Town of East Millinocket
53 Main Street
East Millinocket, ME 04430
(207) 746-3376
(207) 746-3550 (fax)

Narrative Information Sheet

1. **Applicant Identification:**
   Town of East Millinocket
   53 Main Street
   East Millinocket, ME 04430

2. **Funding Requested:**
   a. Grant Type: Site Specific Assessment
   b. Federal Funds Requested:
      i. $350,000
      ii. We are requesting a grant waiver

3. **Location:**
   a. East Millinocket
   b. Penobscot County
   c. Maine

4. **Target Area and Priority Site/Property Information**

   Great Northern Paper Company
   50 Main Street
   East Millinocket, Maine 04430

5. **Contacts:**
   a. Project Director:
      Angela Cote, Admin
      53 Main Street
      East Millinocket, ME 04430
      207-746-3376

   b. Chief executive/Highest Ranking Elected Official:
      Michael H. Michaud, Town Select Chair
      53 Main St. East Millinocket, ME 04430.
      Michaud@eastmillinocket.org
      207-746-3376

6. **Population:**
   East Millinocket-1,682 (Census Tract 310)
7. **Other Factors Checklist**

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<thead>
<tr>
<th>Other Factors</th>
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<tr>
<td>Community population is 10,000 or less.</td>
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<td>The applicant is, or will assist, a federally recognized Indian tribe or</td>
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<td>United States territory.</td>
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<td>The priority site(s) is impacted by mine-scarred land.</td>
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<td>The priority site(s) is adjacent to a body of water (i.e., the border of the</td>
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<td>priority site(s) is contiguous or partially contiguous to the body of water,</td>
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<td>or would be contiguous or partially contiguous with a body of water but</td>
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<td>for a street, road, or other public thoroughfare separating them).</td>
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<td>The priority site(s) is in a federally designated flood plain.</td>
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<td>The reuse of the priority site(s) will facilitate renewable energy from</td>
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<td>wind, solar, or geothermal energy.</td>
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<td>The reuse of the priority site(s) will incorporate energy efficiency</td>
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<td>measures.</td>
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<td>30% or more of the overall project budget will be spent on eligible</td>
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<td>reuse/area-wide planning activities, as described in Section I.A., for</td>
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<td>priority site(s) within the target area.</td>
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<td>The target area(s) is located within a community in which a coal-fired</td>
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<td>power plant has recently closed (2011 or later) or is closing.</td>
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8. **Letter from the State or Tribal Environment Authority:** A letter from the Maine Department of Environmental Protection is provided in the attachment.
November 19, 2021

Ms. Dorrie Paar
EPA Region 1
5 Post Office Square
Suite 100, Mailcode: OSRR7-2
Boston, Massachusetts 02109-3912

Dear Ms. Paar:

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

Angela Cote of the Town of East Millinocket has developed an application requesting federal Brownfields Site Assessment Grant funding to assess the former Great Northern Paper site located at 50 Main Street in East Millinocket.

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

Cc: Angela Cote, Town of East Millinocket
IV.E. Narrative/Ranking Criteria
1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION 1.a. Target Area and Brownfields 1.a.i. Background and Description of Target Area

East Millinocket (EM), is a small rural, working-class town located at the convergence of the east and west branches of the Penobscot River. The Penobscot River watershed is the largest and most significant in the state and has been the home of the Penobscot Indian Nation (PIN) for millennia. EM is one of three towns that make up the Katahdin Region. The first colonial settlers arrived in the region mid-1700’s, establishing frontier outposts. Lumber was the driving force behind much of the development of the state. Mills, foundries and other subsidiary industries soon developed in the wake of the logging boom, helping the area towns flourish. Throughout the 1900s the Penobscot River experienced impacts from logging which included: untreated effluent, overfishing, clear-cut logging, dam building and industrial pollution from paper mills which all contributed to the river’s demise. Between 1989 and 1996 American Rivers named the Penobscot River as one of America’s Most Endangered Rivers.

In 1907, Great Northern Paper Mill (GNP) was established in EM as one of the region’s largest employers (>1,000 people) and known as “The Town that Paper Made”. The GNP site encompasses 215 acres between EM’s Main Street and the Penobscot River and closed in 2014. This Brownfield site is the target of this grant. At one time GNP made up 80% of the tax base and often provided endowments to fund and support community and civic organizations. The Katahdin Region once boasted one of the highest per capita incomes in the state. Unemployment was rare and jobs at the mill were plentiful during GNP’s height.

North and west of the Katahdin Region are unorganized townships of vast forested wilderness which contain Katahdin Woods and Waters National Monument and Baxter State Park, terminus of the Appalachian Trail. These areas are marketed as a natural treasure and recreational center catering to winter and summer outdoor enthusiasts. These natural features provide fantastic individual and family experiences for wildlife and wilderness enthusiasts.

Maine’s paper industry has declined over the years from 100 paper mills to 5 under-utilized paper mills. These closures are speculated to be a result of overseas competition, the digital revolution, and high energy costs. GNP’s closure in 2014 has caused blight, reduced the tax base, and limited the ability to attract and retain businesses with new jobs. The mill closure has been devastating to the surrounding economy and has caused other businesses to close creating more brownfields. Jobs are sparse, unemployment far exceeds the state average, and people have moved away. House foreclosures are increasing.

1.a.ii. Description of the Priority Brownfield Site(s)

Town officials consider the 215-acre GNP site ideal for industry. Located between Route 157 and the Penobscot River, it is only four miles from Interstate 95 and access to railways that connect Canada to the Maine coast. On July 21, 2020, EM acquired GNP through $1,450,000 in grants. EM is refurbishing three select buildings for the first tenant to be utilized as a paper storage warehouse. GNP operated as a paper manufacturing facility for over 100 years. It has been vacant since its closure in 2014. The site includes over 60 buildings constructed in several phases between 1906 and 1991 with more than 222,000 square feet of building space available. GNP also has aboveground bulk fuel oil storage tanks and former wood laydown areas.
GNP buildings have asbestos, fuel oil, lead paint and polychlorinated biphenyl (PCB) concerns. Soil and groundwater impacts include metals, PCBs, petroleum products and solvents. Based on the age of GNP and the type of building materials utilized for industrial purposes, asbestos containing material (ACM) is a predominant contaminant of concern (COC). Based on a preliminary GNP report and a previous Phase I Environmental Site Assessment (ESA) there are 3 areas of concerns that were evaluated and proposed for further environmental assessment. The areas include the Recycle Fiber Warehouse, No. 2 Train Shed & Shipping Area, and a former lagoon located in the southern portion of the Wood Lot. Contaminants of concern include: polycyclic aromatic hydrocarbons (PAHs), volatile organic compounds (VOCs), semi-volatile compounds (SVOCs), metals, PCBs, and petroleum.

1.b. Revitalization of the Target Area 1.b.i. Reuse Strategy and Alignment with Revitalization Plans EM has a disadvantaged population that suffers from low-income jobs, high unemployment and jobs lost from the GNP closure, decline in population, high elderly population, and blight from the closed GNP site and other abandoned properties as a result of economic decline. According to Census Tract 310, EM is within an Opportunity Zone with demographics including a poverty rate of 16.2%, median household income of $41,838 which is 29% lower than Maine.

The Katahdin Region Comprehensive Plan (KRCP), comprising the towns of EM, Millinocket, and Medway, aims to create a collaboration that will help boost economic development in the region decimated in the last decade by two major mill closings. The plan for the EM mill is to take advantage of our proximity to Maine’s wood resources and develop the property as a forest based industrial complex with several industrial users, funding the site’s redevelopment with grants, foundation monies and low-interest loans. KRCP also plans to create an attractive work environment to lure businesses into the GNP location. Plans include efforts to market and manage its usable remaining buildings and land. Maine’s forest-based industry is diverse and includes landowners, loggers, foresters, truck drivers, value-added manufacturing, and energy production. It also includes people who make their living on tourism and conservation related activities. Nearly 89% of the state is forested, and 93% of forests are privately owned by businesses, individuals and families. In 2015, forest-based products were Maine’s largest export industry, with sales totaling $740 million for wood, pulp, paper, and lumber. No state in the U.S. has access to the same level of lumber and forestry products as the state of Maine. We plan to market development opportunities to resource-based businesses, including a cross laminated timber plant, a plywood mill, a thermally modified wood manufacturer, agricultural processors, and energy generation and storage companies. We are also marketing recreational equipment manufacturers that include bicycle and snowshoe production, hiking and ski gear, snowmobiling and ATV parts, fishing, recreational boating, and camping gear. KRCP goals include: fostering a vibrant village that will enhance the region, make it a premier four-season outdoor destination in New England, cultivates local jobs and a new regional economy, and grow the next wave of forest product and or recreational equipment manufacturing.

EM has identified an undeveloped 50-acre portion of the GNP site which is least likely to be impacted and is also located near the river. Following assessment to verify this is the case, EM will prioritize this area for re-development as small manufacturing and innovation center. EM
believes the reuse will serve as a catalyst for site-wide development. The GNP site has a stigma of harmful environmental impacts that is stifling redevelopment plans. This proposed manufacturing area will also boast a boat launch and river-walk which are planned for the future. This will allow the industrial manufacturing area to be surrounded by attractive recreational amenities that will lure new like-minded businesses that can take advantage of our existing skilled work force. This model also fits into the State’s recent focus using outdoor recreation as a means to enhance quality of life and retention for residents and businesses through easily accessible recreational options. The river-walk will create a critical new development that fits into the Town’s focus to create a walkable community and help EM redefine itself as a quality place to work and live. The grant will evaluate if these areas are impacted which would require future remediation for redevelopment and marketing. Without this grant, EM will struggle to secure developers because of the burden of unanswered questions about contaminants.

1.b.ii. Outcomes and Benefits of Reuse Strategy- The grant will assist in the redevelopment of the GNP site creating new jobs and employers that will increase the tax base, catalyze other redevelopment, attract new citizens, and increase home values. Re-development will enable EM to better support GNP improvements that allow both business to flourish and enhancements of access to the natural beauty of the area. We will be better able to create attractive commercial zones with access to the river walk. Brownfields assessments at the GNP site will provide a baseline for developing a plan to maximize funds and redevelopment efforts. EM’s goal is to develop commercial and industrial business use including the creation of a forest products manufacturing and innovation center, which would utilize the forest products supply chain to create wood products and a commercial zone catering to the outdoor recreational equipment manufacturing. This would be developed while preserving the beauty around the river. GNP’s newest tenant is in the process of installing an energy efficient bio-generator that will produce steam to heat GNP buildings from wood wastes. This will reduce energy costs to new business which provides more site relocation incentives. New jobs within walking distance of low-income residents that is adjacent to a beautiful river walk will create a bustling atmosphere.

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

EM received a grant for $210,000 from Forest Opportunity Roadmap (FOR)/Maine and the Maine Development Foundation (MDF) to stabilize the former GNP mill campus, including the repair of several structures to make them available for long-term lease for forest-products businesses. EM will seek additional grants for working to diversify the state’s wood products businesses, attract capital investments, and develop greater economic prosperity for rural communities. These grants are part of the Increasing Prosperity for Maine’s Forest Economy Communities subgrant program, which is funded by the Northern Border Regional Commission (NBRC), Maine Rural Development Authority (MRDA), and with additional matching funds from the U.S. Economic Development Administration, the Maine Department of Economic and Community Development, and FOR/Maine. In 2019, GNP’s wastewater facility was repurposed to serve as the town's state-of-the-art wastewater treatment facility and now has the capacity to accommodate a fully built out development at the GNP site. This key project was funded through an investment of $9.4 million in USDA Rural Development Loan and Grant funds.

EM will seek additional project funding that supports the execution of their business plan and site development activities from the Alfond Foundation, Finance Authority of Maine, Gloria C.
MacKenzie Foundation, Libra Foundation, Maine Rural Development Authority, Maine Technology Institute, Northern Boarder Regional Commission, Northern Forest Center (New Market Tax Credit), Sewall Foundation, US Department of Agriculture, US Department of Energy, US Economic Development, and private investors. EM will work with Acadia Capital Management (ACM). ACM is a federally-certified Community Development Entity through the Department of Treasury. ACM specializes in complex project funding between $10 to $150 million. ACM also assists with New Market Tax Credits in economically-distressed communities in Opportunity Zone sites. ACM will assist EM to connect investors and lenders to GNP site opportunities that will include site acquisition and redevelopment. ACM will also provide management consulting. It can also facilitate project financing, public-private redevelopment partnerships, and financing support for new business.

In the event additional remediation funding is required, we will seek cleanup funding through a Brownfields grant, a loan or subgrant through an active Maine Revolving Loan Fund grantee, private financing by an interested business, and or application to the Maine Department of Environmental Protection’s Groundwater Cleanup Fund. EM has secured our first tenant, Standard Biocarbon to a 20-year lease. They will use 12,000 square feet of GNP warehouse space. They will transform wood chips into steam and “biochar,” a carbon-rich soil additive that reduces the need for traditional fertilizers. We will leverage this inexpensive heat as an incentive to prospective GNP tenants which will significantly reduce their operational energy costs.

Senator Susan Collins secured funding ($7,522,000) in the FY22 Housing and Urban Development appropriations bill to improve infrastructure and economic development in EM. Approximately $2,851,000 is apportioned for repairing and renovating GNP to accommodate transportation, shipping, and receiving via train and truck traffic.

1.c.ii. Use of Existing Infrastructure-Redevelopment of GNP is being managed by EM and will allow for reuse of a fully served commercial/industrial space in the core of the community. GNP has access to public water, a newly refurbished waste water treatment plant, rail service, highway access, and 3-phase electrical service. Depending on reuse, some buildings may be more easily renovated to accommodate a variety of businesses.

EM is in the process of expanding high speed internet throughout the region through our Katahdin Region Broadband Utility. The funding has been secured to complete this important upgrade and we have been working with Our Katahdin, a local non-profit organization, to achieve this service since 2016. To maintain its viability, the forest-products industry has built thousands of miles of private logging road systems that are maintained and available for public use but that exist primarily for the movement of forest products. These roads can also be used for recreational bicycle, all-terrain vehicles, and snowmobile trails.

2.0 COMMUNITY NEED AND COMMUNITY ENGAGEMENT (35 Points) 2.a. Community Need 2.a.i. The Community’s Need for Funding-EM has a population of 1,682 and according to Census Tract 310, EM’s median household income is $41,838 which compared to the US Census data for the US $68,179 is significantly lower. EM’s vacant housing units are 16.6% and EM has a 16.2% poverty rate compared to the US rate of 10.5% (US Census data). According to Katahdin Region Socioeconomic Indicators, EM’s valuation has decreased by 65%
between 2006 and 2017. The weighted-average property tax in the Katahdin Region has increased by 51% over the past decade. To sum it up, EM is struggling to provide essential services and the small population has little to contribute. Brownfields funding is the one and only public grant program designed to solve our environmental legacy problem. This grant will provide funding for environmental assessments and planning that will lead to cleanup, and redevelopment. Without this funding, our welfare and health will continue to be adversely impacted, blight will escalate, redevelopment will stall, and economic decline will continue.

2.a.ii. Threats to Sensitive Populations 2.a.ii (1) Health or Welfare of Sensitive Populations
Sensitive populations impacted by GNP include PIN tribal members that use the river for sustenance life styles and EM residents consisting of child-bearing women, children, and elderly people whose health and welfare have been significantly impacted. According to the regionally Applied Research Efforts Report titled “The Penobscot River and Environmental Contaminants: Assessment of Tribal Exposure Through Sustenance Lifeways”, PIN Tribal members relying on the Penobscot River for sustenance diets were at risk from GNP generated dioxins found in salmon and snapping turtles. This greatly reduces what most Tribal members would typically harvest.

According to EJSCREEN, EM contains populations of people greatly affected by environmental justice issues. EM as compared to Maine is in the 81 percentile for low income, 77 for population over 60, 87 in proximity to hazardous wastes, and 87 in proximity to Superfund sites. These data demonstrate our challenges. GNP is located directly across the street from a dense residential low-income neighborhood with residents that make up many of the most vulnerable populations (low income, elderly, no health insurance, disabled, and youth with developmental disabilities) affected by environmental justice and environmental issues. The lack of jobs and poverty rates result in population out-migrations and then dilapidated homes further devalues the housing market. The creation of jobs and a more aesthetically pleasing neighborhood will likely reverse the declining population and overcome the burden of EM’s public services.

This grant will allow us to conduct assessments to further identify potential contaminants that may have impacted GNP in various media. The assessments will confirm or negate contamination when data is compared with risk-based guidelines. The assessments will allow us to target areas for site clean-up and or mitigation which will protect human health by eliminating or reducing the contaminant exposure pathways and will expedite redevelopment which will bring new jobs and decrease the poverty of the EM residents.

2.a.ii (2) Greater Than Normal Incidence of Disease and Adverse Health Conditions
Residents living in the shadow of the former GNP site have the potential to be impacted by dust and emissions laden with heavy metals that have transported, dispersed, and deposited into their yards & potentially leached to groundwater. Trespassers, typically youth, are exposed to contaminants in the abandoned buildings where they frequently congregate. Impacts to the health of residents include: asthma rates at 13.4% compared to the US at 9.0%; all cancer mortality, lung cancer incidence, and all cancer incidences at 189.4, 89.8, and 529.9 versus the US at 168.7, 58.6, and 453.4 respectively per 100,000 people. PIN tribal members that use the river for sustenance life styles have some of the highest cancer mortality rates in the nation at 4.5% of the population according to Tribal Office Statistics. EM residents and PIN Tribal members have
asthma and cancer rates that exceed Maine and US averages with some of the highest cancer mortality rates in the country.

The environmental site assessments (ESAs) shall further identify potential contaminants that may have impacted the sites in various media. Phase II ESAs will identify problem areas. If contaminants are discovered, we can post the areas so that PIN members harvesting in the river or EM residents trespassing or playing in abandoned mill buildings can be warned and can receive guidance to avoid exposures. Generating the assessment data will identify areas to be remediated. Once remediated exposure to harmful contaminants will be eliminated and human health will be improved. It will also allow us market these properties for redevelopment.

2.a.iii (3) Promoting Environmental Justice-Our entire population, but most significantly the people that reside next to GNP, suffer from classic environmental justice issues. According to EJSCREEN, EM compared to the State has a score of 81 percentile for low-income, 80 percentiles for Lead Paint, and 89 proximity to hazardous wastes. We are economically challenged with few local job choices for climbing out of poverty and we have limited access to health insurance and health care facilities. We are stuck economically in unhealthy housing and are unable to find better affordable housing that minimizes our contaminant exposure. As stated earlier, once assessments are complete, problem areas that create health exposures will be identified. We will educate our residents on ways to avoid exposure and to minimize health risks. We will provide health counseling to those in need and we will identify the areas to cleanup to minimize exposure. The ultimate goal is to collaborate with our residents and address their needs, while creating a healthy environment to attract new business. We anticipate in turn this will increase jobs, decrease poverty, increase property values, and increase population.

2.b. Community Engagement 2.b.i Project Involvement
Project involvement may be provided by a broad and diverse group of entities including, but not limited to, community organizations (e.g., neighborhood groups, citizen groups, business organizations, etc.), as well as property owners, lenders, developers, and the general public.

Partners: 1) Millinocket Regional Hospital & EM Walk-in Clinic, Jane Danforth, 723-5161 jdanforth@mrhme.org, Role: Health consulting for sensitive populations, educating public on contaminant side effects, preventative measures, and outreach. 2) Katahdin Region Development Board: Peter Jamieson, Executive Director 207/942-6389, PJamieson@emdr.org, Role–advise on economic opportunities after cleanup. 3) Eastern Maine Development Corporation: Mike Ludwig 207/942-6389, mludwig@emdc.org, Role–advise on implementation of EPA grant. 4) East Millinocket Industrials Board: Steve Fraser, CEO, 207/746-3376, Frasersm1@hotmail.com, Role–Join steering committee and advise on tenant needs. 5) Thrive Penobscot, Jane Danforth, 207/ 723-5288, jdanforth@mrhme.org, Role–provide economic impact updates to the Mobilize Katahdin initiative. 6) Katahdin Region Development Board: Michael Michaud, Chair, 207/746-3376, michaud@eastmillinocket.org, Role-advising on potential sites and projects.

Each partner organization listed above, including a hired Qualified Environmental Professional (QEP) will serve on our Brownfields Advisory Committee (BAC) and be invited to attend all meetings either in person or via Zoom to provide advice and suggestions on how to best achieve the goals of protecting human health and the environment while allowing the GNP site to
become redeveloped. All important decisions will be voted on to determine the outcome. Significant issues are anticipated to be site selection, selection of remedial alternatives to allow redevelopment, and strategies to attract particular types of business.

2.b.iii. Incorporating Community Input-EM with the assistance of our BAC and QEP’s, will develop a community involvement plan for this project. Public Outreach goals include providing citizens with early and continuing opportunities to provide comments and suggestions that will guide the assessment and reuse plans of the target sites throughout the process. Community feedback and suggestions are encouraged and will be considered. Meeting notes and responses to questions as well as other comments and responses generated through other means will be posted on a webpage. This will allow full transparency for the community to understand how the grant is being administered and how community concerns are being addressed. To promote community engagement, public meeting announcements will be posted on the Town website, Town offices, and throughout the community. Although broadband service is limited, EM will livestream meetings so followers can participate in real time. EM will provide a call-in option so those without internet access or transportation to the meeting can still participate. A copy of the video will be posted on our webpage. We will also give the community an opportunity to view the video and pose questions which will all be responded to and posted on our webpage. Additional outreach will be posted on social media and in the case of select residents’ face-to-face meetings and neighborhood door to door surveys may be completed. All appropriate questions will be addressed with written comments. EM will continue this open-door policy by fostering a transparent relationship that will always be open to comment and feedback. We will do our best to protect the privacy of the individuals that supply questions. We will conduct all in-person interactions throughout the project per current Covid-19 guidelines. Outreach efforts will be focused in phases. These phases include, grant planning and goals, site identification, Phase I Environmental Site Assessment (ESA), Phase II ESA, analysis of Brownfields cleanup alternatives (ABCA) and Reuse Planning. Public comments will be taken during each phase and throughout the grant period.

3. TASK DESCRIPTION, COST ESTIMATES, AND MEASURING PROGRESS 3.a. Description of Tasks/Activities and Outputs 3.a.i Project Implementation 3.a.ii Anticipated Project Schedule 3.a.iii Task/Activity Lead 3.a.iv Outputs

<table>
<thead>
<tr>
<th>Task Activity</th>
<th>Cooperative Agreement Oversight and Community Outreach &amp;Engagement</th>
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<td>Project Implementation: 1. Angela Cote, our Grant Administer, will oversee all activities with assistance from the BAC and EM Select Board. 2. We will publicize the award through press releases, social media, the EM website, and through our electronic newsletters. 3. We will contract with the QEP and begin Tri-annual BAC meetings. Simultaneously, and we will do an orientation for BAC members introducing them to the process. The BAC will review its site selection strategy. 4. We will hold our first public meeting to explain the project, select sites and seek input and up-to-date information from residents, business owners, and town officials. Hold an additional general public meeting to reiterate project goals. Responses to all comments following every meeting will be delivered to the public. 5. Community meetings will take place following Phase I &amp; II ESAs, as well as Analysis of Brownfields Cleanup Alternatives (ABCAs), and reuse plans reports for selected sites. 6. Attend USEPA Brownfield Conference. 7. Complete quarterly reports &amp; enter data into USEPA’s Assessment, Cleanup,</td>
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and Redevelopment Exchange System (ACRES); 8. Establish regular reporting, and prepare outreach materials; 9. 1 Final Closure Report.


**Task Activity Lead:** Angela Cote with assistance from BAC and QEP

**Outputs:** Updates to web page and social media, press release, BAC site selection procedure memo, QEP contract, attend USEPA Brownfield Conference; complete quarterly and closure reports. ACRES updates, 9 meetings with the BAC, 2 public meetings & public comment responses, required grant reports, 1 final grant closure report

**Task Activity Site Inventory Expansion & Selection**

**Project Implementation:** Update Site Inventory and perform site selection

**Anticipated Schedule:** Annual starting in November 2022 until November 2024

**Task Activity Lead:** Angela Cote with assistance from BAC and QEP

**Outputs:** Amended Site Inventory with ranking of sites to be investigated & 3 meetings.

**Task Activity Phase I & II Assessment Activities**

**Project Implementation:** 6 Phase I and 6 Phase II ESAs

**Anticipated Schedule:** 1st Phase I ESA completed in January 2023, Phase II completed by June 2023 then 2 Phase I & II ESAs completed by Dec. 2023 and 3 more by Sept. 2024

**Task Activity Lead:** QEP and Angela Cote with assistance from the BAC

**Outputs:** 6 Phase I & II ESAs, 6 QAPPs, 6 HASPs, 6 public meetings & comment responses

**Task Activity Site Reuse and Cleanup Planning**

**Project Implementation:** 6 ABCAs and Reuse plans and 6 public meetings

**Anticipated Schedule:** 1 by Sept. 2023 to 2 by June. 2024, 3 by Dec. 2024

**Task Activity Lead:** QEP and Angela Cote with assistance from the BAC

**Outputs:** 6 public meetings, 6 ABCAs, 6 Reuse Plans, & 6 meetings & comment responses

### 3.b. Cost Estimates

The cost estimates were determined by consulting the Town of Lincoln Project Manager and their QEP for work being performed at the nearby Lincoln Pulp & Tissue Brownfield Program.

**Task 1 Cooperative Agreement Oversight:** The town costs will be $25 per hour at 300 hours with a $10 fringe benefit to equal a total of $10,500. One person to attend a conference at costs of $1,000 air fare and $1,000 car hotel and per diem. Supplies needed for announcing and conducting public meetings $800 to include ads, postage, photocopying, etc. Contract the QEP to attend the meetings and prepare materials (QEP=average of $100/hr. or 100 hours) $10,000.

**Task 2: Site Inventory:** EM will conduct 3 meetings to create and update sites to be selected for assessment and cleanup. Staff time will be 16 hours at a combined rate with fringe of $560. The QEP will attend two of the meetings at a cost of $2,000.

**Task 3: Environmental Assessments:** Staff time to manage and review the QEP work is 160 hours at a combined personnel and fringe rate of $35 per hour to total $5,600. Miscellaneous supplies include $102 for copying. The QEP will conduct 6 Phase Is at $5,000 a piece, 6 Phase II ESAs, QAPPs and HASPs at $44,823 each. The costs to prepare and attend the 6 public meetings is included in the Phase II total.
Task 4 Reuse Planning Activities: EM staff time would be 40 hours of supervision and meeting preparation and attendance at combined rate of $35 per hour or a total of $1,400 and $100 for copying. QEP contracted work includes 6 ABCAs and Reuse plans at $2,000 each, preparation and attendance of 6 public meetings at $1,000 each.

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<td>$304,640.00</td>
<td>$19,500.0</td>
<td>$350,000.0</td>
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</table>

3.c. Measuring Environmental Results-EM and the BAC will formulate an electronic calendar to track, measure, and evaluate progress. We will list all tasks, projected outputs for each task, and the anticipated schedule needed to insure we fulfill the goals of the project. Our outputs listed in section 3.a.iv Outputs including our development goals will all be presented on this calendar. During meetings, the BAC, EM administrator, and the QEP will evaluate each task and scheduled milestones to determine if adjustments need to be made to accelerate work to meet the schedule of if the schedule should be adjusted. We are planning to complete the grant within 3 years. We will also track progress through ACRES and quarterly reporting. EM will seek feedback from the community and provide them with opportunities to comment on the schedule.

4. PROGRAMMRACTIC CAPABILITY AND PAST PERFORMANCE 4.a. Programmatic Capability 4.a.i. Organizational Capacity & 4.a.iii Description of Key Staff-The overall grant will be managed by Angela Cote, EM’s Administrative Assistant. Ms. Beverly MacLeod, will serve as financial director and treasurer. Beverly MacLeod, has 20+ years of financial management experience with the Town. Angela Cote, has been working in municipal government for nearly 15 years, the last seven as administrative assistant (quasi-town manager) and her responsibilities include support for the town selectman, historical administrative oversight of the former paper mill for costs and taxes including monitoring potential contamination and other safety/health issues, oversight of general assistance programs, and other general town requirements. Together they currently manage the existing grants that the town has received for the mill site. Michael Michaud is the Chairman of the Board of Selectmen and he will function as a site director.

4.a.ii. Organizational Structure EM uses MUNIS software for all its financial tracking and is audited yearly by a certified accounting firm. All auditing of grants has shown no deficiencies. Should changes in staff occur, EM has processes in place to replace staff without significant impacts on the project. The Town intends to hire a project manager to assist with site coordination and projects affecting the site. EM’s Board of Selectmen will be involved with
approving expenditures and support programmatic and community engagement efforts. EM’s Board of Selectmen is comprised of five members having experience with town management, economic development, active with a variety of local community boards, business owners, and a legal professional. On July 21, 2020, the town of EM purchased the former paper mill. This took broad support from municipal, state, and federal partners to achieve, with the town receiving multiple grants from the State of Maine, NBRC, and others to assist this community with the purchase of the mill property. In addition, the town has appropriated its own funds for the management and development of GNP.

The East Millinocket Industrial Board (EMIB) who manages the day-to-day operations and oversite of issues relating to the GNP site, will also have an active role. EMIB is currently comprised of five members which include: a former U.S. Congressman, Michael Michaud; four former GNP employees with extensive knowledge regarding various aspects of the site; and an active member of many community Boards. The EMIB shall provide the Qualified Environmental Professional (QEP) with valuable information pertaining to the past operations, chemical storage, processes, and handling of hazardous materials. In turn it will drive what is sampled and analyzed for determining the risks to human health and the environment.

4.a.iv Acquiring Additional Resources EM will procure a QEP in accordance with federal procurement requirements which includes the advertisement of a Request for Qualifications. The Town follows Federal Procurement procedures when appropriate and uses a purchase policy to govern day to day operations. We also have access to a number of different professionals through State departments, Engineering Firms, and law professional’s dependent on area of expertise. If any of these services are needed, we will consult with these organizations for support.

4.b. Past Performance and Accomplishments 4.b.ii Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements 4.b.ii.(1) Purpose and Accomplishments EM procured $10 million from sources such as the USDA, Community Development Block Grants, Maine State Revolving Funds, and local tax dollars for converting the GNP wastewater treatment system for public sewer usage. Monies committed to the project included: Municipal Funds at $325,000 for legal expenses to purchase and provide some operational expenses at GNP; State of Maine NBRC and Penobscot County for $1,450,000 to purchase GNP; Penobscot Engineering Expenses at $100,000, Northern Border Regional Commission, Maine Development Foundation, and Northern Forest Center contributed $726,116 for paper warehouse improvements, Standard Bio-Carbon and Maine Technical Institute contributed $342,000 for heating the Paper Warehouse & electrical needs. These grants were all successfully completed with the outcome of a successful GNP purchase, the successful upgrade of the waste water treatment plant that now serves EM, and renovation of the Paper Warehouse which has allowed us to acquire our first tenant.

4.b.ii (2) Compliance with Grant Requirements EM is in compliance with all of the grants listed above based on yearly audits and timing. We are also wrapping up by December a $10M wastewater treatment plant project which was funded by USDA, CDBG, DEP monies and have been in full compliance and audited every year.
Threshold Criteria Response
Site Specific Assessment Grant

1. **Applicant Eligibility:**
   Town of East Millinocket (EM), we are eligible as a Town (city).

2. **Community Involvement:** Project involvement may be provided by a broad and diverse group of entities including, but not limited to, community organizations (e.g., neighborhood groups, citizen groups, business organizations, etc.), as well as property owners, lenders, developers, and the general public.

   Partners: 1) Millinocket Regional Hospital & EM Walk-in Clinic, Jane Danforth, 723-5161 jdanforth@m rhme.org, Role: Health consulting for sensitive populations, educating public on contaminant side effects, preventative measures, and outreach. 2) Katahdin Region Development Board: Peter Jamieson, Executive Director 207/942-6389, PJamieson@emdr.org, Role–advise on economic opportunities after cleanup. 3) Eastern Maine Development Corporation: Mike Ludwig 207/942-6389, mludwig@emdc.org, Role–advise on implementation of EPA grant. 4) East Millinocket Industrials Board: Steve Fraser, CEO, 207/746-3376, Frasersm1@hotmail.com, Role–Join steering committee and advise on tenant needs. 5) Thrive Penobscot, Jane Danforth, 207/723-5288, jdanforth@m rhme.org, Role–provide economic impact updates to the Mobilize Katahdin initiative. 6) Katahdin Region Development Board: Michael Michaud, Chair, 207/746-3376, michaud@eastmillinocket.org, Role–advising on potential sites and projects.

   Each partner organization listed above, including a hired Qualified Environmental Professional (QEP) will serve on our Brownfields Advisory Committee (BAC) and be invited to attend all meetings either in person or via Zoom to provide advice and suggestions on how to best achieve the goals of protecting human health and the environment while allowing the GNP site to become redeveloped. All important decisions will be voted on to determine the outcome. Significant issues are anticipated to be site selection, selection of remedial alternatives to allow redevelopment, and strategies to attract particular types of business.

   Incorporating Community Input  EM with the assistance of our BAC and QEP’s will develop a community involvement plan for this project. Public Outreach goals include providing citizens with early and continuing opportunities to provide comments and suggestions that will guide the assessment and reuse plans of the target sites throughout the process. Community feed-back and suggestions are encouraged and will be considered. Meeting notes and responses to questions as well as other comments and responses generated through other means will be posted on a webpage. This will allow full transparency for the community to understand how the grant is being administered and how community concerns are being addressed. To promote community engagement,
public meeting announcements will be posted on the Town website, Town offices, and throughout the community. Although broadband service is limited, EM will livestream meetings so followers can participate in real time. EM will provide a call-in option so those without internet access or transportation to the meeting can still participate. A copy of the video will be posted on our webpage. We will also give the community an opportunity to view the video and pose questions which will all be responded to and posted on our webpage. Additional outreach will be posted on social media and in the case of select residents’ face-to-face meetings and neighborhood door to door surveys may be completed. All appropriate questions will be addressed with written comments. EM will continue this open-door policy by fostering a transparent relationship that will always be open to comment and feedback. We will do our best to protect the privacy of the individuals that supply questions. We will conduct all in-person interactions throughout the project per current Covid-19 guidelines. Outreach efforts will be focused in phases. These phases include, grant planning and goals, site identification, Phase I Environmental Site Assessment (ESA), Phase II ESA, analysis of Brownfields cleanup alternatives (ABCA) and Reuse Planning. Public comments will be taken during each phase and throughout the grant period.

3. Named Contractors and Subrecipients

EM has not hired a contractor or subrecipient and when we do, we will follow federal procurement rules.

4. Expenditure of Existing Grant Funds

EM has not previously or currently had a Brownfields Grant.

Site Specific Supplemental Data

1. Basic Site Information
Identify: a) Great Northern Paper; b) 50 Main Street East Millinocket, Maine 04430 c) The Town Of East Millinocket currently owns the site.

2. Status and History of Contamination at the Site
a) the site is contaminated with hazardous substances primarily and petroleum;

b) In 1907, Great Northern Paper Mill (GNP) was established in EM as one of the region’s largest employers (>1,000 people). The GNP site encompasses 215 acres between EM’s Main Street and the Penobscot River. GNP operated as a paper manufacturing facility for over 100 years. It has been vacant since its closure in 2014. The site includes over 60 buildings constructed in several phases between 1906 and 1991 with more than 222,000 square feet of building space available. GNP also has aboveground bulk fuel oil storage tanks and former wood laydown areas. GNP has access to 400 miles of railways with lines connecting the Maine coast to Canada. Contractors are in the process of demolishing select buildings deemed incompetent to be reused.
c) environmental concerns include: polycyclic aromatic hydrocarbons (PAHs), volatile organic compounds (VOCs), semi-volatile compounds (SVOCs), metals polychlorinated biphenyls (PCBs), and petroleum

d) The site became contaminated through daily mill practices and accidents that occurred over the course of it’s 100 years of operational use. The extent of impacts is unknown, but is thought to be extensive with impacts to building materials, soil groundwater, sediments, and potentially surface water.

3. Brownfields Site Definition. The site meets the definition of a Brownfields. It is not listed (or proposed for listing) on the National Priorities List (NPL); subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA; and subject to the jurisdiction, custody, or control of the U.S. government.

4. Enforcement or Other Actions. There are no known or anticipated environmental enforcement or other actions related to the site for which Brownfields Grant funding is sought.

5. Sites Requiring a Property-Specific Determination. This is not required for the Site.

6. Threshold Criteria Related to CERCLA/Petroleum Liability. EM is not liable for contamination on the site and would be eligible for funding as a petroleum site(s) although the primary contamination is related to hazardous substances.

a. Property Ownership Eligibility – Hazardous Substance Sites

EM acquired ownership or control of the property by bankruptcy and tax delinquency and did not cause or contribute to the release or threatened release of a hazardous substance at the property, are exempt from liability for any previous contamination at that property and, therefore, do not have to demonstrate that they meet the requirements of a CERCLA liability defense to be eligible for a Brownfields Grant.

6 a.i. EXEMPTIONS TO CERCLA LIABILITY

(4) Property Acquired Under Certain Circumstances by Units of Local Government

(a) Describe in detail the circumstances under which the property was acquired. EM acquired GNP as a result of the owner’s bankruptcy and tax delinquency

(b) Provide the date on which the property was acquired: July 21, 2020.

(c) All disposal of hazardous substances at the site occurred before EM acquired the property.

(d) EM has not caused or contributed to any release of hazardous substances at the site.
(e) EM has not, at any time, arranged for the disposal of hazardous substances at the site or transported hazardous substances to the site.

iii LANDOWNER PROTECTIONS FROM CERCLA LIABILITY

(1) EM is an eligible entity as a bona fide prospective purchaser (BFPP).

We acquired GNP ownership through a negotiated purchase from a private company (Katahdin KI 50, LLC) on July 21, 2020.; and we have had no familial, contractual, corporate, or financial relationships or affiliations with the prior owners or operators (or other potentially responsible parties) of the property (including the entity we acquired the property from). EM completed a compliant ASTM E1527-13 Phase I on February 13, 2020, for the Town of East Millinocket, by Ransom Consulting Inc. This Phase I ESA was conducted in accordance with the requirements of ASTM International E 1527-13 by an individual under the supervision or responsible charge that meets the definition of an Environmental Professional as defined in §312.10 of 40 CFR Part 312.

EM has maintained that all disposal of hazardous substances at the site occurred before we acquired the property and EM has not caused or contributed to any release of hazardous substances at the site. EM has not, at any time, arranged for the disposal of hazardous substances at the site or transported hazardous substances to the site.

There has been no uses of the property since we acquired ownership through the present, including any uses by persons or entities other than us, except for one warehouse where a logistics company has in October of 2021 begun moving paper products. Standard BioCarbon will soon occupy a space at the mill, but has not begun operating.

EM has not needed to stop any continuing releases since the Site has been vacant nor have we had to prevent any threatened future release. We have maintained the perimeter fencing and posted signs to restrict trespassing which would limit exposure to any previously released hazardous substance. EM is committed to: i) comply with any land use restrictions and not impede the effectiveness or integrity of any institutional controls; (ii) assist and cooperate with those performing the assessment and provide access to the property; (iii) comply with all information requests and administrative subpoenas that have or may be issued in connection with the property; and (iv) provide all legally required notices.

7. We are applying for a waiver of the $200,000 limit and are requesting $350,000. A waiver letter is attached.