



Town of Lisbon

Ross H. Cunningham, Director
Office of Economic and Community Development

Town Council

Harry Moore Jr., Chair
Raymond Robishaw, Vice
Chair
Don Fellows
Mark Lunt
Fern Larochele,
Christine Cain

R01-24-A-023

Town of Lisbon, Maine - Narrative Information Sheet

1. Applicant Identification: Town of Lisbon, 300 Lisbon Street, Lisbon, ME 04250
2. Funding Requested:
 - a. Assessment Grant Type: Community-wide
 - b. Federal Funds Requested: \$500,000
3. Location: Lisbon, Androscoggin County, Maine
4. Target Area and Priority Site Information:

Target Area: Town of Lisbon's Route 196 Corridor, (Census Tracts: #23001030100 and #23001030200)

 - a. Priority Site #1: Mill Street Mill properties, 300 Lisbon Street, Lisbon, ME 04250
 - b. Priority Site #2: Former Longchamps & Sons Construction property, 15 Lisbon St, Lisbon, ME 04250
 - c. Priority Site #3: Former Lewis Auto site, 8 Lisbon St, Lisbon, ME 04250
5. Contacts
 - a. Project Director: Ross Cunningham
 - Title: Director of Economic and Community Development
 - Phone: 207-353-3000 ext. 122
 - Email: RCunningham@Lisbonme.org
 - Address: Town of Lisbon, 300 Lisbon Street, Lisbon, ME 04250
 - b. Chief Executive/Highest Ranking Elected Official: Glenn Michalowski
 - Title: Town Manager
 - Phone: 207-353-3000 ext. 104
 - Email: GMichalowski@Lisbonme.org
 - Address: Town of Lisbon, 300 Lisbon Street, Lisbon, ME 04250
6. Population: 9,743 (2022 census population)
7. Other Factors:

| Other Factors | Page # |
|--|---------------|
| Community population is 10,000 or less. | 1, 4 |
| The applicant is, or will assist, a federally recognized Indian tribe or United States territory. | N/A |
| The priority site(s) is impacted by mine-scarred land. | N/A |
| 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, 3, 6 |



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| Other Factors | Page # |
|--|--------|
| The priority site(s) is in a federally designated flood plain. | 2, 6 |
| The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy. | 3, 4 |
| The reuse of the priority site(s) will incorporate energy efficiency measures. | 3 |
| The proposed project will improve local climate adaptation/mitigation capacity and resilience to protect residents and community investments. | 3 |
| At least 30% of the overall project budget will be spent on eligible reuse/areawide planning activities, as described in Section I.B., for priority site(s) within the target area(s). | N/A |
| The target area(s) is located within a community in which a coal-fired power plant has recently closed (2013 or later) or is closing. | N/A |

8. Letter from the State or Tribal Environmental Authority: See Attached.
9. Releasing Copies of Applications: Not applicable – this application contains no confidential information.

cc: *with attachment*
Chris Redmond, State of Maine Department of Environmental Protection



JANET T. MILLS
GOVERNOR

STATE OF MAINE
DEPARTMENT OF ENVIRONMENTAL PROTECTION



MELANIE LOYZIM
COMMISSIONER

October 11, 2023

Town of Lisbon
Attn: Ross Cunningham
300 Lisbon Street
Lisbon, ME 04252

Dear Ross Cunningham:

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

Ross Cunningham of the Town of Lisbon has developed an application requesting federal Brownfields Site Assessment Grant funding to assess Brownfields sites in the Town.

If the Town 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

Narrative Information Sheet Attachment:

Letter from State or Tribal Environmental Authority

(Maine Department of Environmental Protection)

NARRATIVE/RANKING CRITERIA

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

1.a.i. Overview of Brownfields Challenges and Description of Target Area: The Town of Lisbon, Maine, the geographic boundary for this grant, is a small, close-knit community of 9,743 people (Census 2022) located in southern Maine (Androscoggin County) on the Androscoggin and Sabattus Rivers and bisected by State Highway Route 196. Lisbon is also neighbor to Lewiston, Maine, where the recent tragic October 2023 mass shootings occurred; in fact, the body of the deceased shooter was found within an industrial park adjacent to Lisbon's Brownfields Target Area. Clearly, this tragic event has only added to the overall challenges the community of Lisbon currently faces with its Brownfields sites and associated economic development and revitalization plans. Though predominantly rural, Lisbon's traditional village areas, Lisbon Village, Lisbon Center, and Lisbon Falls were historically anchored by major manufacturers around which the neighborhoods, architecture, cultural heritage of each village community was built. The Worumbo and Farnsworth Woolen Mills closed in the early 2000s; Farwell Cotton Mill (turned linoleum and later PVC manufacturing) shut down in the 1980s; Lisbon Falls Fiber Co. (aka, Pejepsco Paper Co.) Mill closed in the mid-1980s; and the Mill Street Textile Mill operated until the late 1960s. Each of these are now Brownfields, though portions have undergone some redevelopment in recent years. Thousands of jobs were lost and the loss of these manufacturing industries has had a significant impact on Lisbon's historic villages since. Many buildings have been degrading visibly over time, resulting in negative impacts on neighbors and the Town in general. Blighted and deteriorating brownfields within Lisbon's downtown and along the Rte. 196 Corridor have a direct impact on Lisbon's economic viability, the existing downtown businesses, and the potential to attract new, quality businesses and jobs. There is the potential for new jobs associated with the assessment and redevelopment of these properties, which would greatly benefit our struggling community.

The properties along the Route 196 Corridor include former autobody shops, textile mills, and other commercial and industrial properties between residential neighborhoods. There are many Brownfields, contaminated, vacant, and rundown sites along this corridor, which are creating significant challenges to redevelopment because they have been left to further degrade, enabling the pollution residues of a once prominent manufacturing industry to impact the human and environmental populations. Many of these properties are located directly on the Androscoggin and Sabattus Rivers, which once powered the mills in the area. Known and potential contaminants from these past industries include polychlorinated biphenyls (PCBs), polyaromatic hydrocarbons (PAHs), metals, volatile organic compounds (VOCs), and petroleum-related products used to fuel the mills and industry. Former mill properties have a long history of environmental issues, often with soils with lingering impacts from textiles (which may include cancer-causing chemicals), polluted groundwater, potential for vapor intrusion to indoor air due to chlorinated solvent impacts, and hazardous building materials (HBMs) in many of the vacant and neglected buildings, such as lead paints, asbestos-containing materials (ACM), and PCB-laden caulking or glazes).

Our Target Area is the Rte. 196 Corridor (Census Tracts #23001030100 and #23001030200), which runs through Lisbon's village areas along the Androscoggin River. Lisbon's village areas and Rte. 196 Corridor have been designated by the Maine Office of Community Development as a "slum & blight community" since 2018. However, through this Community-Wide Assessment Grant, the Town of Lisbon will turn the tide on its brownfields, eliminating environmental uncertainties and incentivizing investment in redevelopment projects. The challenges of Lisbon's high unemployment rate (higher than the County) and the location of the former mills on the Rte. 196 Corridor will provide opportunities to create space for businesses and jobs to relieve the commuting residents who travel longer than the State and County average to get to work. Lisbon has already begun to revitalize a portion of the former Worumbo Mill, redeveloping the corner of Canal Street with downtown parking and public waterfront access. Other vacant and/or contaminated properties along the River present additional opportunities to create businesses in the hotel/hospitality industry and outdoor/recreational businesses that would provide jobs for local, underserved residents. These opportunities for community investment and revitalization can be realized, if the Town of Lisbon can address the significant challenges of known and perceived contamination on the former mills and other blighted properties of the Target Area.

1.a.ii. Description of the Priority Brownfield Site(s): Our Target Area, the Rte. 196 Corridor, is littered with known and potentially contaminated Brownfields properties. From old garage sites to structures built with HBMs (asbestos-containing materials, lead-based paints, and/or PCB-laden products), these properties are in desperate need of assessment to allow for developers to see these as potential sites for the redevelopment that would revitalize these commercial areas. The widespread vacancy these types of properties have created along the Corridor has

NARRATIVE/RANKING CRITERIA

resulted in decreased revenues and blight where the properties have fallen into disrepair. The Town has documented numerous blight factors, including graffiti, broken windows, piles of trash and debris, ponded water that can't drain, broken curbs/pavement, deteriorated access and deteriorated structures. These issues also impact the public infrastructure of the area, including potential for damage to water, sewer, storm drains and other utilities. Additionally, with blight issues come threats to the health and safety of residents and visitors, including crime, flooding issues and overland waste movement to the Androscoggin River, and a lack of fire protection infrastructure. The target areas are also within (or nearby) underserved communities. However, there are amazing opportunities for investors, developers, and small businesses to revitalize these properties if the stigma of potential contamination can be removed through this assessment grant.

We have identified three priority sites within our Target Area that are prioritized based on their strategic location with the Target Area and their reuse and redevelopment potential:

- **Priority Site 1: Mill Street Mill properties (300 Lisbon Street, Lisbon, ME 04250)** – Four lots totaling nearly 7-acres in size, these properties are associated with the location of the former Mill Street Mill (textile manufacturing) and currently consists of a gravel lot, a former dam on the Sabattus River, and undeveloped space over known historic urban/industrial fill. Mill structures were demolished between 2005 and 2008. Limited previous assessments on these properties have been completed in the past and have identified impacts related to PAHs and metals in the subsurface, and mercury-containing sediments in the River area. This site is within a designated floodplain. This property and the impacts of its blight on the community have been a concern of the surrounding residents for years;
- **Priority Site 2: Former Longchamps & Sons Construction property (Longchamps) (15 Lisbon St, Lisbon, ME 04250)** – This 100+ acre site formerly housed a now defunct construction firm for over 50 years and is poised for redevelopment. The structures are believed to contain HBMs, based on their construction and age, and there is a high potential for subsurface impacts from improper handling of construction/demolition debris and materials, chemicals, fuels, etc. There are remnants of former buildings and vehicles and equipment left to rust and leak in the fields behind the primary building. This property is being put on the market and assessment of these issues will be needed for interested developers to redevelop this property. This property is located at the western gateway into Lisbon on Rte. 196;
- **Priority Site 3: Former Lewis Auto site (Lewis Auto) (8 Lisbon Street, Lisbon, ME 04250)** – This former automotive site was the subject of a Phase I Environmental Site Assessment (ESA) and Hazardous Building Materials Inventory (HBMI) during our previous Assessment grant program. The owner inherited the site as-is and is looking for assistance in the form of additional Phase I/II ESAs, cleanup planning, and remediation (cleanup activities would be funded through other sources). The site, until recently, had been an operating automotive repair center that had several vehicles stored in the surrounding exterior areas, as well as an attached residence in very poor repair. In addition to the HBMs identified during the HBMI, Recognized Environmental Conditions related to former auto service usage, storage of oils/solvents/cleaners, and regraded areas of fill soils were identified.

1.a.iii. Identifying Additional Sites: Lisbon has established methods for identifying and selecting additional sites for our Assessment Grant program once our Priority Sites and current inventory of potential brownfield sites have been assessed. Community outreach activities (website and newspaper advertisements, participation in community events, and regular meetings with our partners and community leaders) will spur connections with landowners and developers, inform other stakeholders of our program, and allow us to identify new priority sites. Additionally, along with our Qualified Environmental Professional (QEP), we will do drive-by surveys and online database research of potential sites, followed up reaching out to the landowners. Prioritization of additional sites will be based on several factors, in the following general order (other methods may also be considered):

- 1) Is the site in an EJScreen-identified disadvantaged census tract, or a Climate and Economic Justice Screening Tool (CEJST) identified underserved community?
- 2) What is the proximity of the site and potential for risk of the site to sensitive locations, populations, or natural resources
- 3) Does the site have an interested developer or a real opportunity for future redevelopment?
- 4) Is the site in a particular designated growth area, redevelopment area, or an area that has seen recent commercial interest?

NARRATIVE/RANKING CRITERIA

1.b.i. Reuse Strategy and Alignment with Revitalization Plans: The Route 196 Master Plan (Master Plan) represents the collective efforts of numerous, dedicated community members with an interest in improving prosperity and quality of life in Lisbon. The Master Plan provides a clear community vision of the future of the Route 196 Corridor, building on Lisbon's Comprehensive Plan (last updated May 2019), and identifies what is important to shaping a more positive and prosperous future. It outlines the challenges and opportunities along different areas of the Corridor, from village to commercial highway. The major focus of the Route 196 Master Plan is to look at the community's values and the impact of land use, design, public and private improvements, and redevelopment opportunities along the Corridor. The Plan touches upon many other important planning elements including traffic and transportation, utilities, reuse of infrastructure, and conservation and recreation. Potential reuse scenarios for our Priority Sites include:

- ***Priority Site 1 - Mill St. Mill properties – Potential reuses*** of the site include additional Sabattus River greenspace, community space, access point to the Riverwalk, and Food Truck gathering space. The Town currently owns the abutting parcels and acquiring the Mill Street Mill properties would complete the greenway for public access.
- ***Priority Site 2 – Longchamps*** – A business park and/or commercial complex, or a hotel/hospitality redevelopment with associated commercial business opportunities at this western gateway to Lisbon along Rte. 196. Other potential reuse could include demolition followed by redevelopment as a ground-mount solar array which could supplement energy efficient electric costs in the area, a mixed-use commercial and affordable housing redevelopment, or other commercial business space(s).
- ***Priority Site 3 – Lewis Auto site*** – New commercial frontage that will spruce up this property that is located on Rte. 196 also at the western gateway area of the Corridor.

There is also plenty of opportunity for assessment and redevelopment of properties in the Lisbon Falls downtown area which could include new commercial spaces, restaurants, affordable housing, or other community spaces, being adjacent to the new Rusty Lantern Market development, a bowling alley, and our revitalized Main Street area.

1.b.ii. Outcomes and Benefits of Reuse Strategy: Lisbon's approach to addressing and revitalizing Brownfields sites will continue to spur economic growth along the Corridor. Development at the priority sites will incorporate energy efficiency measures. If the reuse of these sites (as detailed in the previous section) are realized, these types of businesses would have both social and economic benefits to Lisbon, bringing jobs and affordable housing to the area, which would reduce poverty by a significant degree. Two of our priority sites (Longchamps and Lewis Auto) are on the western edge of Lisbon and the Corridor; giving these properties a face-lift and cleaning up and redevelopment into sites that bring in people for commercial and/or residential (including affordable housing) helps to stimulate redevelopment along the rest of the Corridor leading into Lisbon's villages. These redevelopments would incorporate green/sustainable energy efficient building practices and/or renewable energy sources such as solar panels (also, one possible reuse of the Longchamps site is a solar array, which would facilitate renewable energy for the area). Redevelopment of the Mill Street Mill properties, which are centrally located in Lisbon, would add businesses where the community can gather along with completing the Riverwalk greenway which currently lacks connectivity between segments. In addition, public access to the Sabattus River for recreation. Riverfront redevelopment will incorporate green infrastructure measures along waterfront properties to address climate change mitigation.

There are also opportunities for other non-priority, larger, and/or rural parcels to be used as solar energy sites, which has been an emerging market in Maine with many solar developers are looking to use Brownfields sites for renewable energy. Lisbon has been in discussions with local landowners and have built a network of contacts to help identify even more potential sites. Continued stimulation of economic development in our area will require more environmental assessments of similar potential sites, which in addition will lead to increased investment in the area and ideally to improvements in tax rates and employment.

1.c.i. Resources Needed for Site Reuse: The Town of Lisbon's previous assessment grant was able to match the pace of assessment and redevelopment opportunities in the area at that time. As this effort continues, we believe a new 4-year award of \$500,000 will be optimal for our current opportunities. Lisbon is set up to fully leverage additional funds for the successful assessment and redevelopment of Brownfields sites (e.g., from MEDEP or

NARRATIVE/RANKING CRITERIA

DECD). Lisbon is also within the Androscoggin Valley Council of Governments (AVCOG) region, which implies potential for partnership with AVCOG on Brownfields Cleanup Revolving Loan Fund projects. As detailed below, Lisbon has already been successful in leveraging supplementary funds from non-Brownfields sources, and will continue to identify and pursue similar opportunities:

- ***State of Maine Community Enterprise Program Community Development Block Grant:*** (\$100,000 grant). In 2020, Lisbon was awarded a Community Enterprise Program grant to fund the Lisbon Façade Program to provide matching funds to commercial property owners or businesses to renovate and upgrade building façades along key commercial and transportation corridors, including Main, Village, and Lisbon Streets (the Rte. 196 Corridor). Program grant funds are matched 1-to-1 with private funds for eligible properties within a designated Slum & Blight Area (our Target Area includes EJSscreen-Identified slum and blight areas). These funds have been utilized to further promote the redevelopment of targeted Brownfields sites (and Priority Sites) we have identified. Lisbon has been approved for a new \$50,000 CDBG grant (2023) to continue to use this program to spur development, including in the areas of our Priority Sites.
- ***Maine Community Foundation Entrepreneurship Ecosystem Grant:*** (\$60,000 plus technical assistance) The Maine Community Foundation, Maine Downtown Center, and national downtown revitalization organization Main Street America selected Lisbon as a pilot community in Maine to develop targeted programming and resources for small business and microenterprise owners. The program is designed to help entrepreneurs who will create jobs and invest in local commercial real estate. This includes the Target Area along the Corridor, as well as the downtown Lisbon area. Brownfields assessment/redevelopment along the corridor will be paramount to assist entrepreneurs and small businesses in acquiring commercial properties that will revitalize the Corridor.
- ***Maine Department of Transportation State Route 125 (Main Street) Reconstruction Project:*** (\$6,270,000 combined investment). Reconstruction of Main Street (State Route 125) for 1 mile north of Route 196 began in summer 2022 and will continue through fall of 2023. Lisbon residents approved a local bond to support a 10 percent match to the Maine DOT's investment of \$5,700,000. The project will include new sidewalks, curbing, and amenities, and comply with Americans with Disability Act design standards. Our brownfields sites, if assessed and redeveloped through this Assessment grant, would also comply with these standards.

1.c.ii. Use of Existing Infrastructure: The Rte. 196 Corridor has all the infrastructure needed to support new developments (natural gas, fiber, municipal water/sewer, etc.). Redevelopment at the Priority Sites will upgrade the electric, water/sewer connections, and other utilities for the sites and surrounding neighborhoods as connections are (re)established or constructed. The upgrades will further support new construction and redevelopment, including potential commercial, mixed-use, industrial, and/or energy facilities (solar).

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a.i. The Community's Need for Funding: The Town of Lisbon, as a small rural community of 9,743 people, does not have the resources to assess contaminated properties. Lisbon is being asked to do more with less. Lisbon has a limited tax base due to the underused and vacant buildings; Brownfields properties that are languishing do not provide significant tax revenue. Unfortunately, cuts on a local level have greatly diminished Lisbon's ability to undertake new assessment and cleanup initiatives resulting in a need to identify alternative resources to accomplish that goal. Record snowfalls over the past few years further depleted our budget as monies were diverted from the Town to pay for snow removal further straining our budget. The COVID-19 pandemic further exacerbated the region's budget issues in recent years. The Town is challenged further by having their operating budget cover the costs of the basic municipal functions like education, public safety, and general government operation. Based on the demographics, Lisbon has a disproportionately high commuting population due to limited employment opportunities in the area, job loss, and declining manufacturing. As the residents struggle with extra costs associated with traveling to jobs, there is limited tax revenue associated with spending in local businesses, impacting fiscal conditions. Lisbon's redevelopment dollars for assessing underutilized properties are scarce and financing is difficult to secure due to concerns over potential environmental liabilities.

Lisbon residents average commute is 27.0 minutes, Statewide average (24.3 minutes), according to the 2020 US Census data. This is due to lack of jobs in the area, further impacting resident wages and creating lower incomes in our target area. The residents have an average resident per capita income of \$30,916 (compared to the state

NARRATIVE/RANKING CRITERIA

average of \$36,171) and a median household income of \$67,816 (compared to the national average of \$69,021). This grant will provide the Town with much needed resources to promote identification and ultimately redevelopment of blighted sites which will spur redevelopment and bring jobs to our residents.

2.a.ii. (1) Health or Welfare of Sensitive Populations: According to the EJScreen Tool, sensitive populations in the two Census Tracts of Lisbon include children under 5 (75th percentile nationally, 84th in state), limited English speaking households (57th nationally, 80th in state), and people of color at the 56th state percentile. Persons with disabilities are at the 61st national percentile and constitute another sensitive population with significant welfare issues. Additionally, EJScreen indicates that the Target Area is at the 82nd percentile nationally in terms of asthma prevalence, and the 54th percentile in terms of cancer, indicating greater than normal incidence of these diseases.

The majority of our Brownfields are clustered along the Rte. 196 Corridor along the Androscoggin River, in and around the former mill/manufacturing areas. The contamination and blight associated with the brownfield sites disproportionately affect children and populations with limited ability to access services. This grant will contribute towards the identification and ultimate removal of these burdens.

2.a.ii. (2) Greater Than Normal Incidence of Disease and Adverse Health Conditions: Vacant buildings along the Corridor are deteriorating, unsightly, and cause developers to look elsewhere. This lack of investment in our Brownfields sites leads to health impacts for neighboring residents. Children under age 5 are an at-risk population in Lisbon at nearly double the state percentage. Childhood lead poisoning is an issue in Maine with so many older, relic structures. Androscoggin County has a greater percent of elevated blood lead levels in children, elevated asthma risks compared to the national average, and a greater number of chronic lower respiratory deaths and cancer deaths per 100,000 people than both state and national averages (see below). Also, residents along the Corridor are exposed to pollution from vehicle exhaust and contaminated dust that blows from the soil and residues left by the mills and manufacturing. Sensitive populations experience a negative and disproportionate impact. Renovation and/or demolition and new construction will reduce the effects of relic HBM-related health impacts. Reuse/redevelopment of our Priority Brownfields Sites (among others) facilitated by this grant will allow for better environmental quality of the area for our residents.

- ***Respiratory/Cancer Risks:*** In Maine, the age-adjusted annual incidence rate (cases per 100,000 population) is 70.4 for lung and bronchus cancer, whereas the same incidence rate in Androscoggin County is 77.6 (<https://statecancerprofiles.cancer.gov/>). According to the 2020 Maine Annual Cancer Report published by Maine CDC, between 2015-2017 Androscoggin County (Lisbon) has a lung cancer rate of 79.6% whereas the state of Maine is 71.1%. The higher lung cancer rates may be due in part to the high concentration of PAHs from the historical mills and vehicle emissions from the many cars passing through the area.
- ***EJScreen:*** Despite the rural character of Maine and the region, our populations face several environmental burdens in addition to brownfields, as supported by the EJScreen environmental indicators. Nine out of thirteen indicators exceed the state average, indicating excess burden associated with particulate matter, ozone, traffic proximity, Superfund proximity, RMP facility proximity, underground storage tanks, and wastewater discharge. These burdens compound the welfare and health effects of the Brownfield sites on our sensitive populations, creating environmental justice issues in the community. Again, the Target Area is at the 82nd percentile nationally in terms of asthma prevalence, and the 54th percentile in terms of cancer, indicating greater than normal incidence of these diseases.

2.a.ii. (3) Environmental Justice: (a) Identification of Environmental Justice Issues: The majority of our Brownfields are clustered along the Rte. 196 Corridor along the Androscoggin River, in and around the former mill/manufacturing areas. EJScreen identified children under 5, limited English speaking households, and people of color as the sensitive populations in Lisbon, as well as those affected by disabilities and greater than average instances of asthma and/or cancer. Additionally, Lisbon (tract 23001030100) and Lisbon Falls (tract 23001030200) are each considered CEJST disadvantaged communities above the 95th percentile for expected agriculture loss rate

Most of the disadvantaged community areas are within the Lisbon Center and Lisbon Falls villages. Lisbon has 20+ sites listed as either toxic release sites, water discharge sites, air pollution sites, or Brownfields. Many more are simply not yet listed. These sites are among those we've identified for assessment. The cumulative impacts from Brownfields sites, vehicle exhaust, etc. on the social/economic demographics of our population cause a

NARRATIVE/RANKING CRITERIA

disproportionate health and welfare sensitivity in our area. Historical development in Lisbon and our previous policies/plans were focused on commercial and industrial growth along the Corridor and our waterways. Today many of these sites are vacant and in disrepair which disproportionately affect the sensitive populations living in/around them, as discussed above.

2.a.ii. (3) Environmental Justice: (b) Advancing Environmental Justice: We have new initiatives and policies coming to life that will build community resiliency programs, as well as re-designation of the Androscoggin River flood plain, as a revitalization effort. Redevelopment and reuse of our Priority Sites (amongst others) will allow for more businesses which will bring jobs, better (and affordable) housing options, and improved infrastructure to the low-income populations which are in need of financial stability and reduced health and socioeconomic stresses. It will also minimize displacement of residents as the new commercial. Residential developments spurred by this grant would advance the aforementioned economic justice initiatives for these populations. Lisbon will meet with and encourage local entrepreneurs to help stimulate business. We will also make sure that the community is informed of redevelopment opportunities and occurrences, to help tie them to potential job opportunities. Building affordable housing will help to prevent the displacement of our low income population.

2.b.i. and 2.b.ii Project Involvement and Project Roles: Community partners are listed below, who will also be part of Lisbon’s Brownfields Advisory Committee (BAC), along with select Town residents and staff. Grant-related direction, management, and facilitation of their input will be completed by Lisbon’s Project Director. Each would assist in communicating with property owners, identifying and selecting key development sites for assessment and/or cleanup, and provide guidance on potential future reuse(s).

| Name of organization/ entity/group, and Point of contact (name & email) | Specific involvement in the project or assistance provided |
|--|---|
| Positive Change Lisbon (PCL) William Kuhl, President positivechangelisbon@gmail.com | A community-based 501(c)(3) non-profit group with an interest in creating social awareness of Town improvement projects through community events. Through grass-roots networks, PCL helps identify and bring potential Brownfields sites to the Town’s awareness and entice developers. |
| Lewiston Auburn Metropolitan Chamber of Commerce (LA Metro) Shanna Cox, President president@lametrochamber.com | LA Metro’s missions include challenging businesses and communities to thrive. As part of that LA Metro believes in fostering the education and empowerment of the next generation of community members and business leaders. The official mission of the Foundation is to support education and workforce efforts in the region, and to identify development opportunities. |
| Androscoggin Valley Council of Governments (AVCOG) Amy Landry, Executive Director alandry@avcog.org | Brownfields Assessment and RLF programs are available for the Androscoggin county through AVCOG’s grants. In addition, they may assist in redevelopment and public outreach activities. |

2.b.iii. Incorporating Community Input: Community input drives the decisions to move forward on projects and our anticipated Brownfields projects are no exception. If awarded, we would plan to notify the villages in our award area and solicit additional outreach. Our plan on providing outreach activities is as follows:

- **Public Meetings/Town Councils** - Quarterly updates at Town Council meetings (16 over the life of the grant) and additional public meetings to be held at key points along project timelines (e.g., presenting results of a Phase II ESA or cleanup planning initiative). Meetings are open to the public and are advertised so that residents, local developers, etc. can attend and share their vision and concerns. Translation services are available.
- **Town/Other Websites** - Our Town website has an Economic and Community Development page which has links to current news items and would be a hub for information regarding our Brownfields program. There will also be links to this via our social media sites. We anticipate quarterly website updates.

NARRATIVE/RANKING CRITERIA

- **Advertisement** - Information to be posted through newsletters, updated brochures, flyers, and/or newspaper releases, as appropriate. As community outreach, we anticipate 1-2 advertisement postings/year.
- **Virtual Meetings** - Up to 4 virtual public meetings will be held on an as-needed basis, when social distancing is necessary, to allow the public input into the redevelopment process.
- **Email/Phone/Surveys** - Two-way email communication with our network contacts and partners (AVCOG, PCL, LA Metro, etc.) will occur regularly to discuss Brownfields program details, opportunities, and to advertise projects and meetings. There will be direct phone calls with prospective partners and community members. Lisbon and/or our QEP will survey nearby (relative to Brownfields sites) and neighboring residents for awareness and informational purposes (as practicable) and seek direct feedback from our sensitive populations during meetings and through the KVCOG website. Follow-up and written responses to this feedback and community input/comments will occur through our website, applicable social media, and subsequent quarterly meeting documentation and records.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

3.a.i. - iv. Project Implementation, Schedule, Leads, & Outputs

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|--|
| Task 1: Cooperative Agreement Oversight |
| i. Project Implementation: <ul style="list-style-type: none">• EPA-funded tasks/activities: Visiting sites, meeting with owners/ developers, coordinating access to Brownfields sites, participating in national and/or regional Brownfields conferences, preparation of quarterly reports, site eligibility forms, All Appropriate Inquiries (AAI) checklists, and other grant documents.• Non-EPA grant resources needed to carry out tasks/activities, if applicable: None anticipated. If time is needed beyond the proposed personnel budget listed in 3.b.i (iii), Lisbon will provide for free as in-kind services. <p>Lisbon will pick up where our successful FY16 Assessment grant stopped to further develop our Brownfields program. This program will assist the immediate assessment of our Priority Sites, the identification of additional Brownfields sites, redevelopment and reuse of identified sites, and revitalization of the community. and we will continue the use of our Brownfields Advisory Committee (BAC), which is a sub-council of Town residents and staff. Our Project Director plans to attend 2-3 EPA National Brownfields conferences and/or regional Brownfields conferences, as well as EPA/Maine Department of Environmental Protection (MEDEP) training seminars. Public communication programs will also occur. All actions will be tracked in quarterly ACRES reports and online in ACRES, as well as in-house and with our QEP.</p> |
| ii. Anticipated Project Schedule: A request for qualifications/proposals (RFQ) will be prepared and submitted during the first quarter of the grant. A QEP will be selected through competitive bidding shortly thereafter. The QEP will assist with eligibility determinations to start the assessment process for the Priority Sites immediately upon being contracted. Quarterly reports will be completed each quarter until the grant closes. Grant closeout reporting will occur during the last quarter of the grant. |
| iii. Task/Activity Lead: Lisbon Project Director, with aid from QEP and/or Lisbon Town Manager. |
| iv. Outputs: Contract with QEP, 3-5 meetings with the BAC and regular meetings with the QEP on program oversight, 16 ACRES quarterly reports, site eligibility checklists, and AAI checklists. |
| Task 2: Community Outreach and Engagement |
| i. Project Implementation <ul style="list-style-type: none">• EPA-funded tasks/activities: Regular (quarterly) Town Council public meetings and periodic additional public meetings (in-person and/or virtual), updates to marketing materials and distribution, and outreach to community leaders, property owners, developers, etc.• Non-EPA grant resources needed to carry out tasks/activities, if applicable: None anticipated. If time is needed beyond the proposed personnel budget listed in 3.b.i (iii), Lisbon will provide for free as in-kind services. <p>Community outreach will be focused up front, with periodic outreach occurring throughout the grant. The Town Council meets regularly and votes to approve the actions of the major Brownfields initiatives. Initial meetings will be related to our Priority Sites to get feedback and momentum. The BAC and QEP will help steer our community relations and outreach. Residents, adjacent landowners, and community partners will be notified</p> |

NARRATIVE/RANKING CRITERIA

when site-specific information, including assessment findings, will be discussed. All affected parties will be informed of assessment schedules. More public meetings may be held, as needed, to promote the Brownfields program and/or discuss current Brownfields site activities. We will work with our partners (PCL, LA Metro, and AVCOG) to help get the word out. Marketing and Brownfields PSAs will be updated.

ii. Anticipated Project Schedule: Updates to marketing materials to occur during the first year of the grant. Other activities to occur throughout the life of the grant.

iii. Task/Activity Lead: Lisbon Project Director and/or Town Manager, with aid from QEP and BAC.

iv. Outputs: 16 Town Council meetings, up to 4 (1-4) public or virtual public meetings, and new marketing materials (brochure, flyer(s), newsletter and/or web postings, etc.). The status of brownfields site assessments and lists of potential additional sites will be listed on the Lisbon website. Neighborhood surveys and outreach conducted for the Target Area (Rte. 196 Corridor) will be documented.

Task 3: Site Selection and Phase I and Phase II Site Assessment Activities

i. Project Implementation

- **EPA-funded tasks/activities:** Develop potential and new priority Brownfields sites inventory, facilitate site eligibility and access agreements, and conduct Phase I and Phase II ESAs.
- **Non-EPA grant resources needed to carry out tasks/activities, if applicable:** None anticipated. If time is needed beyond the proposed personnel budget listed in 3.b.i (iii), Lisbon will provide for free as in-kind services.

Site would be selected from within the EJScreen-identified disadvantaged communities, the Rte. 196 Corridor Target Area, and/or from the greater Lisbon area. Identified Priority Sites will be assessed once the grant is active, and later additional sites will be identified and assessed. We are confident that our grant award will easily be utilized in full within the 4-year program period of performance. For each site, our QEP will assist us with preparing an EPA Brownfields Eligibility Form for approval, the QEP will complete a Phase I ESA per the current ASTM standard and EPA's "All Appropriate Inquiry" standard, and for sites requiring additional assessment, a Site-Specific Quality Assurance Project Plan (QAPP) and an ASTM Phase II ESA will be completed. We will obtain site access agreements for each Brownfields site. Reports will be submitted for MEDEP and EPA review and ACRES will be updated accordingly in a timely manner.

ii. Anticipated Project Schedule: Site eligibility checklists will be submitted for EPA approval. Once approved, assessment activities would commence. Phase I ESAs would take about a month, QAPPs would take about 1 month, and Phase II ESAs would take about 2 months. Each of these would require 30-day review periods following submittal of the drafts to EPA and MEDEP. Assessment activities would occur throughout the period of performance, following selection of a QEP.

iii. Task/Activity Lead: QEP, with assistance from Lisbon Project Director on eligibility and access.

iv. Outputs: Up to 7 anticipated (5-7 Phase I ESAs) and 5-7 Phase II ESAs (and associated site-specific QAPPs and HASPs). We will hold a BAC meeting, public meeting, and/or Town Council update for each Phase II ESA site.

Task 4: Cleanup and Site Reuse/Redevelopment Planning Activities

i. Project Implementation

- **EPA-funded tasks/activities:** Evaluate, implement, and complete cleanup alternatives for priority sites; and prepare Analysis of Brownfields Cleanup Alternatives (ABCAs) and reuse/remediation plans (Remedial Action Plans [RAPs]).
- **Non-EPA grant resources needed to carry out tasks/activities, if applicable:** None.

Phase II ESA reports will include recommendations from the QEP for next steps including potential remediation and/or reuse plans. We expect that our three Priority Sites and other sites will go through the full assessment and cleanup planning cycle, and hopefully into cleanup activities through funding from other sources (AVCOG or Maine DECD). For each of these sites, the QEP will develop an ABCA and RAP. Remedial actions will address contamination that exceeds MEDEP's standards, and will be selected based on cost, effectiveness, implementability, and feasibility considering reuse scenarios. The design for the selected remedial action will be presented in a full RAP. Should funding be available for cleanup of a site, the Town will work with the owner/prospective owner to submit the RAP with a Voluntary Response Action Program (VRAP) application to MEDEP. We are carrying budget for up to 4 VRAP applications.

NARRATIVE/RANKING CRITERIA

- ii. Anticipated Project Schedule:** Activities will be conducted throughout the 4-year grant period. ABCAs/RAPs would be staggered after completion of the corresponding Phase II ESAs. We anticipate 1-2 ABCAs/RAPs per year during the grant period of performance.
- iii. Task/Activity Lead:** QEP, with Lisbon oversight.
- iv. Outputs:** Up to 6 (4-6) ABCAs and up to 4 (3-4) RAPs. Feasible sites will be followed up with application into VRAP.

3.b.i. – iii. Cost Estimates: A cost breakdown for above tasks is provided below the following cost table:

| Budget Categories | | Project Tasks (\$) | | | | Total |
|--------------------|-----------------|---|----------------------------|---------------------------------|---------------------------------------|-----------|
| | | Task 1: Cooperative Agreement Oversight | Task 2: Community Outreach | Task 3: Phase I & Phase II ESAs | Task 4: Cleanup & Site Reuse Planning | |
| Direct Costs | Personnel | \$13,500 | \$6,000 | \$6,000 | \$13,500 | \$39,000 |
| | Fringe Benefits | -- | -- | -- | -- | \$0 |
| | Travel | \$5,300 | \$550 | -- | -- | \$5,850 |
| | Equipment | -- | -- | -- | -- | \$0 |
| | Supplies | \$1,000 | \$2,500 | -- | \$2,000 | \$5,500 |
| | Contractual | \$15,200 | \$10,000 | \$353,500 | \$70,950 | \$449,650 |
| Total Direct Costs | | \$35,000 | \$19,050 | \$359,500 | \$86,450 | \$500,000 |
| Indirect Costs | | -- | -- | -- | -- | \$0 |
| Total Budget | | \$35,000 | \$19,050 | \$359,500 | \$86,450 | \$500,000 |

Task 1: CA Oversight: \$13,500 for Town personnel to oversee the program and identify sites (270 hours @ \$50/hour); \$5,300 travel total (\$1,600 airfare + \$1,600 hotel + \$1,200 food for 1 Lisbon staff to attend 2 EPA National Brownfields conferences and 1 EPA/MEDEP-training seminar, plus \$900 local travel to meetings); \$1,000 for supplies (copies, phone calls, contract documents); and \$15,200 contractual for QEP and/or an attorney (to assist with cooperative agreement oversight or access agreements, respectively). **Total Task 1 = \$35,000.**

Task 2: Community Outreach: \$6,000 for Lisbon personnel to provide public outreach and educational support for the Brownfields Program (120 hours @ \$50/hour); \$550 for Lisbon staff local travel for outreach; \$2,500 for supplies (copies, brochures, outreach, mailings); and \$10,000 contractual for QEP to assist Lisbon on public outreach and educational efforts. **Total Task 2 = \$19,050.**

Task 3: Phase I & Phase II ESAs: \$6,000 for Lisbon personnel for site selection, interfacing with site owners, and overseeing ESAs (120 hours @ \$50/hour); and \$353,500 contractual for QEP services (7 Phase I ESAs @ \$5,000 = \$35,000; 7 SSQAPPs @ \$5,500 = \$38,500; 7 Phase II ESAs (several of which would include hazardous building materials surveys or inventories) averaging @ \$35,000 = \$245,000); and 1 supplemental Phase II ESA anticipated @ \$35,000. **Total Task 3 = \$359,500.**

Task 4: Cleanup & Site Reuse Planning: \$13,500 for Lisbon personnel to assist with reuse/redevelopment planning, coordinating with site owners and potential site redevelopers, and review of ABCA/RAPs (270 hours @ \$50/hour); \$2,000 in supplies (letters/correspondence with site owners, meeting materials for redevelopment charettes, brochures, and marketing materials); \$62,200 contractual (QEP) to conduct up to 6 ABCAs @ \$6,000/each = \$36,000, up to 4 RAPs @ \$3,750/each = \$15,000; 4 VRAP applications and submittals @ \$2,800/each = \$11,200; and \$8,750 other contractual (attorney, or other subcontracted planning firms). Combined contractual = \$70,950. **Total Task 4 = \$86,450.**

3.c. Plan to Measure and Evaluate Environmental Progress and Results: Lisbon and the QEP will meet monthly to keep projects on track and monitor the grant budget, timetables, and deliverables. Both will track site-specific schedules and reporting. Monthly/quarterly reminders will be set to ensure drawdowns are made and that ACRES reporting is completed. Lisbon will periodically check in with the EPA and MEDEP to ensure that there are no outstanding compliance items. Meeting our objectives for Brownfields site assessments will be a critical way of measuring our environmental results (especially for our Priority Sites along the Rte. 196 Corridor). Our BAC

NARRATIVE/RANKING CRITERIA

will be consulted for site approvals and for site assessment updates, which will also be presented periodically at Town Council meetings.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a.i. - 4.a.iii. Organizational Capacity, Structure, and Key Staff: The Town of Lisbon staff have extensive and varied experience managing grants. Lisbon has managed several grants including a previous Brownfields Assessment grant, the Healthy Maine Street grant, and a CDBG Public Service grant. During the administration of these grants no adverse audit findings were reported. Final close out documentation for all grants have been in compliance with all applicable regulations. For this grant, Lisbon will coordinate the projects with the community, property owners, and abutting property owners, as needed. Lisbon Town staff, as outlined below, will be committed to the project.

- **Ross Cunningham, Project Director/Economic & Community Development Director** – Ross is a community leader and 20+ year resident of Lisbon. He is a retired Naval Officer with many years of compliance with federal programs and reporting. Ross’s experience spans multiple industries, which has provided him a wealth of real-life experience and a vast statewide network. Ross’ responsibilities with Lisbon include economic development services focusing on business start-up, retention, expansion, and attraction projects that result in private sector investment and job creation. Ross will manage this Brownfield grant and will be the liaison with the QEP, EPA, and MEDEP.
- **Glenn Michalowski, Lisbon Town Manager** – Glenn is the chief administrative officer of the Town of Lisbon and the head of the administrative branch of the Town Government and has worked in municipal management since 2014 and has experience with contracts, and with applying for and managing grants. Prior to Lisbon, Glenn had an executive leadership role as Assistant Town Manager of Maplewood, NJ. Glenn will be in charge of the Brownfields program, just as his predecessor was during the Town’s prior Assessment grant.

Ross and Glenn will be assisted by **Mark Stambach (Code Enforcement Officer)** and **Samantha Bryant (Finance Director)**. Mark has over 19 years of extensive experience and knowledge of building codes, life and safety code requirements, and redevelopment best practices and will assist with obtaining property/site information. Samantha has experience with municipal financial management/reporting, and a background in financial management best practices.

4.a.iv. Acquiring Additional Resources: Lisbon will follow federal guidelines to retain a QEP through a competitive, qualifications-based bid process. Bidding firms will be evaluated based on experience managing prior EPA grants, understanding of assessment grant processes, understanding and ability to assist with community outreach and education, experience with the Maine Brownfields program, understanding of transactions of environmentally impaired properties, and understanding of brownfield redevelopment and financing. Where practicable, Lisbon will include local hiring or procurement services and include local community groups or individuals in potential employment/contractor opportunities on the Brownfields projects. Employment opportunities presented through the grant activities will be communicated locally, then more widespread afterwards, as needed. Lisbon will continue to maintain legal services from Brann & Isaacson.

b. Past Performance and Accomplishments

4.b.i. Currently Has or Previously Received an EPA Brownfields Grant: Lisbon was awarded one prior Brownfields Assessment grant: BF00A00200 (FY2016) for \$200,000.

4.b.i.(1) and (2) – Accomplishments and Compliance with Grant Requirements: Lisbon’s prior grant (BF00A00200) (FY2016) for \$200,000 which was *fully expended and closed*. The 3-year grant was extended for a 4th and 5th year, due to reshuffling of Town management staff and complications with COVID-19. A QEP was selected following submission of an RFQ and a grant kick-off meeting was held with the QEP, EPA, and MEDEP. We developed marketing materials and a site application form for interested parties to apply for our Brownfields funding. Our priority sites were assessed successfully, and outputs/outcomes were reported in ACRES in a timely manner. Six Phase I ESAs, three Phase II ESAs, and one supplemental Phase II ESA were completed, and one (1) property went through the MEDEP VRAP. Assessment work completed led to leveraged funding opportunities, as well as community benefits, such as increased taxes, job creation, affordable housing, and property redevelopment.

ATTACHMENT A

Threshold Criteria for Assessment Grants

Town of Lisbon, Maine

EPA FY2024 Brownfields Assessment Grant Application

Threshold Criteria for Assessment Grants

1. Applicant Eligibility

The Town of Lisbon, Maine (Town) is a municipality (General Purpose Unit of Local Government) eligible to apply for Brownfields Assessment funding from the U.S. Environmental Protection Agency (EPA) Brownfields Grant Program.

2. Community Involvement

The Town of Lisbon will hold up to four public meetings (in addition to the regular bi-weekly Town Council meetings) during the course of the grant period regarding the progress or status of the assessment grant activities. At these meetings, we will provide general information on the Brownfield program (initially related to our three Priority Sites), solicit comments and feedback from the public, and respond to any public comments which have been received. Responses to questions will be assembled in a Frequently Asked Question document that can be distributed with other community outreach materials such as tri-fold brochures and handouts. We will advertise public meetings through advertisements in the local newspaper and on the Town's website. Public meetings will be held at the Town Office and/or via Zoom teleconferencing. The BAC and QEP will help steer our community relations and outreach. Residents, adjacent landowners, and community partners will be notified when site-specific information will be discussed at Council meetings. All parties will be informed of assessment schedules. More public meetings may be held, as needed, to promote the Brownfields program and/or discuss current Brownfields site activities.

We will communicate the progress of our Brownfield assessment program to citizens through regular status updates, which will be available on the Town's website; will make meeting minutes and responses to public comments publicly available; and will prepare press releases, legal ads, and other public notices, as needed. The Town also intends to solicit local news coverage of public meetings and Brownfield events, such as public outreach and education meetings, Site walks, and redevelopment/reuse planning charettes.

Lisbon and its partners are prepared to adhere to CDC guidelines for COVID-19 related to community feedback and outreach. We will use the COVID-19 PPE and the Socially Distant Engagement Ideas for EPA Brownfield Grant Applicants fact sheet (August 2020) as a resource for alternatives to face-to-face meetings (e.g., Zoom meetings, conference calls, QR codes, flyers, local TV, phone, and radio).

The overwhelming majority of our community speaks English, but we will provide interpreters and/or language translations and accommodate any special needs, as needed. The Town is always exploring new techniques and technology to solicit greater input from a broad segment of the community, particularly the disadvantage populations identified in our grant application.

3. Expenditure of Assessment Grant Funds

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

4. Contractors and Named Subrecipients

Not applicable. The Town chooses not to name procurement contractors, consultants, or subrecipients as part of this application. The Town will select contractors in compliance with the fair and open competition requirements in 2 CFR Part 200 and 2 CFR Part 1500, and the EPA's Best Practice Guide for Procuring Services, Supplies, and Equipment Under EPA Assistance Agreements. We do not anticipate subrecipients as part of this grant.