

November 14, 2008

Environmental Management Support, Inc.
Attn: Mr. Don West
8601 Georgia Avenue, Suite 500
Silver Spring, MD 20910

Subject: Brownfields Community Wide Assessment Grant Application

Dear Mr. West:

The Maine Department of Environmental Protection (MEDEP) is pleased to submit the attached Brownfields Assessment Grant application for review by the U.S. Environmental Protection Agency.

Communities throughout the State of Maine will benefit from the availability of this funding which will allow the assessment of potentially contaminated properties. This assessment process will identify and quantify risks posed by contamination and ultimately move these sites to a productive redevelopment. The MEDEP's Brownfields Program was established in 2003 and since then the state program has used federal funding to successfully complete 36 Phase I assessments and 34 Phase II assessments throughout Maine, leading to the cleanup and reuse of more than 13 Brownfields sites.

The following list provides the applicant identification information as required:

A. Applicant Identification:

Maine Department of Environmental Protection
17 State House Station
Augusta, Maine 04333

B. Funding Requested:

- i. Grant Type: Assessment Grant
- ii. Funds Requested: \$400,000
- iii. Contamination: Hazardous \$200,000 and Petroleum \$200,000

C. Location: The community served by this grant will be the entire State of Maine.

D. Site Specific: Not Applicable

E: Contacts:

- i. Project Director:
Jean Firth, Brownfields Coordinator
Maine Department of Environmental Protection
17 State House Station
Augusta, Maine 04333
Ph: 207.287.7716 Fax: 207.287.7826 e-mail: jean.m.firth@maine.gov

- ii. Chief Executive:
John Baldacci, Governor
Office of the Governor
1 State House Station
Augusta, Maine 04333
Ph: 207.287.3531 Fax: 207.287.1034 e-mail: john.e.baldacci@maine.gov

F. Date Submitted: November 14, 2008 via US Postal Service

G. Project Period: Three years (October 2009 through September 2012)

H. Population:

- i. The population of the State of Maine is 1,321,574.
- ii. The target area for this grant is the entire State of Maine.

Thank you for the opportunity to submit this application. If you have any questions regarding the application, please contact Jean Firth.

Sincerely,

David P. Littell, Commissioner

cc: Diane Kelley, EPA Region 1
Jean Firth, MEDEP

THRESHOLD CRITERIA

- 1. APPLICANT ELIGIBILITY:** The Maine Department of Environmental Protection (MEDEP) is an eligible entity as a Government Entity Created by the State Legislature.
- 2. LETTER FROM THE STATE ENVIRONMENTAL AUTHORITY:** MEDEP is the State Environmental Authority.
- 3. SITE ELIGIBILITY:** This is not a site specific proposal; therefore this section is not applicable.

RANKING CRITERIA

1. COMMUNITY NEED:

a. Health, Welfare and the Environment:

i. ***Number, size and impacts of Brownfields.*** We estimate that in the State of Maine today there are over 2,000 brownfields sites. These sites vary widely in size and impact and are located from Kittery (at our southern New Hampshire border) to Madawaska (at our northern Canadian border). Maine's economy has traditionally been based on its natural resources. Industries such as forestry and fishing took advantage of the State's raw materials; manufacturing industries such as textile mills and tanneries harnessed Maine's rivers for power, water and transportation and the agricultural sector utilized the land to produce crops such as blueberries and potatoes. These resource industries initially had low capital and infrastructure requirements, which meant that they did not necessarily support secondary industrial development.¹ Therefore, these businesses were located for convenience near the needed resources, which were often in rural areas of the State, and have remained quite rural.

As changes have occurred in industries over the years, the industrial base of the Maine economy has declined significantly. Changes occurring in the market such as product preferences and development of new technology have reduced the demand for products, made products obsolete or made it cost prohibitive to produce products. Depletion in raw materials, such as lumber and fish, has also impacted the industrial base in this state. The rural locations of our industries which provided benefit for transportation when they were initially developed have also become a barrier for these industries as economic changes occurred. The isolated locations and small populations make it difficult to build and maintain the needed transportation infrastructure to support rural manufacturing facilities.²

In 2004, the MEDEP surveyed municipalities to obtain estimates of the number of brownfields sites within the State. Municipalities (93.9%) reported that there were 2,105 brownfields sites in the State, which encompassed properties affected by both petroleum and hazardous substances. The following table shows the types of sites reported:

2004 MEDEP Municipal Survey of Brownfields Sites	
Category	Total per category
Gas Station	376
Auto Repair	590
Junkyards	342
Textile Mills	44
Tanneries	27
Food Processing	39
Coal Gasification Plants	4
Agriculture	299
Wood Processing	125
Other Manufacturing	154
Other	105
Total	2,105

¹ Judd, Richard W., Edwin A. Churchill., and Joel W. Eastman, eds. Maine: The Pine Tree State from Prehistory to the Present. University of Maine Press, 1995, pages 264-265.

² *ibid.*

This survey illustrates that gas stations, auto repair facilities and junkyards represent the largest portion of our sites. These are found in almost every community in the State and the most typical contaminants of concern associated with all these are petroleum products. Gas stations were historically located in prominent locations in town centers. As property uses change in town centers these sites are often left unused because of the fear of contamination. This situation has been exacerbated by volatile petroleum prices, causing many more small gas stations to close.

The communities in our State with the greatest need are Aroostook, Washington, Piscataquis, Somerset, Waldo and Penobscot Counties. Historic industries in our target communities are:

- **Aroostook** - This county has been and continues to be primarily agricultural. Potato farms are the largest crop in "The County". Brownfields sites associated with agriculture include: food processing, transportation associated sites, as well as pesticide storage and manufacturing. Sites in this area can be hundreds of acres in size. Chemicals associated with these sites are often pesticides, heavy metals and petroleum products.
- **Waldo & Washington** - These counties have historically been associated with the fishing and blueberry industries. The brownfields sites associated with these industries are, petroleum storage, pesticide storage and pearl essence manufacturing for cosmetics. These sites tend to be smaller in size and are usually located in close proximity to the ocean. Chemicals associated with these sites are often solvents, heavy metals, pesticides and petroleum products.
- **Piscataquis, Penobscot and Somerset** - These counties' economies have traditionally been based on forestry and wood products. Brownfields sites may include furniture manufacturing, wood turning, wood treatment, tanneries, woolen mills and saw mills. Chemicals associated with these industries are paints, solvents and heavy metals. These industries are also heavily dependant on petroleum for heating, manufacturing and transportation.

Not only are we losing jobs in our target communities, the health impacts are also more pronounced compared to the rest of the State and the rest of the country. This is illustrated by the incidences of cancer and asthma described in the following tables.

Incidence Rates of Cancer for the Period of 2001-2004 ³	
County	Annual Incidence Rate ⁵
Washington	638.8
Waldo	521.2
Penobscot	560.7
Piscataquis	533.3
Somerset	548.2
Aroostook	523.0
Statewide	525.2
U.S.	473.6

Maine State Profile of Public Health Indicators: Asthma ⁴	
Location (Counties)	Asthma Rate
Downeast (Washington & Hancock)	11.8 (+/- 3.7)
Penquis (Piscataquis, Penobscot, Somerset)	12.4 (+/- 3.3)
Midcoast (Knox, Lincoln, Sagadahoc, Waldo)	10.5 (+/- 2.5)
Aroostook	10.4 (+/- 4.1)
Statewide	9.6 (+/- 9.6)
US	8.5 (2005 rate)

³ National Cancer Institute: State Cancer Profiles: <<http://statecancerprofiles.cancer.gov/cgi-bin/quickprofiles/profile.pl?23&001#incidence>>.

⁴ Maine Department of Health and Human Services: Public Health Data Reports: <http://www.maine.gov/dhhs/boh/phdata/2008%20PH%20Indicators%20Pdf%20Doc/Public_Health_Indicators_Chronic_Disease_Diabetes_Respiratory_Health.pdf>.

⁵ Cases per 100,000 population per year

In addition to the health impacts there are other social negatives associated with brownfields sites in the State, especially in our target areas including: increased crime rates, people moving out of these areas (especially young citizens), blight and vandalism. Abandoned facilities pose a significant safety threat to the community. For example the former Augusta Tissue Mill is plagued by trespassers and vandals who have not only turned this property into an unsightly mess but have also created dangerous conditions. The building is covered with broken glass and parts of it are structurally unstable. The numerous on-site hazards associated with this poorly maintained, unprotected site is just one example of how these abandoned facilities present a threat to the safety of the community at-large. Throughout the state are other such facilities that are not only hazards, but present a visible blight in the community.

Many of the communities the MEDEP hopes to serve with this funding have seen a decrease in population. For example, between the 1990 and 2000 Census, Washington County saw a 4% reduction in population, Aroostook County saw a 15% loss and Piscataquis and Penobscot Counties saw a 7.6% and 1.2% reduction, respectively. The ongoing loss of population is often of younger citizens making Maine the state with the oldest median aged (41 years) population in the country.⁶ Brownfields redevelopment will create job opportunities for the younger generations in these communities.

Many of these communities have also been designated as HUBZones (Historically Underutilized Business Zones).⁷ This designation applies to areas with low income; high poverty rates, and/or high unemployment rates.⁸ Piscataquis, Somerset and Washington Counties all qualify as HUBZones. In addition, from July 2008 to June 2011, Aroostook County has also qualified as a HUBZone. Within Penobscot County there are 7 Census tracts that are also qualified as HUBZones.⁹

Crime in our target area is also higher than compared to the rest of the State. Crime rates in Waldo and Piscataquis counties have experienced a sharp increase within a 10 year period and Penobscot and Aroostook counties have exhibited increasing crime rates over a 5 year period¹⁰.

Along with the socio-economic impacts related to brownfields are the environmental problems which people most often associate with these sites. Manufacturing facilities used a variety of chemicals in their processes as well as fuels for heat and power. Poor housekeeping practices over hundreds of years have led to environmental impacts through spills and improper storage of chemicals. Additionally, because these facilities often predated modern infrastructure such as sewer systems, and water ways and land were readily available, disposal of spent chemicals occurred onsite or nearby. This has caused contamination of soil, groundwater and surface water bodies. People living near these facilities have an elevated health risk through contact with contamination via direct contact with soil, drinking contaminated water or breathing airborne contamination.

Just as Maine rivers have been a major resource used by many industrial facilities in the past; our future is also linked to these waterways as a source for recreation. Maine rivers have been a major resource used by many industrial facilities over the years. Surface water and sediment pollution

⁶ Maine's State Health Plan 2008-2009 <<http://maine.gov/dhhs/boh/phdata/Additional%20Reports%20Pdf%20Doc/2008-2009%20State%20Health%20Plan.pdf>>.

⁷ SBA HUBZone Program: <http://map.sba.gov/hubzone/hzqry.asp?state=me>

⁸ Beale, Henry and Nicola Deas. The HubZone Program Report. <<http://www.sba.gov/advo/research/rs325.pdf>>.

⁹ op. cit. SBA HUBZone Program

¹⁰ Crime & Justice Data Book, 2004 Annual Report.

from our industrial past are some of the many potential environmental dangers that exist from both hazardous and petroleum sites which threaten the health of our residents and our tourism industry. The potential that there are abandoned underground storage tanks, onsite contamination and groundwater pollution from runoff and spills is significant. If the MEDEP has access to this assessment funding we can better determine the potential harms posed by these sites and move the process into a direction of remediation and reuse.

High profile examples of sites located in the State which would benefit from site assessments are: Statler Paper in Augusta, Prime Tanning in Berwick and Great Northern Paper in Millinocket. Our experience working on sites like these has shown that a completed assessment often makes the difference for a developer who is considering redeveloping a property.

This grant funding will allow us to conduct more site assessments at brownfields sites. This will in turn lead to remediation of these sites and a cleaner environment eliminating the health risks posed to nearby residents. In addition, these clean sites will ultimately improve the entire socio-economic structure of our communities. Clean sites will promote redevelopment and job creation. These jobs will stem the exodus of young people from the community as well as improve the standard of living. A higher standard of living in turn will improve health care coverage. All of this means a better quality of life for our citizens.

ii. Health and Welfare of Sensitive Populations: Sensitive populations in Washington County appear to be more disproportionately negatively impacted than the rest of the State and the country. Between 1983 and 1999 the life expectancy of women in Washington County dropped from 79 years old to 77.6 years old.¹¹ Officials have pointed to socioeconomics as a major contributor to this downward trend. High unemployment rates, coupled with inadequate health care, were determined in part to be a cause of this trend. A cleaner, more economically viable community needs to be established in order to reverse this downward trend. Within this county are also two American Indian Reservations making this region the most culturally diverse county within the State.¹² Health workers in the community estimate that the average age of death for native populations is an appalling 49 years old.¹³ According to Dr. Dora Anne Mills, the director of the Maine Center for Disease Control and Prevention, "this is not purely a health issue, but rather many issues combined, such as education, the economy, the environment and infrastructure."¹⁴ Clearly, by assessing Brownfields sites in this region is moving the process forward towards creating a cleaner more economically vibrant community.

b. Financial Need:

i. Economic Impact: With our current economic crisis, the State of Maine now more than ever needs to obtain funding to further its successful Brownfields program. The identified focus areas, as well as the State as a whole, are only going to see more unemployment, poverty and community degradation if the status quo remains. Within the last few years alone, businesses such as Katahdin Paper in Millinocket, Eastern Fine Paper in Brewer and Prime Tanning in Berwick have closed. While the Eastern Fine site is an example of a successful Brownfields project, Prime Tanning represents unknown contamination that cannot be addressed without assessment funding. Strategically located sites like this stand a better chance of successful redevelopment, similar to Eastern Fine Paper, if a Brownfields Assessment grant is available to get the process in motion.

¹¹Bayly, Josh. Bangor Daily News 9 Jul. 2008.

¹² *ibid.*

¹³ *ibid.*

¹⁴ *ibid.*

Unfortunately these closures are not isolated incidences. A drive through almost any community in Maine will reveal empty store fronts and abandoned gas stations. The loss of these businesses and others like them means a loss of many jobs. Some municipalities are so dependant on these businesses that when they close, they are not only left with a potentially contaminated, underutilized site, but their major tax base has disappeared. When the mill closed in Millinocket, National Emergency Grant funding was requested in order to help the unemployed get back into the workforce. In an economy that is often dependant on a few big businesses within a region, a diversification of the economy can help protect the people in the community. Brownfields funding can help with this diversification by invigorating the community with new investors and opportunities.

While manufacturing is a major source of employment within the State, it has often been difficult to attract and hold onto manufacturing plants. Consider the following facts:

- Between 2001-2004, Maine lost 25.32% of its manufacturing employment.¹⁵
- In Eastern Maine there has been a 19.6 % loss; while
- Penobscot County saw a loss of 33.5% of its manufacturing jobs.¹⁶

Since much of Maine's labor market is dependant on manufacturing, this downward trend, which is predicted to continue over the next several years is frightening but not unexpected in the current economic climate. With each closing of a facility, there is a vacant site that could potentially be redeveloped if municipalities and developers had a better understanding of the potential environmental risks and liability associated with the property. With this knowledge small businesses will be created to mitigate the loss of jobs.

At the heart of many of these issues is the problem with infrastructure within the State. Business cannot flourish if the means to conduct it are limited. Where the river systems of Maine aided industry in the early days, the lack of infrastructure today has inhibited attracting new investors. The State acknowledges that it must look at historic downtowns, cultural amenities, natural resources, and access to those resources as basic infrastructure.¹⁷ By expanding the definition of infrastructure these assets are acknowledged and funding through public and private investments will be allocated to maintain these resources. The Brookings Institution states that the natural environment and way of life in Maine can be an important factor in attracting business. While costs may be higher than elsewhere to do business, the quality of place may be able to overcome that obstacle. In order to foster that image and bring in revenue it is important that the landscape is not dotted with vacant facilities and polluted properties. As it is now, there simply is not enough money available to fund the projects in the State, especially in counties such as Waldo, Washington, Piscataquis, Penobscot, Somerset and Aroostook, that have been particularly plagued by job loss, health issues and poverty.

The demographic data in the following table demonstrates the impacts of the economic struggles in Maine compared to the rest of the country.

¹⁵ 2006 Eastern Maine Economic Development Strategy

¹⁶ *ibid.*

¹⁷ Quality of Place and Job Growth: A New and Needed Maine Investment Strategy. 2008

County	Population ¹⁸	Population Change 1990-2000 ¹⁹	Per Capita Income	% of Families Below Poverty	Unemployment Rate ²⁰
Androscoggin	103,793	-1.4	\$18,734	7.5	5.3
Aroostook*	73,938	-15.0	\$15,033	9.8	7.4
Cumberland	265,612	9.2	\$23,949	5.5	3.9
Franklin	29,467	1.6	\$15,796	10.7	6.9
Hancock	51,791	10.3	\$19,809	7.0	7.0
Kennebec	117,114	1.0	\$18,520	8.5	5.2
Knox	39,618	8.9	\$19,981	6.4	5.2
Lincoln	33,616	10.7	\$20,760	6.6	5.2
Oxford	54,755	4.1	\$16,945	8.3	7.0
Penobscot*	144,919	-1.2	\$17,801	9.7	5.5
Piscataquis*	17,235	-7.6	\$14,374	11.2	8.4
Sagadahoc	35,214	5.0	\$20,378	6.9	4.7
Somerset*	50,888	2.3	\$15,474	11.1	7.9
Waldo*	36,280	10.0	\$17,438	10.9	6.6
Washington*	33,941	-4.0	\$14,119	14.2	9.9
York	186,742	13.5	\$21,225	5.9	4.9
Statewide	1,274,923	3.8	\$19,533	7.8	5.4
Nationwide	281,421,906	13.2	\$21,587	9.2	5.7

*Shaded rows indicate counties in our target area.

ii. Other Financial Factors: Maine is the largest state (in area) in New England, with its populations spread out over a wide area. The needs of the communities are as diverse as the communities themselves. A few big sites can quickly consume available resources. Simply put, there currently is not enough funding to cover the needs of the State. With the current state of the economy, these needs are likely to increase in the near future. In order to bring in new business to employ our skilled workforce, funding is needed to make ideal sites more appealing to prospective investors. The quality of life that Maine can provide to employees can be an attractant for business.

In addition, past poor planning has led to sprawl within the many communities. This assessment funding can be directed towards sites where future reuse is envisioned instead of moving further and further from hub communities and consuming prime farmland and other natural landscapes. The effects of sprawl need to be reduced in order to curtail the fragmentation of wildlife habitat, reduce the reliance on cars due to services being spread over a wide area and bring jobs back into historic downtown areas.

Although we currently receive EPA 128A Brownfields funding, a portion of which we are allowed to use on site specific tasks including site assessments, this is not enough money to assist all of the communities from which we receive requests. Many worthy projects are turned away and these sites remain undeveloped.

¹⁸ Population; Per capita Income and % of Families Below Poverty – U.S. Census Bureau: American Fact Finder, <<http://factfinder.census.gov>>.

¹⁹ Maine Office of GIS, [popmaps.zip](#), Publication Date 11/29/2001.

²⁰ Maine Department of Labor 2008 Average for January – June, <<http://maine.gov/labor/lmis/data/laus/mectycurrent.htm>>.(not seasonally adjusted)

2. PROJECT DESCRIPTION AND FEASIBILITY OF SUCCESS:

c. **Project Description:** The MEDEP currently manages a Brownfields program that was established in 2003 and is supported through EPA Brownfields 128a funding. The program provides two services to the State of Maine: programmatic support for the Voluntary Clean-up Program (VCP), and site specific assistance for communities. Since 2003, MEDEP has created an inventory of brownfields sites throughout the state, enhanced our public record and developed a public participation policy for sites in our program. Programmatic support includes assignment of a Brownfields project manager for all EPA Brownfields Grantees to provide technical assistance ensuring activities conducted are consistent with State and Federal rules and regulations, as well as ensuring work completed meets the requirements of our VCP. The community assistance portion of our program provides site specific site assessments and remediations for eligible municipalities and not for profit entities. The overall goal for all activities conducted through this program is to assist communities throughout the State in redevelopment of brownfields properties.

Funds provided through this grant will enable us to assist additional communities. Our current funds are not sufficient to assist everyone who applies. Additionally, we intend to target the neediest regions of the State including Washington, Aroostook, Piscataquis, Waldo, Somerset and Penobscot Counties and these funds will be prioritized for these communities. We will meet with the regional economic development agencies as well as community groups to identify sites which need assessments and those which demonstrate the highest reuse value. We will also solicit information from communities through the use of a questionnaire which will also assist in the selection of sites. Eligible sites will be scored based on redevelopment potential or redevelopment plans, risk posed by the site and community need. Sites will be prioritized and accepted into the program based on the score, the availability of funding and input from the community.

Sites that are accepted into the program will be assigned a MEDEP project manager to assist the community in understanding the process, to ensure that the assessments conducted are appropriate for their redevelopment plans and that the information generated is sufficient to determine risks posed by contamination on the property. Tasks associated with this grant will include: review Phase I site assessments, review work plans/quality assurance plans and provide onsite oversight during Phase II assessments. All site assessment activities conducted will meet the requirements of the VCP. This will ensure a seamless transition to the remediation phase of a project and ultimately the redevelopment.

d. **Budget & Leveraging Other Resources:**

i. *Budget:* All of the funds from this grant will be directly spent on contractual services for site assessment activities. Because MEDEP has an established program, personnel costs as well as other programmatic costs are already funded through either our 128a funding or other State accounts. Additionally, administrative tasks such as issuing an RFP to solicit environmental consultants have already been completed. Although costs for MEDEP staff will not be charged to this grant, we will provide a project manager for each project funded with this grant.

Based on the contracts we currently have in place with our 4 prequalified consultants and our experience conducting site assessment activities on sites throughout the State of Maine we expect to complete the following:

Hazardous Substance Budget

- 6 Phase I ESAs (approximately \$2,300 each)
- 4 Phase II ESAs (approximately \$40,000 each)
- 3 Feasibility Studies (approximately \$6,500 each)

Hazardous Substance Assessment				
Budget Category	Project Tasks			
	Phase I ESA	Phase II ESA	Feasibility	TOTAL
Personnel				
Fringe				
Travel				
Equipment				
Supplies				
Contractual	14,000	166,000	20,000	200,000
Other				
Total	14,000	166,000	20,000	200,000

Petroleum Assessment Budget

- 10 Phase I ESAs (approximately \$2,300 each)
- 6 Phase II ESAs (approximately \$25,000 each)
- 3 Feasibility Studies (approximately \$5,500 each)

Petroleum Assessment				
Budget Category	Project Tasks			
	Phase I ESA	Phase II ESA	Feasibility	TOTAL
Personnel				
Fringe				
Travel				
Equipment				
Supplies				
Contractual	23,000	160,000	17,000	200,000
Other				
Total	23,000	160,000	17,000	200,000

Other tasks associated with this grant will include review and technical assistance to communities for: phase I site assessments, work plans/quality assurance plans, phase II assessments and feasibility studies. Staff hours needed to manage these projects will range from 16 and 40 hours per site. MEDEP staff costs range between \$35/hour and \$45/hour including fringe benefits which equates to \$560 to \$1,800 per site depending on the complexity of the site.

Information generated from site assessment reports are used to determine if the site poses a risk to human health and the environment based on the redevelopment plans; if risks are identified remedial alternatives for the site are developed. The ultimate goal of sites entering our Brownfields Program is a successful redevelopment and to that end the assigned project manager will ensure that all activities conducted are appropriate to determine the risks posed by contamination on the site and that they meet the needs of our VCP.

Community engagement and cooperative agreement oversight are two other tasks associated with this grant. These tasks are already being conducted either through our Brownfields and or VCP programs; therefore, the work necessary to meet the requirements of this program will be minimal and can efficiently be merged with our current efforts.

Additional benefits to this site assessment program from MEDEP resources include specialized equipment such as global positioning systems, x-ray fluorescence metals analyzers and water sampling equipment which is available for onsite investigations which reduces the cost of conducting the assessments. Also, all of our prequalified consultants have an EPA approved generic brownfields quality assurance plan for Maine. This streamlines the process of developing site specific quality assurance plans which are required (and must be approved by EPA) for any site where data is collected.

ii. Leveraging Other Resources: Clearly the funding provided by this assessment grant, although essential to the process of redevelopment, will not meet all of the needs for some sites to achieve success. Therefore, clean-up and redevelopment funding will be sought through a variety of sources such as:

- Tax increment financing,
- CDBG funds through a competitive application process,
- Programs offered by the USDA Rural Development,
- Maine Department of Transportation,
- Maine Department of Health and Human Services,
- MEDEP petroleum clean-up funds,
- Local and regional loan funds from the RSP's and/or other local development organizations,
- Historic Tax Credits

We will work with the Maine Department of Economic and Community Development to match developers, municipalities and sites with the appropriate funding sources.

Additional funding is also available through our 128a grant which not only can provide funding for site assessment activities but also may provide limited funding for remediation of sites owned by municipalities and non profit entities. Remedial grants are limited to \$50,000 per site and clean-up must be complete and the site ready for redevelopment. EPA Region 1 may also be a source for site assessment funding through their Targeted Brownfields Assessment (TBA) program if we have gaps in site assessment funding. If sites are identified which need more funding than is available through any of these programs for site assessment we will encourage communities to seek competitive funding through the EPA.

c. Programmatic Capability

i. Previous EPA Brownfields Grants: In each of the last 5 years MEDEP has received EPA Brownfields 128a funding. During this period we have been in compliance with all of the terms and conditions of these grants including timely submittals of quarterly reports and entering site data in the ACRES database. Each grant period was 1 year and we have successfully expended our funds within that period. However, we request a grant extension each year to allow our accounting system to catch up with the expenditures.

We have accomplished the following through our Brownfields Program since 2004:

- 36 Phase I ESAs completed,
- Approximately 50 acres cleaned-up,
- 34 Phase II ESAs completed,
- 13 sites redeveloped,
- 10 Feasibility Studies completed,
- Assisted 35 communities and
- Remediations completed at 11 sites,
- Over 600 jobs have been created

The successful clean-up and redevelopments include large sites such as Eastern Fine Paper which created 500 jobs as well as small projects like the Former Lisbon Teen Center which created 10 to 15 jobs.

Our Brownfields Program staff is listed below and consists of 6 project managers and 2 geologists. Seven of the eight staff members have more than 15 years of experience each conducting and overseeing site assessment and remedial activities in the State of Maine.

- Jean Firth, Brownfields Coordinator
- Nick Hodgkins, VCP Coordinator
- Gordon Fuller, Project Manager
- Wilkes Harper, Project Manager
- Brian Beneski, Project Manager
- Laura Gay, Project Manager
- Troy Smith, Geologist
- Hank Andolsek, Geologist

Sites funded through EPA grants provided to communities and sites receiving funding through the State's Brownfields Program are assigned to one of these project managers. The project manager ensures that activities conducted are consistent with State and Federal rules and regulations and meet the requirements of the VCP. Additional expertise is available through 8 geologists and 7 engineers working in a variety of programs including RCRA, petroleum and landfills. These staff members often have experience with specific equipment, approaches to investigating specific chemicals and or innovative remediation.

If additional expertise is needed MEDEP may issue a request for proposal to solicit qualified contractors. We currently have prequalified environmental professionals available to us that were selected through a RFP process which we renew every two years.

MEDEP's brownfields program has experience with over 90 brownfields funded sites either through our program or by providing assistance to the grantees, as well as hundreds of other sites in our VCP. We have provided assistance to grantees for 13 assessment grants.

An example of a successful brownfields redevelopment that began through a MEDEP brownfields site assessment is the Eastern Fine Paper Site in Brewer. Funding for this site was provided initially through the MEDEP's site assessment assistance program in 2005 when the paper mill entered bankruptcy and approximately 200 people lost their jobs. Our assessment activities conducted on this 40 acre site provided enough information regarding the nature and extent of contamination and the associated risks for a company to feel comfortable in undertaking the redevelopment. The site was cleaned up and redeveloped between October 2007 and April 2008 and is now a manufacturing facility employing approximately 500 people.

We have not had any adverse audit findings related to our brownfields grants.

ii. No Previous EPA Grants: This is not applicable.

3. COMMUNITY ENGAGEMENT & PARTNERSHIP

a. **Community Engagement Plan:** The MEDEP currently conducts a variety of education and outreach activities related to our Brownfields Program which we will expand to include a specific component related to funding available through this grant. Examples are:

- Conduct public informational meeting related to Brownfields and VCP
- Meet one on one with communities and developers
- Provide informational brochures to municipalities describing the program and available funding
- Maintain websites with information related to our programs
- Develop and publish brownfields success stories

We currently have a process in place to review and evaluate potential projects and we will use this as the basis for site selection for this grant. However, we intend to work with our partners to refine this process to meet their community's needs. Sites with redevelopment plans get preference in our current evaluation. Therefore, we will encourage communities to begin redevelopment planning early in the process. However, other factors such as redevelopment potential and potential risk from contamination are also important factors to consider. Site assessment activities include not only assessment of the site which will identify risks posed by contamination but also remediation planning through a feasibility study. The feasibility study will evaluate remedial options which are appropriate to the planned re-use of the site.

The MEDEP will engage numerous community organizations to determine where funding can make the greatest impact. With their specialized knowledge of the needs of stakeholders, and the MEDEP's experience in implementing the State's Brownfields Programs, this funding can be appropriated in a manner that addresses the crucial community need to provide economic opportunities to the many underserved municipalities in Maine.

The MEDEP believes that a combined effort that employs not only cooperative federalism, but includes the people who actually live and work in the region, is the best way to address issues in the community. We will also work with the regional development agencies and other interested community organizations to identify sites and communities where assessment funding can make the greatest impact. We have already established relationships with many of these organizations. These organizations often have specialized knowledge of the needs of stakeholders and will be invaluable in the process of identifying sites and community needs. We have contacted many organizations and many have agreed to partner with us in our ongoing brownfields efforts including allocating assessment funding (see section 3c below). However, we intend to continue to reach out to organizations and communities throughout the State to join us as partners.

Our policy has always been to be available to meet with any community, to participate in town meetings and to help in planning for reuse and redevelopment. Through partnerships, the MEDEP plans to directly engage stakeholders. We plan to meet at least annually with each partner to gather stakeholder input. In this endeavor the MEDEP will rely on its partners to contact community participants since they are in the best position to make those contacts.

Our site specific public communication plan will include the following:

- A press release and public notification in papers throughout the State to solicit comments on our grant proposal and input into our work plan.
- Post our application on our website.
- Conduct three regional public meetings to provide information on the Brownfields Program.
- Responses to comments received by the public will be provided in writing and made available on our website.
- Although there are only a few communities whose primary language is something other than English, we will make sure that if sites are located in these communities or if these communities are interested in any of the sites, written information will be translated to the appropriate language and interpreters will be provided at public meetings.
- Meet annually (at a minimum) with our partners to identify sites and create strategies for assessing and re-developing sites.

Our goal through community engagement is to educate residents so they can make informed decisions regarding the clean-up and redevelopment of their Brownfields sites. Through this process they will also develop an understanding of the problems that created these sites to begin with so they can take steps to prevent the creation of future brownfields sites in their communities.

b. Local, State and Tribal Partnerships: The MEDEP is the State Environmental Agency. MEDEP has an ongoing working relationship with the Maine Center for Disease Control (MECDC) the State's health agency. MECDC is available to all communities in the State and is the only health agency available for most of the communities since most municipalities in Maine do not have their own health department. MECDC establishes regulatory limits for contaminants in drinking water and air as well as clean-up guidelines for contaminated soil. They are available to assist with public meetings to discuss the risks posed by sites, provide review of site specific risk assessments, and if necessary review data to determine if contaminants pose an emergency threat to residents near a site.

The MEDEP also plans to work with the Maine State Planning Office (SPO) and The Department of Economic and Community Development (DECD). The SPO aims to "integrate the development of the State's economy with the conservation of its natural resources." The SPO provides technical assistance to towns and regions, and is equipped to do economic analysis and forecasting. The DECD "serves as the umbrella organization to the offices of Tourism, Business Development, the International Trade Center, Community Development, Film and Innovation, and Science." Their multifaceted expertise, along with the experience of the SPO, and the MEDEP's extensive background in administering a successful Brownfields programs can only lead to an efficient allocation of resources in order to bring diverse opportunities to the people of Maine.

c. **Community Based Organization**: Our partners for this grant are described in the following table:

Organization	Description	Contact
GrowSmart Maine*	Statewide non-profit citizens' organization. The mission of this organization is to promote sustainable prosperity, as well as protect the state's distinctive character and quality of place.	Bruce Hyman (207) 847-9275
Piscataquis County Economic Development Council*	A collaborative grassroots nonprofit that aims to stimulate long-term sustainable economic development and growth in Piscataquis County.	Thomas Kittredge (207) 564-3638
Washington County Council of Governments	A non-profit that provides municipalities in Washington County with land use planning services.	Judy East (207) 454-0465
Down East Resource Conservation and Development*	As a 501(3)(c) grassroots nonprofit, this Natural Resources Conservation Service supported organization promotes the wise use of natural and human resources to improve the economy, while being mindful of maintaining quality in the natural resource base. This organizations focus area is Washington and Hancock County.	Gary Edwards (207) 546-2368
Millinocket Area Growth and Investment	This nonprofit community economic development organization serves the forestry dependant communities of Medway, East Millinocket, and Millinocket in Penobscot County. MAGIC strives to bring diversity to the economy of the region.	Bruce McLean (207) 723-7800
Northern Maine Development Commission*	A nonprofit that provides regional planning, business loans, small business counseling, economic & community development to Aroostook, Washington, Piscataquis & Penobscot counties.	Denis Berube (207) 498-8736

*Letters from our partners are attached.

4. PROGRAMMATIC BENEFITS:

a. **Welfare and/or Public Health:** Site assessments at potentially contaminated properties will ultimately lead to many welfare and public health benefits once risks have been identified and the sites are cleaned-up and redeveloped. These include: reduction of risks to human health and the environment, making progress towards clean-up of properties which are a blight on the community, protection of drinking water supplies, creation of jobs and creation of greenspace. Assessment is the first step toward redevelopment; without it many Brownfields will remain unused because of the unknown cost for clean-up. Once contamination is identified the costs to remediate the contamination are then quantifiable. This paired with liability releases available through our VCP are often all that developers need to move forward with redevelopment of a Brownfields site. Once cleaned-up, these sites are not only redevelopable, but they will no longer pose a risk to nearby residents from contaminants which may be in the air they breathe, in the surface soils on sites where children may play, and threatening the groundwater that they use for drinking water.

With the aid of assessment funding, the MEDEP can also further promote the importance of informed planning. Utilizing a model that emphasizes reuse and redevelopment, the people of Maine can be given more opportunities for employment, ensured continued access to waterbodies and unique natural areas, and a cleaner and safer environment in which to live, work, and play in. The focus areas in particular have faced such hardships that any glimmer of change will help these communities become more proactive and positive in future prospects.

The MEDEP has extensive experience with administering the State's Brownfields program. The oversight and management currently provided for projects will still be in place with this funding. The only difference is that more stakeholder input will go into the decision making process. Through both the VCP and Brownfields Programs, the MEDEP has been successful in facilitating numerous polluted, underutilized and vacant sites into viable, dynamic enterprises.

Another benefit of assessment funding is the creation of healthy communities. When plans for reuse are developed and it is known what potential pollutants may exist on a property, it is easier to come up with a more efficient remediation plan. Increased assessments will lead to more remediation and the end results will be a cleaner environment. Sites with mobile contaminants such as petroleum and solvents will be cleaned up improving both drinking and surface water quality. Even if remediation does not result from assessments, simply knowing the risks that exist on a property can reduce exposures. Protective measures can be put in place to keep the public out of a dangerous situation, such as fencing and signage.

b. **Economic Benefits and/or Greenspace:**

i. **Economic Benefits:** We anticipate many economic benefits from the increased assessment of sites. Assessments are likely to encourage redevelopment activities, which will provide short term construction jobs and stable long term jobs for the community. Municipalities will benefit from increased tax revenues. Property values near redeveloped properties will increase and businesses in the area will flourish. The prospective benefits to the local economies can be profound. The addition of simply one new business can provide enormous opportunities to many of these focus area communities.

ii. **Non-Economic Benefits:** The State of Maine is strongly committed to preserving open space, and access to natural areas. Through numerous programs the State has continuously worked towards protecting the unique charm that is Maine.

- *Land for Maine Futures Program:* The program has had overwhelming support from the citizens of Maine. Over the last 20 years voters have overwhelmingly approved 4 bonds totaling over \$117 million to support this program.
- *Maine Natural Areas Program:* This multi-agency endeavor conducts inventories on plant, animal and natural communities. They have identified ecologically sensitive and significant wildlife habitat areas. This program also provides technical assistance regarding habitat issues and conservation site planning.
- *Statewide tax reduction programs* that provide for the preservation of farmland, forestland and open space.

Assessment funding, coupled with these other state programs can be instrumental in providing Maine citizens with access to natural areas, locally grown produce, sustainable forest systems and protection for vital wildlife habitat. The importance of having access to nature is clearly illustrated in a recent study that found that children are starting to suffer from “nature deficit disorder” because of how little unstructured outdoor play time kids have these days.²¹

MEDEP’s Brownfields Program currently uses public benefit as an evaluation criterion when selecting sites for our assistance programs. Examples of sites with a public benefit which we funded are: Nasson Community Center where we assisted a nonprofit in remediating an indoor shooting range and Crowe Rope in Warren which was turned into greenspace and provides needed access to the St. George River. Most of the sites that enter the Brownfields Program are located on waterways or the ocean. Funding priority will be given to sites where the redevelopment provides public access to these water bodies.

c. **Environmental Benefits from Infrastructure, Reuse/Sustainable Reuse:** Assessment funding in the State of Maine can lead to a reduction in the consumption of resources through the reuse of these already developed properties. This reuse can lead to an important reduction in sprawl which tends to use up prime farmland, creates a greater need to use automobiles to get from place to place and fragments wildlife habitat. The problems created by sprawl in Maine is illustrated by the following statistics:

- Between 1970 and 2000, regional hubs, where the majority of jobs, commercial activity, and social resources are located, saw a 10% decrease in population.²²
- Between 1980 and 2000, Mainers altered the character of 869,000 acres of rural land (this is roughly the size of Rhode Island).²³
- The largest impact of this loss of rural land has been experienced mostly in the Southern and Midcoast regions of the State.²⁴
- Sagadahoc County alone saw a loss of 35% of its rural acres.²⁵ Towns such as Woolwich, Wiscasset and Westport have lost 26%, over 71% and 75% respectively of their rural acres.²⁶

²¹ Lower Kennebec Regional Land Trust. <<http://www.lkrlt.org/News.html>>.

²² Richert, Evan. Presentation to Friends of Mid-Coast Maine- Survey results.

²³ Brookings Institution Metropolitan Policy Program: Charting Maine’s Future: An Action Plan for Promoting sustainable Prosperity and Quality Practice. <<http://www.brookings.edu/~media/Files/rc/reports/2006/10cities/maine.pdf>>.

²⁴ *ibid.*

²⁵ *ibid.*

- Between the years of 1987 and 1992, Maine lost 1320 acres of prime farm land per year.
- When compared to the loss of 3900 acres/year between the years of 1992 and 1997, Maine experienced a 195% increase of loss.²⁷

If sprawl is not curtailed, the rural character and charm of Maine will be negatively impacted and the vital Maine brand will not be effective in attracting tourists and investors. In addition to a reduction in sprawl, reuse can take advantage of existing infrastructure such as buildings and roads, sewer systems, water service and electrical service, which in turn can reduce the cost of redevelopment. By reusing infrastructure already in place the need to consume resources such as wood and oil is greatly reduced.

d. Plan for Tracking & Measuring Progress: MEDEP currently tracks the progress of sites in the Brownfields Program through the Division of Remediation Database, EPAs ACRES Database and development of "Success Stories". Data tracked includes: acres cleaned-up, jobs leveraged, increases in tax base, risks reduced and public benefit provided. Our expected outcome from the site assessment program is to complete:

- 6 hazardous substance Phase I ESAs
- 10 petroleum Phase I ESAs
- 4 hazardous substance Phase II ESAs
- 6 petroleum Phase II ESAs
- 3 hazardous substance Feasibility Studies
- 3 petroleum Feasibility Studies

After site assessment activities are complete and they move on to the clean-up phase they will enter the MEDEP's VCP. Remedial plans will be developed for each site and MEDEP staff will review the plan to ensure that remedial actions are protective of public health and the environment. A Certificate of Completion from the Commissioner will be issued upon completion of remedial actions at these sites. Sites will be cleaned-up, risks to human health and the environment will be eliminated and sites will be redeveloped. Redevelopment will provide jobs, increase tax revenue, reduce sprawl and conserve resources.

²⁶ *ibid.*

²⁷ *ibid.*