

**IV.D. Narrative Information Sheet**

*RO1-21-C-018*

1. Applicant Identification

The Washington County Development Authority, at P.O. Box 297, Machias, Maine 04654, will receive the grant and be accountable to EPA for the proper expenditure of funds.

2. Funding Requested

a. Grant Type – Single Site Cleanup

b. Federal Funds Requested

i. \$500,000

ii. WCDA is requesting a cost share waiver for the 20% share: \$100,000

3. Location

a. Town/City – Cutler

b. County – Washington County

c. State – Maine

4. Property Information

Recreation Building, 1549 Cutler Road, Cutler, Maine 04626

5. Contacts

a. Project Director:

Betsy Fitzgerald, Board Chair

Washington County Development Authority

P.O Box 297

Machias, Maine 04654

(207) 255-3127

[manager@washingtoncountymaine.com](mailto:manager@washingtoncountymaine.com)

b. Chief Executive:

Honorable Janet T. Mills

Governor

1 State House Station

August, ME 04333-0001

(207) 287-3531

[governor@maine.gov](mailto:governor@maine.gov)

6. Population

Cutler, Maine: 484 according to the U.S. Census Bureau (2018) *American Community Survey 5-year estimates*.

7. Other Factors Checklist

<b>Other Factors</b>	<b>Page #</b>
Community population is 10,000 or less.	1
The applicant is, or will assist, a federally recognized Indian tribe or United States Territory.	
The proposed brownfield site(s) is impacted by mine-scarred land.	
Secured firm leveraging commitment ties directly to the project and will facilitate completion of the project/redevelopment; secured resource is identified in the Narrative and substantiated in the attached documentation.	3
The proposed site(s) is adjacent to a body of water (i.e., the border of the 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).	
The proposed site(s) is in a federally designated flood plain.	
The redevelopment of the proposed cleanup site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement project.	2

8. Letter from the State or Tribal Environmental Authority

Please see attached letter from the Maine Department of Environmental Protection acknowledging that WCDA plans to conduct cleanup activities at the former Navy Recreation Building and is planning to apply for FY 21 federal Brownfields grant funds.



JANET T. MILLS  
GOVERNOR

STATE OF MAINE  
DEPARTMENT OF ENVIRONMENTAL PROTECTION



MELANIE LOYZIM  
ACTING COMMISSIONER

October 15, 2020

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

Dear Ms. Paar:

The Maine Department of Environmental Protection's ("Department") Bureau of Remediation and Waste Management acknowledges that the Washington County Development Authority ("WCDA"), as a qualifying local public authority, plans to conduct cleanups and is applying for federal Brownfields grant funds.

Betsy Fitzgerald of WCDA has developed an application requesting site-specific federal Brownfields Cleanup funding for the Cutler Recreation Building located at 1549 Cutler Road in Cutler, Maine.

If the WCDA receives funding, the Department's Voluntary Response Action Program ("VRAP") staff will provide review and comment on feasibility studies and remedial workplans, and will provide oversight (as necessary) of contractor's work at the properties. Upon successful completion of remedial activities at a property, the VRAP will provide protections from Department enforcement actions by issuing a Commissioner's Certificate of Completion.

Please feel free to call me directly at (207) 592-0882 should you have any questions regarding this letter.

Sincerely,

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

Pc: Betsy Fitzgerald, WCDA

AUGUSTA  
17 STATE HOUSE STATION  
AUGUSTA, MAINE 04333-0017  
(207) 287-7688 FAX: (207) 287-7826

BANGOR  
106 HOGAN ROAD, SUITE 6  
BANGOR, MAINE 04401  
(207) 941-4570 FAX: (207) 941-4584

PORTLAND  
312 CANCO ROAD  
PORTLAND, MAINE 04103  
(207) 822-6300 FAX: (207) 822-6303

PRESQUE ISLE  
1235 CENTRAL DRIVE, SKYWAY PARK  
PRESQUE ISLE, MAINE 04769  
(207) 764-0477 FAX: (207) 760-3143

#### **IV.E. Narrative/Ranking Criteria**

##### **1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION**

###### **a. Target Area and Brownfields**

**i. Background and Description of Target Area:** Cutler is a small harbor town of about 118 square miles and a population of just under 500 people. Settled in the 1700s, Cutler's harbor attracted a host of industries including fishing, sardine canning, lumber, ship building and ice cutting. The harbor flourished as supporting businesses such as warehouses, general stores, food and lodging establishments grew along the wharves and the town's main street. With the advent of overseas competition after World War II, the intertwined canning, lumber and ship building industries experienced a steady decline, with the last sardine cannery closing by 1960. The town experienced a resurgence in the 1960s when the US Navy constructed a base in Cutler to support communications. The Navy base closed in 2002 with the loss of around 300 jobs when the communications facility became largely automated. Several Brownfields sites remain the wake of the town's closed industries and Navy base, including a several waterfront lots where fires and decay have destroyed buildings, a former gasoline station, closed motor pool maintenance garage, former base boiler house and fire training area, among others.

**ii. Description of Brownfield Site:** The Site is a former Navy "Morale, Welfare and Recreational building" (Recreation Building) at 1549 Cutler Road, Cutler, Maine. The building has been shuttered since the Navy communications base was decommissioned in 2002. Constructed in 1964 near the waterfront of Holmes Bay, the Recreation Building is a 19,285 square foot building which included a restaurant, bowling alley, basketball court/gymnasium, racquetball court, locker rooms, and offices that served over 300 base workers and residents. During Site assessments in 2015 and 2016, interior paint in the Recreation Building was found to contain lead and polychlorinated biphenyls (PCBs), additives historically used to improve the longevity of the paint. The building was also found to contain asbestos in floor tile adhesive, piping and boiler insulation, and window caulking. Because the building is unheated, paint in many rooms is cracked and peeling, and much of the asbestos containing material (ACM) is in poor condition due to deterioration. The Site investigations concluded that the deteriorated materials pose a risk to future building occupants and maintenance or renovation workers if left unabated; the environmental concerns at the building have been a major impediment for reuse of the Site.

###### **b. Revitalization of the Target Area**

**i. Reuse Strategy and Alignment with Revitalization Plans:** The current Site owner, the Washington County Development Authority (WCDA), is working in collaboration with the Town of Cutler to rehabilitate the Recreation Building for use as a community center for meeting space, youth programs and recreational opportunities for Cutler, neighboring towns and regional community-based organizations. The building is ideally suited for the proposed use having meeting rooms, a gym, bowling alley, food services facilities and office space. The town has had an active role in Site reuse having hosted public meetings and providing planning guidance since base closure in 2002.

The planned development of a community center helps meet the goals of the Cutler Comprehensive Plan (1991; updates in progress) and the regional Aroostook-Washington Economic Development District plan (2017) which include promotion of community health & welfare, environmental sustainability and socio-economic vitality. Located on a former Navy

base and within a mixed commercial-residential neighborhood, the planned community center is highly compatible with existing land use and the town's growth plan. The Site is adjacent to 61 units of former military housing now occupied by private residents; an association of these residences have approached WCDA for use of the Recreational Building's gym and fitness facilities. The Site is located outside the federally designated flood plain (FEMA, 2017) and shoreland zones designated by the town (2009).

**ii. Outcomes and Benefits of Reuse Strategy** – Reuse of the Site will have several key outcomes and benefits:

- Investment of up to \$250,000 for the rehabilitation of the Recreation Building, including creation of construction and trade employment opportunities and expenditures at local businesses.
- Generation of up to an estimated \$3,000 to \$5,000 per month in revenue from community program fees and services; the revenues will support expansion of community center operations, maintenance and staffing.
- Employment of an estimated 3-5 staff including full-time facility coordinators and part-time staff to organize and lead health, fitness and related educational programs.
- Indirect benefits to the local and regional economy by attracting visitors, new families and business who value community recreational resources and vibrant community engagement.

Cutler is bordered to the north by Whiting, which is located in a Maine Opportunity Zone. As such, the community center has the potential to add socio-economic value to the residents, businesses and community organizations within Whiting.

Planned reuse of the existing Recreation Building promotes environmental sustainability by avoiding demolition and landfilling of non-recyclable wastes, and environmental impacts from potential releases of lead, PCBs and asbestos in building materials. Building rehabilitation plans include replacement of the aging HVAC system with an energy-efficient heating and cooling system, in addition to insulating and weatherproofing the building envelope. Options under consideration include solar panels on the flat building roof, high efficiency heat pumps and geothermal heating which could leverage the existing bedrock water well on the Site.

### **c. Strategy for Leveraging Resources**

**i. Resources Needed for Site Reuse** – The EPA Brownfields cleanup grant funds will help complete the critical mitigation of lead, PCBs and asbestos to allow further rehabilitation and investment in the Recreation Building. An additional \$250,000 is estimated for building renovations, and eligibility has been established for supplemental funding through:

- State of Maine Community Development Block Grant Program, with program funding of \$11,566,645 (2020).
- Northern Borders Economic & Infrastructure Development Investment Program which awards up to \$350,000 for eligible projects.
- The Maine Community Foundation Building Grant Program which provides up to \$10,000 for activities that expand and enhance community programs.
- The Maine Development Foundation Grants to Green program which provides grants up to \$20,000 to help nonprofits with energy efficient measures for historic buildings.

- Efficiency Maine rebates and incentives for energy efficiency measures such as heat pumps, insulation and air sealing measures.

We believe that cleanup of environmental hazards in the Recreation Building will enhance our ability to attract private and community organization investment in rehabilitation of the Recreation Building and WCDA is committed to fundraising efforts to help bridge any funding gaps for this important project.

WCDA has committed \$25,000 to support rehabilitation of the Recreation Building, including interior finishes and a new heating system. WCDA's commitment letter is attached at the end of this narrative.

**ii. Use of Existing Infrastructure** – The planned Recreation Building reuse project includes use of the existing concrete block and steel frame building. This building is served by existing public power, and community sewer and storm water systems. An existing water supply well will provide potable water to the planned community center. The Recreation Building and grounds are accessed from existing public roads which are maintained and plowed in the winter by the town. There are no identified infrastructure deficiencies that would prevent the reuse of the Recreation Building for the planned community center.

## **2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

### **a. Community Need**

**i. The Community's Need for Funding:** Cutler is located in Washington County, one of the most depressed counties in Maine. Cutler has a median household income of \$51,000 compared to \$55,425 for Maine and \$60,293 for the United States. The poverty rate for Cutler in 2019 was 14.7 percent, compared to 10.9% in Maine and 10.5% in the United States (US Census Bureau). With a declining population at 484 (American Community Survey, 2019), Cutler has an extremely small tax base and lacks the municipal revenues to fund all but the most essential town services. The closure of the Navy communications base in 2002 resulted in the loss of an estimated 300 jobs, as well as the out-migration of residents who lived and worked at the base. The town has yet to recover from the base closure and is burdened with maintenance of roads and utilities serving the largely unoccupied base complex.

For Cutler's fiscal year 2019-2020, property tax revenues were \$71,000 below budget, and unpaid property taxes totaled \$44,000, an increase of 63% over the 2018-2019 fiscal year. Compounding the town's financial challenges is the conservation of thousands of acres of coastal lands; while providing valuable wildlife habitat, expansive land conservation has resulted in loss of tax revenue and opportunities for economic growth.

Nearly 75% of Cutler's residents have natural resource-based jobs, mostly in fishing. Over the past several years, fishermen and the local economy have suffered due to ongoing closure of the region's shrimp fishery; closure of numerous clam flats due to water pollution in Cutler and surrounding communities; a 20 million pound decline in the lobster catch from 2019 to 2020 (WAGM News, 2020); and experts forecast a 40% to 62% decline in lobster catch over the next 30 years due to warming of Gulf of Maine waters (NRDC, 2019).

### **ii. Threats to Sensitive Populations**

**(1) Health or Welfare of Sensitive Populations:** Sensitive populations such as the very young, elderly, and pregnant and nursing women, are particularly vulnerable to environmental

contaminants such as those present at the Recreation Building (i.e., lead, PCBs, asbestos). These individuals may have underdeveloped or compromised immune systems, and combined with economic hardship, may not be able to afford adequate health care and experience elevated levels of day-to-day stress and dietary deficiencies.

Removal and proper disposal of contaminated materials in the Recreation Building will prevent potential future exposure of sensitive populations, and the community at large, to contaminants that could be released if the building falls into disrepair (e.g., decay, vandalism, storm damage). At the same time, development of the community center with recreational facilities and health programs will foster improved health and wellness for sensitive populations and the greater community. Target community center programs include dietary health, substance abuse, teen parenting and personal fitness, among many others.

**(2) Greater than Normal Incidence of Disease and Adverse Health Conditions:** Maine is one of the oldest states in the country, and Cutler shares this challenge with a median age of 44, compared to 37.9 for the United States (US Census Bureau, 2019). Further, Cutler's population over the age of 60 is 28.5%, compared to 21.4% for the United States. With respect to the sensitive population of the very young, Cutler had a high birth rate of 14% from 2018-2019, compared to 5% for Maine and the United States. 80% of Cutler's births were to teenaged women from 2018-2019; 4% of births in the United States were to teenaged women over the same period. Research indicates that teen mothers are less likely to initiate and sustain breastfeeding, posing a risk of health challenges to their infants (American Journal of Maternal/Child Nursing, 2017).

Cutler is located in the Downeast Maine Health District, whose health status is summarized in a 2019 Community Health Needs Assessment Report. Several key metrics from 2012 to 2016 highlight the vulnerability of sensitive populations and the greater community in Cutler to environmental contaminants:

- A cancer death rate 19% higher than the state average.
- Incidence of diabetes 28% higher than the state average.
- Asthma-related emergency room visits 75% higher than state totals from 2009-2011.
- Obesity (35.4%) at a rate 18% higher than the state average.
- An adult smoking rate (22.1%) that is 12% higher than the state average.
- A drug overdose rate 38% higher than the state average.
- A suicide death rate 13% higher than the state average.
- A population without health insurance (12.8%), 35% higher than the state average; the United States population without insurance in 2016 was 8.6% (US Census).

Completion of the planned cleanup project will improve the environmental quality of Cutler's environment and provide access to badly needed recreational and educational programs, especially during Maine's harsh winter months.

**(3) Disproportionately Impacted Populations:** Cutler's poor families are disproportionately impacted by environmental pollutants and blight often being located in neighborhoods near Brownfields sites, such as the former Navy base, base training grounds, landfills and dilapidated harbor buildings. Many of Cutler's poor include sensitive populations, such as the elderly and very young, increasing vulnerability to environmental pollutants such as those identified in the

Recreation Building. The planned cleanup project will eliminate the threat of exposure to lead, PCBs and asbestos associated with the Recreation Building. The availability of recreational facilities and health education programs will help strengthen the health and well being of those with high health risk factors, including the disproportionately impacted members of our community. Redevelopment of the Site has the potential to spur investment in other buildings at the former Navy base, and gradually eliminate the current blight that adversely impacts residents within or near the neighborhood.

## **b. Community Engagement**

**i/ii. Project Involvement and Project Roles:** WCDA has identified key community partners offering support in the area of program administration, planning, community outreach and health monitoring.

<b>Partner Name</b>	<b>Point of contact (name, email &amp; phone)</b>	<b>Specific role in the project</b>
Town of Cutler	Teresa Bragg, <a href="mailto:townoffice@cutlermaine.net">townoffice@cutlermaine.net</a> (207) 259-3693	Town Administrator; project planning, community outreach
Washington County Council of Governments	Bill MacDonald <a href="mailto:bmac@wccog.net">bmac@wccog.net</a> (207)-454-0465	Regional Brownfields Assessment Program; program administration, technical advisor
Downeast Maine Public Health Council	Alfred May, District Liaison <a href="mailto:alfred.may@maine.gov">alfred.may@maine.gov</a> (207) 255-2017	Health monitoring, consultation, community outreach, community center health program design
Sunrise County Economic Council	Charles Rudelitch, <a href="mailto:crudelitch@sunrisecounty.org">crudelitch@sunrisecounty.org</a> 207-255-0983	Regional economic development nonprofit; TIF district advisor, financing partner

**iii. Incorporating Community Input:** At the beginning of the project, WCDA will develop a project web page on the existing Washington County Council of Governments (WCCOG) Brownfields web site ([wccogbrownfields.com](http://wccogbrownfields.com)). This page will be a central location for project partners and the community to obtain cleanup project information, updates, meeting dates, and contacts for questions of concerns. Social media and the local/regional newspapers will also be utilized. In addition to electronic media, handouts/flyers with notices and information will be distributed at key locations in the community (e.g. post office, town office) and printed in the newspaper. Contact information for WCDA Board Chair and the Executive Director of WCCOG will be provided in each notification for greater access.

A minimum of three public meetings are anticipated; one at the project on-set to review the work plan and safety measures, and two during cleanup to provide updates on progress, potential unanticipated conditions, safety concerns, and work remaining. The meetings will be held in an accessible location with the ability for necessary accommodations for the physically- or hearing-impaired. A meeting summary will be prepared and made available on the project web page for those unable to attend the meeting. A charrette style meeting is anticipated to promote small group discussion and feedback. In the event the COVID-19 pandemic prohibits an in-person community meeting, arrangements will be made for a remote/virtual meeting.



The community input plan may evolve based on community organization input. Attendance at the public meetings will be encouraged through notice postings in public buildings, handouts to businesses and home owners in the project Site neighborhood, website postings and social media outreach with the support of our project partners. To help ensure our most sensitive populations are engaged in project outreach and dialogue, WCDA will coordinate with the Downeast Maine Public Health Council for assistance with planning, outreach, and meeting involvement. Translation services will be available if needed at all public meetings.

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

**a. Proposed Cleanup Plan:** The preferred remedial alternative provided in the October 15, 2020 draft Analysis of Brownfields Cleanup Alternatives (ABCA) is Alternative 3: Removal and proper disposal of hazardous paint (i.e., containing lead and PCBs) and ACM. Alternative 3 includes abrasive blast removal of hazardous paint inside the building, followed by an encapsulant to weatherize the exposed concrete block walls (e.g., acrylic sealant). ACM will be removed, and air clearance testing will be completed before the building is occupied or accessed by contractors. The planned cleanup will provide protection to human health and the environment by removing the potential for exposure to lead, PCBs and asbestos in air (e.g., dust) or by direct contact. With removal of hazardous paint and ACM, potential future exposure during building operations and maintenance will be eliminated.

**b. Description of Tasks/Activities and Outputs:** Four Tasks are described in the budget and their respective activities are described below.

**Task 1 – Cooperative Agreement Oversight:** This task includes cooperative agreement oversight by WCDA, and procuring the services of a Qualified Environmental Professional (QEP). The QEP will prepare the Quarterly Reports, ACRES documentation, and other necessary grant documentation for submission to the EPA. Task 1 also includes enrollment of the site into Maine’s Voluntary Response Action Program (VRAP) and attendance by a representative of WCDA at the national Brownfields Conference to gain knowledge and to network with experts in Brownfields assessment and remediation. Oversight will be provided throughout the grant term, up to three years.

**Task 2 – Community Outreach & Engagement:** This task includes three public meetings prior to and during cleanup to ensure the community is informed of redevelopment progress and has an opportunity to provide feedback and express concerns. Additional activities include development of print outreach media, and maintaining a social media and internet presence where printed documents, photographs, video and other outreach materials can provide information on cleanup and reuse progress. The outreach will be led by WCDA with support from WCCOG throughout the planning and implementation cleanup project.

**Task 3 – Cleanup Oversight:** The WCDA will utilize the services of a Qualified Environmental Professional (QEP) to develop a final ABCA, Remedial Action Plan, contractor bidding documents, and a final closeout report for this project. The documents will be available for public comment prior to finalization to ensure public participation. During the remediation, the QEP will provide technical support for community outreach, oversee the cleanup and document the progress and follow-up with the contractor(s) regarding work that remains to be performed to comply with final cleanup goals. The cleanup is expected to take up to three weeks, and is targeted for the spring/summer of 2022.

**Task 4 – Cleanup:** The town will hire an environmental contractor and a Maine-licensed asbestos abatement contractor to complete the needed remediation work. The cleanup will be completed in accordance with the ABCA and project plans and specifications which will be reviewed and approved by the Maine Department of Environmental Protection, EPA and WCDA. The Downeast Maine Public Health Council will provide health monitoring support, such as baseline health conditions and potential improvements in health metrics following cleanup. Removal and disposal of hazardous paint and ACM, and project closure under the Maine VRAP is expected to be completed within a year of allocation of Brownfields cleanup funds.

**Task Outputs:** Outputs expected as part of the Site cleanup include:

- Three Community Meetings with the WCDA, WCCOG and QEP; list of attendees; documentation of, and community access to, public comments and responses.
- Written documents detailing the cleanup activities, timeline, and future uses in for distribution by community partners, and accessible to the public.
- Remedial Action Plan including plans and specifications for contractor bidding.
- Site Closure Report which will include a description of activities completed during cleanup of the site.
- Certificate of Completion, issued by the Maine VRAP upon their final approval of the Site closure report and associated remediation.
- Completed EPA quarterly reports and up-to-date ACRES database entries for regulatory and community access.

### c. Cost Estimates

Task 1 – Cooperative Agreement Oversight costs:

- **Expenses:** Air fare, lodging and meals estimated = **\$1,573.**
- **Contractual:** 16 hours at \$100/hr = **\$1,600.**
- **Cost Share:** 40 hours of WCDA & WCCOG in-kind labor at an average rate of \$50/hour and \$10/hr in fringe benefits = **\$2,400.**

Task 2 – Community Outreach and Engagement tasks:

- **Expenses:** travel of 500 miles at \$0.55/mile = **\$275.**
- **Contractual:** 16 hours at \$100/hr = **\$1,600.**
- **Cost Share:** 40 hours of WCDA & WCCOG in-kind labor at an average rate of \$50/hour and \$10/hr in fringe benefits = **\$2,400;** public notices, outreach materials and meeting space: in-kind contribution = **\$1,500.**

Task 3 - Cleanup oversight

- **Travel:** 500 miles at \$0.55/mile = **\$275.**
- **Contractual:** Per ABCA, 10% contractor cost = **\$41,733.**
- **Cost Share:** 60 hours of WCDA and WCCOG in-kind labor at \$50/hour and \$10/hr in fringe benefits = **\$3,600.**

Task 4 – Site Cleanup

- **Contractual:** Per ABCA, contractor cost less cost share = **\$452,944**.
- **Cost Share: \$90,100.** A waiver of the cost share requirement has been requested. In the event the waiver is not granted, the WCDA will continue to explore supplemental funding with assistance from its partner, the Sunrise County Economic Council, and will initiate fund-raising efforts with appeals to the community and businesses.

		Project Tasks				Total
Budget Categories		Task 1 – Cooperative Agreement Oversight	Task 2 - Community Outreach & Engagement	Task 3 - Cleanup Oversight	Task 4 - Site Cleanup	
Direct Costs	Personnel					
	Fringe Benefits					
	Travel	\$1,573	\$275	\$275		\$2,123
	Equipment					
	Supplies					
	Contractual	\$1,600	\$1,600	\$41,773	\$452,944	\$497,877
<b>Total Direct Costs</b>		\$3,173	\$1,875	\$42,048	\$452,944	\$500,000
<b>Indirect Costs</b>						
<b>Total Federal Funding</b>		\$3,173	\$1,875	\$42,008	\$452,944	\$500,000
<b>Cost Share</b>		\$2,400	\$3,900	\$3,600	\$90,100	\$100,000
<b>Total Budget</b>		\$5,573	\$5,775	\$45,608	\$543,044	\$600,000

**d. Measuring Environmental Results:** WCDA and its QEP will routinely update a Microsoft Excel-based spreadsheet with project tasks, target dates, and financial expenditures to track outputs and outcomes from the cleanup grant; a summary of measurable outputs are shown for each task above. WCDA will track and evaluate project progress on tasks completed, grant funds spent, and project compliance with Brownfields requirements. The WCDA will be in regular communication with the QEP and a three-member advisory committee with representatives from WCDA, Town of Cutler, and WCCOG to ensure that the project stays on schedule, on budget, and that there are no impediments in achieving the project outputs identified above.

Progress on pending outcomes will be tracked with metrics including the acres of brownfields cleaned up; types of contaminants remediated; reduction of environmental risks; health outcomes; number of jobs created; quantity of greenspace; amount of leveraged cleanup funds; leveraged site redevelopment funds; and other leveraged or economic outcomes. The outputs and outcomes will be reviewed and revised regularly in conjunction with regional EPA and Maine Department of Environmental Protection staff to ensure the project is successful. The progress of the program will also be tracked through timely submittals of EPA quarterly status reports and EPA's ACRES online database system. Copies of documents will be kept in a centralized repository.

#### **4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

##### **a. Programmatic Capability**

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

**ii. Description of Key Staff:** WCDA is governed by a board of nine members representing the interests of community government, businesses and residents of the county. The officers of the board have substantial experience with community and governmental initiatives and will drive success of the Recreation Building cleanup project. WCDA Board Chair, Betsy Fitzgerald, has been a member of the WCDA since inception in 2001. She was hired as the Washington County Manager in 2010 after serving four years as the Machias Town Manager. With a master's degree in public policy and decades of public service, Ms. Fitzgerald is a proven leader and highly motivated to achieve successful development of the planned community center at Cutler. Ms. Fitzgerald is supported by Vice Chair Lewis Pinkham, the Town Manager of Milbridge, and a member of the Maine Harbor Masters Association. Mr. Pinkham and Ms. Fitzgerald serve on the WCCOG Brownfields Regional Advisory Committee and have been an integral part of the programs redevelopment success over the past several years.

**iii. Acquiring Additional Resources:** WCDA will be supported by the WCCOG Brownfields program which provides environmental assessments and redevelopment planning throughout Washington County. WCCOG is a municipal membership organization which provides services to 34 member municipalities with support from local, regional, state and federal contracts. WCCOG's \$400,000-plus budget is funded through a combination of member dues, service fees, and contracts with governmental agencies. WCCOG has successfully administered four Brownfields assessment grants and has fostered redevelopment of 17 Brownfields sites and a leveraged investment of at least \$3.5 million. Mr. William MacDonald, Executive Director, will provide the WCDA day-to-day programmatic support, including grant compliance, community outreach, cleanup planning and coordination, and timely reporting for success of the planned cleanup initiative.

WCDA has established a partnership with the Sunrise County Economic Council (SCEC) which provides WCDA administrative support. The SCEC is a private, nonprofit, federally recognized economic development organization which works to create jobs and wealth in Washington County. SCEC was founded in 1993 and has grown to 15 staff with expertise in financing, regional planning, economic development, fisheries, internet technology and community affairs.

WCDA will also procure a highly competent QEP to provide support for community outreach, contracting bidding/selection, cleanup coordination and oversight, and documentation for project closure. The QEP will also provide assistance with ACRES database updates, status reports for thorough quarterly reporting and day-to-day technical support on Site cleanup matters.

## **b. Past Performance and Accomplishments**

### **i. Currently Has or Previously Received an EPA Brownfields Grant**

(1) **Accomplishments:** In November 2015, WCDA was awarded a \$14,370 grant under the Maine Department of Environmental Protection (MEDEP) and Maine Department of Economic and Community Development (MDECD) Brownfields Revolving Loan Fund. Funded by EPA, the revolving loan fund was established to facilitate cleanup of Brownfields in all areas of the state and to revitalize these properties. WCDA used the grant to abate asbestos and cleanup mixed waste in a boiler house at the former Navy base in Cutler.

As stated in a press release for the project (Quoddy Tides, 2015):

“In early November, Washington County Manager Betsy Fitzgerald learned that TRP Logging, Inc. needed a place to store road salt for treatment of Cutler’s winding coastal roads. She immediately thought of the former Navy Base, known as the Cutler Business Park. “It was a no brainer,” says Ms. Fitzgerald, “We had a building with high ceilings and an overhead door, and that was just what they needed.” TRP Logging had been awarded a plowing contract by the Town of Cutler, but had yet to identify a suitable place for indoor storage of salt. County Manager Betsy Fitzgerald sits on the board of the Washington County Development Authority (WCDA), the current owner of the Cutler Business Park.

What Ms. Fitzgerald did not know at the time, however, was that the old boiler house contained asbestos insulation left behind following removal of the massive boilers. Building renovations and road salt delivery were already scheduled when she learned that an asbestos cleanup project with a price tag of \$15,000 stood in their way. Within minutes she was on the phone with Judy East, Executive Director of the Washington County Council of Governments (WCCOG), and coordinator of WCCOG’s Brownfields Program. Ms. Fitzgerald explained that not only did the WCDA lack the funds to complete the cleanup, the deadline loomed for completing the project before the onset of winter.”

WCDA efficiently coordinated with WCCOG and its QEP to prepare a grant application, complete a Remedial Action Plan and a SSQAPP, and hire a Maine-certified asbestos abatement contractor to successfully implement the planning, abatement and air clearance testing for the proposed building reuse. The contractor was able to close the lease arrangement and begin using the old boiler house for road salt storage by the end of November, 2015 – within 30 days of project initiation.

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

WASHINGTON COUNTY DEVELOPMENT AUTHORITY

PO Box 297  
Machias, ME 04654

October 26, 2020

Jerry Minor-Gordon  
EPA New England, Region-1  
5 Post Office Square, Suite 100  
Boston, MA 02109-3912

Dear Ms. Minor-Gordon:

The Washington County Development Authority (WCDA) is the owner of the Cutler Base property, upon which is located the Recreation Building. The Base was decommissioned in 2002. Since that time, the Rec Building has sat idle, in part due to hazardous materials. The renovation of this building has been impacted by their existence.

The WCDA has been contacted regarding the re-opening the building for use as a recreation facility once again. With that interest comes an effort to remove the hazardous materials. An application for a grant to do so is almost complete.

This letter seeks to support that application. The WCDA has been careful with its rental income and is prepared to support the grant application with approximately \$20,000. This amount represent almost half of the resources available to the WCDA. The remaining funds are to be used for renovation work on the exterior of the Rec Building, something the grant does not address.

If there are further questions, please do not hesitate to contact me.

Sincerely,



Betsy Fitzgerald  
Board Chair, WCDA

### III.B. THRESHOLD CRITERIA FOR CLEANUP GRANTS

1. **Applicant Eligibility:** The Washington County Development Authority (WCDA) is a body corporate and politic and a public instrumentality of the State to carry out the provisions of Title 5 Maine Revised Statutes Annotated (M.R.S.A.) Chapter 383 §13083-A. WCDA is authorized to take title, acquire and manage in the name of the State and by agreement with the Federal Government the property located within the geographical boundaries of any decommissioned federal military facility located within Washington County. The authority is also authorized to purchase, develop, redevelop, sell and lease commercial, residential and public property for the purpose of developing the economy of Washington County.
2. **Previously Awarded Cleanup Grants:** The Cutler Recreation Building (Site) has never received funding from a previously awarded EPA Brownfields Cleanup Grant.
3. **Site Ownership:** The Site owner is the Washington County Development Authority. Ownership is documented in a Quitclaim Deed without Covenant granted to WCDA by Cuter North, LLC and recorded in Book 4139, Page 84 of the Washington County Registry of Deeds.
4. **Basic Site Information:**
  - a. Site Name – Recreation Building
  - b. Site address – 1549 Cutler Road, Cutler, Maine 04626
  - c. Site Owner – Washington County Development Authority
5. **Status of History of Contamination at the Site:** The Site is part of an approximately 19.6-acre former Navy base with nine primary buildings, including the Recreation Building which is the subject of the Brownfields cleanup grant application. The Recreation Building is a 19,285 square foot one-story building formerly used by the Navy for morale, welfare and recreational activities. The building includes a former restaurant, bowling alley, basketball court/gymnasium, racquetball court, locker rooms, office, a small store, a storage room, and a mechanical room. The building was constructed in 1964.

A Phase II Environmental Site Assessment (ESA) indicated that the Recreation Building interior contains asbestos, lead-based paint, and paint containing polychlorinated biphenyls (PCBs). Based on the findings of the Phase II ESA, the concentrations of lead and PCBs in building paint, and asbestos in building materials trigger the need for mitigation prior to planned renovations and reuse of the Recreation Building. Prior investigations have not identified contaminants that trigger cleanup requirements on the Site exterior.
6. **Brownfields Site Definition:** The Site is not listed or proposed for listing on the National Priorities List, is not subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA; and not subject to the jurisdiction, custody, or control of the US government.

**7. Environmental assessment Required for Cleanup Grant Application:** The following Phase II ESA reports have been completed for the Site:

- Phase II Environmental Site Assessment (ESA) Report, Cutler North, LLC, 1549 Cutler Road, Cutler Maine, Woodard & Curran, Inc., August 15, 2016.
- Hazardous Materials Identification Report, Cutler Business Park, Cutler, Maine, CES, Inc., December 18, 2015.
- Additional PCB Sampling for Remediation and Reuse Planning, Cutler North, LLC, Cutler, Maine, Woodard & Curran, Inc., October 20, 2017.

**8. Enforcement or other actions:** There are no known enforcement actions related to the site.

**9. Sites Requiring a Property-Specific Determination:** We have reviewed the special cases listed in the FY21 guidelines for Brownfields cleanup grants (EPA-OLEM-OBLR-20-07) and concluded that none are applicable; therefore, a Property-Specific determination is not required.

**10. Threshold Criteria Related to CERCLA/Petroleum Liability**

a. Property Ownership Eligibility – Hazardous Substance Sites

iii. Landowner Protections from CERCLA Liability

(1) Bona Fide Prospective Purchaser Liability Protection

(a) Information on the Property Acquisition

- (i) *How ownership was acquired:* WCDA acquired the property by donation from Cutler North, LLC (property deed recorded in Book 4139, Page 84 of the Washington County Registry of Deeds).
- (ii) *The date the property was acquired:* March 30, 2015
- (iii) *The nature of ownership:* Quit Claim Deed without Covenant
- (iv) *The name and identity of the party from whom ownership was acquired:* Cutler North, LLC, a Maine limited liability company.
- (v) *Familial, contractual, corporate or financial relationships or affiliations with prior owners or operators:* WCDA has no familial, contractual, corporate or financial relationships or affiliations with prior third-party owners or operators.

(b) Pre-Purchase Inquiry

- (i) *The types of assessments performed:* A Phase I ESA dated March 31, 2015 (final draft) and May 11, 2015 (final) were completed per ASTM E1527-13 for the Washington County Council of Governments (WCCOG) on behalf of WCDA. The WCCOG provides regional planning support throughout Washington County, Maine and has no formal relationship with WCDA.

Note: Based on communications with Jim Byrne of EPA Region 1 on October 5, 2020, cleanup of building interior paint containing lead and PCBs, and asbestos contained within building (i.e., no exterior contamination) is excluded from CERCLA liability and



associated Phase I ESA due diligence as prescribed by ASTM E1527-13.

- (ii) *Who performed the AAI or Phase I ESA investigation:* The Phase I ESA report was completed by Woodard & Curran, Inc., under the supervision of, and signed by, D. Todd Coffin, at the time a Senior Project Manager with Woodard & Curran and a Maine Certified Geologist with 30 years environmental consulting experience. In signing the report, Mr. Coffin declared that he met the definition of an Environmental Professional as defined under 40 CFR Part 312.
- (iii) *AAI investigation or Phase I ESA more than 180 days prior to the property acquisition date:* The Phase I ESA was completed within 180 days of the property acquisition date.

(c) *Timing and/or Contribution Toward Hazardous Substances Disposal:* All disposal of hazardous substances at the Site occurred before the WCDA acquired the property and WCDA did not cause or contribute to any release of hazardous substances at the Site. WCDA has not arranged for disposal of hazardous substances at the Site and has not transported hazardous substances to the Site.

(d) *Post-Acquisition Uses:* The Recreation Building has remained vacant since the Site was acquired by WCDA in 2015.

(e) *Continuing obligations:* Based on the Phase I and II ESAs, no continuing or potential releases of hazardous substances were present when the WCDA acquired the site. To date, WCDA has locked the building to prevent unauthorized entry and potential exposure to hazardous building materials.

Currently, and during the proposed development, WCDA is committed to i) complying with all land use restrictions and institutional controls, ii) assisting and cooperating with those performing the cleanup and to provide access to the property, iii) complying with all information requests and administrative subpoenas that have or may be issued in connection with the property; and iv) providing all legally required notices.

## **11. Cleanup Authority and Oversight Structure**

a. *Site Cleanup Oversight:* WCDA will retain a Qualified Environmental Professional to design, oversee and document remediation activities at the site, as well as to assist with the interface between WCDA and Maine Voluntary Response Action Program (VRAP) personnel. WCDA will contract with the selected environmental consultant prior to initiating cleanup activities.

The Site will be submitted to the Maine VRAP, a voluntary response program for the State of Maine. Upon successful remediation of the site, a certificate of completion will be obtained from the Maine VRAP.

b. *Access to Adjacent Properties*: Access to other properties is not anticipated to be a concern for this cleanup project. Contaminated building materials have not been identified beyond the footprint of the Recreation Building. Further, the adjacent property is also owned WCDA and may be used to stage materials and/or facilitate site access.

## **12. Community Notification**

### **a. Draft Analysis of Brownfield Cleanup Alternatives**

WCDA has fulfilled the community notification requirements for the Site cleanup. A draft of this proposal, including the Draft ABCA, was made available at the Cutler Town offices, and on the WCCOG Brownfields web page from October 20 to October 22, 2020.

### **b. Community Notification Ad**

The public meeting was advertised on October 9, 2020 (Quoddy Tides) and October 14 (Machias Valley News Observer) and included the required notice statements; the public notice was also posted at the Town office.

### **c. Public Meeting**

A virtual ZOOM public hearing was held on October 23, 2020 to discuss the draft ABCA and the EPA Brownfield grant proposal.

### **d. Submission of Community Notification Documents**

Attached to this proposal are:

- A copy of the draft Assessment of Brownfields Clean-up Alternatives (ABCA)
- Copies of two ads demonstrating notification to the public and solicitation of comments on the proposal.
- Minutes from the public meeting (meeting notes) including comments/questions by the attendees and the responses to the comments/questions.
- Due to COVID-19, a virtual ZOOM public meeting was held in lieu of an in-person meeting; therefore, a sign-in sheet is not available. Alternatively, the meeting minutes include a list of the meeting attendees.

## **13. Statutory Cost Share**

The WCDA is seeking a waiver of the 20 percent cost share (\$100,000) based on financial hardship. A separate page titled “Hardship Waiver Request” is attached.

# **ANALYSIS OF BROWNFIELDS CLEANUP ALTERNATIVES**

**RECREATION BUILDING  
1549 CUTLER ROAD  
CUTLER, MAINE**

*Prepared for:*

**Washington County Council of Governments  
Calais, Maine**

*Prepared by:*

**wood.**

**Wood Environment & Infrastructure, Inc.  
511 Congress Street  
Portland, Maine**

**October 19, 2020**

**Project Number: 3617197476**

# **ANALYSIS OF BROWNFIELDS CLEANUP ALTERNATIVES**

**RECREATION BUILDING  
1549 CUTLER ROAD  
CUTLER, MAINE**

*Prepared for:*

**Washington County Council of Governments  
Calais, Maine**

*Prepared by:*

**wood.**

**Wood Environment & Infrastructure, Inc.  
511 Congress Street  
Portland, Maine**

**October 19, 2020**

**Project Number: 3617197476**

---

D. Todd Coffin, C.G.  
Brownfields Program Lead

---

Jean Firth, C.G.  
Associate Project Manager

## TABLE OF CONTENTS

---

<b>1.0 INTRODUCTION AND BACKGROUND .....</b>	<b>1-1</b>
1.1 PURPOSE AND SCOPE .....	1-1
1.2 SITE LOCATION AND DESCRIPTION .....	1-1
1.3 SITE HISTORY.....	1-1
<b>2.0 PREVIOUS ENVIRONMENTAL INVESTIGATIONS .....</b>	<b>2-1</b>
<b>3.0 ANALYSIS OF BROWNFIELDS CLEANUP ALTERNATIVES .....</b>	<b>3-1</b>
3.1 APPLICABLE REGULATIONS AND CLEANUP STANDARDS .....	3-1
3.1.1 <i>Cleanup Oversight Responsibility</i> .....	3-1
3.1.2 <i>Cleanup Guidelines</i> .....	3-1
3.2 EVALUATION OF CLEANUP ALTERNATIVES.....	3-2
3.2.1 <i>Initial Screening of Remedial Alternatives</i> .....	3-2
3.2.2 <i>Ranking Criteria</i> .....	3-2
3.3 ALTERNATIVES DESCRIPTION & RANKING RESULTS.....	3-3
3.3.1 <i>Alternative 1: No Action</i> .....	3-3
3.3.2 <i>Alternative 2: Encapsulation of Hazardous Paint and ACM</i> .....	3-3
3.3.3 <i>Alternative 3: Removal of Hazardous Paint and ACM</i> .....	3-5
<b>4.0 RECOMMENDATIONS .....</b>	<b>4-1</b>
<b>5.0 LIMITATIONS .....</b>	<b>5-1</b>

## TABLES

---

Table 1	Summary of Identified Building Materials
Table 2	Lead-Based Paint Screening Results
Table 3	PCB Laboratory Analytical Results
Table 4	Alternatives Ranking, Analysis of Brownfields Cleanup Alternatives

## APPENDICES

---

Appendix A	Summary of Remediation Costs, 1549 Cutler Road, Cutler, Maine
------------	---

## LIST OF ACRONYMS AND ABBREVIATIONS

---

ABCA	Analysis of Brownfields Cleanup Alternatives
ACM	Asbestos Containing Materials
CES	Civil Engineering Services, Inc.
CFR	Code of Federal Regulations
EBST	Environmental Baseline Survey for Transfer
ESA	Environmental Site Assessment
LBP	Lead Based Paint
LLC	Limited Liability Corporation
MEDEP	Maine Department of Environmental Protection
NCTS	Naval Computer and Telecommunications Station
PCB	Polychlorinated Biphenyls
PPM	Parts Per Million
REC	Recognized Environmental Condition
USEPA	United States Environmental Protection Agency
WCCOG	Washington County Council of Governments
WCDA	Washington County Development Authority
UST	Underground Storage Tank
Wood	Wood Environment & Infrastructure Solutions, Inc.

## **1.0 INTRODUCTION AND BACKGROUND**

On behalf of the Washington County Council of Governments (WCCOG), Wood Environment & Infrastructure, Inc. (Wood), has prepared this Analysis of Brownfields Cleanup Alternatives (ABCA) for the former Recreation Building at 1549 Cutler Road, Cutler, Maine (Site). This report describes the identification and evaluation of feasible cleanup alternatives and presents the recommended cleanup alternative to address environmental risks for the Site.

### **1.1 Purpose and Scope**

The purpose of this ABCA is to identify and evaluate feasible cleanup alternatives for the Site relative to future site use and related risk. The Site is occupied by a multi-use/recreation building on a former Navy Base. The building is proposed for reuse for community recreation, meeting space and youth programs.

The Remedial Objectives include:

- Mitigation of interior building coatings containing polychlorinated biphenyls (PCBs).
- Abatement of lead-based paint throughout the building interior.
- Abatement of asbestos-containing building materials (e.g., floor tile, boiler insulation).

The ABCA has considered the contaminants identified, media affected, and Site characteristics. Two cleanup alternatives were developed and evaluated based on effectiveness, implementation difficulty and other qualitative criteria. One cleanup alternative is recommended for implementation.

### **1.2 Site Location and Description**

The Site is part of an approximately 19.6-acre former Navy base with eight primary buildings, including the Recreation Building which is the subject of the Brownfields cleanup grant application. The Recreation Building is a 19,285 square foot one-story building formerly used by the Navy for morale, welfare and recreational activities. The building includes a former restaurant, bowling alley, basketball court/gymnasium, racquetball court, locker rooms, office, a small store, a storage room, and a mechanical room. The building was constructed in 1964.

### **1.3 Site History**

As reported in the Environmental Baseline Survey for Transfer (EBST) completed in 2000 by Malcolm Pirnie, the Site and surrounding Navy base property were purchased by the Navy in the 1950s for use as the Administrative area for the United States Naval Computer and Telecommunications Station (NCTS) in Cutler, Maine. As reported in the 2000 EBST, construction began at the Subject Property between 1958 and 1960. According to the EBST and information obtained from the Washington County Registry of Deeds, the Site was owned by the United States Navy until December 2003, when it was determined that the Navy base was no longer needed for public purpose.

Ownership of the Site and surrounding Navy base property was transferred to the Washington County Development Authority (WCDA) on December 12, 2003. On May 13, 2004, Sunset Group, LLC purchased the Site and associated former base property from WCDA. On April 7, 2006, Sunset Group, LLC sold the residential portion of the former base property to Cutler Residential Development, LLC and the administrative portion, including the Recreation Building, to Cutler Commercial Park, LLC for redevelopment. The Site and former administrative portion of the former base was transferred back to WCDA on March 30, 2015.

DRAFT



## 2.0 PREVIOUS ENVIRONMENTAL INVESTIGATIONS

A number of environmental reports have been completed for closure of the former Navy base at the Site, and for subsequent property transaction and financing actions. The reports summarized below include findings relevant to the Recreation Building.

1. Malcolm Pirnie, *Environmental Baseline Survey for Transfer (EBST)*, Naval Computer and Telecommunications Station, Cutler, Maine, May 2000.

The purpose of the EBST was to collect and evaluate available data related to potential storage, release, treatment, or disposal of hazardous substances or petroleum products in and around the former Navy base, including the Recreation Building. Findings relevant to the Recreation Building include:

- In 1993, an asbestos survey was conducted at the former Navy base by Kimball Environmental. The survey was conducted on all buildings, and asbestos-containing material (ACM) was identified at Buildings 500, 501, 502, 503, 504, and 506. ACM identified included floor tiles, transite panels, plaster, mastic, linoleum, pipe insulation, fittings on fiberglass lines, and fire doors. Abatement was carried out in Buildings 500, 501, 503, and 506 in 1993.
- The Navy base at Cutler participated in a Navy-wide radon testing program in 1994. Test results indicated that the base property does not have any facilities with radon levels above the USEPA radon action level.
- No release of petroleum or hazardous materials was identified at the Recreation Building.

2. Civil Engineering Services, Inc. (CES), *Phase I Environmental Site Assessment of Cutler Naval Computer & Telecommunications Center in Cutler, Maine*, April 9, 2004.

This Phase I ESA was completed by CES in association with the transfer of the Subject Property from WCDA to Sunset Group, LLC in 2004. The scope of this Phase I ESA also included the neighboring residential development. All historical information included in this report was sourced from the EBST completed by Malcolm Pirnie in 2000. All buildings in the Administrative area were visited as part of CES's site reconnaissance. Recognized Environmental Conditions (RECs) identified by CES that relate to the Recreation Building include:

- Remaining ACM in the Administrative Area (includes the Recreation Building).
- Lead-based paint in the Administrative Area.
- Floor drains, oil/water separators, and catch basins throughout the Administrative area that have the potential to discharge releases that may have occurred during long term use by the Navy to soil and groundwater.

- CES identified no leaks or spills or oil or hazardous materials at the Recreation Building.

Among others, CES recommended updated evaluation of potential ACM, including identification of possible friable or damaged ACM in buildings at the Navy base.

3. Woodard & Curran, Inc., *Phase I Environmental Site Assessment Report, Cutler North, LLC, 1549 Cutler Road, Cutler, Maine*, May 11, 2015.

Woodard & Curran was retained by the WCCOG to conduct a Phase I Environmental Site Assessment (Phase I ESA) of the Cutler North, LLC property located at 1549 Cutler Road in Cutler, Maine, which included the Recreation Building. This Phase I ESA was requested to identify potential environmental risks associated with the subject property prior to a potential transfer of ownership. Woodard & Curran evaluated the subject property for evidence of the presence or likely presence of hazardous substances or petroleum products under conditions that indicate an existing release, a past release, or a material threat of release into structures, soils, groundwater, surface water, or sediments. These conditions are referred to in this report as RECs. Findings relative to the Recreation Building include:

- A petroleum release was identified during removal of a 2,500 gallon No. 2 fuel oil underground storage tank (UST) at the Recreation Building in 2006; contaminated soils were removed and no further action was required by MEDEP.
- A 3,000 gallon No. 2 fuel oil UST, installed in 1965, was removed from the Recreation Building property in 1990; no reports of a release of petroleum from the UST were identified by Woodard & Curran.
- Asbestos was identified in the Recreation Building during prior investigations in 1993 (refer to EBST summary above).
- The Recreation Building property includes one water supply well completed in bedrock; this well reportedly served the water supply needs of the Recreation Building and was not in use at the time of the Woodard & Curran Phase I ESA.
- One electrical transformer was identified on the grounds adjacent to the Recreation Building; no reports or evidence of leaks or spills of transformer fluid potentially containing PCBs were identified.

With respect to the Recreation Building, Woodard & Curran's Phase I ESA concluded that an updated survey for ACM would likely be required under Maine DEP regulations prior to future building renovation or demolition that involves disturbance of suspect ACM. Woodard & Curran also recommended an evaluation of lead-based paint and PCBs in building materials to identify proper management of any impacted materials in the event of building demolition or renovation.

4. Woodard & Curran, Inc., *Phase II Environmental Site Assessment Report, Cutler North, LLC, 1549 Cutler Road, Cutler, Maine*, August 15, 2016.

Woodard & Curran was retained by the WCCOG to conduct a Phase II Environmental Site Assessment (Phase II ESA) of the 19.6-acre Cutler North, LLC property located at 1549 Cutler Road in Cutler, Maine, which included the Recreation Building. The Phase II ESA was conducted in accordance with a Site Specific Quality Assurance Project Plan, (SSQAPP) approved by MEDEP and USEPA, dated September 25, 2018. The Phase II ESA included a survey of ACM, lead-based paint, and PCBs in building materials at several buildings, including the Recreation Building. Findings of the Phase II ESA relevant to the Recreation Building follow.

- Testing of soil and shallow groundwater from the former fuel oil UST area identified no residual petroleum compounds.
- Testing of groundwater from the water supply well at the Recreation Building identified no volatile organic compounds, extractable petroleum hydrocarbons or metals at concentrations above drinking water guidelines.
- As shown on **Table 1** from the Woodard & Curran report, ACM was identified in building materials at the Recreation Building which included: exterior window caulk (gray and brown), insulating board near boiler, debris at base of boiler, insulating paper on light fixture and floor tile adhesive.
- Additional ACM was identified during a previous survey in 1993 whose results were included in the Phase II ESA report by Woodard & Curran; the ACM included mudded pipe fittings on fiberglass lines in the freezer room, ladies room, gym, bowling alley and lounge (see **Table 1**).
- Lead-based paint was identified on the cinder block wall of the bowling alley and gymnasium within the Recreation Building, and on copper gutters and a roof ladder attached to the Recreation Building (**Table 2**).
- PCBs were identified in wall paint inside the boiler room of the Recreation Building at a concentration of 86 parts per million (ppm).

The Phase II ESA by Woodard & Curran identified no contamination of exterior grounds at the Recreation Building, and no additional assessment or cleanup was recommended based on the available data.

**TABLE 1**  
**SUMMARY OF IDENTIFIED BUILDING MATERIALS**  
**BUILDING 506 - RECREATION BUILDING**

Room Name and Number	Sample # LA	ACM Insulating Material (SF)	ACM Debris on Boiler Base (SF)	ACM Light Fixture Insulation (SF)	Non-ACM Floor Tile With ACM Adhesive (SF)	ACM Mudded Pipe Fittings on Fiberglass Lines (EA)	Window Caulk - exterior (EA)	Comment
<b>FIRST FLOOR</b>								
Boiler Room	506-010A 506-011A	4	12					Insulating board leaning against 5-section boiler Debris on and around base of boiler
Janitor's Closet near Gym	506-012A			2				
Freezer Room	506-014A				454			Exposed and beneath 12" blue floor tile
Lobby	506-014A				440			Beneath 12" black floor tile
Lounge	506-014A				1,296			
Freezer Room	Previous ID					5		Exposed
Ladies Room	Previous ID					4		Located above ceiling tiles
Gym	Previous ID					29		Exposed
Bowling Alley	Previous ID					10		Exposed and located above ceiling tiles
Lounge	Previous ID					4		Located above tin ceiling; assume more
<b>Sub Total - First Floor</b>		<b>4</b>	<b>12</b>	<b>2</b>	<b>2,190</b>	<b>52</b>	<b>0</b>	
<b>EXTERIOR</b>								
Exterior	506-007A 506-008A						10 20	Gray; rear metal doors/windows Brown; new metal windows
<b>Sub Total - Exterior</b>							<b>30</b>	
<b>TOTAL</b>		<b>4</b>	<b>12</b>	<b>2</b>	<b>2,190</b>	<b>52</b>	<b>30</b>	

**Table 2**  
**Lead-Based Paint Screening Results**

Structure	Interior/ Exterior	Building Component (Location)	Substrate Material	Color	Condition	XRF Result (mg/cm <sup>2</sup> )
Building 506	Interior	Cinderblock walls – bowling alley and gym	Concrete	Off-white, Blue	Good	1.0, 1.6
	Interior	Wall tile – Janitor's closet, Kitchen area	Ceramic	Clear, brown, red	Good	1.0, 8.7
	Interior	Glazing on whirlpool tub – Men's sauna, women's locker room	Ceramic	White	Good	>9.9
	Interior	Glazing on sink – Women's bathroom	Ceramic	White	Good	2.0
	Interior	Decorative counter piping – Kitchen area	Vinyl	Yellow	Good	1.0
	Interior	Safety stripes – Located on step in entry to racquetball court	Wood	Yellow / Black	Fair	6.3
	Exterior	Exterior copper gutter – South east side	Metal	Brown / Tan	Fair	9.9
	Exterior	Roof access ladder – South side	Metal	Beige	Poor	3.3

Woodard & Curran's Phase II ESA report included recommendation for appropriate management of ACM, lead-based paint and PCBs in the event of future building renovations or demolition activities.

5. Woodard & Curran, Inc., *Memorandum on Additional PCB Sampling, Recreation Building*, October 20, 2017.

Woodard & Curran's memorandum includes the findings of additional PCB sampling that was conducted on June 2, 2017 at the Recreation Building. The PCB sampling was conducted in accordance with Woodard & Curran's April 5, 2017 memorandum "Update to September 25, 2015 Final Site-Specific Quality Assurance Project Plan (SSQAPP) Rev: 1.0 – Cutler North, LLC, Cutler, Maine, RFA # 15036 Addendum 4."

To further characterize and delineate the presence of PCBs in the area of the elevated PCB result in the Building 506 boiler room (PCB-12), Woodard & Curran collected two additional samples. One source material paint sample (PCB-12R) was collected adjacent to sample location of PCB-12 to confirm the initial result from the Phase II ESA (86 ppm). An additional sample (PCB-12A) was collected from the concrete block beneath the paint to determine if the PCBs had migrated into the underlying porous material. The paint observed and sampled in the boiler room was not observed in other portions of the building. In addition, five bulk product samples were collected from areas of Building 506 that had not previously been sampled. Both source material samples (e.g., paint) and adjacent porous material samples (e.g., concrete) were collected. The results of the additional PCB sampling are summarized on **Table 3** from the Woodard & Curran report.

Boiler Room: As reported by Woodard & Curran, elevated PCB concentrations that were initially identified during the Phase II ESA were confirmed in the beige paint from the Building 506 boiler room. Detectable concentrations of PCBs were also identified in the underlying concrete block wall. Woodard & Curran commented that the paint within this area of Building 506 meets the definition of a PCB Bulk Product Waste as presented in 40 CFR 761.3 and is regulated for disposal in accordance with 40 CFR 761.62. Concrete block below this paint was reported to contain detectable concentrations of PCBs, which presumably resulted from a greater than 50 ppm source (i.e., the wall paint). In accordance with 40 CFR 761.3, concrete block within the boiler room meets the definition of a PCB Remediation Waste.

Woodard & Curran reported that although the concrete block is a PCB Remediation Waste, the known current concentrations are below the most stringent cleanup level presented at 40 CFR 761.61(a)(4). Therefore, it is likely that no additional action would be required to reuse these materials following removal and disposal and/or decontamination of the identified PCB Bulk Product Waste, and the verification of the completion of these activities.

**Table 3**  
**PCB Laboratory Analytical Results**

Sample ID	Location w/in Building 506	Description	Rationale	Result
PCB-12R	Boiler Room	Beige wall paint	Re-analysis of sample in area of PCB-12 to confirm results from initial Phase II ESA	50 ppm
PCB-12A	Boiler Room	Concrete block underlying beige wall paint (PCB-12R)	Determine if PCBs from overlying paint had leached into concrete unit	0.3 ppm
PCB-17 / PCB-DUP-02	Gym	White wall paint (multiple layers of paint that could not be separated)	Sample materials in Building 506 not previously sampled during initial Phase II ESA	47 ppm / 45 ppm
PCB-17A	Gym	Concrete masonry unit underlying white wall paint (PCB-17)	Determine if PCBs from overlying paint had leached into concrete unit	1.5 ppm
PCB-18	Gym	Gray wall paint (multiple layers that could not be separated)	Sample materials in Building 506 not previously sampled during initial Phase II ESA	50 ppm
PCB-19	Building Exterior	Off-white exterior wall paint (multiple layers that could not be separated)	Sample materials in Building 506 not previously sampled during initial Phase II ESA	5.9 ppm
PCB-19A	Building Exterior	Concrete masonry unit underlying off-white exterior wall paint (PCB-19)	Determine if PCBs from overlying paint had leached into concrete unit	Non-Detect (<0.2 ppm)



Gymnasium: PCBs at a concentration of 50 ppm were identified in the gray paint sample (PCB-18) collected from the gym, and the PCB concentration of the white wall paint sample (PCB-17) collected from the gym was just below the 50 ppm threshold (47 ppm). Woodard & Curran noted that both of these samples comprised multiple layers of

paint that could not be separated during sample collection, and it is likely that at least one component (i.e., paint layer) in each of these samples contains PCBs greater than 50 ppm. A sample of the concrete wall collected from below the white wall paint contained PCBs at a concentration of 1.5 ppm.

Woodard & Curran concluded that the wall paint within the gym meets the definition of a PCB Bulk Product Waste and the underlying concrete is a PCB Remediation Waste. The concentration of PCBs in the concrete wall exceeds the unrestricted use cleanup level of 1 ppm presented in 40 CFR 761.61(a)(4). Therefore, if these walls were to remain in place during the future use of the building, it is likely that certain interim measures would be necessary. Such measures could include encapsulation with specialty sealants or paints to reduce the risk of exposure to future building occupants and maintain the integrity of the concrete block surface.

Building Exterior: Woodard & Curran reported that detectable concentrations of PCBs were identified in exterior wall paint and multiple layers were noted in the sample; however, based on the lack of other potentially greater than 50 ppm sources of PCBs that could have contributed to this result and the low at-found concentrations, this material is likely an excluded PCB product and not specifically regulated by 40 CFR 761. Woodard & Curran added that this paint would require disposal at a facility that is licensed to accept waste containing PCBs if it were generated as waste during redevelopment.

No detectable concentrations of PCBs were identified in the concrete wall sample collected from below the exterior wall paint. Therefore, no use or disposal restrictions have been identified for these materials.



### **3.0 ANALYSIS OF BROWNFIELDS CLEANUP ALTERNATIVES**

Mitigation of environmental hazards associated with the interior of the Recreation Building is planned to support reuse of the building. Reuse plans include community meeting space, youth programs, and recreation.

#### **3.1 Applicable Regulations and Cleanup Standards**

##### **3.1.1 Cleanup Oversight Responsibility**

The Maine Department of Environmental Protection (MEDEP) has primary responsibility for establishing clean-up guidelines in the State of Maine. The Department will provide regulatory and technical resources for review of draft documents and assistance with public outreach. MEDEP also provides the framework and oversight for closure of clean-up sites under the Voluntary Response Action Program. The USEPA will provide technical support for the proposed Site clean-up which includes, but is not limited to, outreach to the State Historic Preservation Officer, review of eligible expenditures and community outreach. The Town of Cutler will provide local review of the Site clean-up plans to help assure conformance with any applicable local ordinances.

##### **3.1.2 Cleanup Guidelines**

Cleanup guidelines applicable to the building hazards identified include:

- MEDEP Chapter 425, Asbestos Management Regulations; establishes inspection and abatement requirements. Defines asbestos as any material containing asbestos in quantities greater than or equal to 1% by volume as determined by weight, visual evaluation, and/or point count analysis.
- MEDEP Chapter 424, Lead Management Regulations; includes inspection and abatement requirements. Defines lead-based paint as paint or other surface coatings that contain lead equal to or in excess of 1.0 milligram per square centimeter or equal to or in excess of 0.5% by weight.
- USEPA regulation 40 CFR 760 provides the framework for management of PCB Bulk Product and Remediation Waste.

The above-referenced guidelines will be incorporated into a Remedial Action Plan, which will prescribe the objectives, methods and quality assurance/quality control requirements for Site cleanup.

## 3.2 Evaluation of Cleanup Alternatives

### 3.2.1 Initial Screening of Remedial Alternatives

The objective of an initial screening was to identify feasible remedial technologies that would likely achieve the Remedial Objectives, with consideration given to site-specific characteristics which may influence the feasibility of implementing remedial technologies. Based on the proposed Site reuse, few feasible options were available for cleanup. Reuse of the Recreation Building by the community necessitates control of building hazards through removal or containment in place. A no-action alternative was also evaluated.

Based on the initial screening, the following three alternatives were identified.

- Alternative 1: No Action
- Alternative 2: Encapsulation of Hazardous Paint and ACM
- Alternative 3: Removal of Hazardous Paint and ACM

### 3.2.2 Ranking Criteria

The detailed evaluation of the Cleanup Alternatives is the basis for selecting the recommended alternative. The ranking criteria are detailed below.

1. Effectiveness – This criterion considers the likelihood of the cleanup alternative: achieving a permanent or temporary Solution. Cleanup may be achieved through reusing, recycling, destroying, detoxifying, or treating contaminants at the Site to concentrations that achieve or approach background.
2. Reliability - The reliability criterion considers the degree of certainty that the alternative will be successful, and the effectiveness of any measures required to manage residues or remaining wastes, or to control emissions or discharges to the environment.
3. Implementation Difficulty - The implementation difficulty criterion considers technical complexity of the alternative; where applicable, the integration of the alternative with existing facility operations and other current or potential remedial actions; any necessary monitoring, operations, maintenance or site access requirements or limitations; the availability of necessary services, materials, equipment, or specialists; the availability, capacity and location of necessary off-site treatment, storage and disposal facilities; and whether the alternative meets regulatory requirements for any likely approvals, permits or licenses required by the MEDEP, or other state, federal or local agencies.
4. Costs - The costs criterion considers design, construction, equipment, site preparation, labor, permits, disposal, operation, maintenance, and monitoring; environmental restoration and potential damages to natural resources; and relative consumption of energy resources. Estimated costs for each cleanup alternative are detailed in **Appendix A**.

5. Risks - The risks criterion considers the short-term on-site and off-site risks posed during implementation of the alternative associated with any excavation, transport, disposal, containment, construction, operation or maintenance activities, or discharges to the environment from remedial systems; on-site and off-site risks posed over the period required for the alternative to attain applicable remedial standards, including risks associated with ongoing transport, disposal, containment, operation or maintenance activities, or discharges from remedial systems; and the potential risk of harm to health, safety, public welfare or the environment posed to human or environmental receptors by any contaminants remaining at the Site after the completion of the remedial action.
6. Benefits - The benefits criterion considers restoring natural resources; providing for the productive reuse of affected properties; the avoided costs of relocating people, businesses, or providing alternative water supplies; and avoided lost value.
7. Timeliness - The timeliness criterion considers the timeframe required to achieve the Remedial Objective.
8. Effect upon Non-Pecuniary Interests - The effect upon non-pecuniary interests criterion considers changes to aesthetic values upon implementation of the alternative.

### 3.3 Alternatives Description & Ranking Results

The results of the detailed evaluation of Cleanup Alternatives are provided below and summarized in **Table 4**. Costs associated with the alternatives are detailed in **Appendix A**.

#### 3.3.1 Alternative 1: No Action

**Description:** Under the No Action alternative, the Site building would be left in its current condition with paint on certain interior building surfaces containing lead and PCBs (hazardous paint), and certain building materials containing ACM (e.g., floor tile adhesive, boiler insulation).

**Ranking:** This alternative ranks the lowest of the three evaluated herein. While requiring no capital cost, No Action would not achieve the remedial objective of creating conditions on the Site safe for the intended reuse. Failure to address Site conditions may result in an unacceptable risk of exposure of present and future human and ecological receptors to asbestos and hazardous paint.

#### 3.3.2 Alternative 2: Encapsulation of Hazardous Paint and ACM

**Description:** Alternative 2 includes hand scraping and/or mechanical removal of loose and flaking hazardous paint inside the building, followed by encapsulation with an appropriate coating (e.g., acrylic sealant). Paint waste would be contained and disposed off-site in accordance with state and federal regulations. The target areas include the boiler room (PCBs), gym (lead & PCBs) and bowling alley (lead).

ACM would be encapsulated in place to the extent feasible using commercially available wrap for pipe fittings and binding compounds or floor covering for ACM-containing tile adhesive. Loose ACM debris in the boiler room and the insulating paper in a lamp fixture would be removed and properly disposed.

**Table 4. Alternatives Ranking**  
**Analysis of Brownfields Cleanup Alternatives**  
**Recreation Building**  
**Cutler, Maine**

Criteria	Subcriteria	Recreation Building		
		Alternative 1 - No Action	Alternative 2 - Hazardous Paint & Asbestos Encapsulation	Alternative 3 - Hazardous Paint & Asbestos Removal
Effectiveness	Achieves a temporary or permanent solution	3	2	1
	Reuses/recycles/destroys/detoxifies/treats contaminants	3	2	2
	Achieves or approaches background conditions	3	2	1
	<b>Score</b>	<b>9</b>	<b>6</b>	<b>4</b>
Reliability	Certainty of success	3	2	1
	Effectiveness of measures to manage remaining wastes, residues, and discharges	3	2	1
	<b>Score</b>	<b>6</b>	<b>4</b>	<b>2</b>
Implementation Difficulties	Technical complexity	1	1	1
	Integration with existing facilities	2	2	1
	Monitoring, operations, maintenance, and site access	1	2	1
	Availability of services	1	1	1
	Availability, capacity, and location of off-site disposal facilities	1	1	1
	Other regulatory requirements	1	2	2
	<b>Score</b>	<b>7</b>	<b>9</b>	<b>7</b>
Cost	<b>Score</b>	<b>1</b>	<b>2</b>	<b>3</b>
Risks	Short-term, on- and off-site risks	3	2	2
	Risks to attain applicable remedial standards	3	2	2
	Potential risk of any contaminants remaining onsite at completion of remedy	3	3	2
	<b>Score</b>	<b>9</b>	<b>7</b>	<b>6</b>
Benefits	Restoring natural resources	3	2	2
	Productive site reuse	3	2	1
	Avoided costs of relocating people and businesses, or providing alternative water supplies	1	1	1
	Avoided lost value of property	3	2	1
	<b>Score</b>	<b>10</b>	<b>7</b>	<b>5</b>
Timeliness to Achieve Remedial Objective	<b>Score</b>	<b>3</b>	<b>1</b>	<b>1</b>
Non-Pecuniary Interests (aesthetic values)	<b>Score</b>	<b>2</b>	<b>2</b>	<b>1</b>
<b>Total Score (Lowest score is preferred)</b>		<b>47</b>	<b>38</b>	<b>29</b>
<b>General Notes:</b> 1. The scoring system was based on assigning a relative rating of 1 to 3 for each alternative for each sub criteria, with the lower score preferred. Some or all of the alternatives may be assigned the same rating. The sub criteria ratings were summed to produce a criteria score, and the criteria score were, in turn, summed to produce an overall score for each alternative. Because the scoring system is based on rating each sub criteria, the four criteria with the most sub criteria (Effectiveness, Implementation Difficulties, Benefits, and Risks) account for ~75 percent of the potential score. This has the effect of de-emphasizing cost in the qualitative evaluation.				

**Ranking:** Alternative 2 ranks second highest of the three evaluated herein, and carries an estimated cost of \$229,074. While meeting the cleanup objectives, this alternative temporarily stabilizes ACM and hazardous paint. As such, this alternative is likely to increase renovation construction and longer term maintenance costs (e.g., drilling into or cutting lead, PCBs or asbestos-containing materials). Furthermore, this alternative is likely to require development of an operations & maintenance (O&M) plan for the remaining ACM and hazardous paint, and additional costs will likely be associated with long-term management of materials left in-place including periodic inspections and the cleanup and repair of damaged surfaces. This alternative could impact future renovation projects by requiring the cleanup and abatement of remaining ACM and hazardous paint which could be disturbed by future renovation activities.

### **3.3.3 Alternative 3: Removal of Hazardous Paint and ACM**

**Description:** Alternative 3 includes abrasive blast removal of hazardous paint inside the building, followed by a seal coat to weatherize the concrete block walls (e.g., acrylic sealant). Abrasive blasting is anticipated to remove a portion of the concrete block substrate, further reducing or eliminating PCBs that may have migrated into the concrete. Paint waste, likely to be a non-hazardous waste under Resource Conservation and Recovery Act (RCRA) regulations, but regulated waste under the Toxic Substances Control Act (TSCA), would be contained and disposed off-site in accordance with state and federal regulations. Use of a blasting additive, such as Blastox®, is expected to stabilize lead rendering the paint waste non-hazardous based leaching characteristics.

ACM would be removed, containerized and properly disposed by a qualified contractor. Air clearance testing in accordance with MEDEP Rule Chapter 425 would be conducted to document suitability of the building for reoccupation following abatement work.

**Ranking:** Alternative 3 ranks the most favorable by meeting the cleanup objectives through complete removal of hazardous paint and ACM using well established, readily implemented methods. This alternative has the highest estimated cleanup cost of \$584,816, but eliminates long-term costs associated with development and implementation of an O&M plan. Alternative 3 does not add premium costs for building maintenance and repair, nor does it restrict future building renovations that impact materials containing lead-based paint, PCBs or asbestos. Further, this alternative does not pose a risk of human health or environmental impacts from potential future decay of hazardous paint or ACM should the building fall into disrepair or is damaged (e.g., vandalism, storm event).

## 4.0 RECOMMENDATIONS

As demonstrated in the ABCA presented herein, the preferred remedial alternative is Alternative 3: Removal of Hazardous Paint and ACM. This alternative is favorable by removing the identified building hazards and associated long-term costs for future building O&M. This alternative does not restrict future building renovations that impact materials containing lead-based paint, PCBs or asbestos, and does not pose a risk of human health or environmental impacts from potential future decay or damage to hazardous paint or ACM.

DRAFT

## 5.0 LIMITATIONS

This report was prepared for the WCCOG, exclusively. The conclusions provided by Wood are based solely on the information reported in this document. Additional information not available to Wood at the time this document was prepared may result in a modification of the conclusions and recommendations herein. This report has been prepared in accordance with generally accepted environmental consulting practices and is subject to the terms and conditions of Wood's contract with the WCCOG, authorized October 20, 2016.

DRAFT

**APPENDIX A**

**SUMMARY OF REMEDIATION COSTS  
1549 CUTLER ROAD, CUTLER, MAINE**



**Summary of Remediation Costs**  
**Recreation Building, Cutler, Maine**

	Quantity	Unit	Unit Cost	Subtotal	Assumptions
<b>Asbestos-Containing Materials Mitigation</b>					
<b>Encapsulate</b>					
Insulating Board	4	SF	\$25	\$100	Loose material, removal required; quantities/unit cost from Woodard & Curran (2016)
Debris at Base of Boiler	12	SF	\$100	\$1,200	Loose material, removal required; Quantities/unit cost from Woodard & Curran (2016)
Light Fixture Insulation	2	SF	\$100	\$200	Removal recommended, not practical to encapsulate; quantities/unit cost from Woodard & Curran (2016)
Floor Tile Adhesive	2,190	SF	\$3	\$6,570	Three days, two laborers @ \$100/hr, \$3,500 material & expenses costs
Mudded Pipe Fittings	52	EA	\$48	\$2,496	One day, two laborers @ \$100/hr, \$500 material & expenses costs
Window Caulk	30	EA	\$83	\$2,490	One day, two laborers @ \$100/hr, \$500 material & expenses costs
Asbestos Management Plan	1	EA	\$10,000	\$10,000	Wood Estimate
			<b>Total</b>	<b>\$23,056</b>	
<b>Removal</b>					
Insulating Board	4	SF	\$25	\$100	Quantities/unit cost from Woodard & Curran (2016)
Debris at Base of Boiler	12	SF	\$100	\$1,200	Quantities/unit cost from Woodard & Curran (2016)
Light Fixture Insulation	2	SF	\$100	\$200	Quantities/unit cost from Woodard & Curran (2016)
Floor Tile Adhesive	2,190	SF	\$8	\$17,520	Quantities/unit cost from Woodard & Curran (2016)
Mudded Pipe Fittings	52	EA	\$100	\$5,200	Quantities/unit cost from Woodard & Curran (2016)
Window Caulk	30	EA	\$150	\$4,500	Quantities/unit cost from Woodard & Curran (2016)
Asbestos Mitigation Plan & Clearance Testing	1	EA	\$25,000	\$25,000	Estimate from Wood (2020)
			<b>Total</b>	<b>\$53,720</b>	
<b>Hazardous Paint Mitigation</b>					
<b>Encapsulate</b>					
Spot removal (bowling alley, gym, boiler room)	4,408	SF	\$5	\$22,040	Assumes 1/2 the area and cost identified for removal below
Encapsulation	8,816	SF	\$8	\$70,528	Unit cost from Woodard & Curran, 2017; assumes two coats (see dimensions under removal below)
Waste Disposal	80	Tons	\$600	\$48,000	Assumes two 40 CY roll off container of blast media and paint; unit cost from Woodard & Curran, 2017
			<b>Total</b>	<b>\$140,568</b>	
<b>Removal</b>					
Sand Blasting (bowling alley, gym, boiler room)	8,816	SF	\$20	\$176,320	Gym: 6,240 SF (from Woodard & Curran, 2017) Boiler Room: 576 SF (from Woodard & Curran, 2017) Bowling Alley: 2,000 SF (Wood estimate, 2020)
Encapsulation	8,816	SF	\$8	\$70,528	Unit cost from Woodard & Curran, 2017; assumes two coats (see dimensions above)
Verification Testing	8,816	SF	\$2.40	\$21,158	Based on sample frequency and unit cost from Woodard & Curran, 2017
Waste Disposal	160	Tons	\$600	\$96,000	Assumes four 40 CY roll off containers of blast media and paint; unit cost from Woodard & Curran, 2017
			<b>Total</b>	<b>\$364,006</b>	
<b>Cleanup with Asbestos &amp; Hazardous Paint Encapsulation</b>					
			Contractor	163,624	
			QEP (10% contractor cost)	16,362	
			Contingency & cost escalation (30%)	49,087	
			<b>Total</b>	<b>229,074</b>	
<b>Cleanup with Asbestos &amp; Hazardous Paint Removal</b>					
			Contractor & Lab	417,726	
			QEP (10% contractor cost)	41,773	
			Contingency & cost escalation (30%)	125,318	
			<b>Total</b>	<b>584,816</b>	
<b>Notes:</b>					
1.	Unit Costs inclusive of labor, materials, equipment, transportation and disposal				
LF	Linear Feet				
SF	Square Feet				
LS	Lump Sum				
EA	Each				
QEP	Qualified Environmental Professional				

## NOTICES / LEGALS

### **The Washington County Development Authority**

#### **Notice of Public Hearing** October 23, 2020 at 6:00 pm

The Washington County Development Authority (WCDA) will hold a public hearing by ZOOM video conference at 6:00 pm on Friday, October 23, 2020 to discuss a US Environmental Protection Agency Brownfield cleanup grant application. The purpose of the grant is to assist with removal of building materials containing asbestos and paint containing lead and polychlorinated biphenyls (PCBs) at the former Recreation Building at 1549 Cutler Road, Cutler, Maine. A copy of the grant application will be available for public review on October 20 through 22, 2020 at the Cutler Town Office, 2655 Cutler Road, Cutler, Maine; and on the Washington County Council of Governments Brownfields web site at [wccgbrownfields.com](http://wccgbrownfields.com). Zoom conference information will be posted on the Brownfields web site on or before October 22, 2020.

Public comments will be solicited at the video conference and will be submitted as part of the grant application. All persons wishing to make comments or ask questions about the grant application are invited to attend the video conference. Comments may also be submitted in writing to Betsy Fitzgerald, Board Chair of the WCDA, 85 Court Street, Machias, Maine 04654, prior to Friday, October 23, 2020. If your circumstances do not permit access to the town office or web-based resources, or if you need language translation support, please call (207) 255-3127.

WVNO000028803

### **N**

The W  
a publi  
Octobe  
Brown  
to assi  
and pa  
the for  
A copy  
on Oct  
Cutler  
of Gov  
Zoom  
web si

Public  
be sub  
to mak  
are inv  
submit  
85 Co  
23, 20  
office c  
suppor

*Call 255-6561*

# TIDES CLASSIFIED ADS

Classified ads are \$2.00 for 10 words or fewer; \$4.00 for 11 to 20 words, and 10 cents for each additional word. Classifieds are payable in advance. Display ads are \$7.00 per column inch. Contact our ad representative for special rates.

Write to: The Quoddy Tides, P.O. Box 213, 123 Water St., Eastport, Me. 04631  
Tel. (207) 853-4806 • Fax 853-4095  
E-mail: qtid@midmaine.com

## Boats and Marine Equipment For Sale

BOATS, RVs, CAMPS - Winterize 'em all. Galvanized boat trailers 14 ft. to 22 ft. boats, 10% off. Marlon welded skiffs, 14'-16', 10% off, no rivets. Tahiti outboards, 10% off the already lowest prices in Maine on 3.5-20 hp stock (commission and installation extra). Grundens always on sale. Don't forget concrete and mortar mix for those fall projects. Dragging gear: 10-ton blocks on sale at \$399, 6-ton blocks \$135; light lube cable 7/16", 1/2", 9/16" in 1200' and 600' reels; gloves; knives; 5-gallon hydraulic oil \$37.99; Moose Island Marine "at the breakwater," Eastport, coming up on 40 years. 853-6058. 1x

## LUBEC WATER DISTRICT Notice

Lubec Water District will be flushing water lines October 13 through 16. You may experience low pressure and/or discoloration of your water.  
Thank you.

## WASHINGTON COUNTY DEVELOPMENT AUTHORITY

### Notice of Public Hearing

Friday, October 23, 2020 at 6 p.m.

The Washington County Development Authority (WCDA) will hold a public hearing by ZOOM video conference at 6:00 pm on Friday, October 23, 2020 to discuss a U.S. Environmental Protection Agency brownfield cleanup grant application. The purpose of the grant is to assist with removal of building materials containing asbestos and paint containing lead and polychlorinated biphenyls (PCBs) at the former Recreation Building at 1549 Cutler Road, Cutler, Maine. A copy of the grant application will be available for public review on October 20 through 22, 2020, at the Cutler Town Office, 2655 Cutler Road, Cutler, Maine; and on the Washington County Council of Governments' brownfields website at [wccogbrownfields.com](http://wccogbrownfields.com). Zoom conference information will be posted on the brownfields website on or before October 22, 2020.

Public comments will be solicited at the video conference and will be submitted as part of the grant application. All persons wishing to make comments or ask questions about the grant application are invited to attend the video conference. Comments may also be submitted in writing to Betsy Fitzgerald, board chair of the WCDA, 85 Court Street, Machias, Maine 04654, prior to Friday, October 23, 2020. If your circumstances do not permit access to the town office or web-based resources, or if you need language translation support, please call (207) 255-3127.



EASTPORT MEMORIAL NURSING HOME

## Help Wanted

RETAIL ASSISTANT MANAGER. Prefer attention to detail, with a touch of computer and experience with nuts/bolts/boats. Able to work 30-40 hours per week. Non-smoker able to lift 50 lbs. Full-time. Send resume and references to <[mooseislandmarine@maine.rr.com](mailto:mooseislandmarine@maine.rr.com)>. 1x

HELP WANTED with creative indoor carpentry in tiny house in Pembroke. 2-3 hours at a time. Masking required. Relaxed pace. 853-4578. 2x

## Personal Care Provider/CNA

Disabled senior residing in Whiting needs in home care; daily life skills; toileting, bathing, grooming, dressing, exercises, safe lifting transitions and light housekeeping. Evening hours: 4 p.m. - 10 p.m. and/or weekends 9:30 a.m. - 9:30 p.m. Call 207-733-2829 or email <[lu496joe@gmail.com](mailto:lu496joe@gmail.com)>.

## Real Estate For Sale

PERRY - Camp on two acres, Otis Lane. Contact <[megmcgarvey@hotmail.com](mailto:megmcgarvey@hotmail.com)> or 207-853-2318. 1x

PERRY - Two-story log home on Boyden's Lake. 300 feet frontage on lake. 20 Roy's Way South, Perry. Pictures on Zillow, <[www.zillow.com](http://www.zillow.com)>. 207-726-5513 or 860-302-9813. 4x

EASTPORT - Price reduction. Now \$26,500 for a private, peaceful lot of 1.12 acres in Eastport proper at 66 Clark St. Surveyed, soil-tested, public water, power at road. Broker Samira Kuseybi, The Christopher Group, 207-214-7401. 1x

COLUMBIA FALLS - 100-plus acres overlooking Pleasant River and the ocean. Approx. 25 acres in improved blueberry fields. Over \$100,000 of irrigation installed. Ideal for large array of solar panels. This property would be ideal for a gentleman farmer or construction of a large family estate. Has road access and electricity available at roadside. Also blueberry sod would be ideal for landscaping. Could also be high end or middle housing development. Asking \$165,000. Come take a look. Call 207-263-6757 for more info. 1x

NEDDYBENPS - 6 +/- acres on Denny's River. 24'x32' full foundation, well, septic and electricity. Small pond. Across from lake. \$30,000. Call 255-6257. 1x

PEMBROKE - Waterfront, Red Pebble Beach subdivision. Eight lots, 1.6 acres to 5.7 acres. All lots on Red Pebble Beach. Soil tested. Surveyed. Low down-payment \$45,000. Owner financing. Test or call 207-294-1060. 6x

## Seasonal Real Estate For Rent

EASTPORT - Oceanfront log cabin. Large deck and yard. Two bedrooms, fully furnished. Quiet cave. Utilities and cable TV included. \$600 a week. 207-756-4565. 1x

## Wanted to Buy

32' SOLID INTERIOR DOOR for between 1900-1920 house. Call Sally at 828-429-0523 or email <[claronisally@gmail.com](mailto:claronisally@gmail.com)>. 1x

## 1-3 Bedroom Lofts Weekly Rentals

207-214-6818

[www.fullfathomfivegallery.com](http://www.fullfathomfivegallery.com)



## Vessel Crew - Deckhand

New DHC is currently recruiting for a highly motivated, career minded and results orientated **deckhand** to join the company's team on the Pauline T. This position reports to the captain.

### The Role:

As a result of our robust growth, we are adding a deckhand to our team of professionals. Primary duties of this role include but are not limited to:

- Perform watch keeping duties as required;
- Perform fire and security rounds;
- Perform general maintenance and hygiene duties as directed, including painting, cleaning, planned maintenance work;
- Other duties as assigned.

### Qualifications/Requirements/Attributes:

# **WASHINGTON COUNTY DEVELOPMENT AUTHORITY**

## **Public Meeting Minutes EPA BROWNFIELDS CLEAN-UP GRANT APPLICATION FORMER NAVY RECREATION BUILDING ZOOM Virtual Meeting October 23, 2020 6:00 pm (ET)**

### **Attendees**

Betsy Fitzgerald, President, WCDA

Renee Gray, WCDA

Ron McAlpine, WCDA

Bill MacDonald, Washington County Council of Governments (WCCOG)

Bob Berta, County Wide News

Todd Coffin, Wood Environment & Infrastructure Solutions, Inc.

### **Minutes**

- Bill MacDonald opened the meeting and greeted the attendees.
- Todd Coffin presented a summary of the proposed EPA Brownfields grant application for the former Navy Recreation Building in Cutler.
- Betsy Fitzgerald commented that she was approached by a representative of the condominium association whose property abuts the former Navy base in Cutler. This individual offered volunteer services of several community members to clean, paint and support renovation of the Recreation Building.
- Bob Berta, a native of Washington County and editor of the County Wide News, commented that as a young adult he played basketball in the Navy recreation building, often playing various Navy teams.
- At the end of the presentation, Bob asked if any of the planned building cleanup work, such as asbestos abatement, could be performed by volunteers. He expressed concern about bringing workers from outside the area who may pose a risk of spreading COVID-19.
- Todd Coffin responded that because of the size and scope of the needed abatement in a public building, a Maine-certified asbestos abatement firm would have to complete the work. Mr. Coffin added that grant funds, if awarded, would not be available until the

fall of 2021, and cleanup not occurring until spring/summer of 2022. The timing makes it more probable that the COVID-19 pandemic will have largely abated, and an increased likelihood that a vaccine or improved therapeutics would be available by that time. Mr. Coffin closed by noting that prior to the planned work, use of any clean-up contractor would be evaluated in the context of COVID-19 risk and consistent with Maine Center for Disease Control (CDC) guidelines.

- Bob Berta commented that rehabilitation and use of the Recreation Building would likely promote further redevelopment of property and buildings at the former Navy base.
- Betsy Fitzgerald commented that rehabilitation and potential sale of the Recreation Building to a private owner could result in the return of an estimated \$27,000 in annual tax revenue for the town.
- On behalf of WCDA, Betsy Fitzgerald and Ron McAlpine expressed appreciation for the volunteer time dedicated by Todd Coffin/Wood E&IS for completion of the grant application.
- Bill MacDonald closed the meeting at 6:25 pm (ET).

*Minutes submitted to WCDA by Todd Coffin, October 23, 2020.*

## **Hardship Waiver Request**

The Washington County Development Authority (WCDA) has completed an EPA Brownfields cleanup grant application for funding support of \$500,000. WCDA is seeking a Hardship Waiver Request for the 20% cost share of \$100,000 given several elements of economic hardship.

### **The WCDA**

WCDA was created by an act of the Maine legislature in 2001 to create a state entity that could take title to the former Naval Computer and Telecommunications Stations in Cutler from the United States Navy. WCDA has no administrative staff, no operating budget and is governed by a nine-member board of directors. WCDA has a limited partnership with the Sunrise County Economic Council which provides accounting support.

WCDA is responsible for promoting and managing redevelopment of the former base which includes 20 acres and nine primary buildings, all in various states of decay due to lack of funds for preventative maintenance and operations, such as building heating and cooling systems. Of the nine buildings, only three generate modest revenue from warehouse and small business lease payments. In 2019, for example, WCDA's income was \$6,803 and expenses were \$19,910 creating a deficit of \$13,107. WCDA has a \$50,000 "rainy day fund" from proceeds of past lease payments. This fund will be used to off-set the budget deficit, and to conduct other critical property maintenance work. In addition to plans for cleanup and renovations to the Recreation Building, WCDA has learned that roof leaks are impacting operations in a tenant space use by a food distributor. Mitigation of the moisture problems is expected to cost in excess of \$25,000.

In summary, WCDA has no operating budget, and is totally reliant on tenant lease payments for property maintenance, repairs and planned improvement projects. The lease revenue and rainy day fund are simply not adequate to cover facility maintenance, operations and planned improvements needed to attract new tenants and potential growth.

### **Town of Cutler**

Cutler is located in Washington County, one of the most depressed counties in Maine (also referred to as "Downeast Maine"). Cutler has a median household income of \$51,000 compared to \$55,425 for Maine and \$60,293 for the United States. The poverty rate for Cutler in 2019 was 14.7 percent, compared to 10.9% in Maine and 10.5% in the United States (US Census Bureau). With a declining population at 484 (American Community Survey, 2019), Cutler has an extremely small tax base and lacks the municipal revenues to fund all but the most essential town services. For Cutler's fiscal year 2019-2020, property tax revenues were \$71,000 below budget, and unpaid property taxes totaled \$44,000, an increase of 63% over the 2018-2019 fiscal year. Compounding the town's financial challenges is the conservation of

thousands of acres of coastal lands; while providing wildlife habitat, expansive land conservation has resulted in loss of tax revenue and property that could be developed for residential and commercial growth. Based on the economic hardship, the town has an extremely limited capacity for financial support of the Recreation Building complex.

### **Downeast Economy**

Nearly 75% of Cutler's residents have natural resource-based jobs, mostly in fishing. Over the past several years, Cutler's fishermen and the local economy have suffered due to:

- Ongoing closure of the region's shrimp fishery which supported statewide earnings of up to \$13M (SeafoodSource, 2016); the fishery was closed in 2013 due to warming Gulf of Maine waters and will remain closed until at least 2021.
- Closure of numerous clam flats due to bacterial water pollution in Cutler and surrounding communities, combined with a decline in harvesting to an 87-year low in 2017 largely due to predation of the invasive European green crabs (Downeast Institute, 2018); the Downeast Maine clam industry is valued at more than \$5M.
- A 20 million pound decline in the lobster catch from 2019 to 2020 (WAGM News, 2020); and experts forecast a 40% to 62% decline in the lobster catch over the next 30 years due to warming of Gulf of Maine waters (Natural Resource Defense Council, 2019).

Downeast Maine's seafood harvest employs thousands in fishing, transportation, retail, wholesale and dining services. Dramatic declines in stock and fishery closures will continue to impact the economy of Cutler and the region. Many of Cutler's poorer families also rely on fishing to supplement daily meals and to reduce household food expense.

The COVID-19 pandemic has exacerbated the already depressed regional economy by effectively closing the tourist industry and drastically reducing the demand for fresh seafood due to restaurant closings and drop in exports, among other factors. As reported by News Center Maine in April 2020, the state experienced a 50% drop in seafood business with severe impacts on Downeast communities like Cutler:

“The seafood industry has been upended by the spread of the coronavirus, which has halted sales in restaurants and sent fishermen and dealers scrambling for new markets. Seafood is a global industry that relies on a complex network of fishermen, processors, buyers and distributors, all of which have been affected by the virus. A lack of demand has sent prices tumbling and led some fishermen to tie up their boats until the outbreak subsides.”

In light of the extreme economic hardship of the greater Cutler community, and the need to invest in economic growth opportunities, WCDA appreciates your consideration of this hardship waiver request. Even if not granted, we will make every effort to obtain the necessary funding to proceed with the planned redevelopment project.

## Application for Federal Assistance SF-424

\* 1. Type of Submission:

- ☐ Preapplication  
☒ Application  
☐ Changed/Corrected Application

\* 2. Type of Application:

- ☒ New  
☐ Continuation  
☐ Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

10/28/2020

4. Applicant Identifier:

117693605

5a. Federal Entity Identifier:

30-0162119

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

\* a. Legal Name:

Washington County Development Authority

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

30-0162119

\* c. Organizational DUNS:

1176936050000

d. Address:

\* Street1:

85 Court Street

Street2:

\* City:

Machias

County/Parish:

Washington County

\* State:

ME: Maine

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

04654-0297

e. Organizational Unit:

Department Name:

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Ms.

\* First Name:

Betsy

Middle Name:

\* Last Name:

Fitzgerald

Suffix:

Title:

Board Chair

Organizational Affiliation:

\* Telephone Number:

207-255-3127

Fax Number:

207-255-3313

\* Email:

manager@washingtoncountymaine.com



## Application for Federal Assistance SF-424

### \* 9. Type of Applicant 1: Select Applicant Type:

X: Other (specify)

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

Quasi-municipal agency

### \* 10. Name of Federal Agency:

Environmental Protection Agency

### 11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

### \* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-20-07

\* Title:

FY21 GUIDELINES FOR BROWNFIELD CLEANUP GRANTS

### 13. Competition Identification Number:

Title:

### 14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

### \* 15. Descriptive Title of Applicant's Project:

Environmental cleanup of former Navy Recreation Building

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424****16. Congressional Districts Of:**

\* a. Applicant

2

\* b. Program/Project

2

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

**17. Proposed Project:**

\* a. Start Date:

10/04/2021

\* b. End Date:

10/31/2024

**18. Estimated Funding (\$):**

\* a. Federal

500,000.00

\* b. Applicant

100,000.00

\* c. State

0.00

\* d. Local

0.00

\* e. Other

0.00

\* f. Program Income

0.00

\* g. TOTAL

600,000.00

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**☐ a. This application was made available to the State under the Executive Order 12372 Process for review on☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.☒ c. Program is not covered by E.O. 12372.**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ \*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:

Mr.

\* First Name:

David

Middle Name:

Todd

\* Last Name:

Coffin

Suffix:

\* Title:

Project Manager

\* Telephone Number:

2079394150

Fax Number:

\* Email:

todd.coffin@woodplc.com

\* Signature of Authorized Representative:

Betsy Fitzgerald

\* Date Signed:

10/28/2020