



Narrative Information Sheet
EPA FY2024 Brownfields Community-Wide Assessment Grant Application

1. Applicant Identification: Town of Lincoln, Maine
29 Main Street, Lincoln, Maine 04457-1496
2. Funding Requested
 - a. Assessment Grant Type: Community-Wide
 - b. Federal Funds Requested
 - i. Amount Requested: \$500,000
 - ii. Site-Specific Assessment Grant Waiver: Not Applicable
3. Location
 - a. City: Lincoln
 - b. County: Penobscot County
 - c. State: Maine
4. Target Area and Priority Site Property Information
 - a. Target Area: Downtown & Former Lincoln Pulp & Tissue Mill
 - b. Census Tract: 270
 - c. Priority Sites:
 - i. Former Lincoln Pulp & Tissue Mill, 50 Katahdin Avenue
 - ii. Former Irving Gas Station, 71 Main Street
5. Contacts:
 - a. Project Director: Steve Levesque, Economic Development Advisor
29 Main Street, Lincoln, Maine 04457-1496
(phone): 207-841-9955
economic.development@lincolnmaine.org
 - b. Chief Executive/Highest Ranking Official: Richard Bronson, Town Manager
29 Main Street, Lincoln, Maine 04457-1496
(phone): 207-794-3372 ext. 9
town.manager@lincolnmaine.org
6. Population: The Town of Lincoln has a population of 4,853 (2020 Census).

7. Other Factors Checklist:

Other Factors	Page #
Community population is 10,000 or less.	1
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	2 & 6
The priority site(s) is impacted by mine-scarred land.	NA
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 & 2
The priority site(s) is in a federally designated flood plain.	2
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	2 & 3
Reuse of the priority site(s) will incorporate energy efficient measures.	3
30% or more of the overall project budget will be spent on eligible reuse/area-wide planning activities, as described in Section I.A., for priority site(s) within the target area.	NA
The target area(s) is located within a community in which a coal-fired power plant has recently closed (2011 or later) or is closing.	NA

8. Letter from State or Tribal Environmental Authority: Attached

9. Releasing Copies of Applications: Not Applicable- application does not have confidential, privileged or sensitive information

**Narrative Information Sheet Attachment:
Letter from State or Tribal Environmental Authority
(Maine Department of Environmental Protection)**



JANET T. MILLS
GOVERNOR

STATE OF MAINE
DEPARTMENT OF ENVIRONMENTAL PROTECTION



MELANIE LOYZIM
COMMISSIONER

October 26, 2023

Town of Lincoln
Attn: Rick Bronson
29 Main Street
Lincoln, ME 04457

Dear Rick Bronson:

The Maine Department of Environmental Protection (Department) acknowledges that the Town of Lincoln plans to conduct assessments of brownfields sites and is applying for an FY24 Environmental Protection Agency (EPA) Brownfields Assessment Grant.

Rick Bronson of the Town of Lincoln has developed an application requesting federal Brownfields Site Assessment Grant funding to assess Brownfields sites in the Town.

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. For sites where 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 their 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) 215-8597 should you have any questions regarding this letter.

Sincerely,

Christopher Redmond
Department Brownfields Coordinator
Voluntary Response Action Program Manager
Bureau of Remediation and Waste Management, Division of Remediation
Maine Department of Environmental Protection

cc: Katy Deng, EPA Brownfields Region 1

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

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

a. Target Area and Brownfields

i. Overview of Brownfields Challenges and Description of Target Area

The geographic boundary for this grant is the Town of Lincoln (Lincoln), which is a small, rural northern Maine community with a population of 4,853¹ people. Lincoln was once a thriving town and home to the Lincoln Pulp & Tissue (LP&T) mill, but the town has been suffering from the mill's devastating closure in 2015 following a catastrophic boiler explosion. The vacant LP&T mill site consists of 369-acres near the heart of downtown Lincoln and adjacent to the Penobscot Indian Nation's islands in the Penobscot River. The LP&T mill employed more than 500 people and was the heart and lifeblood of Lincoln since it opened in 1882. The LP&T mill closure, and the loss of over 500 jobs in one small, isolated region shattered the local economy. Unemployment spiked in the wake of the closure, causing massive workforce flight and abandonment of industrial, commercial and residential properties. Tax revenues and career opportunities generated by the mill's skilled workforce disappeared. Valuable school programs and safety resources have been cut due to reductions in the Town budget. It has been a tragedy to the community to see the lack of jobs and opportunities for goal-oriented, energetic youth. The mill's closure has prevented displaced people from returning to Lincoln; and an outmigration of our youth has left behind our sensitive population of low income, unemployed, disabled, and aging citizens that are struggling to adapt and reinvent themselves in a decimated economy. Unemployment in Lincoln remains high (13.5% one-year decline)² and the low median household income in Lincoln (\$24,921) is only 47% of the median household income in the State of Maine (\$53,024)¹. Our once vital businesses and economy are no more, and substantial outmigration has left business owners without the workforce they require to operate. The former LP&T Mill site and properties located in our Downtown is the Target Area subject of this Community-Wide Assessment grant application. Since its first EPA Brownfields Assessment Grant in FY19, Lincoln has developed and maintained an extensive inventory of potential Brownfields. We have identified more than 75 unused, vacant, or underutilized commercial and industrial properties in the community. The vast and blighted LP&T Mill is proximate to our community center Downtown. Our Downtown encompasses eight blocks and has been destroyed by two massive fires, one fire in 1889 and the other fire in 2002, which wiped out about twenty-five percent of our business district. The 2002 fire devastated six businesses and destroyed the Lake Mall and an adjacent building. Visitors to the once-vibrant Target Area are now confronted with the presence or perceived presence of contamination that worsens the challenges of vacancy, blight, neglect, economic hardship and the consequent inability to attract investors and developers. Our Brownfield challenges include fire-damaged properties, dry cleaners, former gas stations/auto repair facilities, and blighted industrial sites. Many of Lincoln's inhabitants, including members of our elderly, disabled, unemployed, low-income women and children sensitive populations live in neighborhoods abutting the former LP&T Mill and our Downtown. The Target Area was home to a majority of businesses that supported the LP&T Mill, but have become neglected, distressed, and are in dire need of assessment and cleanup. This grant is critical to address our challenges by redeveloping blighted properties in our Target Area and creating jobs. This grant will build on the successes of our FY19 Brownfields Assessment Program to identify contaminant releases and provide a clear understanding of environmental conditions throughout our community. This critical first step will help Lincoln assess risks to human health and the environment, prioritize and facilitate cleanup to protect sensitive populations, attract new businesses, and promote investment and redevelopment in our Town.

ii. Description of the Priority Brownfield Site(s)

Priority Brownfield Sites subject of this Community-Wide Assessment Grant application include the former LP&T Mill site located at 50 Katahdin Avenue, which is adjacent to our Downtown. The former LP&T Mill site operated as a pulp and paper mill and was the former location of a sawmill and tannery. The property consists of a campus of dilapidated mill buildings, abandoned infrastructure, and concrete building remnants that occupy over 369 acres along Mattanawcook Stream and the Penobscot River. This mill was the heart of Lincoln for over 100 years, providing good-paying jobs, financial security and a sense of community pride. However, in the years since its

¹ 2020 American Community Survey. Census.gov

closure, the mill serves only to remind residents of a time when jobs were plentiful, the downtown was busy and occupied, and Lincoln was successful and thriving. Now, the mill's gutted buildings and environmental contamination are a sign of blight and despair to Target Area revitalization. The property has become an eyesore and is routinely looted by metal scrappers and vandals, which gets worse every year due to our Town's public safety budget cuts. Recent Phase I & II Environmental Site Assessments completed at the LP&T Mill site during our FY19 Brownfields Assessment Program identified a significant number of recognized environmental conditions and areas of concern which require further assessment. These included: historic industrial operations; hazardous material handling and storage; documented petroleum and hazardous (comingled) material releases; and historic filling with coal ash. Hazardous building materials, including asbestos, lead-based paint, universal wastes (i.e., PCB and heavy metals-containing electrical equipment, etc.) and mold growth have also been identified in the vacant mill buildings. Initial assessment activities removed some of the environmental stigma, but also expanded areas of concern that require more assessment before cleanup can commence. Additional assessment needs coupled with businesses that have expressed interest in the mill property have created a need to assess specific areas and develop cleanup solutions that tailor to each developer's plans. Priority Brownfield Sites also include over a dozen vacant industrial and commercial properties located Downtown, including the former Irving Gas Station located in the heart of our Downtown at 71 Main Street. The former Irving Gas Station has a history of petroleum-impacted soil and groundwater associated with multiple leaking, gasoline underground storage tanks along with hazardous building materials that likely remain in the neglected gas station building. Making matters worse is that the extent of contamination, cleanup costs and potential impacts to receptors in the vicinity of this property is unknown. The enormity in scale associated with potential contamination and environmental issues associated with the former LP&T Mill site and properties located in our Downtown is overwhelming; to date, these issues have not been sufficiently characterized or evaluated. A Brownfields Assessment Program is vital for Lincoln to conduct subsurface investigations and Hazardous Building Materials Inventories (HBMI) to properly assess and evaluate the priority Brownfield Sites to determine the extent our sensitive populations living and working in the Target Area are exposed to contamination.

iii. Identifying Additional Sites

A preliminary inventory of Sites was developed during our FY19 Brownfields Assessment Program and we are prepared to expand this inventory in the event that grant funds remain after assessment activities are completed at the LP&T Mill and other priority sites in our Target Area. Expansion of our potential Brownfields inventory will be completed through public outreach efforts and Site nomination forms, review of state and federal environmental databases and historic maps, meetings with community organizations and individuals, and windshield surveys. Lincoln will develop ranking criteria for prioritization of Sites (proximity to target areas; availability of infrastructure; likelihood of redevelopment; potential for job creation/retention; potential for housing; benefit to the community and underserved communities; protection of natural resources; ability to leverage financial resources, etc.) that will guide our prioritization criteria and methods for adding new properties to our Brownfields Assessment Program.

b. **Revitalization of the Target Area**

i. Reuse Strategy and Alignment with Revitalization Plans

Lincoln's overall goal is to redevelop the LP&T Mill site as the Maine Forest Products Innovation Park (MFPIP), a center for next generation/technology-driven forest products. It will be powered by a multi-source renewable energy platform that will create jobs, expand the tax base and aligns with the Lincoln's Comprehensive Plan and Revitalization Plan. A key vision of the MFPIP is positioning Lincoln as a "go to" Town for the future of forest products and support industries, with an emphasis on innovation. Lincoln has been marketing MFPIP to several forest product business sectors including: biofuel development derived from wood cellulose; mass timber products (e.g., cross-laminated timber); and wood product processing and manufacturing. Other support sectors include energy (solar; combined heat and power; etc.). Our strategy is also aligned to the Northern Border Regional Commission (NRBC) grant that Lincoln was awarded to support a Forest Products Based Innovation Center (IC). No business redevelopment is proposed within the floodplain of the Penobscot River and our proposed trail system and river access located within the flood zone at the LP&T Mill property shall be designed using sensitive and smart engineering practices to minimize

potential environmental impacts. This grant will build on the progress and momentum of our FY19 Brownfields Assessment Program whereby Lincoln was able to attract a forest products company [Biofine Development Northeast (Biofine)] to lease a portion of the former LP&T Mill site to create a new bio-energy production company. With our first anchor tenant we will be able to build momentum to redevelop other portions of the LP&T campus, thereby creating enthusiasm for more redevelopment, new jobs, expansion of our tax base, and future prosperity for the entire community. Maine's forest products economy provides jobs, including forestry, logging, trucking, and manufacturing jobs as well as indirect employment in the local businesses that provide supporting goods and services. Lincoln obtained one grant from the EPA and two grants from the Maine Department of Economic Community Development (MEDECD) for cleanup of two other portions of the LP&T that will be leased to Biofine. With this grant will continue our assessment of the LP&T Mill and Target Area properties so that our community can have the assurances that environmental issues will be addressed during mill redevelopment and anticipated "boomerang redevelopment" in our Downtown.

ii. Outcomes and Benefits of Reuse Strategy

As an "Opportunity Zone," Lincoln's revitalization plans will spur economic development in one of the State's poorest regions. Redevelopment of the LP&T Mill will lead to the larger vision contained in our Revitalization Plan and will have both immediate and long-term results for the community. Our location to abundant lumber resources make the Maine Forest Products Innovation Park an idea project for Lincoln. Consumer demand for sustainable products and materials is growing globally and companies are looking for safer, greener alternatives to petroleum. We are also actively pursuing the installation of solar arrays on a portion of the LP&T site that was used as a mill-waste landfill and is not conducive for typical redevelopment purposes. The energy generated by the solar arrays will benefit future occupants of the mill property through reduced electrical costs and excess energy will benefit the Town with the ability to sell to the power grid. Lincoln meets the criteria of the Justice40 Initiative as an underserved community as it is a population of low income, elderly residents who have been disproportionately impacted by high unemployment, and substandard housing. Performing environmental assessments will be an important step in a multi-phased process to assess, reuse and redevelop the Target Area. Assessment, cleanup, and revitalization of the former LP&T Mill and our Downtown will have immediate direct and positive impacts to public welfare, health, and the environment; and will stimulate the economy, create much needed jobs, expand the tax base, increase property values, reduce blight, improve community morale and neighborhood investment. These project outcomes directly correlate with our reuse strategy for our Target Area and also include expansion of public waterfront trail access in our Downtown around Mattanawcook Pond. By eliminating environmental stigma and safety concerns with vacant and dilapidated buildings that currently exist in the Target Area, we anticipate property values will rise throughout our community. Brownfields Assessment funding is vital to promote prosperity and jump-start the revitalization of Lincoln. This project will not displace our residents or businesses but rather improve their housing options and employment opportunities.

c. Strategy for Leveraging Resources

i. Resources Needed for Site Reuse

Lincoln is eligible for monetary funding from other resources: for assessment, through MEDEP's Brownfields Assessment Program; for remediation, through both the MEDEP and the Maine Department of Economic and Community Development's (DECD's) Brownfields Cleanup Subgrant Program; and for redevelopment, through the Economic Development Administration's Public Works Program. The effective redevelopment of the LP&T mill site is a significant undertaking and is anticipated to occur in a phased approach. Total redevelopment costs are estimated to exceed \$75,000,000 and environmental remediation and management is estimated at \$18,000,000. Sources of potential funding for the LP&T Mill site include, but are not limited to, the following: USEPA Brownfields, Maine Brownfields, Congressional direct spending (CDS), Town tax increment financing (TIF), State and Town bonds (Bonds), and discretionary amount of Town's general funds. Infrastructure and building demolition are estimated at \$50,000,000 and we will seek funding from the US Economic Development Administration, Maine Community Development Block Grant, Maine Development Foundation, CDS, TIF, and Bonds. Business Development is estimated to be \$12,000,000 and we will seek funding from Maine Rural Development Authority, Northern Border

Regional Commission, Maine Technology Institute, TIF, Finance Authority of Maine, Bonds, Opportunity Zone funds, and New Market tax credit financing. To date, Lincoln has invested in and/or secured the following funding to support the project: Town General Fund as budget permits, two EPA Brownfield assessment grants (\$650,000), one EPA Brownfields cleanup grant (\$750,000), MEDECD grant and loan (\$1,000,000), Maine Development Foundation (\$185,000) grant; and Northern Border Regional Commission (\$638,349) grant.

ii. Use of Existing Infrastructure

The Target Area maintains significant infrastructure which can be reused and revitalized as a cost savings to future redevelopment. Electricity: *wind power* is generated in Lincoln for public use. Water & Wastewater: properties in the Target Area are provided with public water and sewer services. Rail Access: The Target Area has access to CSX Transportation's rail line, which is capable of transporting goods to the deep-water ports of Searsport, Maine and through an interconnect to metropolitan centers in the Northeast. Data: The Target Area has high-speed fiber access. Regional Workforce Efforts: Lincoln benefits from its proximity to the University of Maine in Orono and Eastern Maine Community College in Bangor. The redevelopment options available to our Target Area are endless and the infrastructure is in place to support the desired development options.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

a. **Community Need**

i. The Community's Need for Funding

Due to the small population of Lincoln (4,853) and the existence of economically impoverished sensitive populations, the Town cannot provide direct funding for this large-scale assessment project. When the LP&T Mill closed its doors in 2015, over 500 people lost their jobs and unemployment rates spiked. Technical, good-paying jobs have not returned and our energetic, goal-oriented youth have left our Town. Lincoln's population is also a disadvantaged community that suffers from an older population (median age of 56.8 years 2022), declining population (2.65% one-year decline), drop in employment (13.5% one-year decline), low median household income (\$24,921), and limited access to healthcare (www.datausa.io). Social vulnerability index (SVI) is a tool for identifying disadvantaged communities. The USDA overall SVI for Lincoln is 0.91 (very high). Based on these factors, Lincoln does not have the tax base to support cleanup or redevelopment without outside funding. Funding sources for this type of work are very limited and Brownfields funding is the best source that could directly provide cleanup funds. Winning this grant is vital to assessing our properties and understanding cleanup funding necessary to redevelop the LP&T mill. This grant is critical to start our recovery which will hopefully spur "boomerang redevelopment" in our Town and pave the way for additional development, new jobs, and increased tax revenue.

ii. Threats to Sensitive Populations

(1) Health or Welfare of Sensitive Populations

Low income, unemployed, disabled adults, the elderly, pregnant women and children are our sensitive populations which are disproportionately impacted by environmental concerns present in our Target Area, including hazardous building materials (asbestos, lead paint, PCB, and mold concerns) which are present in homes and buildings in the Target Area and surrounding neighborhoods. High unemployment rates have caused migration of young adults, professionals, and talented laborers who are forced to move elsewhere to find jobs. The older population requires increasingly high service costs and provides the Town with a diminishing tax base. These environmental issues, combined with overall disinvestment and blight that plagues the Target Area, have impacted the health of low-income families, especially single-women and children, the disabled, and elderly individuals that live in the Target Area and are limited in their choices for housing options, lacking the funds to move or conduct necessary renovations to keep them safe. Low-income residents in particular, pay a disproportionate share of their income toward healthcare. Lincoln's children and elderly are more susceptible to damage from environmental pollutants because they have either underdeveloped or compromised biological systems. Adding environmental contaminants to their healthcare concerns is overly burdensome to one of the Town's most sensitive populations. Brownfields assessments are the first step in a redevelopment process that will create community pride, investment, and good-paying jobs. Reinvestment in the community will lead to improvements in infrastructure, our housing stock, health care services, and will improve the health and welfare of those sensitive populations who live and work in Lincoln.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions

Asbestos is prevalent inside many of the abandoned and dilapidated buildings at the LP&T Mill and in our Downtown. Asbestos is known to contribute to respiratory ailments, such as asthma, lung cancer and asbestosis. This along with other hazardous materials (solvents and metals) and petroleum impacts at Brownfield sites, highlight the burden our residents have and the importance of assessing and eventually cleaning up these sites. According to the Maine CDC, 12.8% of adults in this region suffer from asthma compared to 8.9% nationwide. According to EPA’s CEJST Tool, the census tract including northern Penobscot County, asthma is in the 93rd percentile and heart disease in the 98th percentile. Maine also continues to have the highest age-adjusted cancer incidence and mortality rates in the nation. Maine CDC estimates the rate of cancer incidences in Penobscot County is 537 incidences per 100,000 people, which is 15% higher than the national cancer rate (469 incidences per 100,000 people). Maine ranks higher than the national average in overall cancer rates, chronic respiratory diseases and unintentional injuries. Former gasoline filling/service stations, drycleaners and automotive repair businesses in the Target Area typically have soil and groundwater contamination characterized by petroleum constituents, dry cleaning solvents and heavy metals; studies show that individuals exposed to these contaminants over long periods can develop cancer and other health impacts.

Health Statistics for Penobscot County, Maine - Shared Community Health Needs 2022			
	Penobscot County	Maine	US
Drug Overdose Deaths per 100,000 population	62.0	37.3	21.5
Uninsured	10.5%	9.5%	8.6%
All Cancer Deaths per 100,000 population	176.7	173.8	163.5
Lung Cancer Deaths per 100,000 population	87.2	74.2	58.6
Heart Attack Deaths per 100,000 population	36	26.0	29.1
Diabetes Deaths per 100,000 population	26.6	22.0	21.0
Asthma (adults)	14.4%	11.7%	9.3%
Adult Obesity	35.1%	29.9%	29.6%
Infant Deaths per 1,000 live births	8.1	6.5	5.9
Food Insecurity	16.2%	15.1%	13.4%
Lifetime Depression	24.9%	22.8%	17.4%

(3) Environmental Justice

(a) Identification of Environmental Justice Issues

Lincoln suffers from environmental justice issues and pressing socioeconomic challenges including high poverty rates, significant aging population, high National Air Toxics Assessment (NATA) levels and proximity to hazardous waste. The source for many of these issues stems from the LP&T mill closure. When the mill shut down, jobs were lost and unemployment rates skyrocketed, causing financial instability. LP&T was a huge tax contributor which ultimately funded community services like schools and infrastructure and without that, the community suffered, highlighting the interconnectedness of industry, employment, and local prosperity. According to the United States Environmental Protection Agency’s (U.S.EPA) EJSCREENING tool the low-income population falls in the 69th percentile for the state and 89th percentile for the country. Aging population for persons over the age of 64 falls in the 91st percentile for the state and 95th percentile for the country. Lastly, NATA respiratory levels fall in the 89th percentile for the state compared to the 23rd percentile for the country. The citizens of Lincoln view this as a troubling issue of environmental injustice. Underserved residents are forced to live in the Target Area, in a dilapidated housing stock, in the vicinity of Brownfield Sites and adjacent to industrial-contaminated land.

(b) Advancing Environmental Justice

Lincoln wishes to advocate for our residents in the pursuit of fairness and equity as it relates to public health, quality of life, economic opportunity, and environmental justice. Brownfields Assessment funding is vital for Lincoln to initiate sustainable community revitalization initiatives that will bring economic growth to the area resulting in job opportunities, better access to health care, and more amenities. This grant will be the catalyst to assessing contamination at Brownfield

sites to jumpstart cleanup activities that are necessary to providing safe and affordable housing options in the Target Area. Without our FY19 Brownfields Assessment Program, initial assessment of the LP&T Mill site and subsequent Brownfields Cleanup grants/loans for securing our first redevelopment tenant (Biofine) would not be possible. Lincoln is at risk of having our environmental assessment and cleanup activities stall without additional support from the EPA. Without this grant, our children, disabled and elderly will continue to live with limited housing options and their health will continue to be more susceptible to damage from environmental pollutants because their neighborhoods, workplaces and community will remain contaminated.

b. Community Engagement

2.b.i Project Involvement & 2.b.ii Project Roles

Lincoln has formed a local economic development group, the Lincoln Lakes Innovation Corporation (LLIC). This 501(c)3 entity advises the Lincoln Town Council and economic development team. This corporation is made up of local and regional business and community leaders, it will extend the community’s development vision by assisting in business development and recruitment; securing financial services for business investment, and encouraging Opportunity Zone Fund and other investments to our Target Area. Forest Opportunity Roadmap/Maine (FOR/Maine) is a unique cross-sector collaboration between industry, communities, government, education, and non-profits, which have come together to ensure that Maine strategically adapts and capitalizes on changing markets to maintain Lincoln’s leading role in the global forest economy and support prosperity in our state. Eastern Maine Development Corporation (EMDC) is an Economic Development District (EDD), a Certified Development Company (CDC), a Micro-Enterprise Development Organization (MDO), a certified Small Business Administration (SBA) Lender, and most recently a Certified Institution (CDFI). EMDC will provide a key role in attracting and financing potential development in our community. Lincoln will also maintain partnership with the Penobscot Indian Nation and will have a tribal member to collaborate with our redevelopment efforts. Our community partners/stakeholders will provide meaningful support and guidance, noted below:

Partner Name	Point of Contact	Specific Role in the Project
Lincoln Lakes Innovation Corporation	Steve Levesque economic.development@lincolnmaine.org 207-841-9955	Assisting in coordinating redevelopment, business recruitment and development, securing project financing, and assisting with energy development in Lincoln.
Eastern Maine Development Corporation	Dr. Vicki Rusbult vrusbult@emdc.org 207-974-3238	Provide a key role in attracting, lending finances for potential development in Lincoln.
FOR/Maine	Brianna Bowman bbowman@mdf.org 207-622-6345	Assisting in business relocation in Lincoln and marketing of the Maine Forest Products Innovation Park at the LP&T Mill site to companies specifically in the wood industry.
Penobscot Indian Nation	Sean O’Brien Sean.O’Brien@penobscotnation.org 207-817-7338	Participate in outreach efforts to be inclusive of the Penobscot Indian Nation. Obtain feed-back on Penobscot Indian Nation’s needs for the proposed boat launch and trail system along the Penobscot River at the LP&T Mill property.

2.b.iii Incorporating Community Input

We will conduct up to three public education/information meetings to be held in our Target Areas during the assessment and reporting phases, and remedial and reuse planning. Project stakeholders include site owners, neighbors, developers, community organizations, citizen groups, lenders, EPA, and MEDEP. We will conduct up to two public meetings for each selected site: after the Phase II Assessment and after the ABCA/RAP phase. These meetings will be community charrettes (in-depth design/planning process) to solicit public input and develop cleanup/reuse options that incorporate green space/recreation, architectural options for the reuse, as well as community needs for the proposed site redevelopment. Project updates will be publicized in our local newspaper (Lincoln News), on the Town’s website, and social media. We will create informational flyers,

handouts, and project summary documentation, and will distribute paper versions of these documents in key locations throughout Lincoln to include our sensitive populations (elderly and low-income individuals) who may not have internet access. Hard copies of project documents and reports will be available at the Town office for review. Public meetings will be handicapped accessible. The Town will also accommodate those who may have hearing/reading impairments (such as the elderly and the disabled) by providing access to videotelephony and online chat services through a cloud-based, software platform (i.e., Teams or Zoom) as a means for community engagement.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

a. Description of Tasks/Activities and Outputs (including 3.a. i., ii., iii., iv.)

Task/Activity 1: Cooperative Agreement Oversight
<p>i. Project Implementation:</p> <ul style="list-style-type: none"> EPA-Funded Activities: We will perform program development, organization, and support; will conduct programmatic oversight, and will develop a Brownfields Advisory Committee (BAC) that will include Town staff, MEDEP, EPA, and citizen/project stakeholders. Based on a competitive bid process (per 40 CFR 30), we will develop a Request for Proposals, hold interviews, and select a QEP. Town staff will attend the National Brownfield conference. Quarterly reports and MBE/WBE reporting will be completed. ACRES will be maintained/updated. The Town will establish a schedule and facilitate meetings with the BAC, MEDEP, and EPA. Project implementation will include the project team identifying priority sites in the Target Area. Non-EPA grant resources needed to carry out task: None
<p>ii. Anticipated Project Schedule: This will be an ongoing and continuous effort throughout the 4-year grant cycle. We anticipate the BAC will be developed within 1 month of funding, and that meetings will be held at regular intervals throughout the project. Our BAC project kickoff meeting will be conducted prior to QEP selection, and a second meeting will be held after selection. We anticipate a QEP will be selected within 3 months of funding. MBE/WBE reports will be submitted and ACRES will be updated on a Quarterly basis.</p>
<p>iii. Task/Activity Lead: We will oversee this task, with assistance from the BAC and selected QEP.</p>
<p>iv. Outputs: A BAC will be developed; a QEP will be selected; the Town and the QEP will facilitate/attend up to three meetings with the BAC; our inventory will be expanded; 16 quarterly reports will be prepared; MBE/WBE reporting will be conducted as needed; ACRES will be updated on a Quarterly basis.</p>
Task/Activity 2: Community Engagement
<p>i. Project Implementation:</p> <ul style="list-style-type: none"> EPA-funded activities: With help from the BAC and QEP, the Town will hold up to three public meetings to solicit site data and educate local officials and citizens about the Brownfields process. We will also develop and distribute outreach materials (such as Site nomination forms, informational and outreach brochures, and general informational packets). Public participation will be enhanced by televising Town and BAC meetings, website and social media announcements (Facebook), public notices in newspapers, press releases, and legal ads. We will re-visit our Brownfields Inventory to prioritize and rank identified sites based on perceived environmental concerns, potential for economic development, proximity to existing infrastructure, and other criteria with the highest rated sites being selected for the program. Once sites are selected, and if the property owner is amenable, we will prepare EPA eligibility documentation to enter the site into the Program. Non-EPA grant resources needed to carry out task/activity: Community partners will be used to help advertise public meetings and solicit input from the community.
<p>ii. Anticipated Project Schedule: Community outreach will occur over the duration of the grant; the first public meeting will occur at project kickoff (Brownfields 101) and as part of the updated Brownfields Inventory. Subsequent public meetings will be held after Sites are entered into the program and assessment activities have begun. Additional public meetings will be held during cleanup and reuse planning.</p>
<p>iii. Task/Activity Lead: The Town will oversee this task with assistance from the BAC/QEP/community partners.</p>
<p>iv. Outputs: Outreach and educational materials (updated Brownfield 101 tri-fold brochure and FAQ handout), public meeting advertisements, press releases and project update reports, educational materials to support public meetings (PowerPoint presentations and handouts), completed Site nomination forms. Three public meetings. One-on-one meetings with Site abutters, as needed.</p>

Task/Activity: Phase I & Phase II Site Assessments (Task 3)
<p>i. Project Implementation</p> <ul style="list-style-type: none"> • EPA-funded activities: The QEP will conduct Phase I ESAs for eligible sites in accordance with ASTM E1527-21 as well as “All Appropriate Inquiry” standards; these will include a site visit, review of regulatory agency files, interviews with site personnel, review of historical files, and a written report for each site. The ESAs will include a summary of “recognized environmental conditions” and recommendations for follow-up investigations and activities. Based on these recommendations, Phase II ESAs will be conducted to determine if contamination exists, and if so, to what extent. Phase II ESAs will be conducted in accordance with ASTM E1903 and may include soil, groundwater, and/or soil gas sampling, UST assessments, or hazardous building materials inventories (HBMI). Prior to conducting a Phase II ESA, a SSQAPP and sampling plan will be prepared for USEPA and MEDEP review and approval. Site owners, Town staff, and the general public will be kept informed of ongoing activities. Priority will be given to sites that have the highest redevelopment potential in the Target Area. • Non-EPA grant resources: None
<p>ii. Anticipated Project Schedule: ESAs will be completed throughout the four-year grant cycle. We anticipate we will complete our first Phase I ESA within 4 months of receiving grant funds. A Phase I ESA takes approximately 3-4 weeks to complete, SSQAPPs take approximately 2 weeks to prepare and have a 30-day MEDEP and EPA review period, and Phase II investigations and reporting often take 6-8 weeks or more depending on scope of work, although these schedules can be expedited if needed.</p>
<p>iii. Task/Activity Lead(s): The QEP will oversee this task, with assistance by the Town.</p>
<p>iv. Outputs: 16 Phase I ESAs, 10 SSQAPPs, 10 Phase II ESAs, 5 HBMI.</p>
Task/Activity: Cleanup Planning & Area-Wide Planning/Reuse Planning (Task 4)
<p>i. Project Implementation:</p> <ul style="list-style-type: none"> • EPA-Funded Activities: The QEP will develop ABCA/RAPs for AOCs which require remediation based on Phase II ESA data. The ABCA/RAPs will include remedial actions for each identified contaminant that exceeds applicable MEDEP guidelines. Remedial actions will be compared based metrics such as cost, feasibility, and effectiveness in protecting human health and the environment. Based on the results, a remediation plan will be developed for the AOC, considering the specific or potential reuse scenario(s) for the Site). Concurrently, Lincoln, the BAC, and the QEP will complete reuse planning activities on select Sites. • Non-EPA grant resources needed to carry out task/activity: None
<p>ii. Anticipated Project Schedule: ABCA/RAPs will be completed within 1-2 months of finalizing the Phase II ESA report. The public meeting/design charette will be held after the draft ABCA/RAPs are complete, but before they are finalized. We anticipate no impediment to completing this task within the grant period.</p>
<p>iii. Task/Activity Lead: The QEP will oversee the completion of ABCA/RAPs. The Town will oversee the public meeting/design charettes with assistance from the QEP and BAC.</p>
<p>iv. Outputs: Outputs include up to eight (8) ABCA/RAPs; one public meeting/design charette (and associated outreach/presentation materials).</p>

b. Cost Estimates

Task 1 – Cooperative Agreement Oversight: This task includes the Town’s time for program development, organization, and support (40 hours @ \$50/hour = \$2,000); up to three meetings with the BAC (24 hours @ \$50/hour = \$1,200); preparing bidding documents for QEP selection and interviewing/contracting with the QEP (15 hours @ \$50/hour = \$750); \$500 for supplies; and for travel to two National Brownfields Conference (two people @ \$2,637.50 air/bus fare, lodging, and registration = \$10,550). QEP time associated with this task is estimated at \$8,000, which includes attendance at three BAC meetings and programmatic support.

Task 2 – Community Engagement: Costs under this task include Town staff (130 hours at \$50/hour = \$6,500); \$500 for supplies and QEP personnel time (estimated at \$9,000) to attend meetings, prepare presentations and materials, and respond to follow-up questions and comments solicited from the community. Outputs include up to three public meetings and preparation of public outreach deliverables to communicate site status and outcomes.

Task 3 – Phase I & II Environmental Site Assessments: We anticipate our QEP completing sixteen Phase I ESAs (16 x \$5,000 each). If Phase I Assessment results indicate “recognized environmental conditions” are present, our QEP will complete additional investigations to confirm or dismiss the conditions and determine the nature and extent of contamination. The QEP will prepare a Site-Specific Quality Assurance Project Plan (SSQAPP) and submit it to the EPA and MEDEP as part of this task prior to undertaking Phase II activities. The Phase II Investigation may include monitoring wells, test borings, test pits, and groundwater, soil, and soil gas sampling, or evaluation/sampling for hazardous building materials. The QEP will use results from the Phase II investigations to develop ABCAs/RAPs. We anticipate that the QEP will complete ten Phase II Investigations as part of the Brownfields Assessment Grant (10 x \$30,000 each, inclusive of drilling/laboratory subcontractors). Cost includes the Town’s time for report reviews and interfacing with MEDEP, EPA, BAC personnel and property owners (100 hours at \$50/hour = \$5,000).

Task 4 – Cleanup/Reuse Planning: We anticipate that our QEP will complete eight cleanup plans/feasibility studies, known as Analysis of Brownfields Cleanup Alternatives (ABCAs) with Remedial Action Plans (RAPs) (8 x \$8,000 each). Costs include the Town’s time for review of ABCA/RAPs, interfacing with MEDEP, EPA and BAC personnel, and attending/participating in a public meeting/design charette (120 hours at \$50/hour = \$6,000).

Budget Categories		Project Tasks (\$)				Total
		Task 1 Cooperative Agreement Oversight	Task 2 Community Engagement	Task 3 Phase I & II Assessments	Task 4 Cleanup/ Reuse Planning	
Direct Costs	Personnel	\$4,950	\$6,500	\$5,000	\$6,000	\$22,450
	Fringe Benefits	\$0	\$0	\$0	\$0	\$0
	Travel	\$10,550	\$0	\$0	\$0	\$10,550
	Equipment	\$0	\$0	\$0	\$0	\$0
	Supplies*	\$500	\$500	\$0	\$0	\$1,000
	Contractual	\$8,000	\$9,000	\$385,000	\$64,000	\$466,000
	Other (specify)	\$0	\$0	\$0	\$0	\$0
Total Direct Costs		\$24,000	\$16,000	\$390,000	\$70,000	\$500,000
Indirect Costs		\$0	\$0	\$0	\$0	\$0
Total Budget		\$24,000	\$16,000	\$390,000	\$70,000	\$500,000

*Supplies include presentation and printed materials for community meetings, microphone/video rentals, chairs/tables.

c. Measuring Environmental Results

Lincoln and its QEP will track progress to ensure project funds are expended timely and efficiently. We will hold monthly status meetings to review our milestone chart, priority sites, schedule, and budget. ACRES will be utilized for preparing electronic quarterly reports. Our overall expected outcomes are to return the selected Brownfields and nearby areas impacted by the stigma of perceived proximity to contamination and tangible blight back to economic vitality. Sites selected to participate in the Brownfield assessment program either are or will be entered into the MEDEP’s Voluntary Response Action Program. The number of sites assessed and the particulars of the assessed sites (i.e., acres of site, contaminants found, assessment money spent, leveraged money, etc.) will be tracked via EPA quarterly reports, as well as EPA’s ACRES online database. These documents and work products will provide the liability protections required to stimulate redevelopment. Phase I ESAs provide landowner defense under CERCLA, completion of ABCAs will determine cleanup costs, reuse/redevelopment planning activities will assist developers with their business plans for development of the Brownfield sites.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

a. Programmatic Capability

4.a.i Organizational Capacity, 4.a.ii Structure, & 4.a.iii Description of Key Staff

The Town of Lincoln is familiar with the terms of the cooperative agreement as well as the reporting and record keeping requirements associated with USEPA Brownfields Assessment and Cleanup programs. Our team has successfully managed 2 Brownfields Assessment Grants and is currently managing 2 Brownfields Cleanup Grants for portions of the LP&T Mill. We will succeed in managing this grant using the same personnel and structure. Richard Bronson is the Town Manager and chief executive for the municipality. Lincoln's Economic Development Advisor, Steve Levesque with the support of Ruth Birtz, Economic Development Administrator and Town Assessor, will serve as the Grant Administrators and Finance Directors. Steve Levesque possesses over 43 years of applied experience in large asset redevelopment, land use planning, community and economic development, environmental services and business management in both the private and public sectors. From 2006 to 2021, Steve served as the Executive Director of the Midcoast Regional Redevelopment Authority (MRAA), which spearheaded the transformation of the Brunswick Naval Air Station into a thriving business community, Brunswick Landing, now with over 2,600 jobs at 150 businesses and an annual payroll over \$150 million. Steve also served as the Commissioner of the Maine Department of Economic and Community Development and also served on a number of industry and economic development boards, including the Loring Redevelopment Authority of Maine, Moosehead Lake Region Economic Development Corp., Owls Head Transportation Museum and Maine Spaceport Leadership Council. Rick Bronson, Lincoln Town Manager since 2018, was formerly the Town Manager of Baileyville, Fire Chief for the City of Brewer, and served on the Bangor City Council. He will supervise Mr. Levesque and Ms. Birtz and provide guidance to all team members, partners, and the QEP. Ms. Birtz has worked for Lincoln since 1991, she has served as Assessor, Code Enforcement Officer, Grants and TIF Administrator, and Economic Development Administrator. She will manage all financial issues and reporting for the grant.

4.a.iv Acquiring Additional Resources

We will manage a competitive procurement process in accordance with 40 CFR 30 through a Request for Proposals to solicit responses from qualified firms to select our QEP and to assist with community outreach and regulatory compliance. Lincoln and our selected QEP will liaison with the MEDEP to design, coordinate, and oversee the successful completion of the proposed assessment program. Lincoln will also seek the advice and support of EPA and MEDEP Brownfields Coordinators for direction on programmatic requirements.

b. Past Performance and Accomplishments

ii. Currently Has or Previously Received an EPA Brownfields Grant

(1) Accomplishments

Lincoln received an EPA Site-Specific Brownfields Assessment Grant for the LP&T Mill site and a Community-Wide Brownfields Assessment Grant in 2019. Lincoln was able to manage the grants successfully by submitting all reporting requirements within the specified timeframes and had thorough and comprehensive assessments conducted for properties presumed to be at most risk in our community. The Site-Specific Grant supported Phase I and II ESAs for all eight of the LP&T Mill Parcels. VRAP applications were completed and submitted to MEDEP for five parcels including one for the area to be leased to Biofine. The Community-Wide Grant supported 12 Phase I ESAs for various dams and schools and Phase I and II ESAs as well as a VRAP application for a vacant industrial site (Woodex). Reuse planning for an asbestos consolidation area at the LP&T mill property was also completed for designing the area to accept friable and non-friable ACM from LP&T remedial projects.

(2) Compliance with Grant Requirements

Lincoln successfully managed the FY19 Site-Specific and Community-Wide Brownfields Assessment Grants, and has met and complied with all reporting requirements, submitted the necessary technical and financial reports, and successfully accomplished the goals of the grant agreements in a timely manner and in accordance with applicable terms and conditions with the EPA. The Town has never received any adverse audit findings and all ACRES reporting is up to date for our FY19 Site-Specific and Community-Wide Brownfields Assessment Grants.

ATTACHMENT A

Threshold Criteria for Assessment Grants

**Town of Lincoln, Maine
EPA FY2024 Brownfields Assessment Grant Proposal**

Threshold Criteria for Assessment Grants

1. Applicant Eligibility

The Town of Lincoln is a municipality eligible to apply for Brownfields Assessment funding from the EPA Brownfields Grant Program.

2. Community Involvement

The Town of Lincoln will hold up to three open meetings/workshops for periodic assessment progress reports and community education regarding potential environmental risks from the Brownfields sites. We will advertise these meetings publicly via e-mail, a legal announcement in the local newspaper, and on the Town's website, door-to-door fliers, and will make meeting minutes publicly available. We will communicate the progress of our Brownfield assessment program to citizens through regular status updates available on the Town's website; reports available for review at Town Hall; press releases, legal ads, and other public notices, as needed; and through local news coverage of public meetings including the Brownfields public outreach and education meetings and subsequent meetings for each specific assessment site. We will continue to utilize video communications, as necessary.

We will submit press releases on the Town of Lincoln's Brownfields program to local newspapers including the *Lincoln News*, which services Lincoln and nearby communities known as the "Katahdin Region." The majority of the community speaks English, but we will provide interpreters and/or language translations and accommodate any special needs, as needed. Through its prior successful federal grant programs and community initiatives, the Town of Lincoln already has a strong and successful outreach program to notify the public about economic development projects, maintains an informative public website, and uses social media (Facebook) to promote public awareness. We are always exploring new techniques and technology to solicit greater input from a broader segment of the community, particularly the disproportionately disadvantage populations that we have identified in our grant application. For this grant application, we are targeting the former Lincoln Pulp & Tissue Mill site and select sites located Downtown in order to develop immediate action strategies out of the gate.

Many of the sites that will be included in the Brownfields Program are abandoned and/or derelict properties located primarily in our target area. With Brownfields funding, the focused target area within the Town can be revitalized and become the catalyst to further invigorate sustainable redevelopment and growth throughout the community.

3. Expenditure of Existing Grant Funds

The Town of Lincoln affirms that it does not have an active U.S. EPA Brownfields Assessment Grant.

4. Named Contractors and Subrecipients

N/A as Contractors/Subrecipients have not been procured/named.