1. **Applicant Identification:** Town of Millinocket, Maine
   197 Penobscot Avenue, Millinocket, Maine 04462

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:** Millinocket
   b. **County:** Penobscot County
   c. **State:** Maine

4. **Target Area and Priority Site Property Information**
   a. **Target Area:** Downtown and Central Street Corridor
   b. **Census Tract 300**
   c. **Priority Site:** Jim’s Drycleaners 113 Aroostook Avenue

5. **Contacts:**
   a. **Project Director:** Dick Angotti, Interim Town Manager, 197 Penobscot Avenue, Millinocket, Maine 04462; 207-723-7000 (phone); 207-723-7002 (fax); manager@millinocket.org
   b. **Chief Executive/Highest Ranking Official:** Mary Alice Cullen, Treasurer/Finance, 197 Penobscot Avenue, Millinocket, Maine 04462; 207-723-7000 (phone); 207-723-7002 (fax); treasurer@millinocket.org

6. **Population:** The Town of Millinocket has a population of 4,114 (2020 Census).
7. Other Factors Checklist:

<table>
<thead>
<tr>
<th>Other Factors</th>
<th>Page #</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community population is 10,000 or less.</td>
<td>1</td>
</tr>
<tr>
<td>The applicant is, or will assist, a federally recognized Indian tribe or United States territory.</td>
<td>NA</td>
</tr>
<tr>
<td>The priority site(s) is impacted by mine-scarred land.</td>
<td>NA</td>
</tr>
<tr>
<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>2</td>
</tr>
<tr>
<td>The priority site(s) is in a federally designated flood plain.</td>
<td></td>
</tr>
<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>Reuse of the priority site(s) will incorporate energy efficient 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>
</tr>
<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>
</tr>
</tbody>
</table>

8. Letter from State or Tribal Environmental Authority: Attached
November 17, 2021

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

Dear Ms. Paar:

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

Dick Angotti of the Town of Millinocket has developed an application requesting federal Brownfields Site Assessment Grant funding to assess Brownfields sites in the town.

If the town receives funding, the Department will assign project management staff to conduct eligibility determinations and provide review and comment on all assessments, workplans, Quality Assurance Plans, and Health and Safety Plans. For sites where cleanup is pursued, the Department’s Voluntary Response Action Program (“VRAP”) staff will provide review and comment on investigation reports and remedial workplans, and will provide oversight (as necessary) of 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: Dick Angotti, Town of Millinocket
Millinocket, Maine

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION
   a. Target Area and Brownfields
      i. Background and Description of Target Area
Millinocket is a small town with a population of 4,114\(^1\) located in the shadow of Mount Katahdin at the terminus of the Appalachian Trail in northern Maine. Millinocket was once home to Great Northern Paper (GNP) and the world’s largest paper mill, but the town has been suffering from the mill’s devastating closure in 2008. The GNP mill employed more than 2,000 people and was the heart and lifeblood of Millinocket since it opened in 1901. During its heyday, Millinocket was known as the “Magic City” because it grew so quickly in the Maine wilderness. The GNP closure, and the loss of over 2,000 jobs in one small, isolated region shattered the local economy. Unemployment spiked in the wake of the closure, causing massive workforce flight and abandonment of industrial, commercial and residential properties. Since 1980, Millinocket has lost more than 45% of its population, partially due to the mill closure\(^2\). The majority of people who left were technical and skilled laborers, families with young children, or people of child-bearing age. In 2021, it was estimated that 61% of Millinocket’s residents were age 45 or older\(^1\). A lack of jobs and opportunities has prevented displaced people from returning to the area; and an outmigration of our young population has left behind our sensitive population of low income, unemployed, disabled, and aging population that is struggling to adapt and reinvent themselves in a dwindling economy.

Unemployment in Millinocket remains high at 6.5%\(^2\) and the median household income in Millinocket ($32,730) is only 60% of the median household income in the State of Maine ($53,024)\(^2\). These disheartening trends for Millinocket are predicted to become worse in the foreseeable future due to the Covid-19 pandemic.

Millinocket’s Downtown and the Central Street corridor is the Target Area subject of this Community-Wide Assessment grant application. Our Downtown encompasses 12 blocks and stretches from Penobscot Avenue (Millinocket’s Main Street), Aroostook Avenue, Katahdin Avenue and Congress Street. Downtown and surrounding residential neighborhoods are connected to Central Street (Millinocket’s highway/commercial corridor). Visitors to the once-vibrant Target Area are now confronted with distress, blight, and neglect at the empty store fronts of the hollowed-out Downtown buildings and vacant, former commercial businesses along Central Street. Many of Millinocket’s inhabitants, including members of its elderly, disabled, unemployed, low-income women and children sensitive populations live in the neighborhoods abutting Downtown and Central Street. The Target Area was home to a majority of businesses that supported the GNP mill, but have become neglected, distressed, and are in dire need of assessment and cleanup.

   ii. Description of the Priority Brownfield Site(s)
Priority Brownfield Sites subject of this Community-Wide Assessment Grant application include over a dozen vacant properties that were former gasoline filling/service stations and two former drycleaners located Downtown as well as numerous vacant, light industrial and commercial properties located along the Central Street corridor of Millinocket. Downtown was the heart of Millinocket and Central Street served as the business highway for over 100 years, with a variety of businesses, good-paying jobs, financial security and a sense of community pride. However, in the years since the mill closure, the empty storefronts and vacant lots Downtown and along Central Street only remind residents of a time when jobs were plentiful, Downtown and Central Street were busy and occupied, and Millinocket was successful and thriving. Now, buildings are falling into disrepair and environmental contamination has hampered revitalization efforts in our Target Area.

Jim’s Drycleaners property (113 Aroostook Avenue) is a prime example of a Priority Brownfield Site located in Downtown Millinocket. This currently, vacant property operated as a drycleaner for many years and went out of business shortly after the mill closed, like so many other commercial businesses in Millinocket. Environmental investigations completed to date, identified that soil and groundwater at the property is contaminated with tetrachloroethylene (PCE), a dry cleaning solvent and likely carcinogen. However, contamination is not only limited to the Jim’s Drycleaners property

---

\(^1\) 2020 American Community Survey. Census.gov
but has migrated in groundwater and soil vapor to many nearby, low-income residential properties. Thereby impacting the indoor air quality in nearby buildings that house Millinocket’s most sensitive citizens and also acting as a roadblock to revitalize the neighborhood. We worry that the Jim’s Drycleaners site is just the tip of the iceberg since Downtown and surrounding neighborhoods have been built on a highly transmissive sand and gravel aquifer where contamination can travel great distances from their source properties. Practically no other environmental investigations have been conducted in Millinocket’s Downtown, where over a dozen gasoline filling/service stations and at least one other drycleaner formerly operated within the Target Area before the mill closed. Additionally, almost all buildings located in the Target Area were constructed prior to the 1980s and likely contain asbestos, lead-based paint, polychlorinated biphenyls (PCBs) and heavy metals such as mercury-containing thermostats and electrical switches.

The enormity in scale associated with potential contamination and environmental issues associated with Downtown and Central Street buildings, is overwhelming; to date, these issues have not been sufficiently characterized or evaluated. That is why the Brownfields Program is so vital for Millinocket to conduct extensive and thorough subsurface investigations and Hazardous Building Materials Inventories (HBMIs) to properly assess and evaluate the Priority Brownfield Sites and to determine the extent which the sensitive populations living and working in the Target Area are exposed to contamination.

b. Revitalization of the Target Area
   i. Reuse Strategy and Alignment with Revitalization Plans

In 2018, Millinocket began working on a combined Comprehensive Plan with the neighboring towns of East Millinocket and Medway in Penobscot County. This plan highlights Downtown Millinocket and the Central Street corridor as priority areas to focus economic development opportunities and to develop long-term reuse and revitalization goals. Under the Tax Cuts and Jobs Act of 2017, Millinocket was designated as an “Opportunity Zone.” The Town is also part of the Pine Tree Development Zone Program, which offers a reduction in taxes if jobs are created. Reuse and revitalization of blighted properties Downtown and along Central Street fall in-line with the goals of the Town’s overall comprehensive plans.

Potential Brownfield sites in our Downtown and along Central Street are not located within the flood zone of Millinocket Stream or its tributaries. Some Potential Brownfield sites are adjacent to Millinocket Stream but are elevated above its flood zone. Therefore, our Brownfields program will be organized to conduct comprehensive assessments of priority Brownfield properties in the Target Area. The Brownfields program responds to a strong perception in the community that a significant number of vacant and blighted properties are contaminated, which is contributing to poverty and health degradation throughout Millinocket. Our program will work closely with the Maine Department of Environmental Protection (MEDEP) throughout this process to ensure that it is comprehensive, efficient, and consistent with the best practices of both the MEDEP and the EPA.

   ii. Outcomes and Benefits of Reuse Strategy

As an “Opportunity Zone,” Millinocket’s revitalization plans will spur economic development in one of the State’s poorest regions. Millinocket meets the criteria of the Justice40 Initiative as a disadvantaged community as it is a population of low income, elderly residents who have been disproportionately impacted by high unemployment, environmental impacts from the mill and substandard housing. These project outcomes directly correlate with our reuse strategy for the Downtown and Central Street Target Areas. Performing environmental assessments will be an important step in a multi-phased process to assess, reuse and redevelop the overall Target Area. Assessment, cleanup, and revitalization of Downtown and Central Street properties will have immediate direct and positive impacts to public welfare, health, and the environment; and will stimulate the economy, create much needed jobs, expand the tax base, increase property values, reduce blight, improve community morale and neighborhood investment. Revitalization of properties in the Target Area will allow for the reuse of existing sewer, water, and electric

---

3 Penobscot County, Maine National Flood Insurance Panel Number 2301110005B
infrastructure as well as reusing existing buildings that are predominately intact and can be remediated and readapted in a cost-effective manner.

By eliminating environmental stigma and safety concerns with vacant and dilapidated buildings that currently exist in the Target Area, we anticipate property values will rise in neighborhoods throughout the town. Brownfields Assessment funding is vital to promote prosperity and jump-start the commercial and residential revitalization of Millinocket.

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

The Town of Millinocket is eligible for monetary funding from other resources: for assessment, through MEDEP’s Brownfields Assessment Program; for remediation, through both the MEDEP and the Maine Department of Economic and Community Development’s (DECD’s) Brownfields Cleanup Subgrant Program; and for redevelopment, through the Economic Development Administration’s Public Works Program.

The key funding resources that owners/developers of our priority Brownfield Sites would be most likely to seek and secure for use in assessment would be Eastern Maine Development Corporation’s Brownfields Assessment Program, and for use in remediation it would be the MEDEP and DECD’s Brownfields Revolving Loan Fund Program. The key funding resources that owners/developers of the priority sites would be most likely to seek and secure for use in a revitalization strategy would be: 1) the Community Development Financial Institutions Fund’s and the Internal Revenue Service’s New Markets Tax Credit Program; 2) the United States Treasury Department’s and the Internal Revenue Service’s Opportunity Zone Program; and 3) the Maine Office of Community Development Community Development Block Grant Economic Development Program.

All of the leveraged funding described above will support the renovation/redevelopment of properties in the Target Area. However, none of these improvements have been conducted since environmental concerns associated with these properties and abandoned buildings at the Target Area have not characterized and assessed. Until environmental assessment and eventual cleanup occurs, redevelopment or renovation of blighted properties in the Target Area of Millinocket will remain incumbered.

   ii. **Use of Existing Infrastructure**

The Target Area maintains significant infrastructure which can be reused and revitalized as a cost savings to future redevelopment. **Electricity:** hydroelectric power is generated in Millinocket for public use. **Water & Wastewater:** properties in the Target Area are provided with public water and sewer services. **Rail Access:** The Target Area has access to Central Maine & Quebec’s rail line, which is capable of transporting goods to the deep-water ports of Searsport, Maine and through an interconnect to the metropolitan centers of the Northeast. **Data:** The Target Area has high-speed fiber access. **Regional Workforce Efforts:** The Town of Millinocket benefits from its proximity to the University of Maine in Orono, Eastern Maine Community College in Bangor, and the University of Augusta in East Millinocket. The redevelopment options available to our Target Area are endless and the infrastructure is in place to support the desired development options.

2. **COMMUNITY NEED AND COMMUNITY ENGAGEMENT**
   a. **Community Need**

   i. **The Community’s Need for Funding**

Due to the small population of Millinocket (4,1141) and the existence of economically-impoverished sensitive populations, the Town cannot provide direct funding for this large-scale assessment project. When GNP began down-sizing, and eventually closed its doors, over 2,000 people lost their jobs and unemployment rates spiked. Technical, good-paying jobs have not returned, and unemployment in Millinocket remains high at 6.5% (the Maine unemployment rate is 5.3% and the USA is 3.6%4). This has caused outmigration due to lack of jobs and opportunities; the former Millinocket Town Manager estimates the current population will shrink to 2,500 by the year 2030. “That means a new

---

vacant home every two weeks for the next 15 years.” Tax foreclosed and run-down buildings and housing stock have become commonplace. The exodus of the younger population means the loss of $11 million a year in locally-driven retail spending (Eastern Maine Development Corp.). The Millinocket school budget has been cut by $1.7 million over the last 4 years as the number of students has declined from 655 in 2007 to 500 and continues to drop.5,6 According to the 2019 American Community Survey, no new homes have been constructed in Millinocket since 2010. The median household income in Millinocket is $32,730, approximately 60% of the Maine median household income of $53,0243. The closure of the GNP mill resulted in a further loss of more than $2 million in municipal taxes. The economic hardships resulting from the mill closure continue, and Millinocket’s 2016 valuation, $176 million, represents a decrease of about $35 million from the previous year. This devaluation was caused in part by the demolition of former paper mill buildings at the GNP site. The town also lost $32.5 million in personal property valuation with the removal of equipment from the GNP mill site7. These economic hardships have made it impossible for the Town to fund environmental and assessment projects, or to address the blight and vacant Downtown buildings or along Central Street using municipal funds.

Because the Town is unable to fund environmental assessments and cleanup activities, responsibility falls on individuals, business owners, and non-profit groups. For example, a non-profit organization, Our Katahdin, has taken on the monumental task of redeveloping the 1,400-acre GNP mill site; this work will only be possible through federal grants and assistance from governmental and non-governmental agencies. Millinocket’s Community-Wide Brownfields Assessment Grant is crucial to the assessment and revitalization of our Downtown and Central Street Target Area. The Community-Wide Brownfields Assessment Grant would truly be the impetus for area reinvestment and development, job creation, an increase in the Town’s tax base, and will serve to protect the health and welfare of our most sensitive citizens.

ii. Threats to Sensitive Populations
(1) Health or Welfare of Sensitive Populations

Low income, unemployed, disabled adults, the elderly, pregnant women and children are our sensitive populations which are disproportionately impacted by environmental concerns present in the Downtown and Central Street Target Area, including hazardous building materials (asbestos, lead paint, PCB, and mold concerns) which are present in homes and buildings in the Target Area and surrounding neighborhoods. High unemployment rates have caused migration of young adults, professionals, and talented laborers who are forced to move elsewhere to find jobs. Since 1980, Millinocket has lost more than 45% of its population (the majority of which are younger individuals), leaving 61% of its current residents as being age 45 or older. In Millinocket, the median age is 54.2 with people over 65 making up almost 30% of the population and placing it at the 93 percentile nationally8. The older population requires increasingly high service costs and provides the Town with a diminishing tax base. This is compounded by the fact that 25.6% of the general population is affected by a disability (compared to 15.9% in Maine); and 41.3% of the elderly population over 65 is affected by a disability (2017 American Community Survey). These environmental issues, combined with the overall disinvestment and blight that plagues the Target Area, have impacted the health of low-income families, especially single-women and children, the disabled, and elderly individuals that live in the Target Area and that are limited in their choices for housing options, lacking the funds to move or conduct necessary renovations to keep them safe. Low-income residents in particular, pay a disproportionate share of their income toward healthcare. Millinocket’s children and elderly are more susceptible to damage from environmental pollutants because they have either underdeveloped or compromised biological systems. Adding environmental contaminants to their healthcare concerns is overly burdensome to one of the Town’s most sensitive populations.

---

5 https://www.pressherald.com/2014/08/17/how-much-further-can-millinocket-fall/
Environmental investigations are the first step in a redevelopment process that will create community pride, investment, and good-paying jobs (both in the Target Area, and through echo development of support businesses). Reinvestment in the community will lead to improvements to infrastructure, the housing stock, heath care and services, ultimately improving the health and welfare of those sensitive populations who live and work in the Target Area.

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

Asbestos is prevalent inside many of the abandoned and dilapidated buildings in our Downtown and in vacant, commercial buildings along the Central Street corridor Target Area. Asbestos is known to contribute to respiratory ailments, such as asthma, lung cancer and asbestosis. This along with other hazardous materials (solvents, metals) and petroleum impacts at Brownfield sites, highlight the burden our residents have and the importance of assessing and eventually cleaning up these sites. Maine is situated in the nation’s "tail-pipe,” where the Jet Stream deposits smog, smoke, and ozone; this in combination with environmental contamination in our Target Area is in part why Maine has the highest asthma rate in New England. Poor air quality in the Target Area is compounded by large quantities of particulates, nitrogen dioxide, sulfur dioxide, and carbon dioxide which were historically emitted from the GNP mill smoke stacks during paper manufacturing. These greenhouse gasses not only contribute to air pollution, but they also have the potential to adversely impact human health. According to the Maine CDC, 12.8% of adults in this region suffer from asthma compared to 8.9% nationwide. Maine also continues to have the highest age-adjusted cancer incidence and mortality rates in the U.S. The Maine CDC estimates the rate of cancer incidences in Penobscot County, where Millinocket is located, is 537 incidences per 100,000 people, which is 115% higher than the cancer rate nationwide (469 incidences per 100,000 people).

Millinocket’s sensitive populations live in substandard housing, characterized by hazardous building materials such as lead paint and asbestos. The Target Area has some of the oldest housing stock in America. In the United States, 41% of occupied housing was constructed prior to 1970 (when lead-based paint was still widely used); however, in Millinocket, that number skyrocketed (lead paint indicator 74 percentile nationally). This means 3 of 4 individuals in Millinocket, many of whom are elderly, disabled, and low-income pregnant women and children, are living in homes which may be contaminated with lead and asbestos-contaminated particulates and poor indoor air quality, which may be contributing to asthma and cancer rates.

Maine ranks higher than the national average in overall cancer rates, chronic respiratory diseases and unintentional injuries. Former gasoline filling/service stations, drycleaners and automotive repair businesses in the Target Area typically have soil and groundwater contamination characterized by petroleum constituents, dry cleaning solvents and heavy metals; studies show that individuals exposed to these contaminants over long periods can develop cancer and other health impacts. Assessment, cleanup and removal of contaminants like the ones that have been documented in our Downtown and along the Central Street corridor will reduce the hazards and mitigate health impacts to the identified sensitive populations in Millinocket.

(3) Promoting Environmental Justice

Brownfields have created environmental justice challenges which have resulted from past industrial, governmental, and commercial operating policies which caused a cycle of disinvestment and poverty. In addition to environmental hazards, the EJ Index for Hazardous Waste and RMP proximity is at the 89 percentile compared to the state and over the 50th percent nationwide and several EJ indicators related to air emissions exceed the 60th percentile in the region. The median household income in Millinocket is $32,730, approximately 60% of the Maine median household income ($53,024), and 10.1% of the population lives in poverty. Former gas stations, drycleaners and light industrial properties located Downtown and along the Central Street corridor once provided jobs, security, and financial contributions, but are now contaminated relics which are a drain on the Town’s economy, environment, and demographics as reflected in the EJ indices. To compound matters, GNP historically prevented other industries from locating in Millinocket because they didn’t

---

9 U.S. EPA National Emissions Inventory. EPA.gov
10 2019 American Community Survey. Census.gov
want to compete for the labor pool. The resulting lack of economic diversity, coupled with the town’s geographic isolation, crippled the area when the mill closed. Options for former mill workers are sparse, and because the average age of workers is nearly 60, for many, going back to school or retraining is not realistic. The Target Area is left with relatively no job opportunity, poor access to health care, no public transportation, and a diminished population. These impacts have disproportionately impacted low-income families, especially for our children and aging populations and created a significant environmental justice issue.

According to EPA’s EJSCREENINGTool and EnviroAtlas, our Target Area has an aging population over age 64 in the 95-100 percentile, 95-100 percentile have less than a high school education and the lead paint indicators are in the 90-95 percentile when compared to State and US. The Target Area’s revitalization, spurred by Brownfield assessment and redevelopment, will bring jobs and people back to Millinocket, spurring echo development and improvement of health care services, opportunities, and amenities. These services will benefit those individuals who were impacted, displaced, and marginalized by the devastating mill closure.

b. Community Engagement

2.b.i Project Involvement & 2.b.ii Project Roles
The Town of Millinocket and the non-profit, Our Katahdin, formed a private-public partnership and created an Economic Redevelopment Committee to support redevelopment of the GNP mill property. In 2020, Our Katahdin was awarded a Site-Specific Brownfields Assessment Grant to assess environmental conditions at the former GNP mill property. The Town has provided support for Our Katahdin through participation in community outreach (and use of Town Hall for public meetings) and use of Town resources (public works, police department, facilities). Millinocket will continue this community engagement under the Town’s Community-Wide Brownfields Assessment Program. The following community partners/stakeholders will provide meaningful support and guidance, as noted below:

<table>
<thead>
<tr>
<th>Partner Name</th>
<th>Point of Contact</th>
<th>Specific Role in the Project</th>
</tr>
</thead>
<tbody>
<tr>
<td>Our Katahdin</td>
<td>Sean Dewitt</td>
<td>Our Katahdin will be part of the Brownfields Advisory Committee (BAC) and will also work to bring developers to vacant buildings/properties in the Target Area.</td>
</tr>
<tr>
<td>Katahdin Area Chamber of Commerce</td>
<td>Peter Jamieson</td>
<td>This business entity has more than 100 members and will provide support with future grant applications, attending meetings, visioning, marketing, and be part of the BAC.</td>
</tr>
<tr>
<td>The Nature Conservancy</td>
<td>Bill Patterson</td>
<td>TNC will provide grants, help convene community-based organizations, and deliver in-kind/cash support.</td>
</tr>
<tr>
<td>Eastern Maine Development Corporation</td>
<td>Michael Ludwig</td>
<td>EMDC has managed numerous Brownfield Grants and will assist with outreach and providing potential funding through their Brownfields programs.</td>
</tr>
<tr>
<td>FOR/Maine</td>
<td>Adam Burk</td>
<td>FOR/Maine is a statewide initiative supported by the Maine Development Foundation focusing on growing the forest economy of Maine by 40% by 2025. FOR/Maine will provide contacts, connections to resources, and context for market-based strategies for redevelopment and reuse opportunities in Millinocket.</td>
</tr>
</tbody>
</table>

2.b.iii Incorporating Community Input
The Town of Millinocket will implement an aggressive, multipronged plan for involving the community and stakeholders in the planning and implementation of the Community-Wide Brownfields Assessment Program, as well as soliciting input, and responding to questions and concerns in a meaningful way. The community, project partners, and residents will be encouraged to provide feedback through social media outlets, the Town’s website, and in person at public

meetings at the Town office (located in Downtown Millinocket). This community engagement platform will be utilized to mobilize volunteers, solicit feedback, and support the assessment and subsequent cleanup and redevelopment of the Target Area in Millinocket.

Project updates will be publicized in local and state-wide newspapers, on the Town’s website, and social media outlets. The Town will create informational flyers, handouts, and project summary documentation, and will distribute paper versions of these documents in key locations throughout Millinocket to include our sensitive populations (elderly and low-income individuals) who may not have internet access. Hard copies of project documents and reports will be available at the Town office for review. Public meetings will be handicapped accessible. The Town will also accommodate those who speak languages other than English and/or may have hearing/reading impairments (such as the elderly and the disabled), by translating documents, providing translators, and providing access to videotelephony and online chat services through a cloud-based, software platform (e.g. Zoom Video Communications, Inc.) as a means for community engagement in response to Covid-19 social-distancing protocols.

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

#### a. Description of Tasks/Activities and Outputs (including 3.a. i., ii., iii., iv.)

<table>
<thead>
<tr>
<th>Task/Activity 1: Cooperative Agreement Oversight</th>
</tr>
</thead>
<tbody>
<tr>
<td>i. Project Implementation:</td>
</tr>
<tr>
<td>• EPA-Funded Activities: The Town of Millinocket will perform program development, organization, and support; will conduct programmatic oversight, and will develop a BAC that will include Town staff, the QEP, MEDEP, EPA, and citizen/project stakeholders. Based on a competitive bid process (per 40 CFR 30), the Town will develop a Request for Proposals, hold interviews, and select a QEP. Town staff will attend the National Brownfield conference. Quarterly reports and MBE/WBE reporting will be completed. ACRES will be maintained/updated. The Town will establish a schedule and facilitate meetings with the BAC, MEDEP, and EPA.</td>
</tr>
<tr>
<td>• Non-EPA grant resources needed to carry out task: None</td>
</tr>
<tr>
<td>ii. Anticipated Project Schedule: This will be an ongoing and continuous effort throughout the 3-year grant cycle. We anticipate the BAC will be developed within 1 month of funding, and that meetings will be held at regular intervals throughout the project. Our BAC project kickoff meeting will be conducted prior to QEP selection, and a second meeting will be held after selection. We anticipate a QEP will be selected within 2 months of funding. Quarterly and MBE/WBE reports will be submitted and ACRES will be updated throughout the grant.</td>
</tr>
<tr>
<td>iii. Task/Activity Lead: The Town will oversee this task, with assistance from the BAC and selected QEP.</td>
</tr>
<tr>
<td>iv. Outputs: A BAC will be developed; a QEP will be selected; the Town and the QEP will facilitate/attend up to three meetings with the BAC; 12 quarterly reports will be prepared; MBE/WBE reporting will be conducted as needed; ACRES will be updated throughout the grant period.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Task/Activity 2: Community Engagement</th>
</tr>
</thead>
<tbody>
<tr>
<td>i. Project Implementation:</td>
</tr>
<tr>
<td>• <strong>Discussion of EPA-funded activities:</strong> With help from the BAC and QEP, the Town will hold up to three public meetings to solicit site data and educate local officials and citizens about the Brownfields process. We will also develop and distribute outreach materials (such as Site nomination forms, informational and outreach brochures, and general informational packets). Public participation will be enhanced through the televising of Town and BAC meetings, website and social media announcements (Facebook), public notices in the local newspapers, press releases, and legal ads. We will prepare a Brownfields Inventory and will prioritize and rank the identified sites based on perceived environmental concerns, potential for economic development, proximity to existing infrastructure, and other criteria with the highest rated sites being selected for the program. Once sites are selected, and if the property owner is amenable, the appropriate EPA eligibility documentation to enter the site into the Program will be prepared.</td>
</tr>
<tr>
<td>• Non-EPA grant resources needed to carry out task/activity: Community partners will be used to help advertise public meetings and solicit input from the community.</td>
</tr>
<tr>
<td>ii. Anticipated Project Schedule: Community outreach will occur over the duration of the grant; the first public meeting will occur at project kickoff (Brownfields 101) and as part of the Brownfields Inventory. Subsequent</td>
</tr>
</tbody>
</table>
public meetings will be held after Sites are entered into the program and assessment activities have begun. Additional public meetings will be held during cleanup and reuse planning.

iii. Task/Activity Lead: The Town will oversee this task with assistance from the BAC/QEP/community partners.

iv. Outputs: Outreach and educational materials (Brownfield 101 tri-fold brochure and FAQ handout), public meeting advertisements, press releases and project update reports, educational materials to support public meetings (PowerPoint presentations and handouts). Three public meetings. One-on-one meetings with Site abutters, as needed.

### Task/Activity: Phase I & Phase II Site Assessments (Task 3)

i. Project Implementation

- EPA-funded activities: The QEP will conduct Phase I ESAs for eligible sites in accordance with ASTM E1527-13/21 as well as “All Appropriate Inquiry” standards; these will include a site visit, review of regulatory agency files, interviews with site personnel, review of historical files, and a written report for each site. The ESAs will include a summary of “recognized environmental conditions” and recommendations for follow-up investigations and activities. Based on these recommendations, Phase II ESAs will be conducted to determine if contamination exists, and if so, to what extent. Phase II ESAs will be conducted in accordance with ASTM E1903 and may include soil, groundwater, and/or soil gas sampling, UST assessments, or hazardous building materials inventories. Prior to conducting a Phase II ESA, a SSQAPP and sampling plan will be prepared for USEPA and MEDEP review and approval. Site owners, Town staff, and the general public will be kept informed of all ongoing activities. Priority will be given to sites that have the highest redevelopment potential including the Downtown Target Area as well as projects that support our Comprehensive Plan.

- Non-EPA grant resources: None

ii. Anticipated Project Schedule: ESAs will be completed throughout the three-year grant cycle. Based on known property owner interest in the Brownfields program, we anticipate we will complete our first Phase I ESA within 4 months of receiving grant funds. A Phase I ESA takes approximately 3-4 weeks to complete, SSQAPPs take approximately 2 weeks to prepare and have a 30-day MEDEP and EPA review period, and Phase II investigations and reporting often take 6-8 weeks or more depending on scope of work, although these schedules can be expedited if needed.

iii. Outputs: 7 Phase I ESAs, 6 SSQAPPs, and 6 Phase II ESAs.

### Task/Activity: Cleanup Planning & Area-Wide Planning/Reuse Planning (Task 4)

i. Project Implementation:

- EPA-Funded Activities: The QEP will develop ABCA/RAPs for AOCs which require remediation based on Phase II ESA data. The ABCA/RAPs will include remedial actions for each identified regulated contaminant that exceeds applicable MEDEP guidelines. Remedial actions will be compared based on metrics such as cost, feasibility, and effectiveness in protecting human health and the environment. Based on the results, a remediation plan will be developed for the AOC, considering the specific or potential reuse scenario(s) for the site (or selected area of the Site). Concurrently, Millinocket, the BAC, and the QEP will complete reuse planning activities on select Sites. A public meeting will be held during this reuse planning period to solicit input from the public and community partners; we envision this meeting as a design charette to encourage public participation.

- Non-EPA grant resources needed to carry out task/activity: None

ii. Anticipated Project Schedule: ABCA/RAPs will be completed within 3-6 months of finalizing the Phase II ESA report. The public meeting/design charette will be held after the draft ABCA/RAPs are complete, but before they are finalized. We anticipate no impediment to completing this task within the grant period.

iii. Task/Activity Lead: The QEP will oversee the completion of ABCA/RAPs. The Town will oversee the public meeting/design charette with assistance from the QEP and BAC.

iv. Outputs: Outputs include up to five (5) ABCA/RAP reports; one public meeting/design charette (and associated outreach/presentation materials).

b. Cost Estimates i., ii.
Task 1 – Cooperative Agreement Oversight: This task includes the Town’s time for program development, organization, and support (80 hours @ $50/hour = $4,000); up to three meetings with the BAC (30 hours @ $50/hour = $1,500); preparing bidding documents for QEP selection and interviewing/contracting with the QEP (15 hours @ $50/hour = $750); $1,000 for supplies; and for travel to the National Brownfields Conference (two people @ $2,250 air/bus fare, lodging, and registration. QEP time associated with this task is estimated at $5,250, which includes attendance at three BAC meetings and programmatic support.

Task 2 – Community Engagement: Costs under this task include Town staff (130 hours at $50/hour = $6,500); $1,000 for supplies and QEP personnel time (estimated at $6,500) to attend meetings, prepare presentations and materials, and respond to follow-up questions and comments solicited from the community. Outputs include up to three public meetings and preparation of public outreach deliverables to communicate site status and outcomes.

Task 3 – Phase I & II Environmental Site Assessments: We anticipate our QEP completing seven Phase I ESAs (16 x $4,000 each). If Phase I Assessment results indicate “recognized environmental conditions” are present, our QEP will complete additional investigations to confirm or dismiss the conditions and determine the nature and extent of contamination. The QEP will prepare a Site-Specific Quality Assurance Project Plan (SSQAPP) and submit it to the EPA and MEDEP as part of this task prior to undertaking Phase II activities. The Phase II Investigation may include monitoring well and test boring installations; test pit excavations; and groundwater, soils and soil gas sampling or an evaluation/sampling for hazardous building materials. The QEP will use results from the Phase II investigations to develop ABCAs/RAPs. We anticipate that the QEP will complete six Phase II Investigations as part of the Brownfields Assessment Grant (10 x $33,000 each, inclusive of drilling/laboratory subcontractors). Cost includes the Town’s time for report reviews and interfacing with MEDEP, EPA, BAC personnel and property owners (120 hours at $50/hour = $6,000).

Task 4 – Cleanup/Reuse Planning: We anticipate that our QEP will complete five cleanup plans/feasibility studies, known as Analysis of Brownfields Cleanup Alternatives (ABCAs) with Remedial Action Plans (RAPs) (8 x $8,000 each). Costs include the Town’s time for review of ABCA/RAPs, interfacing with MEDEP, EPA and BAC personnel, and attending/participating in a public meeting/design charette (100 hours at $50/hour = $5,000).

c. Measuring Environmental Results
Millinocket’s Community-Wide Brownfields Assessment Grant program will be managed utilizing time-proven techniques to ensure project funds are expended timely and efficiently. The Town 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 overall expected outcomes are to return the selected Brownfields and nearby areas impacted by the stigma of perceived proximity to contamination and tangible blight back to economic vitality.

Additional expected outcomes of completing Brownfields site assessment and eventual remediation and redevelopment will be new job creation and increased tax base accompanying the revitalization. Our completion of prepared environmental reports (i.e., Phase I and II Reports, QAPPs, ABCA/RAPs, and reuse/development planning activities) will document the assessment progress at each site and will also be outputs of the program. Sites selected to participate in the Brownfield assessment program either are or will be entered into 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, as well as EPA’s ACRES online database. These documents and work products will provide the liability protections required to stimulate redevelopment, as tools like the Phase I ESA provide landowner defense provisions under CERCLA, completion of ABCA/RAPs will help determine cleanup costs, and reuse and redevelopment planning activities will provide site evaluations to assist developers with their business plans for successful development of the Brownfield sites.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

a. Programmatic Capability

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

The Town of Millinocket is comprised of an employee set that are highly experienced professionals with an incredible depth and breadth of knowledge in managing development programs. Millinocket’s Interim Town Manager, Dick Angotti, will act as Project Director and will have direct oversight and management of this program. Prior to serving as the Interim Town Manager, Dick served as a town councilor, was on the school board, board of appeals, and other committees related to town leadership. He has experience working with the business community and property owners on a variety of projects and is certified as a Local Projects Administrator by the DOT. Mr. Angotti will be assisted by Mary Alice Cullen, Millinocket’s Treasurer. Their years of applied experience, community involvement and technical knowledge will be critical to this program’s success.

4.a.iv Acquiring Additional Resources

The Town of Millinocket will manage a competitive procurement process in accordance with 40 CFR 30 through a Request for Proposals to solicit responses from qualified firms for assessment activities and to assist with community outreach and regulatory compliance. The Town and its selected QEP will liaison with the MEDEP to design, coordinate, and oversee the successful completion of the proposed assessment program. Millinocket will also seek the advice and support of the EPA Region 1 and MEDEP Brownfields Coordinators for direction on programmatic requirements. The Town routinely creates requests for proposals and qualifications and conducts competitive procurements for proposed projects throughout the Target Area.

b. Past Performance and Accomplishments

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

(1) Past Performance and Accomplishments

Millinocket has managed over $3,000,000 in grant projects and federal funds for redevelopment, economic development, and infrastructure improvement projects throughout our town, including, but not limited to: $900,000 Community Development Block Grant (CDBG) sewer replacement in 2020; $300,000 CDBG street lighting project in 2020; and a $426,450 EPA/MEDEP Clean Water State Revolving Fund grant in 2018. The Town has received and managed numerous grants for our airport including a $784,518 U.S. Department of Transportation grant to rehabilitate the airport terminal apron in 2012. The Town has selected engineering firms through competitive bidding processes for work performed as part of these projects.

(2) Compliance with Grant Requirements

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

Threshold Criteria for Assessment Grants

Town of Millinocket, Maine
EPA FY2022 Brownfields Assessment Grant Proposal
III.B. Threshold Criteria for Assessment Grants

1. **Applicant Eligibility**

The Town of Millinocket is a municipality eligible to apply for Brownfields Assessment funding from the EPA Brownfields Grant Program.

2. **Community Involvement**

Overall, the Town of Millinocket will hold up to three open meetings/workshops for periodic assessment progress reports and community education regarding potential environmental risks from the Brownfields sites. We will advertise these meetings publicly via e-mail, a legal announcement in the local newspaper, and on the Town’s website, door-to-door fliers, and will make meeting minutes publicly available. We will communicate the progress of our Brownfield assessment program to citizens through regular status updates available on the Town’s website; reports available for review at Town Hall; press releases, legal ads, and other public notices, as needed; and through local news coverage of public meetings including the Brownfields public outreach and education meetings and subsequent meetings for each specific assessment site. We will continue to utilize video communications and other social-distancing protocols as necessary in response to COVID-19.

We will submit press releases on the Town of Millinocket’s Brownfields program to local newspapers including the *Lincoln News*, which services Towns and communities surrounding Millinocket known as the “Katahdin Region.” The majority of the community speaks English, but we will provide interpreters and/or language translations and accommodate any special needs, as needed. Through its prior successful federal grant programs and community initiatives, the Town of Millinocket already has a strong and successful outreach program to notify the public about economic development projects, maintains an informative public website, and uses social media (Facebook) to promote public awareness. The Town of Millinocket is always exploring new techniques and technology to solicit greater input from a broader segment of the community, particularly the disproportionately disadvantage populations that we have identified in our grant application. For this grant application, we are targeting specific and select sites located Downtown and along the Central Street business corridor, in order to develop immediate action strategies out of the gate.

Many of the sites that will be included in the Brownfields Program are abandoned and/or derelict properties located primarily in our target area. With Brownfields funding, the focused target area within the Town can be revitalized and become the catalyst to further invigorate sustainable redevelopment and growth throughout the community.

3. **Named Contractors and Subrecipients**

N/A as Contractors/Subrecipients have not been procured/named.

4. **Expenditure of Eisting Grant Funds**

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