

US EPA ARCHIVE DOCUMENT

HAZARDOUS SUBSTANCES BROWNFIELDS ASSESSMENT COOPERATIVE AGREEMENT

FINAL CLOSE-OUT REPORT

Cooperative Agreement Number: 2B-96111501 (Hazardous Substances)

Reporting Period: July 22, 2009-December 31, 2011

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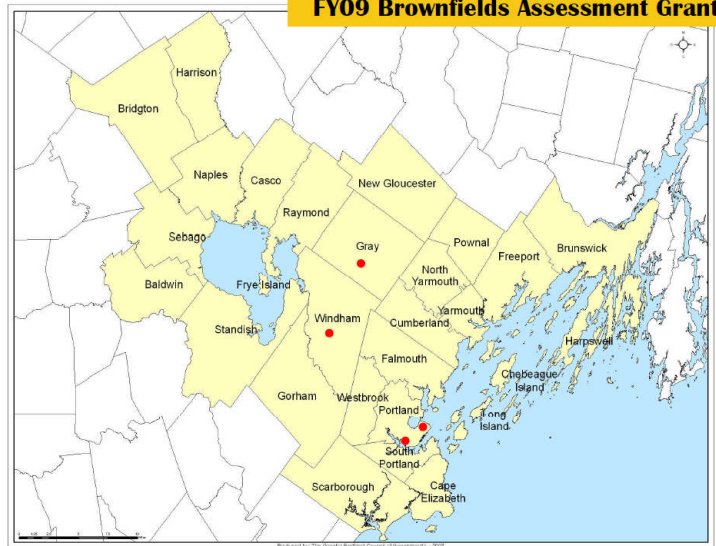
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1. PROJECT PROGRESS - Cumulative

Description of the Region

In 2009, the Greater Portland Council of Governments (GPCOG) received two Brownfields Assessment grants from the U.S. Environmental Protection Agency (EPA) through the American Recovery and Reinvestment Act (ARRA): one for the investigation of sites contaminated by petroleum and one for the investigation of sites contaminated by hazardous substances. The following report provides a summary of accomplishments for the Hazardous Substances grant.



GPCOG serves 26 of 28 municipalities in Cumberland County. Its 281,674 residents comprise one fifth of the state's population from Portland, Maine's largest city, to the lakes and foothills of the White Mountains. Since the end of World War II, the region has been transitioning from a goods-producing economy grounded in fisheries, agriculture, forestry, and defense to a service-based economy defined by innovation. This socio-economic transition has driven growth to greenfields, contributing to sprawl throughout the county. From the outset, the GPCOG Brownfields program targeted five communities in Cumberland County with villages and downtowns that exhibit higher concentrations of unemployment, racial diversity, and poverty than the rest of the region, including Bridgton, Gray, Portland, South Portland, and Standish.

Description of Hazardous Substances Sites

- **Maine Street Fire Station, Gray**
- **Old Public Works Facility, Windham**
- **Adams School, Portland**
- **Thompson's Point, Portland**

Main Street Fire Station, Gray, Maine

The Main Street Fire Station lies on 0.11-acres in the village of Gray. The property is occupied by a two-story building with a footprint of 2,740 square feet. Built in the 1800's, the building was used as a church, town office, and meeting hall. In the 1970's, the town offices moved and the building was occupied by the fire department. Although the fire department has since moved to another location, it still stores an antique fire engine in the one-story garage bay. Following the Brownfields Assessment, the building was leased on a long term basis by the Town of Gray to the Gray Historical Society. As their new home, the facility features a conference room, office space, records storage, and public displays.



Main Street Fire Barn Gets Some Well Deserved Attention



Old Public Works Facility, Windham, Maine

The old public works facility consists of a .23-acre parcel at 23 Town Farm Road in Windham. Now vacant, the property housed a garage from 1940 to 1980 where the town maintained its fleet, including vehicles, materials, and repair services. Zoned Farm-Residential, the property was previously used as the town's "poor farm." The Brownfields assessment sought to address fears from local residents about groundwater contamination. Following the assessment, a 4-lot subdivision, of single-family homes, Spruce Pines, was approved by the Windham Planning Board on adjacent land.

Adams School, Portland Maine

The Marada Adams Community School is comprised of a 1.5-acre parcel on Tax Map 003 Lots H-1-4 in Portland. From 1958 to 2006, the 17,142 square foot building operated as an elementary school.

Adams School Future - COMMUNITY VISION

JOIN IN THE DISCUSSION ABOUT THE FUTURE USE OF THE ADAMS SCHOOL SITE. HELP CREATE A COMMUNITY VISION. HELP FIND THE BEST USE TO ACHIEVE THE GREATEST GOOD FOR THE GREATEST NUMBER. HELP MAKE THE MOST OF THIS AMAZING OPPORTUNITY FOR THE MUNJOY HILL COMMUNITY.



Before its use as a school, the site was home to a maintenance shop for the Portland Railroad Company and a plant for Burgess, Forbes & Company White Lead & Color Works, a manufacturer of hand grenades. Following a neighborhood planning process, the City of Portland sold a portion of the Adams School property to Avesta Housing to build 16 energy-efficient townhomes for middle income families at or below 120% of area median income. The remaining parcel will be dedicated as a community playground. The GPCOG Brownfields program provided for Phase I and Phase II environmental assessments, removal of an underground storage tank, and a pre-demolition survey, while a State Brownfields remediation grant covered the cost of asbestos removal prior to demolition and disposal of onsite contaminated soils.

Thompson's Point, Portland, Maine

Thompson's Point is comprised of five lots totaling 27.5 acres on a peninsula along the Fore River in Portland. From the late 1800's to mid 1900's, nine buildings were constructed for a variety of industrial

uses: rail yard, automobile repair, trucking and trailer storage, natural gas and propane distribution, and plants for the production of concrete blocks, bomb shell casings, metal work, textiles, and paperboard. Situated on the Mountain Division rail line next to Interstate 295, the Point is now the home of the Portland Transportation Center, which offers rail and bus service to Boston and the Maine coast.

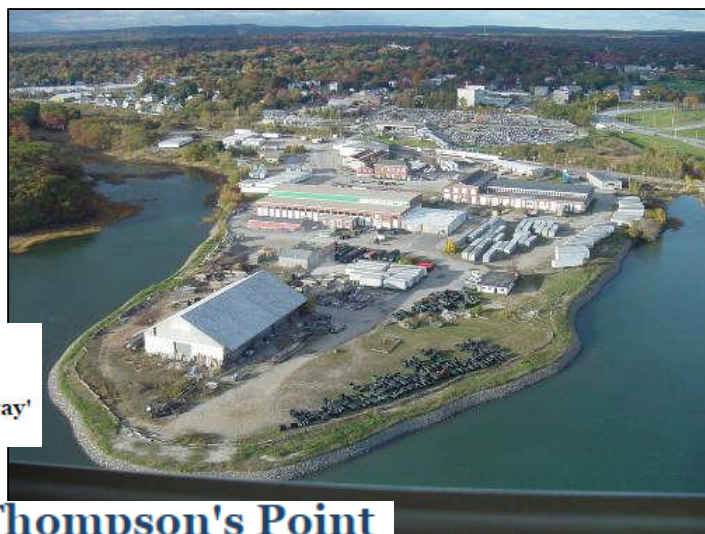
In 2011, a development company announced an ambitious \$100 million plan to transform this blighted property into The Forefront at Thompson's Point. This gateway destination will feature 110,000 square feet of flexible event space, including a 3,500-seat arena and 4,500-seat concert hall; 125-room hotel; 200,000 square feet of Class A commercial office space; 700-space parking garage; public dock for recreational and commercial watercraft; and a perimeter walking trail with scenic water views. This project is expected to generate \$31.3 million in new sales for Maine businesses, \$11 million in wages, and 455 permanent jobs.

Under this grant, the GPCOG Brownfields program funded a Phase I assessment. Phase II and Phase III is being funded under a Brownfields Assessment grant awarded to GPCOG in 2011.

That's Our Dump! ***The rebirth of Thompson's Point?***

Study says Thompson's Point complex will generate more than 1,600 jobs

Developers promise The Forefront will be 'a world-class gateway' to Portland, with construction to start next spring.



\$100M complex proposed for Thompson's Point

1.1 Status of Activities During the Reporting Period

Task 1: Cooperative Agreement Oversight

Procure Qualified Environmental Professional:

With funding from the American Recovery and Reinvestment Act (ARRA) of 2009, the U.S. Environmental Protection Agency (EPA) awarded GPCOG two separate grants: one for the investigation of sites contaminated by petroleum and one for the investigation of sites contaminated by hazardous substances. After consulting with regulatory and municipal staff, GPCOG decided to develop one Request for Proposals (RFP) to procure a qualified environmental consultant for both of its assessment grants. On August 10, 2009, GPCOG issued the RFP. Responses were due on September 11, 2009. A notice was published in the Portland Press Herald, the State's largest daily newspaper. The RFP was posted on GPCOG's website and e-mailed to consultants who requested to be placed on the bidders list. A total of six consultants submitted proposals. All were rated and ranked by a review team consisting of the following individuals:

- Neal Allen, GPCOG's Executive Director
- Eben Marsh, GPCOG's Purchasing Manager

- Caroline Paras, GPCOG's Brownfields Manager
- Hank Andolsek, Hydrogeologist with the Maine Department of Environmental Protection
- Jerry Minor-Gordon, Environmental Scientist with the U.S. Environmental Protection Agency

The top four firms were interviewed by the review team on September 29, 2009. Two firms were selected as finalists. After interviewing three references for each finalist, staff selected Credere Associates, LLC of Portland, Maine as their partner for the GPCOG Brownfields Assessment Program.

The Brownfields program was managed by Caroline Paras, GPCOG's Community and Business Development Specialist, and Rip Patten, Vice-President of Credere Associates. GPCOG maintained quality assurance throughout the performance period through weekly phone calls and monthly meetings with Credere. In addition, GPCOG hosted three monitoring site visits with EPA staff:

- June 30, 2010 with Jerry Minor-Gordon and Frank Gardner (Field visits to Gray and Windham)
- October 26, 2010 with Jerry Minor-Gordon and Diane Kelly (Field visit to Adams School)
- September 7, 2011 with Jerry Minor-Gordon (Field visit to Thompson's Point)

Reporting:

Reports for ARRA and the EPA were filed on a quarterly basis. MBE/WBE forms were filed semi-annually. Property profiles in the ACRES database were updated on a continuous basis.

Records:

Separate charge codes, invoices, and reporting forms were developed to differentiate work funded under the petroleum and hazardous substances grants. Where both pools of funds supported one activity, the cost was divided evenly.

Training:

During the period of performance, Caroline Paras, GPCOG's Brownfields program manager, participated in the following state and national training events:

- New Grantee Workshop at the EPA Region 1 Office in Boston on May 28, 2009
- State Brownfields Conference in Auburn, Maine on June 3, 2009
- Consultation with the Maine Department of Environmental Protection staff on July 9, 2009 (Hank Andolsek, Jean Firth, and Gordon Fuller)
- Consultation with the EPA Region 1 staff on August 6, 2009 (Jerry Minor-Gordon and Alan Peterson)
- National Brownfields Conference in New Orleans on November 16-18, 2009
- National Brownfields Conference in Philadelphia on April 3-5, 2011
- State Brownfields Conference in Auburn, Maine on May 25, 2011

Task 2: Conduct Countywide Inventory

Establish Brownfields steering committee comprised of representatives of target communities and community based organizations (CBOs)

GPCOG recruited a Brownfields Steering Committee to provide overall program guidance, suggest sites for consideration, and review site selection criteria. The committee, which was comprised of the following individuals, met on November 2, 2009, March 31, 2010, and February 17, 2012:

- Hank Andolsek, Hydrogeologist, Maine Department of Environmental Protection
- Tom Bartell, Economic Development Director, Town of Windham
- Gordon Billington, Town Manager, Town of Standish
- Curtis Bohlen, Executive Director, Casco Bay Estuary Partnership
- Deb Cabana, Town Manager, Town of Gray
- Erik Carson, Economic Development Director, City of South Portland
- Jean Firth, Brownfields Manager, Maine Department of Environmental Protection
- Gordon Fuller, Oil & Hazardous Material Specialist, Maine Department of Environmental Protection
- Rick Knowland, Senior Planner, City of Portland
- Peter Lowell, Executive Director, Lakes Environmental Association
- Alan Manoian, Economic Development Director, Town of Bridgton
- Suzanne McCormick, Executive Director, People's Regional Opportunity Program
- Jerry Minor-Gordon, Environmental Scientist, U.S. Environmental Protection Agency
- Greg Mitchell Economic Development Director, City of Portland
- Michael Russell, Environmental Health and Safety Officer, Portland Public Health Department
- Aaron Shapiro, Cumberland County Community Development Director
- George Theborge, Economic Development Director, Town of Gray

Develop Marketing Materials:

A color brochure was created for property owners, lenders, and developers. In addition, the Brownfields program was regularly highlighted in the GPCOG quarterly newsletter and annual report, which were distributed to 26 municipalities in Cumberland County via hard copy, email, and website.

Implement outreach strategy in target communities:

Communities: During the Fall of 2009, the Brownfields program managers from GPCOG and Credere met with the town manager, planner, and/or economic development director in the five target communities of Bridgton, Gray, Portland, South Portland, and Standish to provide an overview of the Brownfields program and to review potential sites. In addition, GPCOG developed a form on Survey Monkey to enable citizens, town officials, developers, and property owners to nominate sites. As assessment activities unfolded, GPCOG staff, consultants, and/or steering committee members coordinated with local and regional news outlets.

In 2010, the City of Portland received an EPA Community CARE grant to launch PIPER, Portland's Initiative for Protecting Environmental Resources. The goal of the PIPER program is "to help the Portland community understand its pollutants and risks, set priorities for risk reduction and implement EPA's strategies for reducing exposures to local toxic pollutants and other environmental concerns." GPCOG staff participated on the air and land subcommittees, which identified, ranked, and prioritized environmental risks in the community, including threats to air, water, and soil posed by Brownfields sites in Portland on GPCOG's inventory.

Committees: Updates on the Brownfields program were regularly provided to the GPCOG Executive Committee, Steering Committee, and General Assembly. An overview of the Brownfields program was also provided to the following groups:

- Casco Bay Estuary Partnership
- Cumberland County CDBG Municipal Oversight Committee
- Greater Portland Convention and Visitor's Bureau
- Maine Oil Dealers Association
- Maine Affordable Housing Coalition

Regional Efforts: A presentation of the Brownfields program was hosted jointly by GPCOG and the Southern Maine Regional Planning Commission (SMRPC) on February 10, 2010 at the Standish Municipal Offices. This presentation, broadcast live on Saco River television, was available to hundreds of viewers across Cumberland, Oxford, and York counties.

In 2010, GPCOG was awarded a \$1.6 million Sustainable Communities grant from the EPA, U.S. Department of Transportation and U.S. Department of Housing and Urban Development. The Southern Maine Partnership for Sustainable Communities encompasses 41 communities in York and Cumberland counties and over 30 community-based organizations. The aim of the Partnership is to engage the region in an unprecedented planning effort to craft a strategic Regional Plan for Sustainable Development. GPCOG and SMRPC staff crafted a white paper on Brownfields in Cumberland and York counties in order to inform the development of the Partnership's grant application, work plan, tasks, and data collection.

Site inventory:

An Excel spreadsheet of over 400 potential Brownfields sites in Cumberland County was created through the following sources: windshield surveys in each of the five target communities, newspaper articles, Sanborn Fire Insurance maps, discussions with municipal officials, historical publications, and a review of the MaineDEP regulatory databases. The spreadsheet contains the following data points, where available: property name, address, ownership, acreage, buildings, suitability for housing, and historic use. This database was shared with developers on request. It was also included in summary form in the following products:

- HUD Consolidated Plan for the Cumberland County Home Consortium, which includes all 28 communities in Cumberland County (adopted)
- GPCOG's application for a \$1.6 million Sustainable Communities grant from EPA-HUD-DOT (successful)
- GPCOG's application to EPA to establish a \$1 million Brownfields Revolving Loan Fund (pending)
- MaineDOT's \$10 million TIGER application to rebuild the Mountain Division rail line (not successful)

At their first meeting, the GPCOG Brownfields steering committee reviewed and refined the criteria for selecting sites. Threshold criteria included eligibility and readiness, as demonstrated by willingness to sign an access agreement and strong support of municipal officials. Other criteria included the potential for significant economic, community, and environmental benefits.

Sites were evaluated and selected on a first come, first serve basis by the Brownfields program managers from Credere and GPCOG in consultation with municipal officials in each of the target communities. Eligibility assessments for five sites were submitted for State and Federal approval.

Task 3: Conduct Phase I Assessments

The total contractual Phase I Environmental Site Assessment work completed during the performance period was \$19,082. A total of 29.3 acres were assessed. The following sites were subject to this work:

- **Bridgton Memorial School:** \$3,000*
- **Main Street Fire Station:** \$4,000
- **Old Public Works Facility:** \$4,000
- **Adams School:** \$4,000
- **Thompson's Point** \$4,082

**This site was transferred to the Petroleum fund and discussed in the close-out report for 2B-96111601.*

Phase I activities included the following tasks:

- Hosting meeting with consultant, property owner, and/or municipal officials to discuss enrollment
- Obtaining access agreement from property owner
- Preparing eligibility determination form
- Performing Phase I investigation
- Preparing draft Phase I report
- Submitting draft Phase I report to project team for review and comments
- Revising draft Phase I report based on comments
- Preparing final Phase I report
- Distributing final Phase I report to MaineDEP, EPA, and other project stakeholders
- Meeting with property owner, developer, and/or municipal officials to review Phase I results

Task 4: Conduct Phase II Assessments

The total contractual Phase II Environmental Site Assessment work completed during the performance period was \$149,992. A total of 1.81 acres were assessed. Four Phase I sites received approval to proceed with a Phase II investigation:

- **Main Street Fire Station:** \$27,500
- **Old Public Works Facility:** \$39,500
- **Adams School:** \$82,992
- **Thompson's Point:** \$0*

**Phase II investigation conducted under BF-96149301.*

Phase II activities included the following tasks:

- Obtaining EPA approval to proceed with Phase II
- Meeting with property owner, developer, and/or town officials to discuss Phase II
- Submitting EPA approved generic QAPP with updated organization chart
- Submitting draft site-specific QAPP addendum to project team for review and comments
- Obtaining EPA and State approval
- Submitting final site-specific QAPP addendum to project team

- Monitoring site work and communicating concerns with EPA and MaineDEP
- Preparing draft Phase II report
- Submitting draft Phase II report to project team for review and comments
- Revising draft Phase II report based on comments
- Preparing final Phase II report
- Distributing final Phase II report to MaineDEP, EPA, and other project stakeholders
- Meeting with property owner, developer, and/or municipal officials to evaluate Phase II findings and implement additional investigations as appropriate to delineate extent of contamination

Task 5: Remediation and Reuse Planning

The total contractual Phase III work completed during the performance period was \$0.

The project team offered to host public meetings in Windham, Portland, and Gray to present results of the Phase II investigations.

Main Street Fire Station, Gray: No remedial action planning was conducted. Satisfied with the findings, the Town of Gray negotiated a long-term lease agreement with the Gray Historical Society. This adaptive reuse was covered by one article in the *Gray-New Gloucester Gazette*.

Old Public Works Facility, Windham: A meeting was held with the Windham Town Manager, Planner and Economic Development Director to discuss Phase II results. These results were shared by Town staff with the Planning Board, abutting homeowners, and the developer of Spruce Pines, a 4-lot subdivision.

Adams School, Portland: The Site Plan review process in Portland triggered a variety of public meetings related to the redevelopment of the Adams School, including a neighborhood meeting, a Planning Board workshop to present preliminary design concepts, and a public hearing for Planning Board review and approval. This process generated 5 articles in the *Portland Press Herald*, *Portland Daily Sun*, and *Munjoy Hill Observer*. The project received site plan approval for 16 condominiums, leveraging \$1.98 million for construction from the HUD Neighborhood Stabilization Program and private sources.

Phase III work included a Voluntary Response Action Plan, Analysis of Brownfields Cleanup Alternatives, Remediation Cost Estimates, Remediation Engineering, and State Brownfields RLF Subgrant Application.



Portland panel approves converting old Adams School into condos

The Portland Planning Board gives unanimous backing to a \$5.5 million project designed to house working families.

Asbestos removal starts Monday for Adams School housing project

Thompson's Point: Again, the Site Plan review process in Portland triggered a variety of public meetings. Since Phase II and Phase III work are being funded by a separate grant, discussion of

remediation and re-use planning will be deferred to reports filed for BF-96149301. So far, the planning process has generated 15 articles on Thompson's Point in the *Portland Press Herald*, *Munjoy Hill News*, *Bollard*, *Portland Daily Sun*, and *Forecaster*.

1.2 Modifications to the Workplan

The major modification was in the number of sites that could be addressed with available resources. The GPCOG Brownfields program assessed four sites total, rather than the stated target of 4-7 sites. This was due in large part to the size and complexity of the sites. At the Adams School, for example, an Underground Storage Tank was removed to facilitate assessment of surficial soils. This was critical given that the site is being redeveloped for residential housing and a community playground.

1.3 Site-Specific Products

The following Site-Specific Products were developed:

- 5 Phase I Environmental Site Assessments
- 3 Phase II Environmental Site Assessments

These Site-Specific Products were provided to the EPA Project Officer immediately upon completion.

1.4 Other Deliverables/Work Products

A CD-Rom with deliverables and work products will be mailed to the EPA Project Officer.

2. PROJECT FUNDS EXPENDED

Table 1 summarizes the overall expenses for the project.

Table 1: Summary of Costs Incurred for Project

Object Class	Recovery Act Approved Budget	Recovery Act Costs Incurred to Date	Total Remaining Recovery Act Funds
Personnel	\$ 21,138.00	\$12,501.53	\$8,636.47
Fringe Benefits	\$ 8,598.00	\$4,936.53	\$3,661.47
Travel	\$ 3,164.00	\$1,933.01	\$1,230.99
Equipment	-	-	-
Supplies	\$ 1,100.00	\$235.69	\$864.31
Contractual	\$ 166,000.00	\$180,393.24	(\$14,393.24)
Other	-	-	-
Total	\$ 200,000.00	\$200,000.00	0

3. BUDGET AND OVERALL PROJECT STATUS

There was one significant change to the budget. Funds were reallocated from Personnel to Contractual in order to support additional environmental work, including a Phase I Assessment at Thompson's Point and additional Phase II investigations at the Adams School.

4. SCHEDULE

The grant close-out is occurring six months ahead of schedule. The grant close-out is occurring six months ahead of schedule. One of the conditions of the ARRA grant was for one third of funds to be spent during the first 12 months. This goal was successfully met by the August, 2010 deadline.

5. MINIMUM REPORTING REQUIREMENTS

All sites have been updated as necessary in the ACRES database.

	List ALL Properties associated with this grant	Has this Property been approved by EPA? (Y/N)	Has work started on this property yet? (Y / N / N/A)	Has this Property been put into ACRES? (Y / N / N/A)	Has work been done on this property THIS quarter? (Y / N / N/A)	Has this property been updated in ACRES this quarter? (Y / N / N/A)
1	Main Street Fire Station (Gray)	Y	Y	Y	N	Y
2	Old Public Works (Windham)	Y	Y	Y	N	Y
3	Adams School (Portland)	Y	Y	Y	N	Y
4	Thompson's Point (Portland)	Y	Y	Y	Y	Y
5	Bridgton Memorial School (Bridgton)	Y	Y	Y	N	Y