mill portions compliant with the USEPA's "AAI" rule. We will review each Phase I ESA and complete USEPA's Phase I ESA review checklist. The reports will include a summary of recognized environmental conditions (RECs). The Phase II ESAs shall then be implemented. The Phase II ESAs will confirm or dismiss Phase I RECs. A Quality Assurance Project Plan (QAPP) will be produced for each Phase II ESA. Public meetings will follow each Phase I and II.

Task 4: <u>Site Reuse and Cleanup Planning</u>. The BSC will meet to discuss reuse and cleanup planning. Activities will include: preparation and submittal of a 2 MEDEP Voluntary Remedial Action Program (VRAP) applications; preparation of a 2ABCAs in compliance with VRAP requirements; 2 public meetings to discuss the future property use, the selected cleanup alternative; and preparation of responses to public comments.

3.b. Cost Estimates and Outputs Task 1: <u>Cooperative Agreement Oversight and Community Outreach &Engagement</u>:

Hazardous Budget	Task 1:	Task 2:	Task 3:	Task 4	Total
Personnel	$22,895	$4,820	$1,084.5	$3,133.	$31,932.5
Fringe Benefits	1,030.27	216.9	48.8	140.99	1,436.96
Travel	2,161.0	272.6	60.9		2,494.5
Equipment					
Supplies	1,065.	45	40	20	1,170.
Contractual	15,994	13,038.4	215,666.	11,668.5	256,366.9
Other					
Total Direct	43,145.27	18,392.9	216,900.2	14,962.49	293,400.86
Total Indirect					
Total	43,145.27	18,392.9	216,900.2	14,962.49	**293,400.86**

Petroleum Budget	Task 1:	Task 2:	Task 3:	Task 4	Total
Personnel	$1,205	$1,205	$120.5	$482.	$3,012.5
Fringe Benefits	54.23	54.23	5.42	21.69	135.56
Travel					
Equipment					
Supplies					
Contractual	3,211.4	2,250.	40,791.5	7,198.18	53,451.08
Other					
Total Direct	$4,470.63	3,509.23	40,917.42	7,701.87	$56,599.14
Total Indirect					
Total	$4,470.63	3,509.23	40,917.42	7,701.87	**$56,599.14**

The Lincoln personnel & Fringe @ $25,184.5 (1,000 hrs./4.5% fringe); travel of 450 miles @ $0.58/mile = $261.00; travel for one to grant conferences @ $1,900 ($1,000 airfare, $600 hotel, $300 per diem); we will contract the QEP to assist in reporting, and preparation of meeting materials at a cost of $1,9205.40. The task budget also includes $950 for public notices and $115 for supplies and postage. **Outputs include** 6 meetings with the BSC, with meeting minutes and preparation of required reports, 6 community meetings, and 1 Brownfields educational public meeting. We will also update our public outreach flyer for distribution, identifying meeting schedules and educational and contact information. Communication will include: our web site, print and TV media, and advertising and special programming during the project and to promote public meetings.

Task 2: <u>Site Inventory Expansion & Selection</u>: This includes personnel and fringe @ $6,296.13 (250hrs./4.5% fringe); QEP cost $15,288.40; 470 miles @ 0.58/mile = $272.60 for travel; and $45 for supplies. **Outputs include** prioritized lists of investigation sites.

Task 3: <u>Phase I & II Assessment Activities:</u> The QEP will complete: 4 hazardous and 1 petroleum Phase I ESAs ($5,000 x 5 = $25,000), 3 hazardous Phase II ESAs ($60,000 x 3 =$180,000) and 1 Phase II ESA for petroleum ($31,000). 4 SSQAPPs (4 x $3,500 = $14,000), 1 public meeting for each site (5 meetings x $1,291.50 = $6,457.5). Budget also includes costs for copies, phone, and travel for our personnel. The estimates are based on communications with a current Brownfields grantee. Lincoln costs include personnel & fringe staff @ $1,259.22 (50 hrs.), 105 miles @$0.58/mile = $60.90; $40 for supplies. **Outputs include** 4 hazardous and 1 petroleum Phase I ESA and 3 hazardous substance and 1 petroleum Phase II ESA & QAPP, 9 public meetings, and a final report.

Task 4: <u>Site Reuse and Cleanup Planning:</u> Costs include personnel & fringe $3,777.68 (150 hrs./$4.5% fringe), $20 for supplies, and QEP $18,866.68. **Outputs include**: 2 public meetings, 2 VRAPs & 2 ABCAs, and public comment response documents.

3.c. Measuring Environmental Results Our Grant Administrator with support from the BSC will track and measure progress through an Excel calendar spreadsheet that includes all pertinent milestones, site information, deliverable schedules, meeting dates, budgets, and accomplishments within the 3-year time frame. We will also evaluate progress though ACRES and quarterly reporting. The BSC will meet with the QEP to evaluate progress and to discuss corrective actions, if required.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE 4.a. Programmatic Capability 4.a.i. Organizational Structure Richard Bronson is the Town Manager and chief executive for the municipality. The Town of Lincoln's Economic Development Director, Jay Hardy will serve as the Grant Administrator. For 30 years, Mr. Hardy has worked on development projects across the state as the Deputy Commissioner of the Maine Department of Economic and Community and managed the Small Cities Community Development Block Grant Program (CDBG) program as well as the State Office for Waste Reduction and Recycling or as an independent consultant providing a range of services from environmental permitting to financial packaging for business development. Mr. Hardy also served as the CEO for Aggregate Recycling Corporation – a Maine based recycler of petroleum contaminated soil that participated directly in the remediation of multiple brownfields sites. Mr. Hardy has been active in a number of similar projects including the closure and redevelopment of the mill sites in Berlin and Gorham New Hampshire where he helped staff an effort supported by the Rockefeller Foundation and managed by the Appalachian Mountain Club to promote sustainable environmental / economic projects.

Joining Mr. Hardy in this effort will be Lincoln's Code Enforcement Officer, Bruce Arnold, formerly the Environmental Manager of LP&T. Melissa Quintela, Lincoln's Treasurer and Finance Director, will manage drawdowns, vendor payments, financial reporting and other financial materials. A QEP will assist in grant management.

4.a.ii. Acquiring Additional Resources Through the continuous participation of the BSC, we will have the ability to determine if additional expertise or resources be needed to complete the projects. If needed we will engage the required resources and comply with federal procurement policies.

4.b. Past Performance and Accomplishments 4.b.ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or NonFederal Assistance Agreements *(1) Purpose and Accomplishments* Lincoln has received a 5-year Federal Aviation Administration (FAA) grant for implementing improvements as part of the Airport Master Plan. These upgrades were necessary to meet FAA requirements. The upgrades successfully completed include: acquisition of a campground to lease out hanger space to planes, acquire a land parcel to develop an improved seaplane base, construct and maintain an aviation fueling station, acquire air easements of surrounding properties to remove obstructions, and resurfacing the runway. We are currently in the process of lengthening our runway.

4.b.ii (2) Compliance with Grant Requirements The grant value is currently $1,395,000. All of the tasks have been completed on schedule and in accordance with the grant requirements which includes completing all environmental permitting requirements, and historical preservation reviews. All yearly audits have demonstrated compliance.

III.B. Threshold Criteria for Assessment Grants

1. Applicant Eligibility

SEC. 101. Incorporation; Powers of the Town. The inhabitants of the Town of Lincoln shall continue to be a municipal corporation under the name of the Town of Lincoln and shall have, exercise and enjoy all the rights, immunities, powers, privileges and franchises, and shall be subject to all the duties, liabilities and obligations provided for herein, or otherwise pertaining to or incumbent upon said Town as a municipal corporation, or the inhabitants or municipal officers thereof. It may enact bylaws, regulations and ordinances not inconsistent with the Constitution and laws of the State of Maine and impose penalties for the breach thereof as provided by the laws of the State of Maine.

2. Community Involvement

Lincoln shall conduct meeting at key stages of the project to inform and receive input from the public of redevelopment activities. Additionally, we will actively post and update the Town 's web site, Facebook postings, news articles, public meetings, one-on-one meetings, conference presentations, face-to-face and phone conversations, traditional media, and surveys by the University of Maine. A repository of all meeting notes and documents will be available at the Town office. We recognize that low income, elderly, and the disabled consume information in different ways, so we will incorporate different strategies for the different groups as well as translation services if there are non-English speaking community members identified. All communication will be in English unless an interpreter is requested. Following the completion of the Phase I and II ESAs, public meetings for each phase will be conducted as well as prior to any reuse or redevelopment planning. Public income will always be encouraged and we will respond to all appropriate public comments.

3. Expenditure of Assessment Grant Funds

The Town of Lincoln does not currently nor has the entity at any time been a recipient of a Brownfield grant.

III.C. Additional Threshold Criteria for Site Specific Proposals

1. Basic Site Information
   a) Lincoln Pulp & Tissue (LP&T)
   b) 50 Katahdin Avenue, Lincoln, Maine 04457
   c) Town of Lincoln, Lincoln Paper and Tissue, LLC Liquidating Trust

2. Status and History of Contamination at the Site
   a) Whether this site is contaminated by hazardous substances or petroleum

The site is contaminated with hazardous substances and petroleum. Contaminants include, but are not limited to, historic saw and grit mills, a tannery, 15 solid waste disposal areas, historic petroleum underground storage tanks (USTs) removed prior to 1994 with limited or no

documentation on tank or soil conditions, current and former aboveground storage tanks (ASTs), a number of transformers containing polychlorinated biphenyls (PCB) containing oil at some time frame prior to change out, more than 200 Maine Department of Environmental Protection (MEDEP) spill reports documenting releases of petroleum substances and or hazardous materials, a former equalization pond receiving significant waste prior to the construction of an on-site wastewater treatment system installed in 1975, and an electrical substation and transmission line. A narrow-gauge railroad and log conveyor system extended across the Site for transporting materials, chemicals, and fuel. Fuel sources included wood, coal, and fuel oil.

b) The operational history and current use(s) of the site

Past uses within the Site included the lower saw mill constructed in 1825, a shingle mill in 1883, as well as a tannery constructed in 1870. In 1883 the pulp mill took over the 1825 saw mill. Initially the mill manufactured black ash or soda pulp using sodium carbonate process. From 1899 to 1908 the mill converted to unbleached sulfite until the bleached plant was added in 1913. In 1958 Kraft pulp production began and in 1964 tissue was added to the production process.

Currently, the Mill is idle and in shambles as a result of a recycling contractor having demolished buildings and tanks to access and remove profitable materials, leaving behind a mess of debris and unusable structures. The structures were already in poor shape but now more vulnerable to additional deterioration from weather exposure. Current conditions prohibit entry into select buildings due to structural integrity and or exposure to hazardous materials including air-born asbestos and large quantities of friable asbestos containing material remaining. Other current and historical off-site sources that may have the potential of impacting the Site includes the former Burland Tannery upstream of the Mill Pond dating back to 1828, a carding textile mill, a Standard Oil facility, an active gasoline station, and adjacent railroad.

c) Environmental concerns, if known, at the site

Prior investigations identifying the contaminants listed above have the potential of impacting surface soils, subsurface soils, soil vapor, indoor air, surface water, groundwater, waterbody sediments (stream, river, and wetlands), and porewater. Testing of various media and comparing results with corresponding regulatory guidelines as well as identifying exposure pathways will provide the necessary information to evaluate how and to what extent, if any, requires mitigation. The presence of asbestos and universal waste has been verified. State spill reports also confirm and document a variety of contaminants have been released at the site. Historical cleanups were conducted based on public water available and prior to vapor intrusion awareness.

d) How the site became contaminated, and to the extent possible, describe the nature and extent of the contamination.

Through various reference materials LP&T first began black ash/soda (sodium carbonate) pulp initially in 1883. Prior investigations have identified contaminants of concern. In some cases, as with the solid waste disposal areas the extent of buried material has been delineated; however, many of the sources identified have yet to be delineated laterally or vertically. Other sources are

also likely to have been disposed on site due to the age, processes conducted, and lack of regulatory guidelines prior to the 1970's. It is known that friable asbestos is present in many buildings and on the grounds outside of the buildings. Oil impacts are also known, but the extent is difficult to determine. These need to be confirmed and then delineated.

3. Brownfield Site Definition
   a) LP&T is not listed or proposed for listing on the national Priorities List. Consideration was reviewed but was declined.
   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
   c) Not subject to the jurisdiction, custody, or control of the U.S. government

4. Enforcement or Other Actions

EPA conducted a hazardous substance removal at the site from 2017-2018. No other anticipated environmental enforcement actions are known to exist.

5. Sites Requiring a Property-Specific Determination

The site does not require a Property-specific determination.

6. Threshold Criteria Related to CERCLA/Petroleum Liability
   a. Property Ownership Eligibility-Hazardous Substance Sites
      i. Exemptions to CERCLA Liability
         1) Applicant does not/will not own the site at time of proposal Submission
            a) The Town did not arrange for disposal of hazardous substances at the site or transport hazardous substances to the site, and did not cause or contribute to any release of hazardous substances to the site.
            b) Approximately 85 acres was acquired by the Town in 2018. The Town has a signed and executed 5-year option with the Liquid Trust for acquiring remaining 300 acres +/-.
            c) The Town has a signed access agreement with the Trust of the land not already owned by the Town.
         2) Indian Tribes-Not Applicable
         3) Alaska Native Village-Not Applicable
         4) Property Acquired Under Circumstances by Units of State and Local Government
            a) The town currently owns approximately 85 acres of the site that was acquired following an AAI compliant Phase I Environmental Site Assessment (ESA) and a Phase II ESA. We acquired the site to forgive payment of back taxes, however, we would not be planning to assess any portion of that part of the site. We would look to assess portions that we are looking to acquire as part of a 5-year option that is based on the bankruptcy filing in December 2015 as well as unpaid back taxes and abandonment.

b) The 85 acres was acquired by the Town on March 14, 2018, but again we are not looking to assess that portion of the site. We are looking to assess the part that have an option to purchase.
c) All hazardous substances and or petroleum disposal occurred before the Town acquired the property. The Town did not cause or contribute to any release of hazardous substances at the site.
d) The Town has not at any time arranged for the disposal of hazardous substances at the site or transported hazardous substances to the site.

i. Information required for a petroleum site eligibility determination
1) Current and past owners
Current: Town of Lincoln, Lincoln Paper and Tissue, LLC Liquidating Trust
Past Owner: Eastern Fine Paper
2) Acquisition of Site
Approximately 85 acres was acquired by the Town in 2018, but we are not wanting to assess that portion of the site. We are looking to assess a portion that we have a 5-year option to acquire which is from the Liquid Trust and is for the remaining 300 acres +/-.
3) No responsible Party for the site
i) Current and immediate past owner were responsible for spills on the site, but did not exacerbate the existing petroleum contamination.
ii) We are not aware of the dispensing or disposal of petroleum by others during the site ownership.
iii) Pumped tanks free of contents, allowed EPA to conduct a hazardous material removal, and maintained locked gates at each of the two entrances. We believe all reasonable steps were taken in regard to contamination at the site.
4) Assessed by a person not potentially liable
The Town has not dispensed or disposed petroleum or exacerbated the existing petroleum contamination at the site.
5) Judgement, orders, or third-party suits
a) No administrative order known
b) No enforcement action known
c) No third-party claim known
6) Subject to RCRA
No RCRA order known
7) Financial Viability of Responsible Parties
The owner and former owners are bankrupt and not financially able to satisfy any obligations to investigate or remediate the site.

7. Waiver of the $200,000 Limit
The Town is requesting a waiver for $350,000 based on the property size, number of buildings, industrial history, and potential off-site sources. The justification for the waiver is attached.

STATE OF MAINE
DEPARTMENT OF ENVIRONMENTAL PROTECTION

PAUL R. LEPAGE
GOVERNOR

PAUL MERCER
COMMISSIONER

November 1, 2018

AmyJean McKeown
EPA New England – Region 1
5 Post Office Square, Suite 100
Mailcode: OSSR07-3
Boston, MA 02109-3912

Re: Brownfields Petroleum Eligibility Determination for the "Lincoln Paper and Tissue Mill" site, 50 Katahdin Ave, Lincoln, Maine

Dear AmyJean:

The Maine Department of Environmental Protection (MEDEP) has determined that the property called "Lincoln Paper and Tissue Mill", located at 50 Katahdin Ave, Lincoln, Maine (Site), is eligible for Phase I and Phase II site assessment activities using Eastern Maine Development's (EMDC) Brownfields Petroleum Site Assessment funding. This determination was requested by Rich Campbell at Campbell Environmental Group, Inc.

The Site has a long history of industrial use, including the documented use and release of petroleum products. The Site is not listed on the MEDEP's petroleum priority list and is not subject to a corrective action order under the Resource Conservation and Recovery Act (RCRA).

The most recent owner and prior owner would be considered responsible parties for the purposes of Brownfields petroleum funding eligibility; however, both entities have reportedly declared bankruptcy, making them financially non-viable. Please note that the scope of any Phase II assessment activities that are eligible for petroleum funding will be based on the information gathered in the Phase I site assessment.

If you have any questions regarding this determination, please feel free to call me at 207-592-0882.

Sincerely,

Nicholas J. Hodgkins
Division of Remediation
Bureau of Remediation & Waste Management

cc: Michael Ludwig, EMDC (via email)
Chris Redmond, MEDEP (via email)
Rich Campbell, Campbell Environmental Group, Inc. (via email)

AUGUSTA
17 STATE HOUSE STATION
AUGUSTA, MAINE 04333-0017
(207) 287-7688 FAX: (207) 287-7826
RAY BLDG., HOSPITAL ST.

BANGOR
106 HOGAN ROAD, SUITE 6
BANGOR, MAINE 04401
(207) 941-4570 FAX: (207) 941-4584

PORTLAND
312 CANCO ROAD
PORTLAND, MAINE 04103
(207) 822-6300 FAX: (207) 822-6303

PRESQUE ISLE
1235 CENTRAL DRIVE, SKYWAY PARK
PRESQUE ISLE, MAINE 04679-2094
(207) 764-0477 FAX: (207) 760-3143

web site: www.maine.gov/dep

ESTABLISHED 1829

LINCOLN

MAINE

Waiver of the $200,000 Limit

The Town of Lincoln is requesting a waiver of the $200,000 limit for a Site-Specific Assessment grant for the Lincoln Pulp & Tissue (LP&T) property at 50 Katahdin Avenue, Lincoln, Maine. The site is approximately 385 acres located between the Penobscot River and the Downtown of Lincoln.

Past uses within the Site included a saw mill constructed in 1825, a shingle mill in 1883, as well as a tannery constructed in 1870. In 1883 a pulp mill took over the saw mill. Initially the mill manufactured black ash or soda pulp using a sodium carbonate process. From 1899 to 1908 the mill converted to unbleached sulfite until the bleached plant was added in 1913. In 1958 Kraft pulp production began and in 1964 tissue was added to the production process. In November of 2013 a boiler explosion caused catastrophic damage. The subsequent 2015 bankruptcy filing closed the mill.

Currently, LP&T is idle and in shambles as a result of a recycling contractor having destroyed portions of the mill to remove profitable materials, leaving behind a mess of debris. Arson destroying two buildings and many of the structures are now more vulnerable to additional deterioration from exposure. Current conditions prohibit entry into select buildings due to the lack of structural integrity and or exposure to hazardous materials including large quantities of friable asbestos.

Historical off-site sources have the potential of impacting LP&T include the historical 1828 vintage Burland Tannery, a former carding mill, a former Standard Oil facility, and a gasoline station. Previous investigations have resulted in the identification of a variety of contaminants; however, there is still much more to assess and determine the extent prior to mitigating to insure our residents are safe from contaminants and future redevelopment is not impeded.

Based on the size of the site, long-term historical uses of hazardous materials and petroleum products, condition of the buildings, and the confirmation of some contaminants already; the Town of Lincoln believes requesting the waiver is justified for the anticipated scope and cost of multiple assessments to be conducted in a multi-phased approach to design and develop around any environmental issues that may result from the investigations.

There is no viable responsible party due to bankruptcy and the Town of Lincoln does not have the funds to dedicate to the assessment portion of this project but have other funding opportunities once the assessments are completed.

Sincerely,

Jay Hardy

Town of Lincoln, 63 Main Street, Lincoln, ME 04457 Phone: (207) 794-3372 Fax: (207) 794-2606 LincolnMaine.org

ESTABLISHED 1829

LINCOLN

MAINE

OMB Number: 4040-0004
Expiration Date: 12/31/2019

Application for Federal Assistance SF-424

* 1. Type of Submission:
- [ ] Preapplication
- [x] Application
- [ ] Changed/Corrected Application

* 2. Type of Application:
- [x] New
- [ ] Continuation
- [ ] Revision

* If Revision, select appropriate letter(s):

* Other (Specify):

* 3. Date Received: 01/31/2019

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

* a. Legal Name: Town of Lincoln Maine

* b. Employer/Taxpayer Identification Number (EIN/TIN): 01-6000236

* c. Organizational DUNS: 1379303430000

d. Address:

* Street1: 63 Main St
Street2:
* City: Lincoln
County/Parish: Penobscot
* State: ME: Maine
Province:
* Country: USA: UNITED STATES
* Zip / Postal Code: 04457-1496

e. Organizational Unit:

Department Name:

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:
* First Name: Jay
Middle Name:
* Last Name: Hardy
Suffix:

Title: Economic Development Director

Organizational Affiliation: Town of Lincoln

* Telephone Number: 207-794-3372
Fax Number: 207-794-2606

* Email: jay.hardy@lincolnmaine.org

Application for Federal Assistance SF-424

*** 9. Type of Applicant 1: Select Applicant Type:**

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

*** 10. Name of Federal Agency:**

Environmental Protection Agency

11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

*** 12. Funding Opportunity Number:**

EPA-OLEM-OBLR-18-06

* Title:

FY19 GUIDELINES FOR BROWNFIELDS ASSESSMENT GRANTS

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment | Delete Attachment | View Attachment

*** 15. Descriptive Title of Applicant's Project:**

Site specific Brownfield Grant for the Town of Lincoln Maine

Attach supporting documents as specified in agency instructions.

Add Attachments | Delete Attachments | View Attachments

Application for Federal Assistance SF-424

16. Congressional Districts Of:

* a. Applicant: CD2 ME
* b. Program/Project: CD2 ME

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment | Delete Attachment | View Attachment

17. Proposed Project:

* a. Start Date: 10/01/2019
* b. End Date: 09/30/2022

18. Estimated Funding ($):

* a. Federal	350,000.00
* b. Applicant	0.00
* c. State	0.00
* d. Local	0.00
* e. Other	0.00
* f. Program Income	0.00
* g. TOTAL	350,000.00

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

☐ a. This application was made available to the State under the Executive Order 12372 Process for review on ____.

☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.

☒ c. Program is not covered by E.O. 12372.

*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**

☐ Yes ☒ No

If "Yes", provide explanation and attach

Add Attachment | Delete Attachment | View Attachment

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ ** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix:
* First Name: Jay
Middle Name:
* Last Name: Hardy
Suffix:

* Title: Economic Development Director

* Telephone Number: 207-233-8961
Fax Number: 207-794-2606

* Email: jay.hardy@lincolnmaine.org

* Signature of Authorized Representative: Melissa D Quintela
* Date Signed: 01/31/2019