Narrative Information Sheet
EPA FY2022 Brownfields Community-Wide Assessment Grant Application
City of Waterville, Maine

1. Applicant Identification:  City of Waterville, Maine
   1 Common Street
   Waterville, Maine 04901

2. Funding Requested
   a. Assessment Grant Type: Community-Wide
   b. Federal Funds Requested
      i. Amount Requested: $500,000
      ii. Site-Specific Assessment Grant Waiver: Not Applicable

3. Location
   a. City: Waterville
   b. County: Kennebec County
   c. State: Maine

4. Target Area and Priority Site/Property Information (Community-Wide Assessment Grant Application)
   a. Target Area(s): Waterville Downtown and College Avenue
   b. Census Tract Number: Census Tract 241.02
   c. Address of Priority Sites: Head of Falls Site, Front Street, Waterville, Maine

5. Contacts:
   a. Project Director: Andrew McPherson, City Engineer, 1 Common Street, Waterville, Maine 04901; 207-680-4232; 207-680-4207 (fax); amcpherson@waterville-me.gov
   b. Chief Executive/Highest Ranking Official: Stephen Daly, City Manager, 1 Common Street, Waterville, Maine 04901; 207-680-4204; 207-680-4207 (fax); citymanager@waterville-me.gov

7. Other Factors:

<table>
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<tr>
<th>Other Factors</th>
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<tbody>
<tr>
<td>Community population is 10,000 or less.</td>
<td>NA</td>
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<tr>
<td>The applicant is, or will assist, a federally recognized Indian tribe or United States territory.</td>
<td>NA</td>
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<tr>
<td>The priority site(s) is impacted by mine-scarred land.</td>
<td>NA</td>
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<td>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>1 - 2</td>
</tr>
<tr>
<td>The priority site(s) is in a federally designated flood plain.</td>
<td>1</td>
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<tr>
<td>The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy.</td>
<td>3</td>
</tr>
<tr>
<td>The reuse of the priority site(s) will incorporate energy efficiency measures.</td>
<td>3</td>
</tr>
<tr>
<td>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>
<td>NA</td>
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<tr>
<td>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>
<td>NA</td>
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</table>

8. Letter from State or Tribal Environmental Authority: Attached

9. Releasing Copies of Applications: Not Applicable - No portions of this application are confidential, privileged or sensitive.
Narrative Information Sheet Attachment:

Letter from State or Tribal Environmental Authority
(Maine Department of Environmental Protection)
November 17, 2021

Ms. Dorrine 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 City of Waterville plans to conduct site assessments and is applying for federal Brownfields grant funds.

Stephen Daly of the City of Waterville has developed an application requesting federal Brownfields Site Assessment Grant funding to assess Brownfields sites in the city.

If the city 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

Cc: Stephen Daly, City of Waterville
1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

   a. Target Area and Brownfields

      i. Background and Description of Target Area

      The City of Waterville was incorporated in the early 1800’s. Due to its location at the confluence of the Kennebec and Sebasticook Rivers, industries such as sawmills, gristmills, sash and blind factories, brickyards, tanneries, and furniture factories flourished. By the early 1900s, there were five shipyards within the City limits. Because Ticonic Falls blocked upriver navigation, Waterville was the terminus for trade and shipping. In 1849, the Androscoggin and Kennebec Railroad opened, further strengthening the City’s industrial value, resulting in development of locomotive and car repair shops in the thriving mill town. In 1866, the Ticonic Power Company dammed the Kennebec and constructed the Lockwood Manufacturing textile plants. By 1900, the mills dominated the riverfront and employed 1,300 workers. Lockwood survived until the mid-1950s, but since then, the historic mill buildings have become vacant, underutilized for industrial/commercial purposes, or have deteriorated to the point where they need to be demolished. All would benefit from cleanup and revitalization. We estimate there are nearly 20 blighted and neglected Brownfield sites in our Target Areas. These industrial relics are conjoined with surrounding neighborhoods, which limits growth and redevelopment of the waterfront core, and presents health risks to sensitive and vulnerable populations. The former sweeping industrial/mill area along the banks of the Kennebec River, and the adjacent downtown area, is one of our two Target Areas (“Downtown Target Area”).

      Like many other mill towns, when the downtown mill buildings closed, Waterville experienced sprawl development in the suburbs and the decline of the downtown. To this day, there is a notable dichotomy between the historic downtown and the strip malls, chain stores, and low-density development located along College Avenue, Main Street, and Kennedy Memorial Drive, which connect Waterville’s downtown area with Interstate I-95. These corridors are textbook examples of urban sprawl, and have resulted in environmental degradation, intensifying segregation, and undermining the vitality of existing urban areas. The City’s 2014 Comprehensive Plan identifies College Avenue as an area in decline, citing a Burger King as the only “successful” construction or development in the past 15 years. This interstate corridor represents our second Target Area (“College Avenue Target Area”).

      It must be noted that both of our Target Areas can be found within Maine Census Tract 241.02, a 1.5 square mile, Low-Income Community Opportunity Zone in the City. This census tract if often considered to have of the most diverse land use characteristics and socio demographic conditions in Maine. It includes not only our Target Areas, but also the “South End”, a neighborhood where the clustering and agglomeration of housing was the result of post-WW-II Urban Renewal projects and is now a targeted redevelopment area for affordable workforce housing. This census tract also includes the City’s freight rail yard, where for more than a century, locomotives have been brought to be stripped, repaired and sometimes rebuilt entirely. Maine Department of Environmental Protection (MEDEP) records highlight a legacy of oil discharge violations and environmental penalties at the yard going back to the 1980’s.1 The broad range of current and historic land uses in this Census Tract provide both significant challenges and great redevelopment opportunities to the City.

      ii. Description of the Priority Brownfield Site(s)

         The Priority Site for this Brownfield Assessment Program is the Head of Falls Site, a 12.5-acre site with over 2,500 feet of riverfront located between Front Street and the Kennebec River in the Downtown Target Area. The site, the former location of the Wyandotte Woolen Mill and Waterville Iron Works, is highlighted as one of the City’s most prominent redevelopment properties. The Site historically supported a neighborhood of Low and Moderate Income (LMI) workers and associated housing; however, the entire Head of Falls neighborhood was razed in an Urban Renewal project in the 1960’s, and the cleaned and depleted housing stock was shifted into the City’s South End neighborhood. The City has invested significant time and money into this site in an effort to increase the potential for redevelopment; installing sewer and water infrastructure as a cost savings to future development, and in 2017, overseeing the construction of a $1.5 million RiverWalk along the site’s waterfront and within the river floodplain. The Site is currently a vacant, grassy field, and due to its proximity to the RiverWalk, has become an area where residents congregate, relax, and walk their

1 https://www.themainemonitor.org/after-years-of-spills-at-waterville-site-pan-am-railways-says-it-cleaned-up-its-act/
dogs. However, historic investigations have identified the presence of contaminated surficial soils (heavy metals and petroleum compounds); these investigations have also identified a soil consolidation/landfill area in the northern portion of the site that needs to be capped as part of site cleanup/redevelopment. In 2019, the City entered into an agreement with a Development Team that proposed a mixed-use redevelopment of the site; however, due, in part, to the complicated environmental conditions at the Site and the COVID-19 pandemic, this development did not materialize. This Brownfield Assessment grant will fund additional/gap assessments to further characterize contamination and conduct cleanup planning, and a portion of the grant will be earmarked for reuse planning and marketing of this site to redevelopment teams.

Historic industrial activity, post-war Urban Renewal, and urban transportation/rail corridors have caused Census Tract 241.02, which contains our two Target Areas, to be plagued by Brownfield sites, vacant storefronts, blighted properties, and underutilized commercial space. These historic industries have likely contaminated soils with petroleum, PAHs, and heavy metals. **Brownfield properties in our Downtown Target Area include the vacant railroad building at the corner of Pleasant and Main Street, the vacant Ken-A-Set Thrift Store on Main Street in the gateway to our Downtown Target Area, and the Edith and Eaton Block, which represent over 100 feet of vacant, boarded-up storefront the heart of our downtown.** Additional Brownfield sites, such as the former Sears & Roebuck, Brothers Auto and a former Salvation Army thrift store, have also been identified in the College Avenue Target Area; buildings in this corridor were constructed in the 1960’s and 1970’s, when asbestos, lead-based paint and PCBs were common building materials. This area can also be characterized by petroleum impacts to air, soil and groundwater from vehicles in this heavily traveled corridor, which have created contamination that threatens the adjacent residential neighborhoods that house the City’s most sensitive populations.

### b. Revitalization of the Target Area

#### i. Reuse Strategy and Alignment with Revitalization Plans

Brownfield assessment and redevelopment in the Target Areas aligns directly with the City’s Comprehensive Plan (updated 2014), which identifies goals associated with population, housing, and income, including the need to attract young people and new businesses to expand the workforce and bolster the economy. The plan recognizes to attract younger individuals, they have to remove/address pockets of deteriorated housing (such as the “South End” neighborhood in our Downtown Target Area), and create vibrant and safe neighborhoods by addressing crime, blighted buildings and poor housing conditions. The Plan encourages new housing through the renovation of vacant buildings, infill lots, and on the upper floors of downtown buildings. The City also encourages development of vacant structures and existing industrial/commercial sites (Brownfield Sites) by creation of a tax increment financing (TIF) district in our Downtown Target Area to promote development and revitalization, as well as TIF-Credit Enhancement Agreements for targeted Brownfield Sites such as the Edith Judith Block.

The City has the goal to improve the health of the community and environment, increase economic vibrancy within the neighborhoods, increase the quantity and quality of housing that is sorely needed, attract new business and increase job opportunities, and improve the quality of community. **The Brownfield program will be a catalyst to achieving our community’s vision.** The Head of Falls Site in the Downtown Target Area is the City’s highest priority, due to its potential for mixed-use redevelopment with residential housing units. The City has also developed the South End Neighborhood Strategic Plan (2007) which outlines goals that are inline with Brownfield assessment, including encouraging a mix of commercial and residential development, increasing affordable housing units, enhancing access to the Downtown, and improving quality of life for residents. Sites will be selected for inclusion into the City’s program based on their potential for redevelopment, focusing on infill properties, especially those with potential to add residential units for workforce and affordable housing.

#### ii. Outcomes and Benefits of Reuse Strategy

Waterville will update its inventory of Brownfield sites and will prioritize and select sites for inclusion into the Brownfield program based on their proximity to our Target Areas, potential for redevelopment, potential for creation of housing units, and whether their redevelopment is in-line with the City’s Comprehensive Plans. At the onset of what will hopefully be a long-term and comprehensive Brownfield Program, we feel that prioritizing sites, public outreach, and planning...
studies will be vital to developing a comprehensive program, and ensuring community support for this, and future, Brownfield grants. The ultimate goal of our program will be to assess Brownfield sites and return distressed, blighted, and underutilized properties back to economic vitality, utilizing green construction/renovation principals including wind, solar, and geothermal energy, and incorporating energy efficiency measures. Other benefits of Brownfield redevelopment are the revitalization of our Target Areas and the Census Tract Opportunity Zone, blight reduction, job creation, creation of housing units, and the increased tax base accompanying revitalization and redevelopment in one of the State’s poorest regions.

**Brownfield redevelopment and cleanup will also reduce our resident’s exposure to environmental contamination!** According to EPA EJScreen, the low-income and disadvantaged populations in our Target Areas are in the 84th percentile for exposure to traffic, the 93rd percentile for exposure to lead-based paint (due to our aging and dilapidated housing stock), and the 82nd percentile for exposure to pollutant discharge from wastewater facilities compared to the rest of the country. Neighborhood revitalization and creation of safe, clean housing units will lead to an overall improvement in public health, safety and wellness. The eventual cleanup and redevelopment of the Head of Falls site will increase property values within the Target Area due to the enhanced use of the Site, elimination of environmental and safety concerns, livability principals including traffic calming/reduction, and creation of safe, affordable housing in the Downtown Target Area.

c. **Strategy for Leveraging Resources**

i. **Resources Needed for Site Reuse**

If the City needs additional funds for assessment work, reuse/redevelopment planning, or cleanup, we will leverage funds through EPA Assessment Grants, EPA Cleanup Grants, MEDEP’s Chapter 128A funding, and cleanup grants/loans from the Maine Growth Council, the MEDEP, and the Maine DECD Brownfields Revolving Loan Fund, among others. The City has been successful in obtaining funds from the Maine Growth Council in the past and intends to use this organization as a key Community Partner for this grant. As an example, the City secured a $300,000 Land and Water Conservation Fund (LWCF) grant to construct the RiverWalk at the Head of Falls Site.

The City plans to utilize their relationship with Colby College to support their Downtown Revitalization Framework, which outlines an expanded network of campus gathering spaces and residential units in the Waterville downtown to support community interaction. The principles were adopted by the Waterville City Council in 2016 and include increasing retail/mixed-use development in the downtown, increasing residential density, and connecting the downtown, the waterfront, and the South End residential neighborhood through infrastructure/streetscape improvements. This public/private partnership has the potential to use City brownfield assessment funds as a first step in site cleanup and redevelopment funded through college endowments.

ii. **Use of Existing Infrastructure**

Our Target Areas have the infrastructure to support our assessment and redevelopment strategies. Because the City encourages new housing and economic growth through infill and the renovation of vacant buildings, Brownfield sites will be selected for inclusion into the program, in part, due to their potential existing infrastructure. Our Target Areas are serviced by high-speed internet, power, transportation, and are connected to municipal water and sewer utilities. Our Target Areas, including the priority Head of Falls site, are poised to be redeveloped with sustainable mixed-use development, and they have the infrastructure required to support development of residential units, light industrial and manufacturing, as well as service-based industries that will provide jobs to the citizens of Waterville. The City is currently investing significant capital into the downtown district; they have reconstructed and upgraded sewer and water infrastructure to the Head of Falls Target Property, and have undertaken a 11.2M project to return Main Street to its pre-Urban Development two-way traffic patterns. The redevelopment options available to our Target Areas are endless once the environmental stigma associated with Brownfield Sites and urban contamination is removed.

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2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT
   a. Community Need
      i. The Community’s Need for Funding
      Waterville is emerging from a 20% population decline and loss of over 1,000 jobs and significant tax base stemming from the demise of the manufacturing industry over the past three decades. The City’s population that remains is living in poverty. According to the U.S. Census ACS 5-Year Estimates, Waterville's median household income ($38,745) was substantially lower than that of Kennebec County ($52,929) and the State ($55,425). In addition, the percentage of families below federal poverty level (20.7%) was nearly double than both Kennebec County (11.2%) and State (10.9%). In 2009, Waterville conducted an income survey which determined that 56% of Waterville's population is LMI. It is also estimated that nearly 27% of Waterville’s population (compared with 14.3% in the State of Maine) is receiving food stamps/SNAP or welfare assistance. The Waterville School Department reported that 67% of children in kindergarten in the 2007-2008 school year were from low-income families and 48% "scored below the norms that lead to successful transition into public school". Among all kindergarten through third grade students in the Waterville public schools in 2010, 64% received free or reduced-price lunches. This percentage is nearly double the 34% of children in all grades in Maine who qualify for free or reduced-priced meals. For these reasons, the City is unable to divert resources to perform Brownfield assessment and redevelopment activities. This has caused blighted Brownfield properties to remain vacant, increased urban sprawl, and contributed to the economic decline of our Target Areas.

      These issues are compounded by the fact that, compared to cities of similar size, Waterville is also supporting a significant number of non-taxed property, accounting for over 13% of the City’s total acreage (including the 290-acre Colby College campus, Thomas College, and two major hospitals, among others). This creates additional tax burdens and financial strain on struggling landowners. The hardships faced by our residents further burdens the City; not only do these individuals have no discretionary income to spur economic growth, they also require additional resources from the City. According to the U.S. Census, over 17% of City residents do not own a car (compared to only 7.3% in Maine), over 20% of residents do not own a computer (88.4% of Maine residents have a home computer), and a staggering 28% of City residents do not have internet at home. These economic hardships and stress on limited resources have made it impossible for the City to fund environmental and cleanup projects, or to address the blight and vacant downtown buildings using municipal funds.

      Over the past fifty years, a decrease in household size has had a substantial impact on residential development in the City; although the City’s population has declined (from 1990 to 2010, Waterville lost nearly 10% of its population), the number of households remained flat, resulting in more dwelling units needed to house fewer people. The City has estimated that nearly 200 additional housing units will be required by 2023 to fill demand and that new housing will be needed to replace dilapidated units3. This loss of population tells a larger story; as educated young people tend to leave the City and State for higher paying jobs, the population decreases, and the remaining residents continue to fall below the poverty level due to unemployment, medical expenses, and retirement (aging out of the workforce). Brownfield revitalization will create good paying jobs and improve the economic viability of the Target Areas and the City by providing safe and affordable housing units and encouraging echo development in other vacant underutilized industrial properties.

      ii. Threats to Sensitive Populations
         (1) Health or Welfare of Sensitive Populations
         Low-income adults and children are sensitive populations which are significantly impacted by contamination and blight associated with the Brownfield sites identified in our two Target Areas. Census Tract 241.02, which contains our Target Areas, has a median household income of approx. $32,000, which is 46% lower than the State of Maine ($59,000); the percentage of households below the poverty line is 20%, which is nearly double than that for the State (11%); and the median home value of approx. $100,000, is 50% lower than median home values in Maine ($200,000)4. Compared to the rest of the country, these individuals also experience higher that

3 City of Waterville Comprehensive Plan, 2014
4 https://opportunitydb.com/zones/23011024102/
average exposures to automobile and traffic-based air pollution (84th percentile), exposure to lead-based paint in our aging and dilapidated housing stock (93rd percentile), and exposure to pollutant discharge from wastewater facilities (82nd percentile) (EPA EJScreen).

Due to the extreme poverty experienced by these sensitive populations, they are often forced to live in housing units which are dilapidated, contaminated, and may be impacted by hazardous building materials (asbestos, lead paint, PCB, and mold). In 2002, the City hired a consultant to assess City-wide housing conditions; at that time, it was concluded that "upwards of 25% of all residential units in the City and the Target Area are located in moderately to severely substandard residential structures." These environmental issues, combined with the overall disinvestment and blight that plagues the Target Areas, have impacted the health and welfare of low-income families that live in the Target Areas, who are limited in their choices for housing options, lacking the funds to move or conduct necessary renovations to keep them safe. Low-income individuals pay a disproportionate share of their income toward healthcare. Adding environmental contaminants to their healthcare concerns is overly burdensome to one of the City’s most sensitive populations.

Brownfield assessments are a vital step in the reuse and redevelopment of the Target Areas, and the revitalization of the residential neighborhoods that are present in, and adjacent to, these Target Areas. Brownfield revitalization will create community pride, investment, and good-paying jobs (both at Brownfields sites, and through economic development and growth of support businesses). Reinvestment in the community will lead to improvements to infrastructure, the housing stock, and downtown area, ultimately improving the health and welfare of those sensitive populations who live and work in the Target Areas. Brownfield assessment and redevelopment projects that have the potential to create more safe and affordable housing in the City will be given priority.

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

According to the EPA EJScreen, approximately 82% of the housing stock in Census Tract 241.02 was constructed prior to 1950 (when lead paint and asbestos materials were prevalent, and heating oil use/storage was common) versus an average of 57.7% for Maine or 54.8% for the US (2013-2017 American Factfinder, Selected Housing Characteristics). This means that four of our five individuals living in Waterville live in homes contaminated with lead and asbestos particulates and poor indoor air quality, which may be contributing to asthma and cancer rates. Aging and dilapidated housing stock is often characterized by hazardous building materials including asbestos, lead paint, and mold, as well as a history of oil storage and use (75.3% of homes in Waterville are heated by fuel oil, compared to 61.9% in the State of Maine). Lead contamination in historic homes (lead-based paint, lead-containing pipes and solder, and in industrial-area soils) have contributed to the alarming statistic that 4.6% of the children in Waterville tested from 2014 and 2018 have blood lead levels exceeding the Maine CDC recommendations. Compared to the rest of the country, EPA EJScreen reports that residents of our Target Areas are in the 93rd percentile in exposure to lead-based paint. In addition to lead, asbestos is also commonly present in an aging housing stock, which contributes to respiratory ailments such as asthma, lung cancer and asbestosis. This is compounded by the fact that Maine is situated in the nation’s "tail-pipe," where the Jet Stream deposits smog, smoke, and ozone, and is, in part, why Maine has the highest asthma rate in New England.

We need help to quantify health risks from Brownfield site contamination, and direct contact/inhalation exposure from industrial pollutants, pealed paint, exposed asbestos, airborne particles, and waterborne chemicals that contribute to cancer, respiratory, nervous system, and neurological disorders, along with other adverse health effects. In short, many of Waterville’s children and low-income residents face daily exposure to environmental contamination coupled with poverty and high living costs. The assessment and eventual cleanup, redevelopment, and revitalization of the priority Brownfields sites within our Target Areas will help reduce these health treats to our community.

(3) Promoting Environmental Justice

Brownfields have created environmental justice challenges, and past industrial and governmental operating policies have caused a cycle of disinvestment and poverty. As previously noted, over 20% of Waterville’s population lives in poverty. This has led to a housing crisis where the existing housing stock is in poor condition and still cannot be afforded by a typical family. The median home

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5 Maine Tracking Network, Environmental Public Health Lead Poisoning Data, 2020
value in Waterville is $124,600, which is 33% less than the median home value in Maine ($184,500)\(^6\). And yet, because of the high poverty levels, 59.7% of households cannot afford to rent the average two-bedroom apartment in Waterville, and 65% of households cannot afford to buy the median-priced home. Over half (53.2%) of the housing units in Waterville are renter-occupied, as compared with only 27.6% for the County and 26.9% for the State. This means that Waterville has more renter-occupied units than owner-occupied units, which, in part, why needed repairs and rehabilitations are not being conducted and housing values continue to decline. In 2010, Waterville's residential vacancy rate was 11.11%, lower than the County or the State (15.8% and 22.8%, respectively)\(^7\). The low home-owner vacancy rate in Waterville (only 4.8%) indicates that there is not a wide range of choice for potential buyers, meaning that even if they could afford to buy a home, one would not likely be available. These impacts have disproportionately impacted low-income families in our Target Areas and created a significant environmental justice issue.

Like many cities in Maine, Waterville was also a victim of post-WWII Urban Renewal. In Waterville, these included transit-oriented developments that turned our Downtown Target Area from pedestrian and residential friendly two-way streets to high velocity one-way thru fairs; demolishing housing units in the Downtown Target Area, and specifically at our Head of Falls Target Property, which housed LMI populations that supported the mill and manufacturing facilities; and demolition of buildings, housing, and businesses in the Downtown Target Area in favor of large surface area parking lots. In turn, much of the depleted housing stock migrated to the South End Neighborhood of Census Tract 241.02. By 1963, the state of Maine had devalued Waterville’s commercial district by 20% and the entire city by $6 million -- Waterville was withering and in desperate need for new investment and equitable revitalization. The redevelopment and revitalization of the Target Areas, spurred by Brownfields Assessment and cleanup activities targeted at priority sites with mix-use residential redevelopment potential, will bring good paying jobs and people back to the Waterville, spurring economic development, growth, and improvement of health care services, opportunities, housing, and support amenities.

b. Community Engagement

2.b.i Project Involvement and 2.b.ii Project Partner Roles

Our community partners will provide meaningful support and guidance, as noted below:

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<tr>
<th>Partner</th>
<th>Point of Contact</th>
<th>Specific Role in the Project</th>
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<tr>
<td>Central Maine Growth Council (CMGC)</td>
<td>Garvan Donegan 207-680-7300 <a href="mailto:gdonegan@centralmaine.org">gdonegan@centralmaine.org</a></td>
<td>This agency serves as the “clearing house” for major economic development opportunities in Waterville. Garvan will serve on the City’s Brownfields Advisory Committee (BAC) and will provide expertise on site selection and remedial/reuse planning, including the Head of Falls site. CMGC manages business assistance programs that may benefit the City and/or site owners, and may provide funding for assessment or cleanup of Brownfield sites.</td>
</tr>
<tr>
<td>Mid-Maine Chamber of Commerce</td>
<td>Kimberly Lindlof 207-873-3315 <a href="mailto:kimberly@midmainechamber.com">kimberly@midmainechamber.com</a></td>
<td>The MMCOC develops and implements strategies that will impact the mid-Maine region. As part of this project, the chamber will help promote the program, educate member businesses, assist in owner outreach, and participate on the BAC.</td>
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<tr>
<td>Colby College</td>
<td>Brian Clark 207-859-4615</td>
<td>In the past three years, Colby has invested nearly $50M to purchase dilapidated buildings in Waterville to support the expansion of its campus into the downtown as described in the Campus Framework Plan. Colby will serve on our BAC and will assist in site selection and owner outreach. The City’s Brownfield Program will support the college’s eventual cleanup, redevelopment and reuse of sites.</td>
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2.b.iii Incorporating Community Input

The City will hold a minimum of three public meetings during the grant cycle. Meetings will occur during the site inventory and selection process to solicit public input and provide general

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6 Census.gov ACS 5 Year Estimates
7 City of Waterville Comprehensive Plan, 2014
information about the Brownfields grant; during the assessment phase; and during remedial/reuse planning to obtain public input on the reuse goals for select sites. We will advertise meetings via e-mail, announcements in the local newspaper(s), local news outlets, the City’s website and social media, and through member community organizations. Because over 20% of Waterville’s households do not have a computer\(^8\), we will also distribute flyers through key locations in our Target Areas, such as City Hall, houses of worship, downtown businesses, and elder care facilities. The City will maintain meeting minutes and status updates, and will make these reports available for review at City Hall. Comments and questions received by the public will be responded to back to the individual, and the answers will also be incorporated into a “Brownfields FAQ” sheet.

We will use the Socially Distant Engagement Ideas for EPA Brownfield Grant Applicants fact sheet as a resource for alternatives to face-to-face meetings (e.g., zoom meetings, QR codes, flyers, local TV, and radio, as needed). Meetings will be held at City Hall and will also be broadcast via Zoom teleconferencing, which has worked well during the pandemic; we will also broadcast meetings on a local TV station (City Council meetings are currently rebroadcast on the Crossroads TV Station).

The City will develop public outreach materials, including tri-fold brochures and informational handouts for site owners; these will include contact information for City personnel. We will develop an information repository on their website; this will include copies of public outreach material, project status updates, and public meeting agendas and minutes; as well as copies of assessment documents and reports. The information repository will include a direct email link for the public to ask questions and provide feedback. Only 2.1% of City households speak a primary language other than English\(^9\); however, we will offer translated materials, reports and other information by request.

### 3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

#### 3.a.i – 3.a.iv. Project Implementation, Project Schedule, Task/Activity Lead, & Outputs

<table>
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<tr>
<th>Task/Activity: Cooperative Agreement Oversight</th>
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<tr>
<td>i. Project Implementation: The City will lead and conduct programmatic oversight; develop a Brownfields Advisory Committee (BAC) of municipal staff, community organizations, the QEP, MEDEP and EPA; develop a request for proposals and hold interviews to select a Qualified Environmental Professional (QEP) through a competitive bid process; attend the National Brownfields Conference and/or EPA/MEDEP training seminars; status meetings and communication with QEP, EPA, MEDEP, project stakeholders, and the public; track progress through performance and financial reports, quarterly reports, and the EPA’s ACRES database.</td>
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<tr>
<td>- Tasks/Activities for the Priority Site(s): Not Applicable</td>
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<tr>
<td>- Tasks/Activities for Non-Priority Site(s): Not Applicable</td>
<td></td>
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<tr>
<td>- Non-EPA Grant Resources Needed: None</td>
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<td>ii. Anticipated Project Schedule: The BAC will be developed in the first month; the QEP selection process will be completed within three months of funding award; quarterly reports and ACRES database updates will occur throughout the grant period.</td>
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<td>iii. Task/Activity Lead: City will lead with BAC assistance on QEP selection. The QEP will perform quarterly reports and ACRES updates.</td>
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<tr>
<td>iv. Outputs: A BAC will be developed; competitive RFP for QEP selection; quarterly meetings with the BAC; 12 quarterly reports; ongoing ACRES input/updates.</td>
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<table>
<thead>
<tr>
<th>Task/Activity: Community Engagement</th>
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</thead>
<tbody>
<tr>
<td>i. Project Implementation: The City will develop an information repository on their website. The City and QEP will prepare/distribute public outreach materials (marketing brochure, FAQ Sheet, Site nomination form, and public service announcements to promote the program, at a minimum). The City and CO’s website and social media pages will be used to promote the Brownfields program. We will hold a minimum of 3 public outreach meetings to provide information on Brownfields, solicit public input, and provide updates on the program. One meeting will be held to solicit public input for reuse strategies for the Head of Falls Target Site. Meetings will be held in person, via Zoom teleconferencing, and will be televised. The City and QEP will hold one-on-one meetings with property owners as needed. For each Brownfields site,</td>
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</table>
### Narrative/Ranking Criteria

Waterville staff, the QEP, and community partners will also conduct sites-specific outreach and communications, as necessary and requested from the public and/or project stakeholders.

- **Tasks/Activities for the Priority Site(s):** Initial public meetings will include discussions about the Head of Falls Site, its historic assessments, and potential reuse/remedial strategies.
- **Tasks/Activities for Non-Priority Site(s):** Site nomination forms will be distributed, and public input will be solicited during public meetings to identify potential Sites for the program.
- **Non-EPA Grant Resources Needed:** Community partners will be used to help advertise public meetings and solicit input from the community.

#### ii. Anticipated Project Schedule: Community outreach will occur continuously throughout the grant period. The first public informational meeting will be held in the first month after QEP selection. Public outreach materials will be prepared within 3-6 months of QEP selection.

#### iii. Task/Activity Lead: City and QEP, with assistance from the BAC. **Waterville will provide public outreach and educational support to the Brownfields Program at no cost to the grant.**

#### iv. Outputs: At least 3 public meetings and associated informational material; an information repository; Brownfields marketing brochure; Site nomination forms; FAQ handout; and 1 public service announcement. Meetings with site owners as needed.

### Task/Activity: Phase I & Phase II Assessments

#### i. Project Implementation: The City has developed an initial inventory of Brownfields sites; this inventory will be updated, and sites will be prioritized based on community goals.

- **Tasks/Activities for the Priority Site(s):** Waterville will obtain site eligibility for the Head of Falls Site and conduct a Phase I ESA, SSQAPP, and Phase II ESA.
- **Tasks/Activities for Non-Priority Site(s):** When the BAC has approved a site for inclusion into the program, the QEP will prepare a Site Eligibility Form for EPA approval. Waterville and its QEP will obtain access agreements for each Brownfields site. Up to 11 additional Brownfields sites will be assessed through this grant. For each site, the QEP will conduct a Phase I ESA in accordance with the ASTM E1527-13/21 and EPA’s “All Appropriate Inquiry”, a SSQAPP, and a Phase II ESA in accordance with ASTM E1903-11 or equivalent. We have assumed that a Hazardous Building Materials Inventory will be prepared for 8 Sites. Reports/deliverables will be submitted to the City, EPA, and MEDEP for review and approval.
- **Non-EPA Grant Resources Needed:**

#### ii. Anticipated Project Schedule: Waterville will obtain site eligibility for the Head of Falls Site in the first month. The site inventory will be updated within 3-6 months of QEP selection. Phase I ESAs, SSQAPPs, and Phase II ESA will be completed throughout the grant period.

#### iii. Task/Activity Lead: QEP will lead specific site assessments with City assistance.

#### iv. Outputs: EPA/MEDEP eligibility determinations for selected sites, site access agreements, revised site inventory, 12 Phase I ESAs, 12 SSQAPPs, 12 Phase II ESAs, 8 HBMI.

### Task/Activity: Cleanup Planning & Area-Wide Planning

#### i. Project Implementation

- **Tasks/Activities for the Priority Site(s):** The City and QEP will perform reuse planning and marketing the Head of Falls Site and will prepare an Analysis of Brownfields Cleanup Alternatives (ABCA)/Remedial Action Plan (RAP). A Site Reuse Assessment and Market Study will be performed for the Head of Falls site, using specialty subcontractor(s) and planners, as needed. During these planning activities, Waterville will provide communication regarding land use assessments (planning department) and economic development goals (economic development department) that are tied to the City’s Comprehensive plan. Livability principals, design charrettes, potential developer input, and the community’s goals for site reuse will also be incorporated.
- **Tasks/Activities for Non-Priority Site(s):** The City and the QEP will review Phase II ESA data for each selected Site and will develop an ABCA/RAP. We have assumed that 8 sites will require remediation and preparation of ABCA/RAPs. The ABCA/RAP will include remedial actions for identified contamination that exceeds applicable MEDEP cleanup standards. Remedial alternatives will be evaluated on cost, feasibility, and effectiveness in protecting human health and the environment. Based on this analysis, a proposed remediation plan will be developed based on potential reuse scenario(s) for the site. We anticipate that each Site that requires and ABCA will be submitted to the MEDEP Voluntary Response Action Program.
Narrative/Ranking Criteria

| (VRAP). The City and our QEP will conduct eligible Brownfields Reuse Planning Activities on select sites and/or target areas site, using specialty subcontractor(s) and planners, as needed. - Non-EPA Grant Resources Needed: None |
| ii. Anticipated Project Schedule: Reuse planning at the Head of Falls Site will occur within 3-6 months after QEP selection, and the reuse assessment and market study will be completed in the third or fourth quarter of the first year of our grant period. ABCA/RAPs and VRAP Applications for the selected sites are anticipated to be completed throughout the grant period. |
| iii. Task/Activity Lead: QEP with City assistance. |
| iv. Outputs: Outputs include 9 ABCA/RAPs (8 plus the Head of Falls Site); 9 VRAP submittals; and one Site Reuse Assessments and Market Study. |

3. b. Cost Estimates

A breakdown of costs by task, along with a summary cost table, is provided below.

**Task 1: CA Oversight:** $9,000 for City personnel to oversee the program (180 hours @ $50/hour); $5,300 travel total ($1,600 airfare + $1,600 hotel + $1,200 food for 2 Waterville staff to attend 1 EPA National Brownfields conference and 1 EPA/MEDEP-training seminar, plus $900 local travel to meetings); $1,000 for supplies (copies, phone calls, contract documents); and $11,000 contractual for QEP to assist Waterville with cooperative agreement oversight. Total Task 1 = $26,300.

**Task 2: Community Engagement:** Waterville will provide public outreach and educational support to the Brownfields Program at no cost to the grant. $2,500 for supplies (copies, brochures, outreach, mailings); and $13,000 contractual for QEP to assist Waterville on public outreach and educational efforts. Total Task 2 = $15,500.

**Task 3: Phase I & II Site Assessments:** $6,000 for City personnel for site selection, interfacing with site owners, and overseeing ESAs (120 hours @ $50/hour); and $347,000 contractual for QEP services (12 Phase I ESAs @ $3,900 = $46,800; 12 SSQAPPs @ $3,500 = $42,000; 12 Phase II ESAs @ $18,850 = $226,200; and 8 HBMIs @$4,000 = $32,000). Total Task 3 = $353,000.

**Task 4: Cleanup Planning & Area-Wide Planning:** $13,500 for City personnel to assist with reuse/redevelopment planning, coordinating with Site owners and potential Site redevelopers, and review of ABCA/RAPs (270 hours @ $50/hour); $1,500 in supplies (letters/correspondence with Site owners, meeting materials for redevelopment charettes, brochures, and marketing materials)’ and $90,200 contractual for QEP & subcontracted planning firm(s) to conduct 9 ABCA/RAPs @ $4,200/each = $37,800; 9 VRAP Applications and submittals @ $2,600/each = $23,400; and a $29,000 Reuse Assessments & Market Study for the Head of Falls Site. Total Task 4 = $105,200.

<table>
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<tr>
<th>Budget Categories</th>
<th>Task 1: CA Oversight</th>
<th>Task 2: Community Outreach</th>
<th>Task 3: Phase I &amp; II ESAs</th>
<th>Task 4: Cleanup Planning</th>
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<td>$15,500</td>
<td>$353,000</td>
<td>$105,200</td>
<td>$500,000</td>
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a. Measuring Environmental Results

Consistent with prior federal grants managed by the City, this project will be managed utilizing time-proven techniques to ensure project funds are expended timely and efficiently. Waterville and its QEP will hold monthly status meetings to review priority sites, schedule, and budget. ACRES will be utilized for preparing electronic quarterly reports and to monitor project progress. Our expected outcomes are to return selected brownfield sites and nearby areas which are impacted by
the stigma of perceived contamination back to economic vitality. Expected outcomes of completing Brownfields site assessment and eventual remediation and redevelopment will be new job creation and increased tax base, creation of residential housing, minimizing human exposure to contamination at the Brownfield sites, and overall community reinvestment in the Target Areas. Completion of environmental assessment reports (e.g., Phase I and II Reports, QAPPs, ABCA/ RAPs, and reuse/redevelopment planning activities) will document the assessment progress at each site/target area. Reports will be internally tracked to ensure that each is distributed to stakeholders for comments before finalizing. Sites selected to participate in the Brownfield assessment program will be entered in the MEDEP VRAP program. The number of sites assessed and the particulars of the assessed sites (i.e., acres of site, contaminants found, assessment money spent, leveraged money, etc.) will be tracked via EPA quarterly reports and EPA’s ACRES online database. Completing the work described above will help transition properties to the next steps of cleanup/redevelopment and are directly in-line with the City’s Comprehensive Plan. We will also track job creation and increased tax base following Brownfields site assessments, cleanup, and redevelopment of sites.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

a. Programmatic Capability

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

The City has staff which are highly experienced in obtaining and managing federal grants, and economic development and municipal projects. Andrew McPherson, City Engineer, will act as Program Manager and will have direct oversight and management of this program. Andrew is currently the Project Manager for the $11M Build Grant Main Street revitalization project, which is primarily funded with a $7.4M grant from the Federal Build Grant program. Andrew has extensive experience managing public and private construction projects throughout New England which were funded by various Federal and State grants. Andrew will be assisted by Waterville City Manager Steve Daly. Mr. Daly has 14 years’ experience managing over $300M in homeland security grants that funded four of the five Massachusetts Homeland Security Regional Advisory Committees. Andrew will also be assisted by Garvan Donegan of the CMGC.

4.a.iv Acquiring Additional Resources

The City intends to contract with an experienced Brownfields QEP to assist with implementation of a Brownfield program. The City routinely creates requests proposals and qualifications and conducts competitive procurements to obtain appropriate resources for proposed projects. All City projects are publicly bid and advertised. The City and its selected QEP will liaison with the MEDEP to design, coordinate, and oversee the successful completion of the proposed assessment program. When necessary, the City will seek the advice and support of the EPA Region 1 Project Officers and MEDEP Brownfields Coordinators for direction on programmatic requirements. Other City staff members who will likely assist with the Brownfield Program include employees of the Planning and Development Department, Finance Department, and Public Works.

b. Past Performance and Accomplishments

i. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements

(1) Purpose and Accomplishments

The City has managed grant projects and federal funds for redevelopment, economic development, and infrastructure improvement projects throughout the City, including, but not limited to: a 2019 $7.3M Federal Highway Administration grant to perform infrastructure improvements on Main Street (Waterville is the first municipality to receive this Better Utilizing Investments to Leverage Development [BUILD] grant in Maine history); a 2017 $300,000 and Water Conservation Fund grant to fund construction of the RiverWalk at the Head of Falls Site; and two $30,000 Recreational Trails Program (RTP) grants in 2008 and 2014 for building and maintaining trails at the Quarry Road Recreational Area. The City has selected engineering firms and contractors through competitive bidding processes for work performed as part of these projects.

(2) Compliance with Grant Requirements

The City has managed grant projects and federal funds for similar projects, and has submitted technical reports, met and complied with all reporting requirements and schedules, and successfully accomplished the goals of these agreements in a timely manner, in accordance with applicable terms and conditions, with no corrective actions issued.
ATTACHMENT A

Threshold Criteria for Assessment Grants

City of Waterville, Maine
EPA FY2022 Brownfields Assessment Grant Proposal
Threshold Criteria for Assessment Grants

1. **Applicant Eligibility**

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

2. **Community Involvement**

The City of Waterville will hold up to three public meetings during the course of the grant period regarding the progress or status of the assessment grant activities. At these meetings, we will provide general information on the Brownfield program, solicit comments and feedback from the public, and respond to any public comments which have been received. Responses to questions will be assembled in a Frequently Asked Question document that can be distributed with other community outreach materials such as tri-fold brochures and handouts. We will advertise public meetings through advertisements in the local newspaper (Kennebec Journal and Morning Sentinel) and on the City’s website. Public meetings will be held at City Hall and/or via Zoom teleconferencing. Waterville and its partners are prepared to adhere to CDC guidelines for COVID-19 related to community feedback and outreach. We will use the COVID-19 PPE and the Socially Distant Engagement Ideas for EPA Brownfield Grant Applicants fact sheet (August 2020) as a resource for alternatives to face-to-face meetings (e.g., zoom meetings, conference calls, QR codes, flyers, local TV, phone, and radio).

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

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

3. **Named Contractors and Subrecipients**

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

4. **Expenditure of Assessment Grant Funds**

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