NARRATIVE INFORMATION SHEET

1. Applicant Identification

Washington County Development Authority (WCDA)
PO Box 297
Machias, ME 04654

2. Funding Requested

a. Community-Wide Brownfields Assessment Grant

b. Funding requested
   i. $500,000
   ii. Waiver of $200,000 limit: Not Applicable

3. Location

Washington County, Maine
Priority Communities: Town of Cutler, City of Eastport, Town of Lubec

4. Target Area and Priority Site/Property Information

Community-Wide Assessment Grant Target Areas

- Cutler
  Priority Site: Former Cutler Navy Base
  1549 Cutler Road
  Cutler, Maine 04626

- Eastport
  Priority Site: Maine Pearl Essence
  13 Brewster Road
  Eastport, Maine 04631

- Lubec
  Priority Site: National Pet Food Plant
  Main Street
  Lubec, Maine 04652

5. Contacts

a. Project Director: Betsy Fitzgerald, Board Chair
   Washington County Development Authority
   PO Box 297
   Machias, ME 04654
   207-255-3127
   manager@washingtoncountymaine.com
b. Chief Executive: Honorable Janet T. Mills
   Governor
   1 State House Station
   August, ME 04333-0001
   207) 287-3531
   governor@maine.gov

6. Population

   Washington County: 31,095 within Washington County (2020 US Census)
   Target Areas: Cutler: 524
                  Eastport: 1,288
                  Lubec: 334

7. Other Factors

<table>
<thead>
<tr>
<th>Other Factor</th>
<th>Page #</th>
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<tbody>
<tr>
<td>x Community population is 10,000 or less</td>
<td>4 (¶7)</td>
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<td>x The applicant is, or will assist, a federally recognized Indian tribe or United States territory.</td>
<td>1 (¶4)</td>
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<td>x The priority brownfield site(s) is impacted by mine-scarred land.</td>
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<td>x The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).</td>
<td>2 (¶6)</td>
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<td>x The priority site(s) is in a federally designated flood plain.</td>
<td>2 (¶6)</td>
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<td>x The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.</td>
<td>3 (¶4)</td>
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<tr>
<td>x The reuse of the priority site(s) will incorporate energy efficiency measures.</td>
<td>3 (¶4,5,6)</td>
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<td>x 30% or more of the overall project budget will be spent on eligible reuse/area-wide planning activities, as described in Section I.A., for priority site(s) within the target area.</td>
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<tr>
<td>x The target area(s) is located within a community in which a coal-fired power plant has recently closed (2011 or later) or is closing.</td>
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8. Letter from the State or Tribal Environmental Authority

A current letter issued by the Maine Department of Environmental Protection acknowledging that WCDA plans to conduct assessment activities and is planning to apply for FY22 federal brownfields grant funds is included in Attachment 1 of this Narrative Information Sheet.
ATTACHMENT 1

Letter from State or Tribal Environmental Authority
November 30, 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 Washington County Development Authority (“WCDA”) plans to conduct site assessments and is applying for federal Brownfields grant funds.

Betsy Fitzgerald of the WCDA has developed an application requesting federal Brownfields Site Assessment Grant funding to assess Brownfields sites in the area they serve.

If the WCDA 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,

[Signature]

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

Pc: Betsy Fitzgerald, Washington County Development Authority
Washington County Development Authority (WCDA) Brownfields Assessment Proposal

Ranking Criteria for Assessment Grants
1. Project Area Description and Plans for Revitalization
1. a. (i) Target Area and Brownfields

Washington County is one of sixteen counties in Maine located in the most easterly section of the state. It borders the Canadian province of New Brunswick to the east, Penobscot and Hancock counties to the west, and the Gulf of Maine to the south and east. The County covers 2,628 square miles and has a population of 31,095 (2020 US Census), down by 2,800 since the 2000 US Census. There are 44 communities in Washington County all of whom are or will be eligible for assistance from the WCDA with funds sought through this request. There are no municipalities in the county with professional planning staff.

Washington County has a proud industrial heritage of manufacturing including canneries, lumber mills, shipbuilding, and mining dating back to the mid-1800s. Much of this activity occurred on the waterfronts of the county’s coastal towns where well-protected ports provided hubs for shipping and fishing operations. At its peak during World War II, Washington County was home to 56 canneries and annual production of around 2 million cases of sardines. Following the war, production dropped precipitously, and by the mid-1980s declining fish stocks and overseas competition resulted in closure of all but a handful of small canneries and the loss of over 3,000 jobs.

With the loss of the canneries as the county’s economic backbone, failure of local businesses followed including gas stations, machine shops, dry cleaners, and boat yards among many others. Many of these businesses remain closed today, and property abandonment or neglect has resulted in the proliferation of Brownfields sites marred by blight and unknown environmental conditions. Most of the county’s Brownfields sites are located within or near town centers where members of our community live, work and recreate. Many within our community are especially vulnerable to environmental pollution associated with Brownfields sites, including the elderly, pregnant women, and children.

The target areas for the Brownfields assessment grant are the three coastal communities of Cutler, Eastport and Lubec with adjoining Passamaquoddy tribal land. Each of these communities has one or more targeted Brownfields sites. We anticipate the requested funding will adequately cover necessary assessment and redevelopment planning (refer to Section 3.a and 3.b for task and cost details).

1. a. (ii) Description of the Priority Brownfields Sites

Cutler: Cutler is a harbor town of about 118 square miles and a population of 524. Settled in the 1700s, Cutler’s harbor attracted a host of industries including fishing, sardine canning, lumber, and ship building. The harbor flourished as warehouses, general stores, food and lodging establishments grew along the wharves and the town’s main street. Due to overseas competition, the intertwined canning, lumber and ship building industries declined, with the last sardine cannery closing by 1960. The town experienced a resurgence in the 1960s when the US Navy constructed a communications base in Cutler. The base closed in 2002 with the loss of around 300 jobs. Several Brownfields sites remain in the wake of the town’s closed industries and Navy base, including several waterfront lots where fires and decay have destroyed buildings, a former gasoline station, closed motor pool maintenance garage and vacant base buildings, among others. Priority sites include:

- A to Z Variety and Gas Station: The former convenience store and gas station served the Navy base population until the base closed in 2002. The business continued to operate until late 2019 when mounting customer decline coupled with COVID-19 quarantine forced closure. The building remains unoccupied and in disrepair with underground fuel tanks in place and a nearby water supply well and residential properties at risk. The current owner of the convenience store seeks to complete an environmental assessment of the property, mitigate risks and promote reuse to benefit the local community.

Washington County Development Authority (WCDA) Brownfields Assessment Proposal

community (e.g., grocery, internet café, art studio).

- **Navy Administration Building**: The two-story building was constructed by the Navy for administrative offices, a clinic and dormitory. The building has been vacant since the base closed in 2002 and is severely dilapidated with peeling paint, warped floors, mold and decaying asbestos-containing pipe insulation. The building is an environmental assessment and redevelopment priority due to its potential hazards, yet high reuse opportunity with proposals that include low to moderate income apartments, senior care, and medical and/or addiction support services.

**Eastport/Tribal Land**: The City of Eastport occupies an island of about 10 square miles and adjoins the 320-acre Passamaquoddy Tribal Reservation at Pleasant Point. Eastport has a long history of industrial development being virtually surrounded by a deep-water port. By the late 1800s, Eastport became the largest producer of sardines in the United States. Sardine production peaked in 1904, but by 1960 only 2 of 18 canneries remained due to overseas competition; the last cannery closed in 1983. Brownfields sites within the city and adjacent tribal land include three canneries, a textile mill, dry cleaner, pearl essence manufacturing plant, and two boat yards. A key redevelopment priority includes:

- **Maine Pearl Essence Plant**: The plant was constructed in the 1950s for pearl essence manufacturing, whereby solvents were used to extract natural pearl pigments from herring scales; the pigment was used in nail polishes and other cosmetics. The plant closed in the 1980s in response to declining herring stocks and the advent of synthetic pearl pigments. The plant building is vacant and in disrepair with largely unknown environmental conditions, including potential historic use of chlorinated solvents for pigment extraction that threaten nearby residences, water wells and the adjacent bay. The city has prioritized assessment, mitigation and redevelopment of the site due to its unknown contamination concerns, yet strong redevelopment potential with waterfront and high potential to serve the community as a marina, seafood transport hub, lobster pound or aquaculture, among others.

**Lubec**: The Town of Lubec, settled circa 1775, has a rich history of shipbuilding, sardine canning, fishing and mining along its 95-mile shoreline. By the early 1900s, the population swelled with the development of 74 herring smokehouses and 28 sardine canneries that lined the shorefront. In the wake of World War II, demand for sardines declined, and by 1976 only two sardine factories and one smokehouse remained. The last of Lubec’s factories closed its doors in 2001. The legacy of Lubec’s lost industry and commerce is over a dozen Brownfields sites that continue to decay and blight the community. Examples include the Lubec Lead Mines, Peacock smoke house, Dolphin’s garage, and Connor’s Brothers Cannery. Among these sites, Lubec has prioritized:

- **Former National Pet Food Plant**: Constructed on the shore of Johnston Bay in the 1950s, the 2.4-acre National Pet Food facility processed and canned cat food largely from sardine byproducts. The plant closed in the 1970s and the buildings were essentially destroyed by fire and storms. The site has known and suspected soil and groundwater contamination from fuel oil, coal ash, heavy metals and fish waste, among others. The site is the proposed location of a town-sponsored Safe Harbor project which includes shore access, a boat launch and breakwater for protection of private and commercial fishing vessels; construction of the project was delayed 18 months due to COVID-19 and regulatory matters. The proposed redevelopment is a community priority due to the potential to expose construction workers and future users of the Safe Harbor facility to unknown contaminants.

The priority sites noted above are adjacent to a body of water: the Little River harbor in Cutler, Cobscook Bay in Eastport, and the Johnson’s Bay in Lubec. All are partially within or immediately adjacent to a federally designated floodplain.

1. b. (i) Redevelopment Strategy and Alignment with Revitalization Plans

**Cutler**: The planned environmental assessment and reuse of the two priority buildings/sites on the former Navy base helps meet the goals of the Cutler Comprehensive Plan (1991; updates in progress) and the regional Aroostook-Washington Economic Development District plan (2017) which include promotion of community health & welfare, environmental sustainability and socio-economic vitality. The former Navy
base is located within a mixed commercial-residential neighborhood, and productive reuse of the two vacant, commercial buildings is highly compatible with existing land use and the town’s growth plan. The two priority sites are adjacent to 61 units of former military housing now occupied by private residents where an association of these residences has approached the WCDA with reuse ideas for the vacant base buildings, such as recreation, retail, ministry and health services.

**Eastport:** Eastport’s Comprehensive Plan (2018) prioritizes economic revitalization through expansion of the primary economic drivers: aquaculture, shipping, renewable energy, and tourism. Redevelopment of the Maine Pearl Essence site supports revitalization by providing an ideally suited site for a marina, aquaculture, lobster pound or seafood transport hub. This site is strategically located with all-tide access and only two miles from downtown Eastport and the public fishing pier and docks. The WCDA has collaborated with Eastport which has likewise targeted this site as a prime redevelopment opportunity.

**Lubec:** Lubec’s Comprehensive Plan (2010) prioritizes the need for protection and expansion of the Town’s working waterfront and targets identification, cleanup and reuse of abandoned and derelict properties which negatively impact values of adjacent property and the overall tax base. Assessment and potential cleanup of the National Pet Food Brownfields site directly supports the comprehensive plan by eliminating a derelict property while providing a suitable location for construction of the planned Safe Harbor facility which will allow protection and future growth of the regional fishing fleet and increased tourism by providing recreational access to the shore.

1. b. (ii) Outcomes and Benefits of Redevelopment Strategy

Each of the proposed Brownfields site redevelopment initiatives will stimulate both direct and indirect economic growth in their respective communities. In Cutler, reuse of the former convenience store for a grocery, café or studio will provide jobs, increased tax base and support tourism connected to the scenic coast in the Cutler area. Environmental assessment and cleanup will eliminate potential hazards associated with underground fuel tanks at the former gas station, decaying paint likely to contain lead and other contaminants associated with auto fueling and service. Reuse of the former base administration building will also create jobs and provide badly needed access to affordable housing, senior care and health services. The vacant, dilapidated administration building threatens the release of mold, asbestos, and lead-based paint. Cleanup and reuse of the building will eliminate hazards that threaten sensitive populations which include the elderly, those suffering from substance abuse and pre-existing health conditions. Building reuse also provides opportunities to build energy efficient heating/cooling systems, construct roof-mounted solar panels, and reduce fuel consumption with local options for retail goods and services.

The proposed commercial redevelopment of the pearl essence plant in Eastport will create jobs, increase the tax base, eliminate blight and provide energy efficiency opportunities (building materials, heating/cooling) during redevelopment. Industrial processes at the site threaten human health and the environment with the potential release of solvent, fuels and other chemicals; cleanup of the site will eliminate exposure pathways that threaten Eastport’s valuable harbor and fishery, and individuals including sensitive populations (e.g., the elderly, the very young, individuals with compromised health).

The Safe Harbor project at the site of the former National Pet Food Plant in Lubec will promote stability and growth of commercial fishing by reducing the risk of storm damage and costs of securing more distance mooring locations. The dedicated harbor will encourage greater collaboration between fishermen, improve energy efficiency by providing a localized hub for marine operations. Recreational use of the harbor and access to the shore will stimulate tourism and benefit the health and welfare of the community, particularly sensitive populations.

Washington County has a proportionately high migrant worker population that supports seasonal industries such as blueberry picking, wreath making and fishing. The county is also home to the Passamaquoddy Tribe, with nearly 1,400 members, many of whom live on a reservation within 25 miles of the three priority communities. Mitigation of environmental hazards and access to new jobs and
services will benefit these two large communities disadvantaged with respect to low income, substance abuse, linguistic isolation and lack of affordable housing, especially for seasonal workers.

1. c. (i) Resources Needed for Site Reuse

The applicant and its community partners are eligible for several funding sources expected to be leveraged for site assessment, remediation and reuse. Four key funding sources and applicability to the Brownfields site initiatives are described below.

**Land for Maine’s Future Funds (LMF):** Cutler, Lubec and the City of Eastport are eligible for up to $2 million in LMF grants offered by the Maine Department of Agriculture for working waterfront conservation, access and infrastructure improvements. The proposed priority Brownfields are eligible for LMF support; Lubec has already submitted a letter of intent (1-4-2019) to the LMF Working Waterfront program as part of the Safe Harbor initiative at the former pet food plant.

**Maine DOT Small Harbor Improvement Project (SHIP) Grants:** The Maine Department of Transportation (DOT) provides grants for improvements to small harbors such as waterfront access, boat launching and docks, and shoreline protection. This grant is well suited to support improvements planned at Lubec’s Safe Harbor site where up to $100,000 of funding may be leveraged for boat facility infrastructure and shoreline stabilization. In Cutler and Eastport, SHIP funds can be used for improved waterfront access on or near the priority sites (e.g., personal watercraft launching, boat ramp).

**Maine Community Development Block Grants (CDBG):** Funded under the U.S. Department of Agriculture, CDBG grants of up to about $11.6 million annually are available for downtown revitalization, public infrastructure and economic development. The Brownfields redevelopment projects in Cutler, Eastport and Lubec likely qualify for CDBG support based on established low to moderate income levels in all three communities, strong links to public infrastructure (e.g., boat docks/ramps in Lubec) and economic development initiatives common to all three target areas.

**Maine Development Foundation (MDF) Grants:** The MDF, in collaboration with the non-profit Efficiency Maine, awards up to $250,000 per year for energy efficiency grants. The planned building reuse initiatives at all three priority sites are eligible for grant support including energy audits, weatherization, and renewable energy heating systems.

1. c. (ii) Use of Existing Infrastructure

The proposed Brownfields redevelopment projects are supported by existing infrastructure, which promotes redevelopment and reduces project costs. In Cutler, the former Navy base has existing power, paved access and water/sewer utilities; municipal utilities. The former pearl essence plant in Eastport has power, waterfront pier and municipal water and sewer service. The proposed Safe Harbor project site in Lubec is supported by municipal water and sewer utilities that formerly served the National Pet Food plant. The site is conveniently accessed by Main Street, the primary road leading to downtown.

2. Community Need and Community Engagement

2. a. (i) The Community’s Need for Funding

Washington County is comprised of small communities with populations under 3,200 and a low median household income of $41,347 (2020 Census). For the target Brownfields communities, the 2020 Census indicated a population of 524 in Cutler, 1,288 in Eastport, and 334 in Lubec. Median household incomes were reported to be $50,536 for Cutler, $34,427 for Eastport, and $29,861 for Lubec; the median household income for the state is $57,918. With small populations and low median household income, the target communities are challenged to fund Brownfields redevelopment projects due to a low tax base and high municipal operating costs linked to aging infrastructure such as roads, water supply and wastewater treatment. Extraordinary burdens over the past five years include:

- **Cutler:** Tax revenue $71,000 below budget; $44,000 in unpaid property taxes (2019-2020).
- **Eastport:** $17 million breakwater repair following catastrophic collapse (2014-2017); $5 million for
Washington County Development Authority (WCDA) Brownfields Assessment Proposal

- Aging sewer plant.
  - Lubec: Approximately $1 million for replacement of public works garage and salt storage shed.

2. a. (ii) Threats to Sensitive Populations

(1) Health or Welfare:

Washington County has some of the state’s most sensitive populations relative to health and welfare vulnerability (Maine CDC, 2016):

- County with highest rate of poverty in the state.
- Highest population of racial minorities, including 3,464 Passamaquoddy tribe members.
- Third highest county with percentage of people aged 65 or over.
- 26% children living in poverty, compared to 18.5% statewide.
- A seasonal workforce that includes an estimated 1,500 migrant workers (Maine DOL, 2015).

The county’s sensitive populations are particularly vulnerable to environmental contaminants found in soils and groundwater in and around the numerous Brownfields sites in the county, and within the three target communities. High rates of poverty also correlate with inadequate health care, poor diet, and lack of education on health awareness. The proposed Brownfields redevelopment initiatives in the target communities will improve the health and welfare of sensitive populations by reducing or eliminating contaminants such as asbestos and decaying lead-based paint (e.g., Admin. Building, Cutler), possible solvents in groundwater (pearl essence plant, Eastport), and organic waste/bacteria (pet food plant, Lubec). Planned community engagement will inform the community on risks associated with Brownfields sites.

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

Review of the EJSCREEN tool and a 2019 Community Health Needs Assessment Report for the Downeast Health District that includes the three priority sites identify several key metrics that highlight the vulnerability of sensitive populations in this region to environmental pollutants:

- A cancer death rate 19% higher than the state average.
- Incidence of diabetes 28% higher than the state average.
- Asthma-related emergency room visits 75% higher than state totals from 2009-2011.
- Obesity (35.4%) at a rate 18% higher than the state average.
- An adult smoking rate (22.1%) that is 12% higher than the state average.
- A drug overdose rate 38% higher than the state average.
- A suicide death rate 13% higher than the state average.
- High lead paint exposure compared to state averages (e.g, Eastport, 89%-tile; Lubec, 90%-tile).

These metrics indicate county-wide vulnerability to disease and adverse health. As with the sensitive populations noted above (elderly, children, minority communities), health vulnerability is exacerbated by exposure to contaminants associated with the county’s Brownfields sites, in addition to the emotional stress of living in areas where blight and decay are prevalent. The planned Brownfields redevelopment initiatives in Cutler, Eastport and Lubec will help improve overall health by eliminating exposure to related contaminants, providing improved housing and economic conditions and eliminating blight and decay.

(3) Promoting Environmental Justice (EJ):

The three Brownfields priority areas/sites disproportionately impact disadvantaged communities (migrant workers, tribal members), and sensitive members of our population because vacant and dilapidates sites are located largely in the poorer parts of these towns where the disadvantaged and sensitive populations live, learn and work. Through redevelopment/reuse of the priority sites, disadvantaged community members will benefit from reduced exposure to pollutants, improved well-being by eliminating blight, and greater educational and financial growth through job opportunities and increased community tax base. EJ highlights are summarized below.
## Disadvantaged Community/Sensitive Pop.

### Cutler Target Area
- Elderly, the very young, those with substance abuse, pre-existing health conditions

### Eastport Target Area
- Passamaquoddy tribe members, migrant workers, elderly, those with substance abuse

### Lubec Target Area
- Passamaquoddy tribe members, migrant workers, elderly, those with substance abuse

## Vulnerabilities: EJSCREEN and Community Data

<table>
<thead>
<tr>
<th>Disadvantaged Community/Sensitive Pop.</th>
<th>Vulnerabilities: EJSCREEN and Community Data</th>
<th>Planned Program Outcome</th>
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</thead>
<tbody>
<tr>
<td>Cutler Target Area</td>
<td>High cancer death rate; high rates of diabetes, asthma, obesity, smoking, and suicide; and high lead paint exposure (Eastport and Lubec)</td>
<td>Mitigation of environmental hazards; elimination of blight; better access to waterfront and related recreational opportunities (Cutler &amp; Eastport); improved welfare and well-being; and local retail, food, health services and affordable housing (former Navy Base)</td>
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<tr>
<td>Eastport Target Area</td>
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<td>Lubec Target Area</td>
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## 2. b. (i) & (ii) Community Engagement: Project Involvement & Roles

The WCDA will continue its county-wide partnership with the Sunrise County Economic Council (SCEC) and the Washington County Council of Governments (WCCOG) for regional networking, community engagement, planning, and support for leveraged funding requests/applications. WCDA has cultivated the following local community partners to assure broad community outreach, engagement and success of our Brownfields assessment and redevelopment initiatives; the program partnerships may be expanded based on evolving needs for volunteer labor, networking and community engagement and support:

<table>
<thead>
<tr>
<th>Partner Name</th>
<th>Point of contact (name, email &amp; phone)</th>
<th>Specific role in the project</th>
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</thead>
<tbody>
<tr>
<td>Downeast Maine Public Health Council</td>
<td>Alfred May, District Liaison <a href="mailto:alfred.may@maine.gov">alfred.may@maine.gov</a> (207) 255-2017</td>
<td>Health monitoring, consultation, community outreach, community center health program design</td>
</tr>
<tr>
<td>Washington County Council of Governments</td>
<td>Betsy Fitzgerald <a href="mailto:manager@washingtoncountymaine.com">manager@washingtoncountymaine.com</a> (207)-454-0465</td>
<td>Regional redevelopment planning; funding strategies, networking, meeting space, web site</td>
</tr>
<tr>
<td>Sunrise County Economic Council</td>
<td>Charles Rudelitch <a href="mailto:crudelitch@sunrisecounty.org">crudelitch@sunrisecounty.org</a> 207-255-0983</td>
<td>Regional economic development nonprofit; TIF district advisor, financing partner</td>
</tr>
<tr>
<td>Town of Cutler</td>
<td>Teresa Bragg <a href="mailto:wnoffice@cutlermaine.net">wnoffice@cutlermaine.net</a> (207) 259-3693</td>
<td>Town Administrator; project planning, community outreach</td>
</tr>
<tr>
<td>Eastport Area Chamber of Commerce</td>
<td>Phyllis Siebert, President <a href="mailto:info@eastportchamber.net">info@eastportchamber.net</a> (207) 853-4664</td>
<td>Volunteer support for community engagement, meeting space, planning and leveraged funding</td>
</tr>
<tr>
<td>Lubec Safe Harbor Committee</td>
<td>Barbara Sellitto</td>
<td>Planning and outreach, leveraged funding, volunteer labor, collaboration with town officials</td>
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## 2. b. (iii) Incorporating Community Input

A diverse platform for community outreach and engagement will be implemented based on the varied means of communication and small-town landscape of the target communities. The primary tools are:
Washington County Development Authority (WCDA) Brownfields Assessment Proposal

- Updates to existing county-wide Brownfields web site (www.wccogbrownfields.com) and establishment of project social media pages to increase breadth of social media outreach and feedback.
- Press releases and feature articles in regional newspapers like the Quoddy Tides and Machias Valley News Observer.
- Community meetings/forums where information is shared, and feedback solicited.
- Information sharing in association with widely attended community events such as job fairs, conferences and cultural celebrations.

Community feedback obtained from the multi-media outreach will be reviewed during WCDA Brownfields Committee meetings, discussed, and action items identified. Community comments and actions will be documented in meeting minutes which are available to the public. WCDA will collaborate with the target host communities of Cutler, Eastport and Lubec to facilitate implementation and communication of actions. WCDA will recruit and engage a Regional Brownfields Advisory Committee comprised of diverse professionals and community leaders from the target communities. The members of this committee will provide valuable community outreach and feedback support through networking, community meetings, and formal Brownfields outreach events.

3. Task Descriptions, Cost Estimates, and Measuring Progress

3. a. Description of Tasks/Activities and Outputs

**Project Implementation:** The proposed tasks, outcomes and associated cost assumptions are detailed below; estimates for benefits, travel and supplies are apportioned across petroleum and hazardous budgets; as detailed, the project plan commits more than 60% of the funds for Phase I & Phase II ESAs.

**Task 1: Cooperative Agreement Oversight** – Oversight by WCDA will include selecting and contracting a Qualified Environmental Professional (QEP); engaging in Brownfields education such as state and federal Brownfields meetings and conferences; coordinating with EPA Project Officer; and tracking and reporting the status of the Brownfields program with quarterly reports to EPA. The QEP will assist with outcomes including updates to EPA’s ACRES database, and data for quarterly progress and Fair Share reports. The grant budget is based on personnel time of 150 hours x $50/hour ($7,500), travel and lodging for two WCDA members to attend the EPA Brownfields Conference(s) at $1,800 per person x 2 people, supplies ($1,500) and contractual time at 125 hours x $100/hour ($12,500).

**Task 2: Community Outreach and Engagement** – As described in Section 2.b, we will continue to engage our Brownfields Advisory Committee and member communities for Brownfields outreach, collaboration and identification of potential Brownfields sites. Outputs will include reports from the Brownfields inventory, completed site nomination forms and site rankings, documented public comments/responses and minutes from the Brownfields Advisory Committee meetings. The grant is based on personnel time of 370 hours x $50/hour ($18,500), local travel expense of $1,008 (1,800 miles at $0.56/mile); supplies/outreach materials ($3,500) and contractual time at 225 hours x $100/hour ($22,500).

**Task 3: Phase I and Phase II Environmental Site Assessments (ESAs)** – This task budget will be used to conduct Phase I and Phase II ESAs on the high priority sites selected as part of Task 2, and on potential new sites brought into the program over the three-year performance period. The ESAs will be completed in accordance with current applicable American Society of Testing Material (ASTM) standards as well as the EPA “All Appropriate Inquiry” rule. Based on the Phase I findings, Site-specific Quality Assurance Project Plans (SSQAPPs) will be prepared for Phase II ESAs. Phase II will include collecting samples of environmental media, laboratory analyses, and report submittal. This task will also include outreach to property owners and developers, and obtaining site access agreements. Outputs will include Phase I reports, SSQAPPs, Sampling Plans, Health and Safety Plans, and Phase II reports for each site. We envision 12 Phase I ESAs and 8 Phase II ESAs.

The budget estimates for Phase I and Phase II are anticipated averages based on our prior program experience for sites like those in our target areas. The Phase I and Phase II budget is based on personnel
time of 228 hours x $50/hour ($11,400). The contractual budget assumes 12 Phase I ESAs at $5,500 per site ($66,000), and eight Phase II ESAs at $38,000 each ($304,000).

**Task 4: Site Reuse and Redevelopment Planning** – Following environmental investigation, WCDA plans to evaluate alternatives for cleanup at each of the four target properties in Cutler, Eastport and Lubec, as necessary, and assist with redevelopment planning based on proposed redevelopment scenarios. Cleanup goals will be developed based on Maine DEP and USEPA guidelines, reuse goals, and communications with our regulatory liaisons. Where appropriate, closure of sites through Maine DEP’s Voluntary Response Action Program (VRAP) will be sought. Outputs include a Cleanup and Redevelopment Plan for applicable sites evaluated under the program, and VRAP closure documents where implemented. The grant budget is based on personnel time of 125 hours x $50/hour ($6,250) and supplies ($504). Contractual time includes reuse and redevelopment planning for the eight Phase II ESA sites at $4,500 per site ($36,000).

**Anticipated Project Schedule:** We expect to complete Phase I & Phase II ESAs in the target areas within the first 18 months. Redevelopment planning and closure activities, where necessary, are expected to follow in the last 18 months of the program. Funds may be available for potential Brownfields sites county-wide (including tribal land); such assessments will be scheduled on a “rolling basis” as nominations are received and approved, within the three-year grant period.

**Task/Activity Lead:** WCDA will lead cooperative agreement oversight and community outreach with support from the QEP. The QEP will lead the Phase I and Phase II investigations, and reuse/redevelopment planning in close coordination with WCDA.

**Additional Leveraged Funding:** In addition to the funding resources described in Section 1.c, WCDA has identified the following resources:

- Maine DEP 128(a) Brownfields Funding which is applicable to municipalities and used for Phase I/Phase II ESAs, feasibility studies and planning; funds are awarded on a site-by-site basis hinging on redevelopment potential, expected to be high for the proposed target initiatives.
- Bar Harbor Bank & Trust has pledged $25,000 to support the Lubec Safe Harbor project, which includes redevelopment of the National Pet Food Plant.
- The Butler Foundation is a non-profit focused on environmental and community initiatives in the Lubec area; the foundation has pledged $5,000 in support of the Safe Harbor project.

### 3. b. Cost Estimates and Outputs

**Cost estimates:** Proposed budgets follow for proposed Brownfields outreach, assessment and redevelopment planning activities with emphasis on the target areas in Cutler, Eastport/adjacent tribal land and Lubec. Seventy-seven percent of the budget is allocated to Phase I and Phase II ESAs.

**WCDA Assessment Budget**

<table>
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<tr>
<th>Items</th>
<th>Task 1</th>
<th>Task 2</th>
<th>Task 3</th>
<th>Task 4</th>
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<td>Cooperative Agreement Oversight</td>
<td>Community Outreach &amp; Engagement</td>
<td>Phase I and Phase II Site Assessments</td>
<td>Cleanup &amp; Redevelopment Planning</td>
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Washington County Development Authority (WCDA) Brownfields Assessment Proposal

Outputs: Project outputs to be delivered within the three-year grant window are identified below. High quality of outputs will be assured through technical review/feedback by Maine DEP and the USEPA project team, guidance by the WCDA Brownfields advisory committee, and contracting with an exceptionally well qualified QEP. Example outputs include:

- Track and update inventory and ranking documents used to prioritize Brownfields sites county-wide.
- Draft and final Phase I and Phase II ESAs, site-specific quality assurance work plans, and redevelopment plans, where applicable.
- Timely ACRES database updates and quarterly reports tracking accomplishments and budget.
- Advisory committee meeting minutes and reports on community engagement activities, feedback received and responses;
- Updates to the Brownfields web site and social media postings.
- Outreach documents such as updated fact sheets, frequently asked questions guidance, press releases, and proceedings of training events, conference and other outreach forums.

3. c. Measuring Environmental Results

WCDA Brownfields program results will be tracked and measured with timely, thorough updates to the EPA ACRES database system, and on-time publication of quarterly reports in the ACRES system. This system is accessible to the public and provides key information on Phase I and Phase II ESA findings, budget invested, status of redevelopment/reuse and how risks to the community have been managed, such as cleanup or institutional controls. Results will also be tracked and measured in advisory committee meeting minutes, and with updates to the Brownfields project web site. Within the target communities, program success and results will be measured by:

Cutler: Square feet of building space available for (a) retail, studio, or other entrepreneurial space (former A to Z Variety store); and (b) affordable housing, senior living, health care or other community support use (former Navy administration building and dormitory); number of jobs generated; dollars of increased tax base; population trends and interpreted links to improved community health and welfare.

Eastport: Square feet of building space made available for commercial/industrial reuse, number of jobs created, annual revenue of business enterprise; increased tax base from jobs and increased property value in area of Maine Pearl Essence site.

Lubec: Number of moorings resulting from Safe Harbor project (National Pet Food site); number of annual users of boat launch facilities; number of fishermen/boats added to fleet and dollars from increase in tax base; decrease in dollars lost due to damaged boats/equipment from storms; increased tourism from added community amenities; population trends and links to improved community health and welfare.

4. Programmatic Capability and Past Performance

4. a. (i) to (iii) Organizational Structure, Capacity and Staff: WCDA was established by the Maine Legislature in 2001 to acquire title to, and support redevelopment of, the former Naval Communications base at Cutler. The mission of WCDA has since been expanded to include financial and technical assistance to communities and nonprofit organizations within Washington County, with the goal of promoting community and economic development projects. WCDA meets at least quarterly, maintains an account ledger, and reports annually to the Maine legislature. With regular meetings, accounting services and timely, thorough reporting, WCDA is well positioned to effectively manage the county wide Brownfields assessment project within the timeframe and budget identified.

WCDA is governed by a board of nine members representing the interests of community government, businesses and residents of the county. The officers of the board have substantial experience with community and governmental initiatives and will drive success of the Brownfields assessment initiative. WCDA Board Chair, Betsy Fitzgerald, has been a member of the WCDA since inception in 2001. She was hired as the Washington County Manager in 2010 after serving four years as the Machias Town
Manager. With a master’s degree in public policy and decades of public service, Ms. Fitzgerald is a proven leader and highly motivated to achieve successful assessment and redevelopment of the three priority sites, and properties county-wide. Ms. Fitzgerald is supported by Vice Chair Lewis Pinkham, the Town Manager of Milbridge, and a member of the Maine Harbor Masters Association. Mr. Pinkham and Ms. Fitzgerald recently served on the Brownfields Regional Advisory Committee for the WCCOG and have been an integral part of the programs redevelopment success over the past several years.

4.a. (iv) Acquiring Additional Resources: Our WCDA Brownfields team will be complimented with a highly qualified QEP and an on-call environmental attorney (Mary Jane Good of Calais) for development and transaction-related legal support. The QEP will be selected based on a competitive Request for Proposal process with a focus on related qualifications and value. We will continue to rely on the following partners:

- **Maine DEP Brownfields program**: technical advice, field personnel, equipment and report review.
- **Sunrise County Economic Council**: site reuse planning and economic analysis; financing options.
- **Passamaquoddy Tribe**: support for assessment of tribal lands and tribal Brownfields coordinator.
- **Washington County Council of Governments**: assistance with redevelopment funding, county-wide redevelopment planning support, and planning expertise.
- **University of Maine at Machias**: led by Tora Johnson, PhD, the GIS Service Center can provide planning insight, climate change modeling data, meeting facilities and support for tracking and mapping WCDA Brownfields sites.

5.b. (i) Past Performance and Accomplishments: Currently Has or Previously Received EPA Grant

(1) **Accomplishments:** In November 2015, WCDA was awarded a $14,370 grant under the Maine Department of Environmental Protection (MEDEP) and Maine Department of Economic and Community Development (MDECD) Brownfields Revolving Loan Fund. Funded by EPA, the revolving loan fund was established to facilitate cleanup of Brownfields in all areas of the state and to revitalize these properties. WCDA used the grant to abate asbestos and cleanup mixed waste in a boiler house at the former Navy base in Cutler. WCDA efficiently coordinated with WCCOG and its QEP to prepare a grant application, complete a Remedial Action Plan and a SSQAPP, and hire a Maine-certified asbestos abatement contractor to successfully implement the planning, abatement and air clearance testing for the proposed building reuse. The contractor was able to close the lease arrangement and begin using the old boiler house for road salt storage by the end of November 2015 – within 30 days of project initiation.

In May 2021, WCDA was awarded a $500,000 EPA Brownfields cleanup grant for a former Navy recreation building in Cutler. WCDA has solicited contractor bids and with support from Maine DEP and EPA, we are presently procuring QEP support for planning and implementation of the site cleanup, which involves asbestos, lead based paint and PCBs in building materials.

(2) **Compliance with Grant Requirements:** WCDA completed the required project closure reporting, financial reporting and ACRES database entries, and complied with Davis-Bacon wage and MBE-WBE reporting requirements for the 2015 grant. The abatement project was completed well within the grant period and resulted in successful redevelopment of the boiler house. As a project-specific revolving loan fund sub-grant, no surplus funds remained at the close of the project.

While just under way in the fall of 2021, the EPA-funded recreation building cleanup project at the former Cutler Navy Base continues to build momentum and is on track for on-site cleanup activities to begin in spring 2022. Over the three-year grant period, WCDA is committed to compliance with obligations for community outreach, ACRES reporting, project documentation and financial tracking.
Attachment A
Threshold Criteria Response

Community-Wide Proposal for Assessment Grant

1. **Applicant Eligibility:** The Washington County Development Authority (WCDA) is an organization that supports community and economic development projects in Washington County by providing technical and financial assistance to governmental, nonprofit and private entities in the county. The WCDA was authorized under MRSA Title 5, Part 18-A: Economic and Community Development, Subchapter 3: Tourism and Community Development, Article 2-A: Washington County Development Authority, and is included in Attachment B.

2. **Community Involvement:** The WCDA proposes to maintain a high level of community involvement through diverse outreach efforts which incorporate community members in city and town centers, and in surrounding rural areas. Outreach efforts will include, but may not be limited to:
   
   a. Public meetings at key project milestones such as site investigation work plan development, presentation of investigation findings, and redevelopment planning;
   
   b. Engaging community stakeholders in face-to-face meetings or in groups to discuss and identify concerns about environmental justice and solutions to help resolve inequities.
   
   c. Updates to the county-wide Brownfields web site including recent news, success stories and Brownfields background information and site nomination information;
   
   d. Press releases and feature articles in local publications highlighting planned site investigations, findings, stages of redevelopment and related success stories;
   
   e. Redeveloped site open houses/“ribbon-cutting” events to celebrate Brownfields program success, and to provide an education forum for the community; and
   
   f. Participation in community events such as meetings of area chambers of commerce, Rotary Clubs, and downtown organizations.

3. **Named Contractors and Subrecipients**
   
   a. Procurement procedures for contractors: **Not Applicable;** the WCDA has not identified contractors. Procurement for contractors following a grant award would comply with the fair and open competition requirements in 2 CFR Part 200 and 2 CFR Part 1500.
   
   b. Subrecipient eligibility: **Not Applicable;** the WCDA has no subrecipients for this grant proposal.

4. **Expenditure of Assessment Grant Funds:** WCDA does not have an open EPA Brownfields Assessment Grant or Multipurpose Grant.