



Executive Department

**Joshua Reny
Assistant City Manager**

**Narrative Information Sheet
EPA FY2019 Brownfields Community-Wide Assessment Grant Application
City of South Portland, Maine**

1. Applicant Identification: City of South Portland, Maine
25 Cottage Road
South Portland, Maine 04106
2. Funding Requested
 - a. Assessment Grant Type: Community-Wide
 - b. Federal Funds Requested
 - i. Amount Requested: \$300,000
 - ii. Site-Specific Assessment Grant Waiver: Not Requested
 - c. Contamination: Hazardous Substances (\$200,000) and Petroleum (\$100,000)
3. Location
 - a. City: South Portland
 - b. County: Cumberland County
 - c. State: Maine
4. Property Information for Site-Specific Proposals: NA (Community-Wide Assessment)
5. Contacts:
 - a. Project Director: Joshua Reny, Assistant City Manager, 25 Cottage Road, South Portland, Maine 04106; 207-767-7606; 207-767-7629 (fax); jreny@southportland.org
 - b. Chief Executive/Highest Ranking Official: Scott Morelli, City Manager, 25 Cottage Road, South Portland, Maine 04106; 207-767-3201; 207-767-7629 (fax); smorelli@southportland.org
6. Population: The City of South Portland has a population of 25,431 (American Community Survey 2017).

7. Other Factors Checklist:

Other Factors	Page #
Community population is 10,000 or less.	
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
The proposed brownfield site(s) is impacted by mine-scarred land.	
The proposed 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 proposed site(s) is in a federally designated flood plain.	1
The redevelopment of the proposed cleanup site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	2
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	

8. Letter from State DEP Acknowledging the City of South Portland's Application:
Attached



STATE OF MAINE
DEPARTMENT OF ENVIRONMENTAL PROTECTION



JANET T. MILLS
GOVERNOR

MELANIE LOYZIM
ACTING COMMISSIONER

January 22, 2019

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

Dear Mr. Gardner:

The Maine Department of Environmental Protection's ("Department") Bureau of Remediation and Waste Management acknowledges that the City of South Portland plans to conduct site assessments and is applying for federal Brownfields grant funds.

Joshua Reny, Assistant City Manager of the City of South Portland has developed an application requesting federal Brownfields Site Assessment Grant funding for assessing Brownfields sites in the city (community wide).

If the City of South Portland 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 contractor's work at the properties. Upon successful completion of remedial activities at a property, the VRAP will provide protections from Department enforcement actions by issuing a Commissioner's Certificate of Completion.

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

Sincerely,

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

Pc: Joshua Reny, City of South Portland

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

1.a.i. Target Area and Brownfields - Background and Description of Target Area

South Portland is located directly across the Fore River from Maine's largest City, Portland. As Maine's fourth largest City, it boasts a population of 25,431 (American Community Survey 2017) and has a growing immigrant population. Our City's location as a port and its proximity to Portland has caused it to develop as a regional service center. Beginning in the 1700's many shipyards, canneries, and trade ports were developed along the Fore River and the Casco Bay waterfront. During the 1800's and early 1900's, industrial and commercial development expanded across the City spurred by the construction of Rigby Rail Yard, which at the time was the largest rail yard in New England. During World War II, large shipbuilding complexes were constructed in the Ferry Village neighborhood to manufacture Liberty Ships, and thousands of housing units were built adjacent to industrial sites for wartime workers and their families.

The end of World War II resulted in the closure of much of the industrial capacity that was created in South Portland, including closure of the famed Liberty Ship yards. The City's industrial prominence proved fleeting and left the City with numerous Brownfield sites associated with the unprecedented former war effort throughout the community, including along our waterfront and nearby residential neighborhoods. The waterfront neighborhoods of Knightville, Ferry Village, Pleasantdale, and Ligonias (some of which are located in a federally designated flood plain) are at the core of this historic working waterfront of shipbuilding, boatyards, petroleum facilities, and various other industrial and commercial businesses, and they are the **Target Area** for our proposed program.

South Portland's industrial past is reflected in ship building facilities, marinas, mills, and factories, each having seen changes in land use and adaptive construction over time. Recently, these historic sites and buildings have taken on other industrial and commercial uses or have become distressed and in need of cleanup and redevelopment. Mixed in with rehabilitated homes, City buildings, and commercial sites, much of the housing remains poorly maintained due to a challenging economy for the working poor, a struggling middle class, and other disincentives for new investment. Blighted and neglected potential Brownfield sites in our Target Area are conjoined with surrounding neighborhoods, which limit growth or redevelopment of the waterfront core, and present health risks to sensitive and vulnerable populations.

1.a.ii. Target Area and Brownfields - Description of the Priority Brownfield Site(s)

The City of South Portland's preliminary 2018 Brownfield site inventory identified over seventeen (17) potential Brownfield sites in our Target Area, totaling one-hundred fifty (150) to two-hundred (200) acres of contaminated properties that cause concern from unknown risk to sensitive populations in the Target Area. Potential Brownfields were identified in the neighborhoods of our Target Area along the City's historic industrial waterfront. One Brownfield site is the dilapidated South Portland Shipyard and Marine Railways facility which is located at 257 Front Street. This property encompasses approximately 7 acres of waterfront property in the Ferry Village neighborhood. Shipbuilding and other industrial uses have likely contaminated the soils with various petroleum products, volatile organic compounds (VOCs), polycyclic aromatic hydrocarbons (PAHs), metals (in particular from marine paints and coatings), pesticides, and polychlorinated biphenyls (PCBs). **Our priority site is located in Ferry Village and is the former plant which housed facilities for ship and missile manufacturing.** This property is a **30-acre vacant lot located directly adjacent to Casco Bay** that may be contaminated with petroleum products, VOCs, PAHs, metals, and PCBs. Across the site are remnants of the former massive industrial facility including old foundations, concrete slabs, and other buried materials and debris.

Further west along the waterfront are multiple Brownfield sites located in the Knightville neighborhood, which is a mix of residential, commercial, and working waterfront. Gas stations were once operated, including the former Millett Garage at 33 A Street, and Ocean Street Auto at 72 Ocean Street have left a legacy of soil and groundwater that has been contaminated by fuel oil, gasoline, lead, and other petroleum additives.

Another section of our Target Area, which contains several clustered potential Brownfield sites encompassing nearly 100 acres, including former shipyards, oil terminals, bulk fuel facilities (located in a federally designated flood plain), and supporting industrial and commercial properties in the Ligonias and Pleasantdale neighborhoods.

Six separate fuel terminals with more than 80 massive fuel tanks and underground fuel lines are sandwiched into these neighborhoods. The Brownfields sites within our Target Area have caused significant environmental, health and welfare impacts including blighted landscapes and aging infrastructure that may harbor unknown risks to a high density of residents in sensitive populations.

1.b.i. Revitalization of the Target Area - Redevelopment Strategy and Alignment with Revitalization Plans

Brownfields projects in the Target Area align directly with South Portland's Comprehensive Plan (updated 2012) that serves as a guide for the decisions the City must make about growth, development, redevelopment, and change over the coming decade. Our plan was developed by a committee of City residents, who engaged the community and sought feedback throughout the entire process. The Comprehensive Plan is widely regarded as a plan written by, and for the benefit of, the community. Subsequent to the update of the City's Comprehensive Plan, **a neighborhood Master Plan for the Mill Creek neighborhood was completed in 2015 and a similar planning process was begun in the nearby Knightville neighborhood in 2018. It is expected that the Knightville Plan will be completed later this year. Both of these neighborhoods are in the Target Area.** These plans lay out redevelopment priorities, make recommendations on land use and zoning regulations, and articulate a vision for these waterfront neighborhoods and an action plan to achieve those goals. The community intends to pursue an elimination of blighted properties and environmental risks; new mixed use development that protects the history and character of our neighborhoods, but allows new and improved land uses that conform to the area; investments in new affordable housing that serves the traditional working class neighborhoods along the waterfront; preservation of some commercial and industrial uses and the creation of new quality jobs that pay a living wage within walking distance of the residential areas; and each neighborhood interconnected by a multi-use urban trail for pedestrians and bicyclists. Our priority site is the 30+ acre Ferry Village former ship and missile manufacturing site; it is the perfect example site, as the development team is in the concept phase of the project and making plans for the site's redevelopment. The site is directly adjacent to Casco Bay and could accommodate all of the uses described above and in our Comprehensive and Master Plans. There has been discussion about using a portion of the site to fabricate steel and ship finished product to projects internationally. The Brownfield program will be a catalyst to achieving our community's vision.

Our Brownfield program will be organized to conduct comprehensive assessments of priority Brownfield properties in our community. Our industrial waterfront (interspersed with working class neighborhoods) in our Target Area is in need of environmental assessment. The Brownfield program responds to a strong perception in the community that a significant number of unoccupied and underdeveloped properties are contaminated with hazardous and petroleum materials, which is contributing to blight, poverty, and health and environmental degradation in those neighborhoods. Our program will work closely with the Maine Department of Environmental Protection (MEDEP) throughout this process to ensure that it is comprehensive, efficient, and consistent with the best practices of both the MEDEP and the EPA.

1.b.ii. Revitalization of the Target Area - Outcomes and Benefits of Redevelopment Strategy

South Portland will utilize our Brownfield funds to update the preliminary inventory; prioritize and select sites for the program; conduct community engagement activities; characterize, assess, and plan for remediation (cleanup) and reuse of Brownfields sites in our Target Area and adjoining neighborhoods to aid in the redevelopment of these distressed, blighted, and otherwise underutilized properties. This program will return the priority Brownfield sites back to economic vitality or for the public's use and enjoyment (e.g. green space along our existing greenbelt). This is not only expected for these particular sites but also for nearby properties that have been impacted by their proximity to these Brownfield sites. The eventual remediation of Brownfield sites will minimize risk of exposure both at the site and on adjacent properties; and just as importantly to Portland Harbor and its fisheries. Additional expected outcomes of completing remedial activities of priority Brownfields sites will be the new investment that occurs, creation of new jobs, as well as the increased tax base accompanying the revitalization and redevelopment within the waterfront areas. The City recently completed a community solar array installation on our former municipal landfill and will encourage and consider other solar installations on our Brownfields sites when and where appropriate.

1.c.i. Strategy for Leveraging Resources - Resources Needed for Site Reuse

The Knightville and Mill Creek Master Plan envisions future mixed-use commercial redevelopment, including housing. A clearer understanding of potential Brownfields hazards could help **catalyze an investment of approximately \$15-20M to redevelop key commercial areas that includes** new mixed-use housing development. **Likewise, redevelopment of our priority site in Ferry Village, that is in the very early planning stages could result in \$10's of millions in redevelopment investment.**

If additional work (e.g., assessment or cleanup/reuse planning) is required to complete the tasks identified above, the City will seek supplemental funding from sources provided below:

Source	Purpose/Role	Amount	Status
S. Portland TIF Funds	Assessment/Cleanup	\$1,000,000	Secured
S. Portland CDBG Funds	Support Cleanup	\$100,000	Pending-Rolling Application Process
Greater Portland Council of Governments (GPCOG) RLF	Additional Assessment & RLF Cleanup Funds	\$200,000	Rolling Application Process
S. Portland Planning/Water	Assessment/Cleanup	\$2,500	Secured
Maine Dept of Economic and Community Development	RLF Cleanup Funds	\$200,000	Pending-Rolling Application Process
MEDEP's 128A Brownfields Assessment Program	Additional Assessment Funds	\$50,000	Pending-Rolling Application Process

In addition, the City plans to provide matching funds from municipal (such as Tax Increment Financing [TIF]), state (Brownfields Program), and federal (CDBG and other) sources (appropriations) in order to obtain the total amount required to complete the above tasks. TIF monies may be available in Knightville and Mill Creek, or within the geographic boundaries of designated and approved TIF areas.

Additional funds will likely be required for cleanup and redevelopment (refer to GPCOG above & Maine DECD). The specific amount required for additional phases is currently unknown, but will be developed in the Remedial Action Plan and Reuse Planning portion of the Assessment process. The City will leverage all that it can through State programs or supplemental grants, earmarks, and other funds, and with potential developers to obtain private funding for assessment, economic development, and cleanup.

1.c.ii. Strategy for Leveraging Resources - Use of Existing Infrastructure

Our project's Target Area has all the infrastructure in-place to support our redevelopment strategy. Our waterfront is currently serviced by high-speed internet, power, transportation, and connected by water and sewer utilities. Our Target Area is poised to be redeveloped with housing options for our sensitive (meaning to include - but not limited to: low income, minority, immigrant, senior) populations and has the infrastructure required to support the development of light industrial and manufacturing plants, as well as service-based industries that will provide jobs to the residents of South Portland. **Our Target Area is located directly on the waterfront of Casco Bay making it an attractive and desirable geographic location for future development/redevelopment.** 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

2.a.i. Community Need - The Community's Need for Funding

In recent years, the City of South Portland has experienced a significant growth in population (over a 9% increase between 2000 and 2017-American Community Survey), which has led to a tightening in the local housing market and a significant increase in demand for affordable workforce housing, particularly in the potentially contaminated neighborhoods along the waterfront in our Target Area. These neighborhoods are populated by predominately low-income residents (as high as 66% by US HUD data for some areas). In addition to organic population growth and domestic in-migration; the City has seen an influx of "New Mainers" (refugees and immigrants). This has placed a significant strain on City and school resources as we assist with language training

skills, job placement, affordable housing, etc. Cumberland County is significantly more racially and ethnically diverse than other Maine counties, and the City's minority population is almost twice the State of Maine average. Furthermore, minorities are more likely to reside within this program's selected Target Area. Funds are not currently available to conduct environmental assessments or remediation which has historically limited development in the Target Area.

As detailed in recent U.S. Census and City data, groups demanding a higher than normal level of City assistance; a majority of low-income individuals, minorities, and/or families with young children live in the Target Area. Two of the City's three census tracts with the highest LMI populations are located on the waterfront. These neighborhoods encompass a multitude of Brownfield sites at the many former industrial properties. The City views this as a troubling issue of environmental justice, since people in the Target Area typically live there because these neighborhoods have traditionally offered a lower cost of living when compared to more prosperous neighborhoods in the City. The City of South Portland wishes to advocate for these residents in the pursuit of fairness and equity as it relates to public health, quality of life, economic opportunity, and cleaning the environment in which they live.

2.a.ii.(1) Community Need - Threats to Sensitive Populations - Health or Welfare of Sensitive Populations

Our primary Brownfields Target Areas flank waterfront residential areas and limit growth around the city's core, preventing reuse development of urban land forcing sprawl into rural areas. The growth in expensive new single-family subdivisions in neighboring rural areas of the County have not benefited the City's most vulnerable and disadvantaged residents, including a significant population of older people (29.1% of the City's population are age 55+), unemployed women (57.6% of unemployed women live in poverty), and children (22.8% of children under age 18 live in poverty) Source: American Fact Finder and Maine Shared Health Needs Assessment [MSHNA], 2016, Cumberland County data. Our priority sites have vacant legacy buildings with potential hazardous material and petroleum contamination and exhibit blight, vandalism, broken windows, wild animal intrusion, peeling paint, and other factors that deter new infrastructure investment as well as public use of these vast open spaces. Our lagging tax base limits City investment in livability enhancements like transportation and public services, while we still bear responsibility to provide City services and increase investment potential around these same blighted and low tax generating sites. South Portland has not yet been able to perform site assessments at the industrial properties chosen for this grant proposal, and thus we lack hard data about the direct health effects from their suspected contamination. The police routinely respond to concerns about vandalism and illicit activity at the identified sites which constitute a ring of abandoned, unsafe spaces that contribute to disinvestment in the community.

2.a.ii.(2) Community Need - Threats to Sensitive Populations - Greater Than Normal Incidence of Disease and Adverse Health Conditions

South Portland and the region face worse health conditions when compared to national averages. The extent of Brownfields contamination is suggested by Cumberland County demographic data which indicate that people in our Target Area have a greater risk of many health effects, and are likely to be direct victims of, or at least more susceptible to, impacts from our Brownfield sites. According to the US Census Bureau, approximately 69.8% of South Portland's housing stock was constructed prior to 1979 (when lead paint was being phased out) versus an average of 57.7% for Maine or 54.8 % for the US (2013-2017 American Factfinder, Selected Housing Characteristics). This along with potential other hazardous materials (asbestos, solvents, metals) and petroleum impacts at Brownfield sites highlight the burden our residents have and the importance of assessing and eventually cleaning up these sites. Historically, the mortality rate for cancers in Cumberland County and the State of Maine has consistently outpaced the US average (1969-2014) - (Maine Annual Cancer Report 2017, Page 53, ME Department of Health and Human Services).

We need help to quantify health risks from unknown Brownfield site contamination, and direct contact / inhalation exposure from industrial pollutants, peeled paint, exposed asbestos pipe wraps, airborne particles, and waterborne chemicals that contribute to cancer, respiratory, nervous system, and neurological disorders, along with other adverse health effects. In short, many of South Portland's children, unemployed women, and older residents live in **aged single-family and multi-unit housing surrounded by blighted legacies of a past industrial era** and face **daily exposure to environmental contamination** coupled with poverty and high living costs.

2.a.ii.(3) Community Need - Threats to Sensitive Populations – Economically Impoverished/Disproportionately Impacted Populations

South Portland’s aging population and shrinking industrial tax base constrain our annual municipal budget, and we rely heavily on partnership grant funding in order to plan and implement economic development projects. South Portland is not an entitlement community, which requires our grant funding to come through a competitive application process. Pressures to keep local tax burdens low, partly based on shrinking wages and declining quality of life, limit the City’s funds for development—the City’s current economic development funding comes from our limited municipal Tax Increment Financing (TIF) Districts. While some plans have been made in TIF-funded Target Area revitalization, the local government does not have the internal capacity to fund environmental assessments. Meanwhile, recent gains in community development are threatened by a weakening tax base and cuts in City spending forced by reductions in state support for roads and schools, resident’s reliance on vanishing jobs, and economic shifts from manufacturing and professional / knowledge work to shrinking service sectors that provide lower wages and less job security.

South Portland’s percentage of people living below the poverty line is over 12% and this increases to nearly 20% of children under the age of 18. According to the 2013-2017 American Community Survey estimates, a staggering 11.6% of South Portland households reported annual incomes of less than \$15,000. An estimated 30.6% of South Portland households rely on Social Security income, 5.4% on Supplemental Security Income, 2.6% on cash public assistance, and 12.6% relied on Food Stamp/SNAP benefits. The City is concerned that poverty within the community is increasing. **Between 2010 and 2017, the percentage of South Portland residents living in poverty increased from 6.7% to 12.4% (U.S. Census).**

2.b.i. Community Engagement - Community Involvement

The Brownfields Advisory Committee (BAC) will involve community planning groups and other interested stakeholders in the planning and decision-making process of the Brownfields assessment projects and with public education and outreach, including health-related concerns. We will establish links to these organizations from the project websites and share with them the project work products. A list of our community partners and a brief description of each follows:

South Portland Housing Authority – **The mission of the South Portland Housing Authority is to provide quality housing for low to moderate income, elderly, or disabled individuals and families in need.** The Housing Authority has experience with redevelopment and will provide information on affordable housing options for various sites and serve as advisor to the City's BAC.

South Portland/Cape Elizabeth Community Chamber of Commerce – The Chamber of Commerce promotes business development in our region and will assist in the promotion of the program, dissemination of materials, and educate the public about the program. They will also work with the City and businesses looking to potentially locate on redeveloped properties. They will appoint a representative to participate on our BAC.

The South Portland Land Trust – Is an organization committed to the preservation of open space, trail expansion, and community projects that support quality of life in South Portland including the Greenbelt Walkway that runs near many of our Brownfield sites. They will assist in site solicitation and prioritization and will appoint a representative to serve on the BAC.

Partner Name	Point of contact (name, email, and phone)	Specific role in the project
South Portland Housing Authority	Michael Hulsey, mhulsey@spha.net 207.773.4140	Part of the BAC & will provide information on affordable housing options
South Portland/Cape Elizabeth Community Chamber of Commerce	Will Haskell, whaskell@gorrillpalmer.com, 207.772.2515	Help promote the program, educate businesses and, they will have a representative participate on the BAC
The South Portland Land Trust	Richard Rottkov, rrottkov@yahoo.com, n/a	Assist in site solicitation/prioritization, and be part of the BAC

2.b.ii. Community Engagement - Incorporating Community Input

In 2017, The City began discussing the desire to redevelop several of the potential Brownfields sites in the Target Area. The City Council held a goal setting meeting and identified redevelopment of the waterfront as one of the highest priorities. Subsequently, the City initiated the previously mentioned Comprehensive Plan Implementation Committee process focused on the Knightville neighborhood, Broadway Corridor Planning meetings, and an O'Neil Street Reuse Committee Public Forum on redevelopment options for the City's former Public Works Facility. More recently, our priority site in Ferry Village came under new ownership in 2018 and there is a strong desire of the new owner/development team to redevelop that property.

As part of this project, we will conduct up to three public education and information meetings that will be held in each neighborhood within our Target Area during the site inventory and selection process, the assessment and reporting phases, and remedial and reuse planning (interpreters will be provided). Meetings will be held at City Hall in Knightville, the Betsy Ross House in Ferry Village, and the Community Center in Pleasantdale. Project stakeholders include site owners, neighbors, developers, community organizations, citizen groups, lenders, EPA, and the MEDEP. We will also 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 planning charrettes to solicit direct public involvement and develop cleanup and reuse options that incorporate green space, recreational activities, and architectural options for the reuse of existing buildings, as well as any community needs for the proposed site redevelopment. We will compare new findings to South Portland's Comprehensive Plan for context and make recommendations to the Ordinance Rewrite Committee as needed. The Qualified Environmental Professional (QEP) and landscape architects will be available to provide drawings of cleanup and reuse proposals.

We will advertise these meetings publicly via e-mail, a legal announcement in the local newspaper(s), and on the City's website, and will make meeting minutes publicly available. We will distribute paper flyers to the BAC members, houses of worship, downtown businesses, and elder care facilities. The City Clerk will maintain regular status updates; make reports available for review at City Hall; issue press releases, legal ads, and other public notices as needed; and, inform local news outlets of public meetings including the Initial Brownfields Inventory meeting and subsequent meetings for assessment sites. We will submit press releases on the South Portland Brownfields program and newspapers including the *Portland Press Herald*, *Southern Forecaster*, *South Portland-Cape Elizabeth Sentry*, and *Portland Phoenix*.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

3.a. Description of Tasks and Activities

Task 1 – Cooperative Agreement Oversight – The City will organize Brownfields Initiative Activities and formally assemble a Brownfields Advisory Committee (BAC) of local elected officials; members of the business community, local schools, clergy, and non-profits; residents affected by the Brownfields; a Maine Department of Environmental Protection (MEDEP) Brownfields staff member; those interested in the environment; and various City officials. City staff will conduct community outreach activities, select a QEP, interact with property owners and abutters, and file required EPA reports (quarterly reports, ACRES, etc.). City staff will also perform general program management and communication with regulatory personnel, community officials and the public. The BAC will meet monthly to ensure that the priorities and direction of the Brownfields program are being met. These monthly meetings will be open to the public and affiliated community-based organizations and held in locations around the project's Target Area.

The City will develop a public Request for Proposal to contract the services of a QEP to perform the assessment work. The City will review the submitted proposals, conduct interviews and perform final QEP selection using the City's competitive bid / purchasing policy. Our BAC project kickoff meeting will be conducted prior to QEP selection, and a second meeting will be held after selection. The selected QEP will work with City staff and the BAC to develop outreach materials which we will distributed through our affiliated community organizations.

Task 2 – Community Outreach and Engagement – With help from the BAC, the City will hold at least three public meetings to solicit site data and educate local officials and citizens about the Brownfields process. Once sites are selected, and if the property owner is amenable, the appropriate EPA eligibility documentation to enter the site into the Program will be prepared.

Task 3 – Phase I & II Site Assessments – The selected QEP will conduct Phase I Environmental Site Assessments for selected sites in accordance with the ASTM International Standard 1527-13 as well as the EPA “All Appropriate Inquiry” standards. This process will consist of at least one site visit, contact with regulatory agencies and review of their files, interviews with knowledgeable people regarding the site, review of available historical files, and a written report for each site. These reports will consist of a summary of “recognized environmental conditions” identified for each site, a list of opinions regarding the site, and recommended follow-up investigations and activities. Priority will be given to sites that have the highest redevelopment potential including our priority site and the land adjacent to this site as well as projects that support our Comprehensive and Master Plans.

Task 4 – Cleanup/Area-Wide/Reuse Planning – We will analyze the Phase II Investigation data and reuse proposals from landowners, perspective purchasers, and the community to develop an Analysis of Brownfield Cleanup Alternatives/Remedial Action Plan (ABCA)/(RAP) for each site based on the specific or potential reuse scenario(s). The ABCA/RAP will include remedial actions for each identified contaminant that exceeds applicable Maine regulatory guidelines. We will evaluate remedial actions based on cost, feasibility, and effectiveness in protecting human health and the environment. Based on this analysis, we will develop a proposed remediation plan, taking into account the specific or potential reuse scenario(s) for that site. We may develop reuse alternatives on select sites using planning techniques like the ones described in the Comprehensive Plan and the neighborhood Master Plans for Mill Creek (2015) and Knightville (in process). We will hold public meetings for each site identified through our Brownfield program. Depending on the site logistics, we anticipate holding the meeting prior to initiating the remediation and reuse planning to discuss the results of the assessments or after completing our remediation planning to inform and solicit feedback from the public on the selected alternative. We will continue to maintain communication with the public, abutters, and owners during the program.

3.b. Cost Estimates and Outputs

Task 1 – Cooperative Agreement Oversight – We have budgeted 160 staff hours at an average rate of \$50/hour to this task plus fringe benefits, with 100 hours dedicated to hazardous substance assessments and 60 dedicated to petroleum. Our program manager will attend two EPA Brownfield conventions with costs for fees, travel, and expenses divided between the two grants. The contractual expenses are for QEP assistance in developing outreach materials and assistance with EPA reporting.

Task 2 – Community Outreach and Engagement – We have budgeted a total of 130 staff hours (100 hazardous and 30 petroleum substance) at an average rate of \$50/hour to this task plus fringe benefits. Work items include preparation and distribution of site nomination forms, meeting with member community officials to obtain site nominations, meeting with the selected QEP (contractual expenses) to discuss the preliminary site inventory and develop threshold/ranking criteria, and assistance with property owner outreach and education.

Task 3 – Phase I & II Site Assessments – We anticipate our QEP completing four Phase I ESAs as part of the Hazardous Substance grant (4 x \$4,000 each) and four Phase I ESA as part of the Petroleum grant (4 x \$3,000 each). Staff time for each grant is budgeted as 40 hours for Hazardous and 20 hours for Petroleum at an average rate of \$50/hr plus fringe benefits to review reports and interfacing with the MEDEP and property owners.

If Phase I Assessment results indicate “recognized environmental conditions” are present, we will complete additional investigations to confirm or dismiss the conditions and determine the nature and extent of contamination. We will prepare a Quality Assurance Project Plan (QAPP) and submit it to the EPA and MEDEP as part of this task prior to undertaking Phase II activities. We will prepare site-specific QAPP addenda for each identified and assessed site. We will develop the scope of the Phase II based on specifics from each site to determine whether the existence and extent of hazardous materials. The Phase II Investigation may include monitoring well and test boring installations; test pit excavations; and groundwater, soils and soil gas sampling. We will use results from the Phase II investigations to develop ABCAs/RAPs. As with all project tasks, we will collaborate with each property owner, provide public information, and receive citizen input throughout the assessment. We anticipate four Phase II Investigations as part of the Hazardous Substance grant (4 x \$30,000 each), and three Phase II Investigations as part of the Petroleum grant (3 x \$18,000 each). Staff time for each

grant is budgeted at 40 hours for Hazardous and 20 hours for Petroleum with an average rate of \$50/hr plus fringe benefits to review reports and interface with the MEDEP and property owners.

Task 4 – Cleanup/Area-Wide/Reuse Planning – We anticipate that our QEP will complete four ABCAs/RAPs (4 x \$9,000) as part of the Hazardous Substance grant and three ABCAs/RAPs (3 x \$6,000) as part of the Petroleum Substance grant. Staff time for each grant is budgeted at 100 hours (hazardous) and 50 (petroleum) with an average rate of \$50/hr plus fringe. Outputs include reviewing reports; coordinating, attending and preparing for public meetings; and working with the MEDEP and property owners.

Our budget is provided below:

Budget 1 – Hazardous Substances Assessment

Budget Categories		Project Tasks				Total
		Task 1 Cooperative Agreement Oversight	Task 2 Community Outreach & Engagement	Task 3 Phase I & II Assessments	Task 4 Cleanup/Area- wide/Reuse Planning	
Direct Costs	Personnel	\$5,000	\$5,000	\$4,000	\$5,000	\$19,000
	Fringe Benefits	\$1,500	\$500	\$1,000	\$2,000	\$5,000
	Travel ¹	\$2,000	\$0	\$0	\$0	\$2,000
	Equipment ²	\$0	\$0	\$0	\$0	\$0
	Supplies	\$0	\$0	\$0	\$0	\$0
	Contractual	\$1,000	\$1,000	\$136,000	\$36,000	\$174,000
	Other (specify)	\$0	\$0	\$0	\$0	\$0
Total Direct Costs		\$9,500	\$6,500	\$141,000	\$43,000	\$200,000
Indirect Costs		\$0	\$0	\$0	\$0	\$0
Total Budget (Total Direct Costs + Indirect Costs)		\$9,500	\$6,500	\$141,000	\$43,000	\$200,000

Budget 2 – Petroleum Assessment

Budget Categories		Project Tasks				Total
		Task 1 Cooperative Agreement Oversight	Task 2 Community Outreach & Engagement	Task 3 Phase I & II Assessments	Task 4 Cleanup/Area- wide/Reuse Planning	
Direct Costs	Personnel	\$3,000	\$1,500	\$2,000	\$2,500	\$9,000
	Fringe Benefits	\$1,000	\$500	\$500	\$1,000	\$3,000
	Travel ¹	\$2,000	\$0	\$0	\$0	\$2,000
	Equipment ²	\$0	\$0	\$0	\$0	\$0
	Supplies	\$0	\$0	\$0	\$0	\$0
	Contractual	\$1,000	\$1,000	\$66,000	\$18,000	\$86,000
	Other (specify)	\$0	\$0	\$0	\$0	\$0
Total Direct Costs		\$7,000	\$3,000	\$68,500	\$21,500	\$100,000
Indirect Costs		\$0	\$0	\$0	\$0	\$0
Total Budget (Total Direct Costs + Indirect Costs)		\$7,000	\$3,000	\$68,500	\$21,500	\$100,000

¹Travel to brownfields-related training conferences is an acceptable use of these grant funds.

²EPA defines equipment as items that cost \$5,000 or more with a useful life of more than one year.

3.c. Measuring Environmental Results

Consistent with other federally funded grants awarded to the City, we will manage this project utilizing time-proven techniques to ensure project funds are expended timely and efficiently. The City along with its QEP will hold monthly status meetings to review priority sites, schedule, and budget. We will utilize our Quarterly Reports and ACRES to monitoring project progress.

Our expected outcomes are to return the selected Brownfield sites and nearby areas impacted by the stigma of perceived proximity to contamination and tangible blight back to economic vitality and desirability. Remediating the Brownfield sites will minimize exposure at the site and adjacent properties and, just as importantly, impacts to our Target Area and Casco Bay. Additional expected outcomes of completing Brownfields site assessment and eventual remediation will be new job creation and increased tax base accompanying revitalization and redevelopment.

Our completion of prepared environmental reports (i.e., Phase I ESAs, Quality Assurance Project Plans, Phase II Investigations, Analysis of Brownfield Cleanup Alternatives ABCA's, etc.) will document remediation progress at each site and will also be outputs of our program. We will track the reports internally and make sure that each is distributed to our stakeholders for comments before finalizing. Sites selected to participate in the Brownfield assessment program will be entered into the MEDEP Voluntary Response Action Program (VRAP). Outputs of the assessment work will be tracked and measured through milestones associated with this program. These outputs include obtaining "No Action Assurance" letters and "Certificates of Completion" from MEDEP. Successful VRAP completion will ensure necessary remedial actions were conducted to eliminate contamination and protect human health and the environment. We will track 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.) via EPA Quarterly reports as well as the EPA ACRES online database. Completing the work described above will help transition these properties to the next step of redevelopment and are directly in-line with South Portland's Comprehensive and Master Plans for our Target Areas. These documents and work products will provide the liability protections (Phase I/VRAPs) required to stimulate redevelopment, as tools like ABCA's will help determine cleanup costs.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a.i. Programmatic Capability - Organizational Structure

The City of South Portland is an organization of several hundred employees, including fully staffed planning, economic development, finance, and executive departments. Our employees are highly experienced professionals with incredible depth and breadth of knowledge in managing development programs. The City will manage this EPA Brownfield Grant Program through the Executive Office.

Joshua Reny, the Assistant City Manager, will act as Project Director and will have direct oversight of the management of this program. He has experience working with the business community, property owners, and developers on a variety of projects, which are oftentimes complex. He has experience administering federal grants for redevelopment projects, including Community Development Block Grants (CDBG), as well as redevelopment planning and finance.

Mr. Reny will be assisted by Tex Haeuser. Mr. Haeuser has been the Planning and Development Director for the City of South Portland since 1990 after holding planning positions at Southern Kennebec Regional Planning and the Town of Cumberland. He has a B.A. in Religion and an M.A. in Planning. Mr. Haeuser was recognized as Maine's Professional Planner of the Year in 2010. Mr. Haeuser manages locally administered transportation grants from the Maine Department of Transportation and assisted in securing and managing a joint Portland/South Portland Urban Land Institute/Kresge Foundation resilient waterfront grant. He assisted in obtaining and managing a HUD Sustainable Communities Regional Planning Grant. Mr. Haeuser conducted waterfront planning as a focus area of the City's 2012 Comprehensive Plan. He has extensive experience completing comprehensive, master, neighborhood, and open space plans.

In addition to Mr. Reny and Mr. Haeuser, City Manager Scott Morelli, former City Manager for the City of Gardiner, Maine previously lead Gardiner's Brownfields Programs which include several Assessment (a City of South Portland FY2019 EPA Brownfields Assessment Grant

\$400,000 and \$200,000 Haz and Petro Grants) and Cleanup grants (\$200,000 EPA direct, \$300,000 Maine DECD, and \$100,000 KVCOG for the TW Dick site Cleanup). Mr. Morelli will be available on an as-needed basis to South Portland's Brownfield Program.

4.a.ii. Programmatic Capability - Acquiring Additional Resources

In conjunction with the BAC described above, the City and its selected QEP will liaison with the MEDEP to design, coordinate, and oversee the successful completion of the proposed assessment program. When necessary, the BAC will also seek the advice and support of the EPA Region 1 and MEDEP Brownfields Coordinators for direction on programmatic requirements. The City routinely creates requests for proposals and qualifications and conducts competitive procurements to obtain appropriate resources for proposed projects throughout South Portland, and the Assistant City Manager works closely with South Portland Public Works on many of these projects. Examples include the City's contracted planning, engineering, and other services, and numerous public infrastructure procurements, including buildings and facilities, streets, and wastewater utilities. All City projects are publicly bid and advertised.

Other City staff members who will likely assist with the Brownfield Program include employees of the Planning, Economic Development, and Finance Departments, as well as the City Engineer. The City also intends to contract with an experienced Brownfields Qualified Environmental Professional (QEP) to assist with community outreach and EPA reporting, in addition to the assessment activities of this grant.

4.b.ii.(1) Past Performance and Accomplishments - Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements – Purpose and Accomplishments

The City has managed grant projects and federal funds for similar projects for decades, including hiring the necessary professional services to complete successful projects. South Portland has met and complied with all reporting requirements, submitted technical reports, and accomplished the goals of these agreements. The City does receive an annual allocation of CDBG funds from Cumberland County and the US Department of Housing & Urban Development, which has allowed the City to improve the quality of life for its residents, especially the low to moderate income population. The City receives an annual allocation of HUD funds ranging from \$350,000-\$500,000, which is used for public services, housing programs, elimination of blight, and public infrastructure improvements. In FY 2012, as an example, the City used CDBG funds to complete improvements in Mill Creek Park (\$152,385), a park in the low-income Knightville neighborhood, streetscape improvements in Knightville (\$125,000), and nine public service projects (after-school education, free bus passes, Meals-on-Wheels, domestic violence counseling, and fuel assistance) which provided direct benefit to thousands of low-income residents. More recently, funds have been used for City infrastructure and transportation projects and implementing the City's West End Master Plan (selected as the state's 2018 Plan of the Year – Maine Association of Planners), involving streetscape design and affordable housing.

4.b.ii.(2) Past Performance and Accomplishments - Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements – Compliance with Grant Requirements

The City has managed grant projects, state and federal funds for decades, including hiring the necessary professional services to complete successful projects. South Portland has met and complied with all reporting requirements, submitted technical reports, managed contracts, and accomplished the goals of these agreements. The City of South Portland has complied with all federal grant requirements and HUD guidelines for the entire duration of the City's funding agreement with HUD and Cumberland County and remains in good standing. The City submits all required annual reports to its HUD field office for review and has not had any findings of non-compliance with HUD programmatic requirements to date.

City staff have managed similar grant funded community outreach projects in the past, and will adhere to contracting requirements, project scheduling and milestones, desired reporting outcomes, and other follow-up tasks as dictated by agreements with the grantor.

ATTACHMENT A

Threshold Criteria for Assessment Grants

**City of South Portland, Maine
EPA FY2019 Brownfields Assessment Grant Proposal**

Threshold Criteria

1. Applicant Eligibility

The City of South Portland, Maine is a municipality eligible to apply for Brownfields Assessment funding from the U.S. Environmental Protection Agency (EPA) Brownfields Grant Program.

2. Community Involvement

The City of South Portland will hold up to three public meetings during the course of the grant period. We will advertise these meetings through advertisements in the local newspaper and the Portland Press Herald, on the City's website, and with door-to-door fliers as necessary.

We will communicate the progress of our Brownfield assessment program to citizens through regular status updates which will be available on the City's website; will make meeting minutes publicly available; and will prepare press releases, legal ads, and other public notices, as needed. The City 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.

The overwhelming majority of our community speaks English, but we will provide interpreters and/or language translations and accommodate any special needs, as needed.

3. Expenditure of Assessment Grant Funds

The City of South Portland affirms that it does not have an active U.S. EPA Brownfields Assessment Grant.