



Town of Warren

167 Western Rd
Warren ME 04864
Tel. (207) 273-2421
Fax (207) 273-3107

Narrative Information Sheet
FY2025 EPA Brownfields Cleanup Grant Application
Former Steamship Navigation Site, 2287 Camden Road, Warren, Maine

1. Applicant Identification
Town of Warren
167 Western Road
Warren, ME 04864
2. Website URL
<https://warrenmaine.org/>
3. Funding Requested
 - a. Grant Type
Single Site Cleanup
 - b. Federal Funds Requested
\$4,000,000
4. Location
 - a. City
Warren
 - b. County
Knox County
 - c. State
Maine
5. Property Information
Former Steamship Navigation Site
2287 Camden Road
Warren, ME 04864
Site Map attached
6. Contacts:
 - a. Project Director: Sherry Howard, Town Manager, Town of Warren, 167 Western Road, Warren, ME 04864; 207-273-2421; manager@warrenmaine.org
 - b. Highest Ranking Elected Official: Wayne Luce, Chair of the Select Board, Town of Warren, 167 Western Road, Warren, Maine 04864; 207-273-2421; office@warrenmaine.org
7. Population: The Town of Warren has a population of 4,942 (ACS 2023).

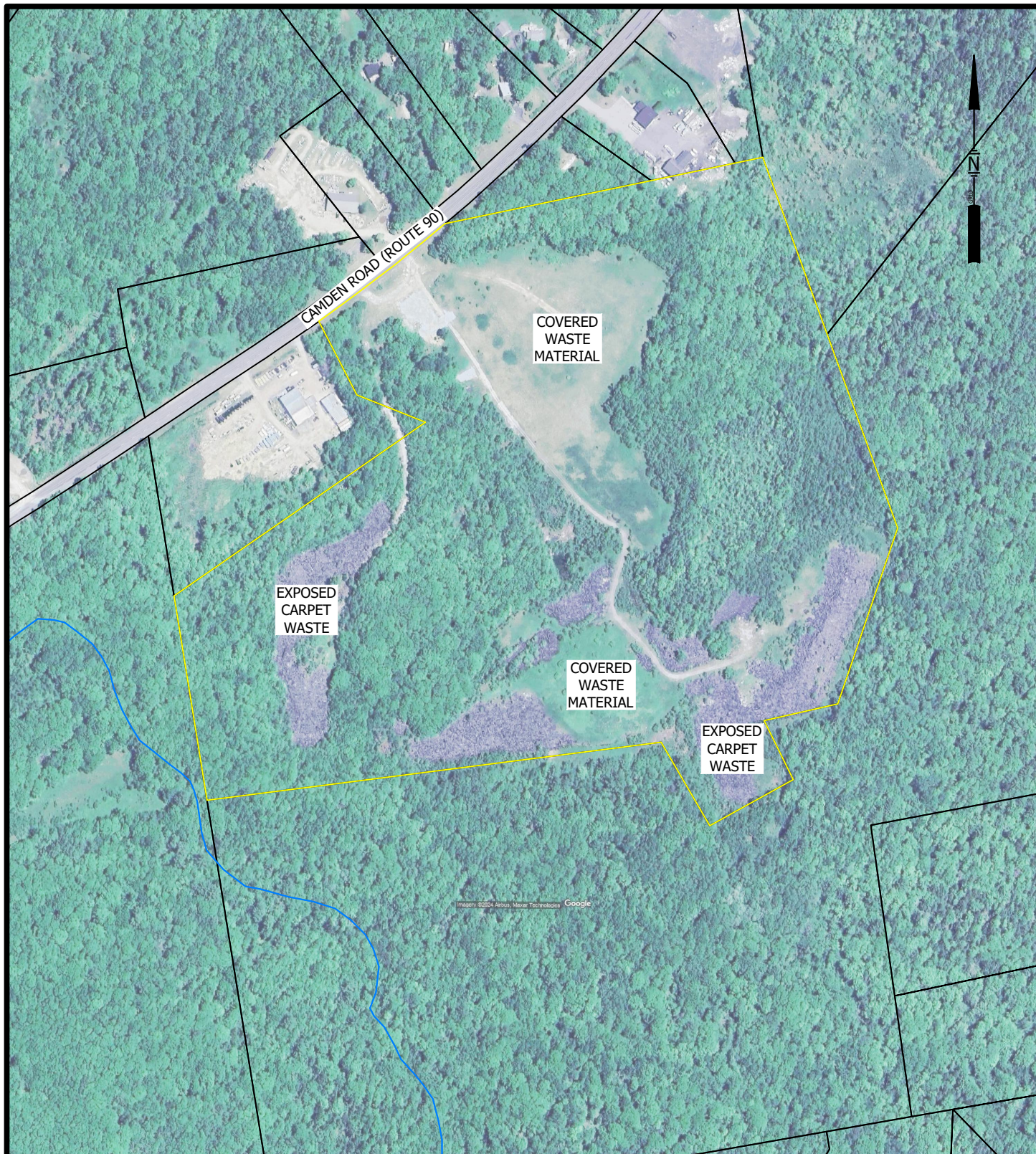
• Wayne Luce, Chair • Jan Macdonald, Vice Chair • Roger Peabody, Selectman •
Justin Humes, Selectman • Brent Pratt, Selectman •

www.warrenmaine.org

8. Other Factors:

Other Factors	Page #
Community population is 15,000 or less.	1
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	NA
The proposed brownfield site(s) is impacted by mine-scarred land.	NA
Secured firm leveraging commitment ties directly to the project and will facilitate completion of the remediation/reuse; 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 proposed 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).	NA
The proposed site(s) is in a federally designated flood plain.	NA
The reuse of the proposed cleanup site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	2, 3, 6, 7
The reuse of the proposed cleanup site(s) will incorporate energy efficiency measures.	2
The proposed project will improve local climate adaptation/mitigation capacity and resilience to protect residents and community investments.	2
The target area(s) is located within a community in which a coal-fired power plant has recently closed (2014 or later) or is closing.	NA

9. Releasing Copies of Application: Not applicable. The application does not have confidential, privileged, or sensitive information.



NOTE:

1. AERIAL FROM GOOGLE EARTH, DATED 5/31/2024.
2. PARCEL LINES FROM MAINE GIS DATA CATALOG.
3. STREAM LOCATION FROM MAINE GIS DATA CATALOG.



STEAMSHIP NAVIGATION SITE
2287 CAMDEN ROAD
WARREN, MAINE

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

1.a Target Area and Brownfields

1.a.i Overview of Brownfield Challenges and Description of Target Area

Warren, Maine (population 4,942 per ACS 2023) was settled in 1736 as a trading post and industrial hub along the St. George River; it was incorporated as a Town in 1776 and prospered through the early 19th century. Shipbuilding was the region's primary industry, with hundreds of wooden ships constructed in Warren between 1770 and 1850. In this time, the Town's population skyrocketed nearly 400% with an influx of tradesmen and families; many homes were constructed, and other marine industries thrived (sawmills, lime kilns, machine shops, etc.). The late 1800's to mid-1900's saw a steep decline in shipbuilding when steam replaced wind power, and at that time, many of the boatyards, shipbuilding facilities, and associated industrial businesses were shuttered, leading to the loss of hundreds of jobs and a steep decline in the Town's population (the US census reports that populations declined nearly every year between 1860 and 1940). Without industry or good paying jobs, Warren followed normal development trends during the 20th century, with commercial/automotive development and sprawl along the heavily traveled U.S. Route 1 corridor and the Route 90 bypass (which connects to Route One on both ends). Noisy and intrusive truck traffic blights these corridors, and automotive Brownfield Sites populate the area. **The Target Area of this grant will be the Route 90 bypass corridor**, which bisects the Town's residential neighborhoods and includes gravel pits, industrial sites, and the proposed cleanup Site (and subject of this grant application) – the former Steamship Navigation Site.

Our Target Area is a 5-mile stretch of road in Census Tract 23013970401 which has been targeted by the Town as an area for commercial and industrial development. It has appropriate zoning and beneficial proximity to Route 1; however, these redevelopment attempts have been stymied by lack of available land and/or land with inadequate infrastructure. The Steamship Navigation Site is a 71.4-acre parcel with enough acreage and frontage on Route 90 to support commercial redevelopment; however, the sale and/or redevelopment of the site is impossible due to mountains of polyester waste carpet materials present onsite which represent an ongoing threat to both human health and the environment. Placement and accumulation of this per- and polyfluoroalkyl substances (PFAS)-contaminated waste fiber at the Site began in 1998, when the former Site owner accepted carpet waste from Gates Formed-Fibre Products under a permit from the Maine Department of Environmental Protection (MEDEP). It is estimated that over 300,000 cubic yards of waste material was subsequently illicitly brought to the Site, causing an environmental and legal nightmare for the Town. The Town and MEDEP were in litigation from 2001 until 2010, when the Maine Supreme Court ruled against the owner and required them to fund a portion of the mitigation. This funding was woefully inadequate, and the former owner has since been jailed for defrauding the Town of Warren, and others across the United States. In order to fully remediate the Site and facilitate its redevelopment, the Town was forced to foreclose on the Site in 2022, after having waived the option to do so for the previous 23 years.

This Brownfield Cleanup grant would be used to manage and remediate the carpet waste materials onsite, and mitigate associated soil and groundwater contamination, allowing for much-needed commercial and industrial development in the Target Area. This grant would also mitigate the Town's most visible Brownfields Site, biggest eye sore, and environmental threat to residents.

1.a.ii Description of the Proposed Brownfield Site(s)

The subject of this application is the Steamship Navigation Site, a 71.4-acre site located at 2287 Camden Rd/Route 90 (Map R11, Lot 38), located centrally in our Target Area. The Site was formerly improved with an industrial building, garage, and mobile home; buildings were demolished in January of 2024 as part of a MEDEP cleanup action. The Site formerly maintained several outdoor firing ranges. To lessen the sound of the shooting range and absorb ammunition fragments, the former Site owner accepted waste carpet material (non-woven fabric used in the manufacturing of automobile trunk liners) from Gates Formed-Fiber in Auburn, Maine to create berms and backstops. Site investigations have estimated that over 300,000 CY of carpet waste (over 500,000 tons) is currently stockpiled on Site, covering over 30 acres, and in areas, stacked 20+ feet high. The former owner abandoned the Site in the late 1990's, and in April of 2001, the State of Maine and MEDEP filed a complaint against the Steamship Navigation Company, seeking injunctive relief and civil penalties for violations of Maine statutes, regulations, and MEDEP orders related to the waste carpet material. A small settlement of approximately \$500,000 was awarded to the Town, which allowed the MEDEP to conduct the January 2024 demolition/abatement actions, but did not address the waste carpet stockpiles. The Town understood that in order to ever fully remediate the Site, they would be forced to foreclose; in December of 2022, the Town voted to foreclose on the Site for delinquent taxes and is now the Site

owner. The Site is currently vacant, except for the massive quantities of waste carpet materials onsite. The waste carpet fibers and underlying soils have been found to be contaminated with per- and polyfluoroalkyl substances (PFAS), specifically perfluorooctane sulfonate acid (PFOS) and perfluorooctanoic acid (PFOA) and arsenic at concentrations exceeding the 2023 MEDEP Remedial Action Guidelines for Park User, Construction Worker, Commercial Worker, and/or Leaching to Groundwater exposure scenarios; and groundwater at the Site is contaminated with PFAS at concentrations exceeding the Maine Center for Disease Control (MECDC) Maximum Exposure Guidelines (MEGs). Historic reports concluded that PFAS concentrations are highest downgradient of the bailed polyester waste material in the southern portion of the Site; however, contamination is present everywhere that waste carpet materials are stockpiled (approx. 30+ acres).

The carpet materials stockpiled on-Site contain PFAS at concentrations which represent a threat to human health, as well as an ongoing threat to the environment; as rainwater comes into contact with this waste, PFAS continues to leach out of the waste and into the underlying soils and groundwater. Unless these waste piles are managed, they will continue to be a source of PFAS to down-gradient receptors, including the Oyster River and Keene Brook, located 0.2 and 0.7 miles from the Site. These concerns are compounded by the fact that area properties are served by private drinking water wells.

1.b Revitalization of the Target Area

1.b.i Reuse Strategy and Alignment with Revitalization Plans

There are two main goals for this cleanup grant: to mitigate environmental issues at the Site, and spur development in our Target Area. We will do this by consolidating carpet waste and contaminated surficial soil from the northern/eastern portion of the Site into an approx. 13-acre consolidation area in the southern portion of the Site. The consolidation area would be finished with a robust cover system designed to shed water and prevent further leaching of PFAS into the underlying soil and groundwater.

Once the 71.4-acre Site is cleaned up, and the mountains of waste carpet fibers are consolidated and covered, the Town plans to subdivide the property and sell approx. 10 acres of land along Route 90 to facilitate commercial and industrial development. The cleanup plan proposes to remove all carpet waste and contaminated surficial soils from this redevelopment area; as such, there would be no impediment to the construction of buildings, infrastructure, and utilities. The Town will use the proceeds of this sale to fund the construction of an approx. 10-acre recreational area in the eastern portion of the Site, which would be owned and maintained by the Town; this area would contain youth sports fields and publicly accessible greenspace and walking trails. Although the Site is not in a federally designated flood plain, any Site redevelopment overseen by the Town would be conducted in a manner to incorporate climate resilient strategies and mitigate reasonably foreseeable climate impacts.

The Town will market the remaining portions of the Site (covered consolidation area and surrounding acreage) for solar development. The waste materials will be graded, and the cover system itself will be constructed in a manner which would allow for solar field development. These “Brightfields” enable a responsible form of industrial redevelopment and clean energy generation; and the Public Utilities Commission recently approved rules that pave the way for large-scale solar development on PFAS-polluted land (SP 622, LD 1591 “An Act to Promote Economic Reuse of Contaminated Land Through Clean Energy Development”), which will make our Site significantly more marketable to developers.

The cleanup and redevelopment of the Site is directly in line with the Town’s area revitalization plans. The Town has been evaluating this Site since litigation with the former owners began in 2001. Before the Town took ownership, the ‘Steamship Navigation Advisory Committee’ was developed to consider the benefits and challenges associated with foreclosing on the property; evaluate potential cleanup and redevelopment funding options; provide public outreach; and ultimately provide a recommendation on whether to foreclose. The committee met monthly over approx. 18 months. Warren is also in the process of updating their Comprehensive Plan; a committee is being assembled and a kickoff meeting is planned for December 2024. The Route 90 Corridor Target Area and Steamship Navigation property will both be highlighted as areas for proposed economic redevelopment, with Brownfields cleanup and redevelopment cited as potential mechanisms for funding. The Comp Plan committee will be staffed with citizens and overseen by the Town; and its development includes a public outreach component.

1.b.ii Outcomes and Benefits of Reuse Strategy

This project will have immediate direct and positive impacts to the environment and the health of our residents. Consolidating waste and building cover systems will prevent PFAS from continuing to leach into area soils and groundwater (groundwater is the primary drinking water source for our residents). It will reduce the environmental stigma and safety concerns associated with the Site, reduce blight, create

10-acres of publicly accessible greenspace, and provide resiliency to climate change conditions by limiting the ability for stormwater to encounter impacted waste/soils, and preventing contaminated media from migrating off-site in extreme weather conditions. Development of renewable solar Brightfields will also reduce greenhouse gas emissions and mitigate climate change, which is critical to protecting humans, wildlife, and ecosystems throughout our Target Area, Town, and State.

The implementation of cleanup measures will improve public health and welfare, stimulate the economy through 10 acres of commercial/industrial redevelopment, improve community morale and neighborhood investment, increase the Town's tax base, and improve quality of life in the Target Area. There is a currently a significant shortage of land in Town for commercial or light industrial use; Warren has a waiting list of businesses that are looking for suitable sites. We anticipate property values in the vicinity will rise due to the enhanced use of the Site, and many jobs will be created. The remediation period, anticipated to last up to 24 months, may create up to 15 cleanup contractor jobs; commercial/industrial redevelopment on Route 90 may create up to 30 full time jobs; and construction of solar and/or recreational fields may create up to 50 construction jobs. Many contractors have apprenticeship and job training programs, which may increase the number of tradespersons in Maine's mid-coast. These opportunities may attract younger professionals to Warren, who will take advantage of newly created jobs and will contribute to the revitalization of our Town.

1.c Strategy for Leveraging Resources

1.c.i Resources Needed for Site Characterization

Phase I ESAs were completed for the Site in 2007, 2008, and 2022; a Phase II ESA was completed in 2007; the MEDEP completed a PFAS investigation in 2018; and a comprehensive site investigation and survey was completed in 2023. These investigations are the basis of a cleanup plan which limits human exposure to contaminated waste materials, soils, and groundwater; is protective of human health and the environment; supports onsite redevelopment; and improves the resilience of the Site to climate change. We anticipate no additional assessment is needed; however, if unexpected conditions arise, we will seek additional funding through the Midcoast Council of Governments (MCOG) Brownfields Assessment Program (FY2025 application) or through MEDEP 128A funds.

1.c.ii Resources Needed for Site Remediation

The Town is proposing a cleanup plan which includes excavation and consolidation of waste material and contaminated surficial soils, and construction of robust cover systems which will prevent water infiltration of the underlying waste. Cleanup estimates are approximately \$5.4M; as such, we anticipate additional funding will be necessary for Site cleanup. The Town intends to seek gap funding through the Maine DECD RLF Program and the MCOG Brownfields RLF Program (FY2025 application). The Town has been in talks with both the DECD and MCOG about the importance of this cleanup project, and both entities have expressed a willingness to contribute funds as available. In fact, the MCOG Brownfield application has identified our Site as one of their Priority Projects. We anticipate these funds will be adequate to complete the proposed Site cleanup. Letters of support have been attached as Appendix A.

1.c.iii Resources Needed for Site Reuse

The Town intends to subdivide the property and sell approx. 10 acres along Route 90 to support commercial and light industrial development. Approx. 10-acres in the eastern portion of the Site would be developed as recreational fields and publicly accessible greenspace that would be owned and maintained by the Town. Construction of these fields would be funded, in part, by revenue from the sale of the land along Route 90, and the Town would also leverage Community Development Block Grants, Northern Border Regional Commission Catalyst Grants, EDA Disaster Supplemental Grants, and/or Congressional Direct Spending requests. The Town intends to encourage Site redevelopment by establishing a Tax Increment Financing (TIF) district that would utilize captured value from the sale and development of the land along Route 90 to fund infrastructure, utilities, and public facilities on the rest of the property. TIF funding would also serve as local match to leverage additional grant funding for economic and recreational development projects at the Site. Upon completion of the Brownfields cleanup, the Town will be in a position to offer this large, well-located Site to developers; however, until cleanup has occurred, Site redevelopment will not be an attractive prospect to developers.

1.c.iv Use of Existing Infrastructure

The heavily traveled Route 90 Target Area has the infrastructure to support our cleanup and redevelopment strategies, and the Site is appropriately zoned to support commercial and light-industrial redevelopment, solar development, and/or recreational use. The Site's proximity to Route 1 presents opportunities for potential Site developers. The redevelopment of this Site would also capitalize on infill principles by encouraging development on previously impacted and cleared land,

rather than greenfield development along Route 90, in otherwise undeveloped/wooded areas.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a Community Need

2.a.i The Community's Need for Funding

The Town never intended or wanted to be the owner of a contaminated Brownfield Site; however, after 300,000 CY of waste material was illicitly stockpiled at the Site, the Town had to step in to mitigate this environmental nightmare, to protect its citizens and natural resources surrounding the Site. In addition to the fact that the former Site owner owed approx. \$30,000 in unpaid back taxes, the Town incurred massive legal and administrative costs during the subsequent 9-year litigation. The Maine Supreme Court ruled against the former Site owner, however, the Town only received a small settlement, barely enough to abate and demolish buildings and perform a small soil remediation along Route 90. This settlement did not even begin to address the mountains of PFAS-contaminated carpet stockpiled at the Site, and the Town realized that in order to fully remediate the Site and facilitate its redevelopment, they would be forced to foreclose on the Site, after having waived the option to do so for the previous 23 years. Not only does the Town's ownership of the Site reduce the tax base, but the Town also now has the responsibility of maintaining, remediating, and redevelopment of a 70+ acre Site.

Warren is a small community of 4,942 people (ACS 2023) and our population is growing quickly. Since 2000, the population has grown from 3,794 to 4,865, an increase of almost 30%. During this period, the Maine State Prison, a 900-bed maximum security facility, was also moved to Warren. These increases have put pressure on the Town's already-limited resources (especially the EMS dept., which also serves the prison population); and due to limited budgets, the number of municipal staff in this period remained stagnant. The Town's small population creates a limited tax base, limits its valuation, and places pressure on the tax rate. According to the Maine Revenue Service, in 2022 the Town had a tax rate of 14.2, which exceeds the tax rate for Knox County and Maine (11.81 and 11.21, respectively). Residents of Warren have a per capita income of \$33,977 which is only about 90% of the per capita income in Knox County and Maine¹. These high tax rates and depressed incomes place a hardship on our residents, and the Town feels strongly that residents should not bear the cost of cleaning up this Site. The Town cannot further increase taxes or divert resources to conduct economic development or environmental cleanup activities. Warren is not a federal entitlement community, meaning it must compete with other communities for federal economic development money through CDBG programs. These challenges, as well as pressures to keep local tax burdens low, limit the Town's ability to pay for Brownfields cleanup or economic development programs without external support from the federal government. This Brownfield grant is crucial to the Town to protect the health and welfare of our residents, to prevent further contamination of our natural resources, to spur redevelopment of the Target Area, and to provide greenspace and recreational fields for our growing youth population.

2.a.ii Threats to Sensitive Populations

(1) Health or Welfare of Sensitive Populations

One of Warren's most sensitive populations are children; specifically, children living in poverty. 13% of our population is under the age of 18 (EPA EJScreen), and the Warren Community School (K-6) reports that 42.8% of students are economically disadvantaged, 3.4% are homeless, and 21.9% have disabilities². The Maine Shared Community Health Needs Assessment states that 17.5% of children in Knox County are living in poverty, compared to 13.8% in Maine. Younger populations, especially those living in poverty, present specific challenges for a community as they require additional and specialized care and services. These populations are also more sensitive to the environmental contaminant which may be present in local Brownfield Sites. Our concern for these sensitive population groups is worsened by the fact that 13% of people in Blockgroup 230139704012, which contains the Site, do not have health insurance (compared to a state average of 7%) (EPA EJScreen).

The Warren Community School doesn't currently offer recreational sports; youth recreation is facilitated through the Town's Rec Department. The Town understands the value in youth sports as a way to improve the physical and mental health of participants, promote social connections (for both children and their caregivers), improve academic performance, and increase community investment and pride. We are proud that our Town Rec Department provides this resource; however, we are also aware that our facilities (and limited municipal crew that maintains those resources) will not be able to keep up with demand of an increasing population for much longer. Due to lack of space, the Town does

¹ <https://censusreporter.org/profiles/06000US2301380215-warren-town-knox-county-me/>

² <https://www.maine.gov/doe/dashboard>

not currently maintain softball fields or an outdoor track, and due to lack of funding, none of our existing fields have lighting. These deficiencies could be remedied with the development of a new recreational complex at the Site.

The PFAS contamination at the Site, and the potential for those contaminants to mobilize into the groundwater, has the potential to disproportionately impact the health of sensitive populations and children who reside in our Target Area and community, especially those who utilize private drinking water wells. Exposure to PFAS may lead to developmental effects or delays in children, including low birth weight, accelerated puberty, bone variations, or behavioral changes; reproductive effects such as decreased fertility or increased high blood pressure in pregnant women; increased risk of some cancers, including prostate, kidney, and testicular cancers; increased cholesterol levels and/or risk of obesity; and many others. Because children are still developing, they may be more sensitive to the harmful effects of chemicals such as PFAS. Children generally drink more water, eat more food, and breathe more air per pound of body weight than adults, which can increase their exposure to PFAS.

Brownfield cleanup of the Site will reduce human exposure to PFAS by eliminating the potential for human contact with the contaminated wastes and stopping those contaminants from leaching into the underlying soils and groundwater, ultimately improving the health and welfare of residents. Overall reinvestment and redevelopment of the Target Area, spurred by Brownfields cleanup, will have the added benefit of providing a place where the Town can develop additional youth sports fields, recreational areas, and greenspace for some of the Town's most sensitive populations.

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

Compared to Maine, the Target Area is in the 52nd percentile for its proximity to hazardous waste, 91st percentile for its proximity to wastewater discharge, and 75th percentile for its ozone exposure, partially due to its proximity to the highly traveled Route 1 and Route 90 corridors (EPA EJScreen). These air quality issues are compounded by the fact that Maine is situated in the nation's "tail-pipe," where the Jet Stream deposits smog, smoke, and ozone. Not surprisingly, Maine has the highest asthma rate in New England. The percentage of Maine adults with asthma (11.7%) is significantly higher than the rest of the U.S. adults (8%) (Maine CDC); the Site's census tract is in the 73rd percentile for people who have asthma and 66th percentile for people experiencing heart disease (CEJST); and Warren has the fourth highest rate of asthma emergency department visits in Knox County (107/10,000 people) (MaineCDC).

Residents also have to worry that PFAS-contaminated groundwater from the Site is impacting drinking water wells in the Target Area. In 2018, samples collected from an onsite well did not contain PFAS at concentrations above the applicable standards; however, in the 6 years since that time, there is potential that PFAS continued to leach from waste into the groundwater. In 2021, Maine mandated that public water systems evaluate their drinking water for PFAS; however, this does not benefit people who utilize private wells as their drinking water source. The Maine Geological Survey shows that 633 private wells are present in Warren, 13 of which are located within 0.5 miles of the Site. Additionally, Maine Water (the Town's public water district), reports that of the 129 locations in Town served by public water, the water supply for 97 of those comes from Maine Water-operated well points, meaning that the vast majority of both public and private water consumers in the Town are at risk for PFAS groundwater contamination of their drinking water.

Knox County residents are already experiencing health impacts similar to those caused by exposure to PFAS; it is known that PFAS exposure may lead to an increased risk of some cancers, and Knox County residents have a cancer death rate of 176.2 per 100,000 people, which is much higher than the State of Maine (146.2/100,000 people)³. The proposed cleanup strategy will improve the health and welfare of the public; it will reduce the potential for Warren's children and other sensitive populations to be exposed to PFAS contaminated groundwater, and by covering the waste material, it will eliminate the potential for rainwater to mobilize and transport the PFAS to down-gradient receptors.

(3) Environmental Justice

(a) Identification of Environmental Justice Issues

Warren does not contain a disadvantaged census tract (CEJST), however, our Brownfield Site creates environmental justice challenges to the sensitive and disadvantaged populations in our Target Areas and has created a financial hardship on the Target Area and the Town. Warren's ownership of the Site created a huge financial burden to the Town; however, if the Town had NOT taken ownership, the Site would have remained vacant and PFAS would have continued to leach into the soils and groundwater beneath the Site, creating an unacceptable risk to human health and the environment. The unanticipated

³ Knox County Health Profile, Maine Shared Community Health Needs Assessment, Revised 4/8/2022

and tremendous additional costs associated with maintaining, cleaning up, and redeveloping this 70+ acre Site had depleted town resources, and prevented the Town from diverting funds towards other town programs like economic development or parks and recreation. This is a form of environmental injustice. Town residents must sacrifice municipal amenities and services because the Town has been forced to take on the tremendous responsibility and liability of this Brownfields Site. Residents in our Target Area also must worry about the potential of PFAS contaminated groundwater from the Site impacting their drinking water wells and the natural resources down-gradient of the Site.

Our residents are over-taxed (Warren's tax rate of 14.2% is over 25% higher than the Maine average) and underpaid (per capita incomes of \$33,977 are only 90% of those in Knox County)⁴, and therefore, should not be burdened by the costs associated with a contaminated Brownfields Site. Children and the sensitive populations in our Town deserve to have recreational fields and greenspace; however, in the current budget, until the Town's obligations in regard to the Brownfields Site are met, this will likely not occur. The redevelopment, and revitalization of our Site, spurred by this Brownfields cleanup program, will allow the Town to re-focus its efforts on programs and amenities which will help residents and sensitive populations. It will also create much-needed recreational areas and greenspace; will bring good paying jobs; and will spur economic development.

(b) Advancing Environmental Justice

Once the environmental risks at the Site are eliminated, the Town can refocus efforts (and discretionary spending) on programs and amenities which will help residents and sensitive populations. As part of the redevelopment plan, the Site will be subdivided, and land would be sold along Route 90 to facilitate commercial and light industrial redevelopment. The revenue from these sales would be used to construct and maintain recreational fields and publicly accessible greenspace. These improvements would directly benefit and improve the health of the children in Warren, our most sensitive population. The EPA lists one method of integrating environmental justice as "reusing brownfield sites for greenspace and other healthy, safe and walkable areas;" our reuse plan is directly in-line with this goal.

The redevelopment of portions of the Site into Brightfields (i.e. solar field development on Brownfields Sites) would also advance environmental justice in Warren. The 2023 Inflation Reduction Act allows for the allocation of 1.8 gigawatts for "environmental justice solar" credits; projects in a low-income community may also be eligible for a bonus investment tax credit of 10%. Brightfields, and the tax incentives that come with them, can attract high-tech jobs and environmentally conscious businesses that are interested in supporting green investments or locating in environmentally friendly industrial parks. This could dovetail with the Town's proposed plan to sell the developable land along Route 90.

The Brownfield program will not displace any residents or businesses -in fact, the opposite- Brownfields cleanup and redevelopment will help keep the local tax rate stable and will allow existing residents to continue to live in Warren due to an increase in the number of jobs, improved municipal resources, and a Target Area that no longer represents a threat to human health and the environment.

2.b Community Engagement

2.b.i Project Involvement & 2.b.ii Project Roles

The Town will develop a Brownfields Advisory Committee (BAC) to include Town staff, MEDEP, EPA, community planning groups, and project stakeholders. We will also work with the following community groups to ensure a successful project that incorporates community input and smart growth principals.

Organization	Mission	Point of Contact	Project Involvement/ Assistance Provided
Midcoast Council of Governments (MCCOG)	Assisting municipalities with planning and economic development assistance	Mathew Eddy meddy@midcoastcog.com 207-209-4129	MCCOG will assist with community outreach and advise on redevelopment and reuse strategies. The Town will also utilize MCCOG's Brownfield Assessment and RLF Funds as available.
Island Institute (II)	II is a leader in climate science and coastal community development	Nick Battista nbattista@islandinstitute.org 207-594-9209	BAC Member advising on reuse strategies, including Brightfields, small business development, and resilient site reuse planning. II will also assist the Town identify and obtain gap funding and/or assistance and resources.
Warren Municipal	To advise and make recommendations	Nik DeMaria Nik@bluemaplesys.com	BAC Member providing guidance and decision making in regard to TIF districts and resilience

⁴ <https://censusreporter.org/profiles/06000US2301380215-warren-town-knox-county-me/>

Advisory Committee	regard Town TIF Districts	207-542-7901	planning. They will assist with redevelopment planning and will help market the Site to developers through TIFs and other incentives.
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2.b.iii Incorporating Community Input

The Town will implement a Community Involvement Plan that involves the community and stakeholders; solicits input from the public; and responds to questions and concerns in a meaningful way. We will hold at least two public meetings during the cleanup: one during the design to solicit input from the public; and one at the onset of cleanup activities so the public will understand the logistics of the cleanup event (i.e. truck traffic, etc.). We will advertise these meetings and create informational flyers and project summary documentation to be publicized in the newspaper, on the Town website and social media accounts, and through press releases. We will develop an informational repository on our website which includes copies of outreach materials and project status updates. Residents and project partners will be encouraged to provide feedback through the Town's website, public meetings, and at the Town offices; the information repository will include the Town Manager's and QEP's contact information so the public can ask questions and provide comments. The Town will respond to all emails; responses may also be in the form of face-to-face meetings, targeted marketing materials, or a "Frequently-Asked-Questions" page on our website. If necessary, additional public meetings will be held to address public concerns. The Town prefers in-person meetings, but we will consider the 'Socially Distant Engagement Ideas for EPA Brownfield Grant Applicants fact sheet' as a resource, as needed. The Town will accommodate those who speak languages other than English and/or may have hearing/reading impairments (such as the elderly and the disabled), by providing translators, and providing access to assistive technologies such as teletypewriter relay (TTY) services as needed.

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

3.a **Proposed Cleanup Plan**

The 71.4-acre Site contains over 300,000 CY of waste carpet material covering over 30 acres. The carpet waste is contaminated with PFAS and arsenic, soils underlying the waste contain PFAS at concentrations above the 2023 MEDEP RAGs, and groundwater beneath the Site contains PFAS at concentrations above the MECDC MEGs. The objectives of our cleanup plan are to reduce/eliminate the potential for human exposure to contaminated soil and fill materials at the Site, prevent PFAS from continuing to leach out of the waste materials and impacting groundwater and down-gradient receptors, facilitate redevelopment of the Site for varying uses, and provide resiliency in light of foreseeable climate change conditions. Groundwater impacts will be mitigated through deed restrictions and restrictive covenants.

Our cleanup plan includes: 1) relocating the waste material into an approx. 13-acre consolidation area in the southern portion of the Site (as part of cleanup design, waste reduction methods will be evaluated to try to minimize the size of the consolidation area); 2) excavation of 2 feet of contaminated surficial soils in areas of carpet stockpiles (soil will be placed in the consolidation area, and excavated areas would be backfilled with clean fill); 3) Site re-grading to facilitate the proposed redevelopment plans (approx. 10 acres of commercial development on Route 90, approx. 10 acres of recreational fields, and grading the consolidation area to allow for solar field development), 4) construction of cover systems over the consolidation area to prevent human contact with contaminated waste/soils and prevent rainwater from further leaching contamination into the groundwater. Cover systems would be constructed per the U.S. EPA Technical Guidance for RCRA/CERCLA Final Covers and would likely consist of leveling sand, a 40-mil HDPE Geomembrane, geocomposite drain and drain piping, vegetative soil, and topsoil; and 5) institutional controls, deed restrictions, an Environmental Media Management Plan, and Post-Closure Cover System Maintenance Plan to ensure that future construction and earthwork at the property are protective of the cover systems and underlying materials.

Cleanup contractors will comply with Davis Bacon requirements. During cleanup, the public will be protected from onsite contaminants through erosion and sedimentation control, dust suppression, site security measures, and perimeter air monitoring as needed. A Community Engagement Plan will be prepared, public meetings and outreach will occur, and the ABCA will be finalized. The QEP will prepare a SSQAPP and conduct confirmatory soil sampling. A Voluntary Response Action Plan (VRAP) Completion Report will be submitted to MEDEP to obtain a VRAP Certificate of Closure.

3.b **Description of Tasks/Activities and Outputs**

3.b.i Project Implementation, 3.b.ii Anticipated Project Schedule, 3.b.iii Task/Activity Lead, & 3.b.iv Outputs

Task/Activity: Cooperative Agreement Oversight (Task 1)
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i. Project Implementation: Program development & organization; development of a BAC that includes the Town, MEDEP, EPA, community groups, and stakeholders; a Request for Proposals (RFP) and competitive bid process to select a QEP; QEP contracting; attending one National Brownfield Conference and two regional conferences. Quarterly reports and MBE/WBE reporting. ACRES maintained and updated. Communications with QEP, BAC, MEDEP, EPA, and public.
ii. Anticipated Project Schedule: BAC created within 1 month of funding; BAC meetings held on a quarterly basis. QEP selected within 2 months of funding. Quarterly reports, MBE/WBE reports, and ACRES updating performed in a timely manner throughout the 4-year grant period.
iii. Task/Activity Lead(s): The Town will oversee this task, with assistance from the BAC on QEP selection. The QEP will complete quarterly reports, MBE/WBE reporting, and ACRES updates.
iv. Outputs: The creation of a BAC; preparation of an RFP and selection of a QEP; quarterly BAC meetings (up to 16, based on the project duration); quarterly reports (up to 16, based on the project duration); MBE/WBE reporting and ACRES updating.
Task/Activity: Community Outreach & Engagement (Task 2)
i. Project Implementation: Preparation of a MEDEP and EPA-approved CEP; development of information repository; preparation of marketing materials (flyers/brochures/etc.); notification of community members, abutters, and community organizations of project progress; advertising for public meetings; holding two public meetings to solicit input, educate, and update the community (with translators as needed); publishing project status updates; receiving and replying to public input/comments. A 30-day public comment period will be held to solicit input on the draft ABCA, and after, the ABCA will be finalized. The Town will provide outreach and communication to the public prior to undertaking the cleanup efforts, during remediation, and following remediation.
ii. Anticipated Project Schedule: Outreach performed throughout the grant period. First public meeting conducted while cleanup plans are developed; second meeting before cleanup begins.
iii. Task/Activity Lead(s): Town and the QEP, with assistance from the BAC. The QEP will prepare CEP and outreach materials. Both the Town and the QEP will respond to public comments.
iv. Outputs: A CEP, outreach and educational materials, public meeting ads, press releases and project updates, educational materials to support a public meeting (PowerPoint presentations and handouts). A final ABCA. Two public meetings.
Task/Activity: Site-Specific Activities (Task 3)
i. Project Implementation: The QEP (with Town oversight) will prepare cleanup plans and specifications for review/approval by EPA and MEDEP; conduct a pre-bid site visit; and prepare a SSQAPP for confirmatory sampling. The Town and QEP will review contractor bids and select a contractor. The QEP will obtain construction permits and coordinate health monitoring activities during cleanup, as necessary. The Town and QEP will be in frequent communication with MEDEP and EPA. The selected cleanup contractor will perform remediation of impacted soils.
ii. Anticipated Project Schedule: The QEP will prepare project documents and cleanup design within 3-6 months of selection (winter 2025/spring 2026). A SSQAPP will be prepared, and permits will be obtained at that time. We plan to start cleanup activities in the summer/fall of 2026 and will complete this work within the 4-year grant period.
iii. Task/Activity Lead(s): The QEP will oversee this task, with assistance from the Town.
iv. Outputs: Cleanup Plans and Specifications, bidding documentation, SSQAPP, construction permits, cleanup of the site in accordance with the ABCA and MEDEP-approved design plans.
Task/Activity: Oversee Site Cleanup (Task 4)
i. Project Implementation: The QEP will oversee cleanup construction to ensure compliance with plans, specifications, and regulatory requirements; review and approve pay reqs and Davis-Bacon documentation; perform a final site walk-through; and collect confirmatory samples. Health monitoring and air sampling will be conducted as needed. QEP will submit the Site to the MEDEP VRAP, prepare a MEDEP VRAP closure report, obtain a VRAP Certificate of Closure, and prepare grant closeout documentation. The QEP will prepare institutional controls (Environmental Media Management Plan and Cover System Maintenance Plan). The Town will assist with oversight and will be in communication with MEDEP and EPA team members throughout this phase of work.
ii. Anticipated Project Schedule: We plan to start cleanup activities in summer/fall 2026 and will prepare closure reports and documentation in spring 2027. We see no impediment to completing this work within the 4-year grant period.
iii. Task/Activity Lead(s): The QEP will oversee this task, with assistance from the Town.

iv. Outputs: Confirmatory soil sampling, MEDEP VRAP Closure Report, EMMP and Cover System Maintenance Plan, VRAP Certificate of Closure, Grant Closeout documentation

3.c Cost Estimates

Budget Categories		Project Tasks (\$)				
		CA Oversight	Community Outreach	Site Specific	Oversee Cleanup	Total
Direct Costs	Personnel	\$22,500	\$21,000	\$22,500	\$22,500	\$88,500
	Fringe Benefits	\$0	\$0	\$0	\$0	\$0
	Travel	\$6,000	\$0	\$0	\$0	\$6,000
	Equipment	\$0	\$0	\$0	\$0	\$0
	Supplies	\$500	\$500	\$0	\$0	\$1,000
	Contractual	\$14,500	\$8,500	\$3,815,000	\$66,500	\$3,904,500
	Construction	\$0	\$0	\$0	\$0	\$0
	Other	\$0	\$0	\$0	\$0	\$0
Total Direct Costs		\$43,500	\$30,000	\$3,837,500	\$89,000	\$4,000,000
Indirect Costs		\$0	\$0	\$0	\$0	\$0
Total Budget		\$43,500	\$30,000	\$3,837,500	\$89,000	\$4,000,000

Task 1 - Cooperative Agreement Oversight: The Town's time (\$22,500) includes program development, organization, preparing bidding documents for QEP selection, interviewing/ contracting with QEP, and ongoing communications and facilitation of the grant (236 hours @ \$75/hour = \$17,700) plus quarterly meetings with BAC (2 people, 2 hours/meeting, 16 meetings @ \$75/hour = \$4,800). Travel expenses (\$6,000) include 2 people attending the National Brownfield Conference (pp: \$500 airfare, \$1,200 hotel [\$300/night], \$600 in food/expenses [\$150/day], registration [\$150/pp nonprofits]) and 2 regional conferences (mileage plus expenses \$275/event). Supplies are estimated at \$500 (copies/printing, mailings, phone calls). QEP time (\$14,500) includes updating the ACRES database & preparing quarterly reports (\$200 per quarter = \$3,200), attending quarterly meetings with BAC/project stakeholders/regulators (\$600 per quarter = \$9,600), and general assistance (\$1,700). Total Task 1 = \$43,500.

Task 2 - Community Outreach and Engagement: The Town's time (\$21,000) includes reviewing outreach materials, developing and maintaining an information repository and website, developing press releases, attending meetings with community organizations, and interacting with the affected public and residents (232 hours @ \$75/hour = \$17,400) plus two people facilitating and attending 3 public outreach meetings (8 hours @ \$75/hour pp, per meeting for preparation and attendance = \$3,600). Supplies are estimated at \$500 and include printing and copying outreach materials. QEP time (\$8,500) includes development of presentations and leading public outreach meetings (\$2,500), developing a CEP, outreach materials, and press releases (\$3,400), and attending meetings with community organizations/abutters/etc. (\$2,600). Total Task 2 = \$30,000.

Task 3 - Site Specific Activities: Town time (\$22,500) includes review of QEP documents and work plans, assisting in the bidding process and procurement of the cleanup contractor, communicating with MEDEP and EPA, and utilizing our procurement department to assist with contracting the selected cleanup contractor (300 hours at \$75/hour = \$22,500). Total Contractor costs are anticipated to be \$3,815,000; this includes \$80,500 in QEP costs (SSQAPP \$5,000, ABCA/RAP \$9,000, Cleanup Plans and Specifications \$51,000, bidding phase services \$15,500) and cleanup contractor costs of \$3,734,500 (contractor costs are anticipated to exceed this amount, but the portion included in this EPA grant is: mobilization/tree clearing/survey [\$100,000], waste consolidation and grading [250,000 CY @ \$4/CY = \$1M], and construction of an approximately 11-acre portion of the overall 13-acre cover system [@ \$240,000/acre = \$2,634,500]). Total Task 3 = \$3,837,500.

Task 4 - Oversee Site Cleanup: Town time for review of closure documents and grant reports, oversight of cleanup, and coordination with QEP, MEDEP, and EPA (300 hours at \$75/hour = \$22,500). QEP costs are anticipated to be \$66,500; this includes overseeing cleanup activities (400 oversight hours plus expenses and confirmatory soil sampling \$50,000), preparing a VRAP closure report and coordination with MEDEP/EPA (\$11,500), and grant closeout documentation (\$5,000). Total Task 4 = \$89,000.

3.d Plan to Measure and Evaluate Environmental Progress and Results

The Town, BAC, and QEP will hold quarterly meetings to review project status, schedule, and budget, and to ensure the overall Brownfield program is on schedule and within budget. The Town and QEP will be in frequent contact with the MEDEP and EPA on Brownfield matters and will work together to prepare high quality detailed quarterly reports outlining the project's progress in achieving project

outputs, results, and outcomes. ACRES will be updated on a frequent basis to track deliverables and project outcomes (tasks complete, money spent, resources leverages, job creation, quantity of greenspace created, acreage of land cleaned up, etc.). The outputs and outcomes will be reviewed and revised regularly in conjunction with the EPA and MEDEP to ensure the project is successful.

The Town will oversee the preparation of high-quality Brownfield deliverables (SSQAPP, ABCA/RAP, design documents) which will be tracked/evaluated by the Town and QEP to ensure each deliverable meets stringent QA/QC protocols, and that each is distributed to appropriate stakeholders for review. During the cleanup process, the Town will be in frequent contact with the QEP through regular construction meetings and weekly (at a minimum) telephone calls to ensure the project stays on schedule, on budget, and there are no impediments in achieving the project goals.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

4.a Programmatic Capability

4.a.i Organizational Structure and 4.a.ii Description of Key Staff

Warren has the organizational capacity to effectively and efficiently carry out the programmatic, administrative and financial requirements of this Brownfields grant. Town Manager, Sherry Howard, will oversee and manage the Brownfields program, ensuring the successful expenditure of grant funds and completion of deliverables in accordance with EPA requirements. Sherry has 26 years of experience and also serves as the Town's Procurement Officer. She obtained and facilitated the Town's 2017 \$95,000 Public Infrastructure Improvement grant, the 2022 \$35,550 Emergency Management Performance Grant, and over \$500,000 in American Rescue Plan Act (ARPA) funds. Ms. Howard will be assisted by Town Planner, Dan DeBord. Mr. DeBord also serves as a Community Planner for MCOG, with expertise in planning guidance, and sustainability and resiliency planning. The Town's arrangement with MCOG provides them with full access to MCOG's planning and economic development staff, programs, and support. Sherry and Dan have solid relationships with state and federal grant agencies and are engaged in the community on a daily basis. In coordination with the BAC, the Town and our QEP will work closely with the MEDEP, EPA, and MCOG to design, coordinate, and oversee this important cleanup program.

4.a.iii Acquiring Additional Resources

The Town will manage a competitive procurement process in accordance with 40 CFR 30 to solicit responses from an experienced Brownfields QEP to assist with implementation of our Brownfield program. Warren routinely performs these types of bidding process, issuing RFPs/RFQs, and conducting competitive procurements to obtain resources. Cleanup contractors will also be selected via a competitive bid process. All procurements will be publicly bid and advertised via the local newspaper and Town website. When necessary, the BAC will also seek the advice and support of the EPA and MEDEP Brownfields Coordinators for direction on programmatic requirements. The Town may also utilize the services of the MCOG; we are a member and have historically worked closely with them on several projects including community outreach and involvement and redevelopment planning.

4.b Past Performance and Accomplishments

4.b.ii Has Not Received an EPA Grant, Has Received Other Federal/Non-Federal Assistance Agreements

(1) Purpose and Accomplishments

The Town routinely utilizes federal grants and loans. In 2017, the Town received a \$95,000 Public Infrastructure Improvement Grant for the Sandy Shores culvert replacement project; this project was successfully implemented, reported, and closed out in 2019. In 2022, the Town obtained an Emergency Management Performance Grant to install an on-demand generator to support the Town Office, Fire/EMS Building, and Public Works Facility; the overall project was estimated \$61,100, and the Town obtained an award of 50% (\$30,550). The Town has also received a \$512,197.33 ARPA Grant in 2022; the Town utilized \$60,000 of these funds to provide stipends to Town employees during the COVID-19 pandemic, and remaining monies to replace a failing culvert on Beechwood Street (project ongoing). It is anticipated that the project will be complete, and funds will be fully drawn down in the summer of 2025. Sherry Howard oversaw all aspects of these grants to ensure that work was performed successfully, efficiently, and in accordance with the terms of the grant.

(2) Compliance with Grant Requirements

All Town grants have been successfully executed, drawn down, and closed out in accordance with applicable and varying grant requirements, within the specified budget, and on schedule. The Town adhered to appropriate uses, schedules, and terms and conditions of each grant, filling appropriate documentation as required by the Federal government. The Town has submitted reports/ deliverables and financial statements as needed to successfully execute these funds. No submittal or tracking issues have been identified, and no corrective actions have been taken against the Town.

ATTACHMENT A

Documentation of Leveraged Resources

Former Steamship Navigation Site
2287 Camden Road, Warren, Maine
FY2025 U.S. EPA Brownfield Cleanup Grant Application



STATE OF MAINE
DEPARTMENT OF ECONOMIC
AND COMMUNITY DEVELOPMENT

MAINE.
ECONOMIC & COMMUNITY
DEVELOPMENT

JANET T. MILLS
GOVERNOR

HEATHER JOHNSON
COMMISSIONER

November 8, 2024

Town of Warren
Attn: Sherry Howard, Town Manager
167 Western Road
Warren, ME 04864

RE: Steamship Navigation Site, 2287 Camden Road, Warren, Maine

Dear Sherry Howard:

I am writing regarding the "Steamship Navigation" property, located at 2287 Camden Road, Warren, Maine (Site). I understand the Town of Warren (Town) is applying for a FY25 Environmental Protection Agency (EPA) Brownfields Cleanup Grant.

With funding from the Environmental Protection Agency (EPA), the Maine Department of Economic and Community Development (DECD) successfully administers a Brownfields Revolving Loan Fund (BRLF). DECD expects to apply for up to \$5,000,000 in supplemental EPA BRLF funding in the spring of 2025, as we have successfully done in prior years. The Town would be eligible to apply for RLF grant and/or loan funds through DECD's RLF in the fall of 2025, when that supplemental RLF funding becomes available, and we would certainly encourage the Town to do so.

DECD looks forward to supporting the Town's continued efforts to clean up the Site, so that the ongoing threats to public health and the environment are addressed, and so the Site can be put back into productive use. For any questions regarding this letter, please contact me by email at terryann.holden@maine.gov.

Sincerely,

TerryAnn Holden
Development Program Manager
Maine Department of Economic and Community Development

cc: Christopher Redmond, Maine DEP Brownfields Coordinator



165 Main Street
P.O. Box 62
Damariscotta, ME 04543
207-209-4129

EDA designated economic development district

November 12, 2024

Town of Warren
Attn: Sherry Howard, Town Manager
167 Western Road
Warren, ME 04864

RE: Steamship Navigation Site, 2287 Camden Road, Warren, Maine

Dear Sherry,

I am writing to express Midcoast Council of Governments (MCOG) strong support for the Town of Warren's application for a FY25 Environmental Protection Agency (EPA) Brownfield Cleanup Grant for the "Steamship Navigation" property, located at 2287 Camden Road, Warren, Maine 04864.

As a nonprofit, municipally driven regional planning and economic development district encompassing 66 communities across 5 counties in the Midcoast Maine region, including the Town of Warren (Town), we work to assist communities with their planning and economic development needs, which specifically includes coordinating with state and federal planning, grant, and development programs.

MCOG currently provides the Town with a part-time (16 hour per week) contract town planner, Dan DeBord, along with access to the entire MCOG staff's wide range of skills and expertise as needed. This includes extensive staff experience in successful grant application and project management under a variety of federal and state grant programs, including an MCOG-administered EPA Brownfields Assessment and Revolving Loan Fund (RLF) program (FY2025 Application). If MCOG is successful in obtaining FY2025 Brownfield Assessment and RLF funds from the EPA, MCOG will support the Town throughout the process of award administration. In addition, we are committed to assisting the Town by using our Brownfield Assessment funds to conduct additional assessment or characterization which may be needed; and by proving gap funding necessary to complete this cleanup project through our RLF program.

We at MCOG are proud to provide support to the Town in this application and the overall Steamship Navigation site revitalization project, which will both address a major environmental hazard and provide numerous reuse opportunities for economic and community development projects that will benefit the Town and the entire Midcoast region. For any questions regarding this letter and how we at MCOG can best support the Town, please feel free to reach out any time via email at meddy@midcoastcog.com.

Sincerely,

Mathew Eddy - Executive Director, Midcoast Council of Governments
cc: Dan DeBord, Planner

ATTACHMENT B

Threshold Criteria Response

Former Steamship Navigation Site
2287 Camden Road, Warren, Maine
FY2025 U.S. EPA Brownfield Cleanup Grant Application

THRESHOLD CRITERIA FOR CLEANUP GRANTS

1. APPLICANT ELIGIBILITY

- a) The Town of Warren is a General-Purpose Unit of Local Government.
- b) Not Applicable.

2. PREVIOUSLY AWARDED CLEANUP GRANTS

The Town affirms that the Former Steamship Navigation Site (the “Site”) has not received funding from a previously awarded EPA Brownfields Cleanup Grant.

3. EXPENDITURE OF EXISTING MULTIPURPOSE GRANT FUNDS

The Town does not have an open/existing EPA Brownfields Multipurpose Grant.

4. SITE OWNERSHIP

The Town affirms that it is the sole owner of the site under fee simple title.

5. BASIC SITE INFORMATION

- (a) Site Name: Former Steamship Navigation Site
- (b) Site Address: 2287 Camden Road, Warren, Maine 04864

6. STATUS AND HISTORY OF CONTAMINATION AT THE SITE

- (a) Type of Contamination: The site is contaminated by hazardous substances.
- (b) Operational History and Current Use of Site: The Site consists of an approximately 71.4-acre parcel of land which is identified by the Town Tax Assessor's Office as Lot 38 on Tax Map Rll. The Site was formerly developed with an industrial building (used as an indoor firing range, firearms retail store, and a photographic laboratory), garage, and mobile home. These buildings were demolished in January of 2024. The Site also formerly maintained several outdoors firing ranges. To lessen the sound of the shooting range and to absorb ammunition fragments, the former owner began accepting waste carpet material (non-woven fabric used in the manufacturing of automobile trunk liners) from Gates Formed-Fiber in Auburn, Maine in 1997 to create berms with this material. Previous investigations have estimated that over 300,000 cubic yards of carpet waste is currently stockpiled at the Site. The prior owner, Steamship Navigation, reportedly abandoned the Site in the late 1990's; the Town foreclosed on the Site for tax delinquency and is now the Site owner.
- (c) Environmental Concerns: In December of 2023, the Maine Department of Environmental Protection conducted a cleanup activity at the Site which consisted of the abatement of asbestos containing building materials, demolition of onsite buildings, and abatement of

lead-impacted soils associated with the former on-Site firing ranges. Therefore, the majority of remaining onsite contamination is associated with the large volume of carpet remnants (which are determined to be contaminated with arsenic and per- and polyfluoroalkyl substances [PFAS]), as well as PFAS-contaminated groundwater located throughout the Site, and PFAS-contaminated soils in all areas where the carpet materials are stockpiled. In May 2018, the MEDEP collected soil, pore water, and drinking water samples at the Site for PFAS analysis as part of an ongoing department investigation of potential PFAS sites in the State of Maine. Results of the investigation identified that soil samples and pore water samples contained PFAS at concentrations in exceedance of the 2018 MEDEP RAGs (as well as the current 2023 RAGs). These contaminated waste materials also currently represent a threat to the environment and downgradient receptors, due to the continued leaching of PFAS out of the waste and into the groundwater beneath the Site.

- (d) How the Site Became Contaminated, Nature and Extent of Contamination: Onsite soil contamination has been caused by the placement and accumulation of waste carpet fiber. PFAS contamination in soils and groundwater are highest downgradient of the bailed waste carpet material in the southern portion of the Site; however, the PFAS contamination is expected to be located beneath all areas of stored waste carpet materials. Concentrations of perfluorooctane sulfonic acid (PFOS) and perfluorooctanoic acid (PFOA) exceeded the MEDEP Soil Leaching to Groundwater RAG in several of the collected soil samples, and some exceeded the MDEP Soil Park User, Construction Worker, and Commercial Worker RAGs. The depth of PFAS impact in soil is anticipated to extend to bedrock (identified at shallow locations throughout the Site). The waste is present throughout the Site, with some waste placed on adjacent property to the south.

7. BROWNFIELD SITE DEFINITION

The Town affirms that the Site is an eligible site, and is:

- (a) Not listed or proposed for listing on the National Priorities List;
- (b) 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
- (c) Not subject to the jurisdiction, custody, or control of the United States government.

8. ENVIRONMENTAL ASSESSMENT

The following environmental assessments have been completed for the site. Several of these investigations meet the requirements of ASTM E903-19.

- “Compliance Costs Assessment of Steamship Navigation Company’s Proposed RD Outfitters Shooting Range in Warren, Maine” dated May 29, 2003, prepared by E/Pro
- “Phase I Environmental Site Assessment (ESA)” dated July 27, 2007, prepared by Summit Geoengineering Services (SGS)

- “Phase II ESA” dated October 29, 2007, prepared by SGS
- “Phase I ESA” dated June 5, 2018, prepared by Beacon Environmental Consultants, LLC (Beacon).
- PFAS Investigation, May 2018, conducted by the MEDEP
- “Phase II ESA” dated September 2018, prepared by CES, Inc.
- “Phase I ESA” dated December 2, 2022, prepared by Beacon
- “Phase II ESA” dated September 2023, prepared by Haley Ward
- “Hazardous Building Materials Survey” dated September 2023, prepared by Haley Ward

9. SITE CHARACTERIZATION

See **Attachment A** for a letter from Maine Department of Environmental Protection affirming the following: i) that the site is eligible to be enrolled in the state voluntary response program; ii) that the site will be enrolled in the state voluntary response program; and iii) that there is a sufficient level of site characterization from the environmental site assessment performed to date for the remediation work to begin.

10. ENFORCEMENT OR OTHER ACTIONS

The Town affirms that there are no ongoing or anticipated environmental enforcement actions, other actions, orders, or local, state, or federal inquiries for the site. Furthermore, the applicant is not aware of any current records of judgments, liens, or other enforcement actions regarding this site.

11. SITES REQUIRING A PROPERTY-SPECIFIC DETERMINATION

A property-specific eligibility determination is not required for this site.

12. THRESHOLD CRITERIA RELATED TO CERCLA/PETROLEUM LIABILITY

(a) Property Ownership Eligibility – Hazardous Substance Sites

i. Exemptions to CERCLA Liability

(3) Property Acquired Under Certain Circumstances by Units of State and Local Government

(a) The Site was acquired by the Town primarily because of tax delinquency, which went unpaid by former Site owners for 23 years. The Site was abandoned by the former owner in the late 1990s. On April 5, 2001, the State of Maine and MEDEP filed a Complaint against The Steamship Navigation Company, seeking injunctive relief and civil penalties for violations of Maine statutes, regulations, and orders of MEDEP related to the waste placed on the Site. This litigation lasted until 2010.

(b) On December 7, 2022, the Town voted to foreclose on the Site, after having waived the option to do so for the previous 23 years.

- (c) The Town was not the owner or operator at the time of disposal of hazardous substances at the Site. All hazardous substances were disposed at the Site prior to the Town's ownership.
- (d) Since acquisition, the Town has not caused or contributed to any release of hazardous substances at the Site.
- (e) The Town has not arranged for the disposal of, or the transportation of hazardous substances to the Site.

13. CLEAN-UP AUTHORITY AND OVERSIGHT STRUCTURE

- (a) Cleanup Oversight: The Town will conduct cleanup activities at the Site in compliance with applicable local, state, and federal laws and regulations. The Town will competitively bid and retain a qualified environmental professional (QEP) in accordance with the competitive procurement provisions of 40 CFR Part 31.36. The QEP and the town will design a cleanup strategy, prepare specifications and bidding documents, and oversee and document cleanup activities at the site. The Town will conduct a competitive bid process to select an environmental cleanup contractor to perform the proposed cleanup actions. The Site will be entered into the MEDEP Voluntary Remedial Action Program (VRAP) as part of the cleanup process.
- (b) Site Access: The properties which abut the Site are viewed as project stakeholders and cooperative partners in the proposed cleanup actions at the Site; they are aware of the proposed cleanup actions and have been supportive to date. The Town will be in frequent communication with abutters at all times prior to, and during cleanup activities. At this time, the proposed cleanup activities are limited to the Site and are not anticipated to extend to adjacent properties; however, the Town of Warren and the MEDEP have the regulatory authority to access adjacent properties for emergency situations, if necessary.

14. COMMUNITY NOTIFICATION

The Town has fulfilled the community notification requirements for the Site.

- (a) Draft Analysis of Brownfields Cleanup Alternatives: A copy of the Analysis of Brownfields Cleanup Alternatives - Preliminary Evaluation (which includes a description of the Site, contamination issues, cleanup standards, and applicable laws; a description of cleanup alternatives evaluated; an evaluation of the alternatives based on effectiveness, ability to implement, resilience to climate change, reasonableness, and cost; and a description of the proposed cleanup) is included in **Attachment B**. This document was available for public review at the Public Meeting (held in-person at the Warren Town Offices on October 30, 2024), as well as at the Warren Town offices during regular business hours during the 30-day public comment period. The public comment period ran from October 24, 2024 until Friday, November 8, 2024 at 5:00 p.m. No written comments were received from the public.

- (b) Community Notification Ad: The Town published a community notification ad in the Midcoast Villager on October 24, 2024 (a copy of which is included as **Attachment B**). The community notification ad was also published on the Town's website. This advertisement stated that a copy of the draft ABCA and draft grant proposal were available for public review and comment; provided instructions for commenting on these draft documents; described the location where the draft documents were located; and provided the date and time of the public meeting.
- (c) Public Meeting: The Town held a public hearing at 5:00 p.m. on Wednesday, October 30, 2024, at the Town office. The purpose of the hearing was to discuss and hear public comment, questions and/or concerns on the draft EPA Brownfields Cleanup Grant application. **Attachment B** provides our meeting sign-in sheet, meeting notes, and public comments and responses.
- (d) Submission of Community Notification Documents: The following items have been attached to this proposal as **Attachment B**: a copy of the draft ABCA; a copy of the newspaper ad which advertises the public meeting and solicits public comments; and a summary of public comments and questions received and the Town's responses, meeting notes from the public meeting, and a sign-in sheet from the public meeting.

15. CONTRACTORS AND NAMED SUBRECIPIENTS

Not applicable.

THRESHOLD ATTACHMENT A

*Maine Department of Environmental Protection Acknowledgement
Letter*

Former Steamship Navigation Site
2287 Camden Road, Warren, Maine
FY2025 U.S. EPA Brownfield Cleanup Grant Application



JANET T. MILLS
GOVERNOR

STATE OF MAINE
DEPARTMENT OF ENVIRONMENTAL PROTECTION



MELANIE LOYZIM
COMMISSIONER

September 17, 2024

Town of Warren
Attn: Sherry Howard
167 Western Road
Warren, ME 04864

Dear Sherry Howard:

The Maine Department of Environmental Protection (Department) acknowledges that the Town of Warren plans to conduct the cleanup of a brownfield site and is applying for an FY25 Environmental Protection Agency (EPA) Brownfields Cleanup Grant.

The Town of Warren has developed an application requesting site-specific federal Brownfields Cleanup funding for the Steamship Navigation Site, located at 2287 Camden Road, Warren, Maine (Site).

The Department affirms that the Site:

- i. Is eligible to be enrolled in the Department's voluntary response program;
- ii. Is not currently enrolled, but the Town of Warren intends to enroll the Site in the voluntary response program; and
- iii. Has had a sufficient level of site characterization from the environmental site assessments performed to date for the remediation work to begin on the Site.

For any questions regarding this letter, please contact me at 207-215-8597.

Sincerely,

Christopher Redmond
Department Brownfields Coordinator
Voluntary Response Action Program Manager
Bureau of Remediation and Waste Management, Division of Remediation
Maine Department of Environmental Protection

cc: Dorrie Parr, EPA Brownfields Region 1

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

THRESHOLD ATTACHMENT B

Community Notification Documentation

- Draft ABCA
- Newspaper Advertisement
- Website Notice
- Public Meeting Agenda, Notes & Responses to Questions
 - Public Meeting Sign-In Sheet

Former Steamship Navigation Site

2287 Camden Road, Warren, Maine

FY2025 U.S. EPA Brownfield Cleanup Grant Application

**Analysis of Brownfields Cleanup Alternatives – Preliminary Evaluation
Former Steamship Navigation Site, 2287 Camden Road, Warren, Maine
October 29, 2024**

Prepared by the Town of Warren

I. Introduction & Background

a. Site Location

The Site targeted for cleanup is the Former Steamship Navigation Site located at 2287 Camden Road (Route 90) in the Town of Warren, Knox County, Maine (the “Site”). The Site encompasses an approximately 71.4-acre parcel of land identified by the Town of Warren’s Assessor Office as Lot 38 on Tax Map R11. The Site is located in a rural area, on the south side of Camden Road/Route 90. The area is largely undeveloped and wooded, with commercial development along Route 90.

b. Previous Site Use(s)

The Site was formerly improved with an industrial building, garage, and mobile home. The industrial building was formerly used as an indoor firing range, firearms retail store, and a photographic laboratory. These buildings were demolished in January of 2024. Abatement and lead remediation was conducted at the time of building demolition.

The Site also formerly maintained several outdoors firing ranges. To lessen the sound of the shooting range and to absorb ammunition fragments, the former owner (Steamship Navigation), began accepting waste carpet material (non-woven fabric used in the manufacturing of automobile trunk liners) from Gates Formed-Fiber in Auburn, Maine to create berms with this material in 1997. Previous investigations have estimated that over 300,000 cubic yards of carpet waste is currently stockpiled at the Site, covering nearly 40 acres of the 60-acre Site.

The prior owner reportedly abandoned the Site in late 1990’s. In April of 2001, the State of Maine and the Maine Department of Environmental Protection (MEDEP) filed a complaint against the Steamship Navigation Company, seeking injunctive relief and civil penalties for violations of Maine statutes, regulations, and orders of MEDEP related to the waste placed on the Site. In December of 2022, the Town voted to foreclose on the Site for delinquent taxes and is now the Site owner. The Site is currently vacant, with the exception of the large quantity of waste carpet materials onsite.

c. Site Assessment Findings

Several environmental investigations were completed at the Site between 2007 and 2023. It should be noted that the Maine Department of Environmental Protection completed a remedial action at the Site in 2023 which included abatement of hazardous building materials, demolition of on-Site buildings, and removal/off-site disposal of lead-impacted soils associated with the former on-Site firing ranges. As such, according to historic environmental reports, the only remaining Site contamination is associated with per- and polyfluoroalkyl substances (PFAS) present in on-Site soils and groundwater, and the PFAS and arsenic-contaminated carpet waste which covers over 40 acres of the Site. A summary of historic environmental investigations, and their results related to the PFAS contamination, is as follows:

Phase I Environmental Site Assessments (ESAs) were completed in 2007, 2008, and 2022; these reports identified Recognized Environmental Conditions (RECs) at the Site including the presence of a large volume of carpet waste, as well as environmental concerns associated with the former on-Site buildings and associated firing ranges (on-Site buildings were demolished and lead-contaminated soils were remediated in 2023). A Phase II ESA completed in 2007 identified lead and arsenic-contaminated soils associated with the former firing ranges; at that time, no contaminants were reportedly present in groundwater or the drinking water well at concentrations exceeding applicable regulations. However, the 2022 Phase I ESA noted that the on-Site drinking water well was contaminated with lead, and that a treatment system was being utilized to mitigate those concerns.

In 2018, the MEDEP completed a PFAS investigation at the Site as part of an ongoing department investigation of potential PFAS sites in the State of Maine. The investigation included the collection of soil samples, pore water samples, and a drinking water sample from the on-site drinking water well. Results of the investigation identified that four soil samples and four pore water samples were contaminated with PFAS at concentrations that exceeded the 2018 MEDEP Remedial Action Guidelines (RAGs) (it should be noted that the 2018 PFAS concentrations also exceed the current and more-stringent 2023 MEDEP RAGs). Another Phase II ESA conducted in 2018 identified the presence of perfluorooctane sulfonate acid (PFOS), perfluorooctanoic acid (PFOA), and perfluorobutane-sulfonic Acid (PFBS) in on-Site soils at varying concentrations which often exceeded the applicable MEDEP RAGs. A groundwater sample contained PFOS and PFOA at concentrations which exceeded the Maine Center for Disease Control (MECDC) Maximum Exposure Guidelines (MEG) of 70 nanograms per liter (ng/L).

A 2023 Phase II ESA identified PFOS and PFOA in soils at concentrations which exceeded the MEDEP RAGs for the Leaching to Groundwater, Park User, Construction Worker, and Commercial Worker exposure scenarios (these results were not compared to the more stringent Residential Exposure Guidelines). This report concluded that concentrations of detected PFAS appear to be highest downgradient of the bailed polyester waste material and the short paper fiber waste material in the southern portion of the Site. Groundwater samples collected did not contain detected PFAS concentrations that exceeded applicable MEDEP Groundwater Construction Worker RAGs. Waste characterization samples collected of the waste carpet material contained PFOS and PFOA at concentrations above the MEDEP RAGs.

Historic investigations have concluded that the waste carpet material is contaminated with arsenic and PFAS compounds. These investigations also identified PFAS contamination in on-Site soils and groundwater, caused by the waste carpet material. In general, these investigations identified that concentrations of PFAS appear to be highest downgradient of the bailed polyester waste material (uncovered) and the short paper fiber waste material (used as a cover) in the southern portion of the Site; however, impacts are generally considered to be Site-wide and anywhere where carpet fragments are placed.

Based on data gathered by survey and drone, it is estimated that the amount of waste material present on-site is approximately 124,000 cubic yards of covered polyester waste material, 28,000 cubic yards of short paper fiber waste material, and 149,000 cubic yards of baled polyester waste material (total waste volume of approximately 301,000 cubic yards). The survey also determined that some of the baled polyester waste material was placed on adjacent property to the south of the Site.

d. Project Goal/Site Reuse Plan

Once the environmental issues on-Site are mitigated, the Town intends to subdivide the property and sell portions of the Site along Camden Road/Route 90 to facilitate commercial development. An approximately 10-acre portion of the property, located in the northeastern portion of the Site, would be developed as recreational fields and greenspace that would be owned and maintained by the Town of Warren. If possible, solar development would be considered for the approximately 13-acre area of consolidated wastes/cover system.

e. Observed and Forecasted Climate Change Conditions

According to the United States Global Change Research Program, trends for the northeast region of the United States include increased/decreased temperatures, increased/decreased precipitation, extreme weather events, increased risk of wildfires, changing dates for ground thaw/freezing, rising sea level, changing flood zones, changing environmental/ecological zones, increased saltwater intrusion, and higher/lower groundwater tables.

Based on the rural nature of the Site, and based on the proposed Site reuse, the following climate change conditions are not likely to significantly affect the Site in a manner which would impact cleanup actions or Site conditions: increased/decreased temperatures, changing dates for ground thaw/freezing, rising sea level, changing flood zones, changing environmental/ecological zones, and increased saltwater intrusion.

The Site and area properties are provided with drinking water through private wells and based on the Site location and proposed Site reuse, the primary source of climate change impacts to the Site would likely be associated with increased/decreased precipitation, extreme weather events, increased risk of wildfires, and higher/lower groundwater tables. These considerations have been incorporated into the evaluation of cleanup alternatives, below.

II. Applicable Regulations and Cleanup Standards

a. Cleanup Oversight Responsibility

The Town will hire a qualified environmental professional (QEP) to oversee and document the cleanup in accordance with local, State, and Federal requirements. In addition, all documents prepared as part of the Brownfields cleanup will be submitted to the MEDEP Voluntary Response Action Program (VRAP).

b. Cleanup Standards for Major Contaminants

Soil: Portions of the Site are proposed to be redeveloped for commercial reuse, and other portions are proposed to be redeveloped into recreational fields and greenspace; as such, the MEDEP RAGs for the “Commercial Worker” and “Park User” exposure scenarios are applicable to surficial soils (0-2 feet bgs) and the MEDEP RAGs for the “Construction Worker” exposure scenario are applicable to soils in the subsurface (greater than 2 feet bgs). Additionally, because the Site and area properties are served by private wells, soil sampling results will also be compared to the “Leaching to Groundwater” RAGs. Based on the results of historic investigations, waste carpet fibers and the underlying soils currently present an exposure risk to current and future Site users; as such, any areas with stockpiled carpet waste will require remediation and management during any future Site redevelopment. These contaminated waste materials also currently represent a threat to the environment and downgradient receptors, due to the continued leaching of PFAS out of the waste and into the groundwater beneath the Site.

Groundwater: The Site is currently vacant but was formerly served by a private drinking water well. Area properties are served by private drinking water wells. Although no residential development is present in the area, nor is any residential redevelopment proposed for the Site, the MEDEP RAGs for the “Residential” exposure scenario would be the most applicable guidance standard. Historic environmental investigations completed at the Site have identified that groundwater at the Site is contaminated with PFOA and PFOS at concentrations which exceed the applicable drinking water standards. As such, the MEDEP will likely implement deed restrictions which prohibit the use of on-Site groundwater for drinking water purposes or require the implementation of a water treatment system in conjunction with any Site redevelopment.

c. [Laws & Regulations Applicable to the Cleanup](#)

Laws and regulations that are applicable to this cleanup include the Federal Small Business Liability Relief and Brownfields Revitalization Act, the Federal Davis-Bacon Act, MEDEP environmental laws, and Town of Warren bylaws and ordinances.

Federal, State, and local laws regarding procurement of contractors to conduct the cleanup will be followed. The Town will competitively bid and retain a QEP in accordance with the competitive procurement provisions of 40 CFR Part 31.36, and a cleanup contractor will be selected in the same manner. In addition, all appropriate permits will be obtained prior to the work commencing; these may include a MEDEP Tier 3 Natural Resources Protection Act (NRPA) Permit (Individual Permit), an Army Corp of Engineers Permit; and any other necessary local or State notifications.

[III. Evaluation of Cleanup Alternatives](#)

a. [Cleanup Alternatives Considered](#)

To address the presence of contaminated soils and waste carpet materials at the Site, three different cleanup alternatives were evaluated, as detailed below. It should be noted that none of the cleanup alternatives presented below remediate impacted groundwater or drinking water at the Site; those impacts will be managed through institutional controls and a deed restriction which will either prohibit the use of groundwater onsite or will require groundwater treatment in conjunction with the use of any on-site drinking water well. The implementation of the soil mitigation measures outlined below will serve to improve area groundwater by mitigating the PFAS-contaminated source material which is currently leaching to the groundwater.

[Alternative #1: No Action](#)

Under this alternative, no cleanup actions would occur, environmental exposure risks would remain, and Site redevelopment could not occur.

[Alternative #2: Cover Systems](#)

Waste carpet material and contaminated soils would be excavated from the northern and western portions of the Site, and relocated and consolidated into the southern portion of the Site (an approximate consolidation area of 13 acres). Removing carpet waste from the northern/northeastern portion of the Site will incentivize and allow for approximately 10 acres of commercial redevelopment along Route 90/Camden Road (and the likely subsurface excavations that would be necessary for building foundations and utilities) and would allow for development of approximately 10 acres of recreational fields.

In areas where waste carpet was removed, contaminated surficial soils (0-2 feet) from beneath those stockpiles would be excavated and consolidated with the on-Site wastes in the southern portion of the Site. The areas of excavated surficial soils would be backfilled with clean fill.

The waste would be consolidated into an approximately 13-acre area in the southern portion of the Site. Cover systems would be constructed over the consolidated waste material. The cover system would prevent human contact with contaminated soils and waste carpet materials and would prevent rainwater from coming into contact with the impacted media and further leaching contamination into the groundwater. Cover systems would be constructed in accordance with the U.S. EPA Technical Guidance for RCRA/CERCLA Final Covers (EPA 540-R-04-007) and would likely consist of leveling sand, a 40-mil HDPE Geomembrane, geocomposite drain and drain piping, vegetative soil, and topsoil (seeded and mulched). Consolidated waste and soils would be graded in a manner such that stormwater would shed overland rather than infiltrate the cover systems and potentially mobilize the underlying contamination. The potential for solar development on top of the 13-acre cover system would be evaluated in conjunction with cover system design.

Institutional controls would be developed to ensure that future construction, remediation, or landscaping at the property would not disturb the engineered cover systems or underlying residual contaminated soil and carpet remnants. These would likely include Deed Restrictions, an Environmental Media Management Plan (EMMP), and a Post-Closure Cover System Maintenance Plan.

Alternative #3: Removal

This alternative includes excavation and off-site disposal of waste carpet materials and contaminated surficial soils to a depth of two feet below grade. All excavation areas would be backfilled with clean fill.

An EMMP would be prepared to ensure that future construction, remediation, or landscaping at the property would not disturb subsurface contaminated soils at depths greater than two feet bgs.

b. Evaluation of Cleanup Alternatives

To satisfy U.S. EPA requirements, each alternative must be evaluated prior to selecting a recommended cleanup alternative in terms of effectiveness, implementability, resilience to climate change, and cost. Alternatives were also evaluated on their ability to meet the Town's redevelopment goals for the Site.

Effectiveness

"Alternative #1: No Action" is not effective in controlling or preventing the exposure of future receptors to contaminated media at the Site; nor is it protective of human health and the environment. This alternative also does not allow for Site redevelopment.

"Alternative #2: Cover Systems" is an effective way to reduce the potential risk of exposure to future site visitors and/or occupants by preventing human contact with contaminated soils and waste material at the Site. This alternative is protective of the environment in that it prevents rainwater from coming into contact with contaminated media, and prevents mobilization of contaminated soils through erosion, runoff, or dust.

"Alternative #3: Soil Removal" is an effective way to eliminate the potential risk of exposure to future site visitors and/or occupants by removing contaminated soils and media from the Site. This alternative is protective of the environment in that it eliminated contaminated soil and media from the Site.

Implementation of this alternative would allow for Site redevelopment; however, this alternative is cost prohibitive.

Implementability

“Alternative #1: No Action” is easy to implement since no actions will be conducted.

“Alternative #2: Cover Systems” is implementable. The necessary services and materials to complete the remedial tasks are available, including the necessary equipment and contractors. However, this alternative would require periodic and long-term inspections of cover systems and preparation of institutional controls.

“Alternative #3: Removal” is not readily implementable. The necessary services and materials to complete the remedial tasks are available, including the necessary equipment and contractor; however, the volume of waste that would require removal equates to over 24,000 dump trucks, and it is unclear if landfills in the State of Maine would be able (or willing) to accept such a large volume of PFAS-contaminated media.

Resilience to Climate Change

“Alternative #1: No Action” has no resilience to climate change. Increased rainfall, rising groundwater tables, and flood waters may come into contact with contaminated soils and media at the Site and cause them to mobilize offsite through runoff, erosion, or dust.

“Alternative #2: Cover Systems” improves the resilience of the Site to climate change. Cover systems will prevent rainwater from coming directly into contact with contaminated media and will ultimately reduce the mobility of those contaminated soils that may result from rain, floodwaters, or groundwater table rise.

“Alternative #3: Removal” is the most resilient to climate change. By reducing the overall volume of contaminated soils and media on the Site, increased rainfall, rising sea levels, and flood waters do not pose a significant risk.

Cost

“Alternative #1: No Action” has no cost, since no remedial actions will be performed.

“Alternative #2: Cover Systems” has an approximate construction cost of \$5,500,000. See Table 1 for an estimate of remedial costs for Alternative 2.

“Alternative #3: Removal” has an approximate construction cost of \$169,000,000. This alternative is cost prohibitive. See Table 2 for an estimate of remedial costs for Alternative 3.

c. Recommended Cleanup Alternative

The recommended cleanup alternative is Alternative #2: Cover Systems. This alternative is an effective and implementable way to protect human health and the environment and to prevent future receptors from coming into direct contact with contaminated surficial soils and fill materials. This alternative provides adequate resiliency in light of foreseeable climate change conditions by limiting the ability for storm events to come into contact with impacted soils on the Site. Alternative #2 is the best alternative to support Site redevelopment; by removing waste from the northern and northeastern portion of the Site, this Site will become more attractive for much-needed area redevelopment. This alternative also

offers the best options for green and sustainable remediation measures by minimizing the volume of soil and waste which needs to be transported offsite and disposed at a landfill.

Alternative #1 cannot be recommended since it does not abate risks associated with the contaminated soils onsite, and it does not facilitate site redevelopment.

Alternative #3 cannot be recommended because it is cost prohibitive.

d. [Green and Sustainable Remediation Measures for Selected Alternative](#)

To make the selected alternative greener, or more sustainable, several techniques are planned. The most recent Best Management Practices (BMPs) issued under ASTM Standard E-2893: Standard Guide for Greener Cleanups will be used as a reference in this effort. The U.S. Environmental Protection Agency (EPA) Office of Land and Emergency Management (OLEM) has developed five elements of a green cleanup. Of these five elements, the Town will focus on *Air Pollutants and Greenhouse Gas Emissions* by requiring the cleanup contractor follow an idle-reduction policy and use heavy equipment with advanced emissions controls operated on ultra-low sulfur diesel; and *Water Use and Impacts to Water Resources* by performing the cleanup activities during the dry-weather months (summertime) in order to minimize groundwater infiltration into the excavation area, in turn reducing dewatering needs and the amount of dewatering liquids requiring disposal/treatment. Erosion control measures and dust suppression will be enforced during cleanup activities to prevent the potential offsite transport of contaminated media.

Table 1: Summary of Estimated Remediation Costs for Cover Systems
Analysis of Brownfields Cleanup Alternatives, Former Steamship Navigation Site, Warren, Maine

	Number	Units	Unit Cost	Total
Cover Systems				
Mobilization/Site Preparation	1	LS	\$50,000	\$50,000
Tree Clearing ⁽¹⁾	5	Acre	\$5,000	\$25,000
Topographic Survey	1	LS	\$25,000	\$25,000
Waste Consolidation and Grading	250,000	CY	\$4	\$1,000,000
Waste Cover Systems ⁽²⁾	13	Acres	\$240,000	\$3,120,000
Clean Fill ⁽³⁾	30,000	CY	\$15	\$450,000
Confirmatory Sampling	1	LS	\$50,000	\$50,000
Site Controls (Stormwater, Erosion Control, Dust Control, Security/Fencing)	1	LS	\$25,000	\$25,000
QEP Costs				
Programmatic Assistance & ABCA, SSQAPP, HASP	1	LS	\$24,500	\$24,500
CIP & Public Outreach	1	LS	\$8,500	\$8,500
Cleanup Design	1	LS	\$55,000	\$55,000
Bidding & Construction Phase Services	1	LS	\$15,500	\$15,500
Construction Oversight	400	Hrs	\$125	\$50,000
VRAP Closure Report & Grant Closure	1	LS	\$16,500	\$16,500
<i>Subtotal</i>				<i>\$4,915,000</i>
Contingency 10% ⁽⁴⁾				\$492,000
TOTAL				\$5,407,000

1 Assumes approximately 10 feet of tree clearing will be necessary around all cleared areas and roads

2 Cover System includes leveling sand, 40-mil HDPE geomembrane, geocomposite drain & piping, 12 inches of vegetative soil, and 6 inches of seeded topsoil.

3 Assumes two feet of clean backfill in areas where contaminated surficial soil was removed from beneath waste stockpiles (approximately 9.3 acres)

4 Covers previously unidentified issues or changes in redevelopment plans that may occur at the Site.

Table 2: Summary of Estimated Remediation Costs for Removal
Analysis of Brownfields Cleanup Alternatives, Former Steamship Navigation Site, Warren, Maine

	Number	Units	Unit Cost	Total
Soil Removal				
Mobilization/Site Preparation	1	LS	\$50,000	\$50,000
Tree Clearing ⁽¹⁾	5	Acre	\$5,000	\$25,000
Excavation and Loading of Waste	301,000	CY	\$3	\$903,000
Excavation and Loading of Soil ⁽²⁾	88,000	CY	\$3	\$264,000
Transportation and Disposal of Waste & Soil	544,600	tons	\$250	\$136,150,000
Waste Characterization Samples ⁽³⁾	1,089	Ea	\$1,200	\$1,307,040
Clean Fill	88,000	CY	\$15	\$1,320,000
General Site Re-Grading, Loam & Seed	1	LS	\$100,000	\$100,000
Site Controls (Stormwater, Erosion Control, Dust Control, Security/Fencing)	1	LS	\$25,000	\$25,000
QEP Costs				
Programmatic Assistance & ABCA, SSQAPP, HASP	1	LS	\$24,500	\$24,500
CIP & Public Outreach	1	LS	\$8,500	\$8,500
Cleanup Design	1	LS	\$55,000	\$55,000
Bidding & Construction Phase Services	1	LS	\$15,500	\$15,500
Construction Oversight	600	Hrs	\$125	\$75,000
VRAP Closure Report & Grant Closure	1	LS	\$16,500	\$16,500
<i>Subtotal</i>				<i>\$140,339,040</i>
Contingency 20% ⁽⁴⁾				\$28,067,808
TOTAL				\$168,406,848

1 Assumes approximately 10 feet of tree clearing will be necessary around all cleared areas and roads

2 Assumes excavation of 2 feet of surficial soil beneath the footprints of all waste stockpiles

3 Assumes one waste characterization sample for every 500 tons of waste removed from site

4 Covers previously unidentified issues or changes in redevelopment plans that may occur at the Site.

Public Notices

KNOX COUNTY

PUBLIC NOTICE TOWN OF WARREN

The Warren Board of Selectmen will hold a public hearing at 6:15 pm on Wednesday, October 30, 2024 at the Town Office meeting room to hear comments on renewal applications for automobile graveyards / junkyards / automobile recycling permits as follows:

1. Joel Gay, dba Warren Auto Barn at 2494 Camden Rd, Warren, ME 04864 – Map R11 Lot 041-005
2. Eric Tolman, dba Rockport Machine at 2913 Camden Rd, Warren ME 04864 – Map R12 Lot 022-003
3. Brian Heal, Heal Enterprises, Inc dba Mank' Auto Parts and Sales, 73 Tolman Rd, Warren, ME 04864 – Map R12 Lot 050-004

Applications for the above may be viewed at the Warren Town Office. For more information please contact Steven Day, Code Enforcement Officer at 273-2421 or by email at ceo@warrenmaine.org

PUBLIC NOTICE TOWN OF WARREN BROWNFIELDS CLEANUP GRANT APPLICATION PUBLIC MEETING

The Town of Warren will hold a public meeting at 5:00 p.m. on Wednesday, October 30, 2024 at the Town Office located at 167 Western Road, Warren, Maine. The purpose of the meeting is to discuss a U.S. EPA Brownfields Cleanup Grant application being submitted for the Steamship Navigation Site located at 2287 Camden Road. The Town will explain the Brownfields program and the proposed cleanup strategy, and will hear public comments, questions, and/or concerns related to the grant application process. Grant funds are proposed to be used to remediate and manage contaminated soils and waste to support future redevelopment at the Site. A copy of the draft funding application and draft Analysis of Brownfield Cleanup Alternatives (ABCA) report is available for public review at the Town Office, and the public comment period will run from October 24, 2024 until Friday, November 8, 2024 at 5:00 p.m. Comments or questions can be asked at the public meeting, or may be submitted in writing to Dan DeBord, Warren Town Planner, via email at planner@warrenmaine.org. Please include your full name, address, telephone number, and email address in your correspondence.

Be sure
to
check
out this
week's
YARD
SALES!
On
Page 1!



NOTICE TO THE PUBLIC OWLS HEAD CEMETERIES Fall Cemetery Lot Clean-up

This is to give notice that the Owls Head Cemetery Committee has set the date of October 31st for the removal of all decorations on lots located within the Town owned Cemeteries to allow for the clean-up of fall leaves and branches. Any decorations not removed for the lots after this date shall be removed and disposed of by the Cemetery Committee Members or their designated help.

The date for placement of winter decorations is December 1st, which must be removed by the first week of the new year.

The Cemetery Trustees and their designees are not liable for replacement of, or the cost of, replacement of any items removed after the above dates.

REQUEST FOR BIDS CEMETERY MOWING/MAINTENANCE

The Thomaston Village Cemetery Trustees are seeking bids on the mowing and maintenance for the following:

Thomaston Village Cemetery-Erin Street (May through November)
Morse's Corner Cemetery-West Meadow Road (Twice a year only)

All bids must be received by 2:00 p.m., Thursday, October 31st, at which time the bids will be opened. The bids will be reviewed and awarded by the Thomaston Village Cemetery Trustees on Thursday, November 7th at 4:00 p.m. at the Town Municipal Building. Bid specifications may be picked up at the Thomaston Town Office, 13 Valley Street or online at www.thomastonmaine.gov.

**Sealed bids should be clearly marked,
"Thomaston Cemeteries Lawn Maintenance Bid."**

The Thomaston Village Cemetery Trustees reserve the right to accept or reject any and all bids.

EOE

STATE OF MAINE

KNOX COUNTY PROBATE COURT

PROBATE NOTICES

TO ALL PERSONS INTERESTED IN ANY OF THE ESTATES LISTED BELOW

Notice is hereby given by the respective Petitioners that they have filed Petitions for appointment of Personal Representatives in the following Estates. These matters will be heard at 9:00 AM or as soon thereafter as they may be, on the twentieth day of November, 2024. The requested appointments may be made on or after the hearing date, if no sufficient objection be heard. This notice complies

CITY OF ROCKLAND ORDINANCE NOTICE

The following is a summary of the Ordinance Amendments passed in Final Reading, after public hearing, by the Rockland City Council at the Regular Monthly meeting held on October 16, 2024, and will become effective on November 15, 2024 unless suspended from going into operation by valid referendum thereof.

(NOTE: Copies of the complete text of these amendments are available at the City Clerk's Office at Rockland City Hall, 270 Pleasant Street, Rockland, Maine during regular business hours and on the City's website at www.rocklandmaine.gov.)

Ordinance Amendment #42 Ch. 17, Sec. 17-806 Stop Signs.

An amendment to the City's Traffic Ordinance authorizing the placement of stop signs at various locations on Cedar Street, Pacific Street & Warren Street.

Ordinance Amendment #43 Ch. 17, Sec. 17-806 Stop Signs.

An amendment to the City's Traffic Ordinance authorizing the placement of stop signs at various locations on Crescent Street.

Ordinance Amendment #44 Zoning Map Amendment – 9 High Street.

An amendment to the City's Official Zoning Map changing the zone classification of the lot located at 9 High Street from TB1 to Residential A.

Ordinance Amendment #45 Ch. 19, Sec. 19-206 Industrial Zone; Recreation/Entertainment Facilities.

An amendment to the City's Zoning Ordinance making Recreation/Entertainment Facilities a permitted use in the Industrial Zone, provided that the facilities are limited to athletic facilities only.

Ordinance Amendment #46 Contract Zone – Ellis Beauregard Foundation.

A contract zone to allow the Ellis Beauregard Foundation to develop exhibition and performance space at their properties located at Foundation Place.

Ordinance Amendment #47 Authorizing Quit Claim Deeds – Sale of City Owned Properties.

An Ordinance authorizing the issuance of municipal quit claim deeds for the sale of City-owned properties located at 24 Highland Avenue, 9 Carrolls Lane, and 295 Old County Road.

The following is a summary of the Ordinance Amendments passed in First Reading by the Rockland City Council at the Regular Monthly Meeting held on October 16, 2024. Public hearings on these amendments have been set for November 13, 2024 at 5:30 p.m. in City Council Chambers at Rockland City Hall, 270 Pleasant Street, Rockland, Maine:

(NOTE: Copies of the complete text of these amendments are available at the City Clerk's Office at Rockland City Hall, 270 Pleasant Street, Rockland, Maine, during regular business hours and on the City's website at www.rocklandmaine.gov.)

Ordinance Amendment #48 Ch. 2, Sec. 2-704 Breakwater Lighthouse Advisory Committee.

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TOWN OF WARREN

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ANNOUNCEMENT - Public Meeting re: Brownfield Cleanup Grant October 30th @ 5:00 pm in the Town Office Meeting Room

 PUBLIC NOTICE - Steamship Navigation 10-30-24 .docx

Official Website of Warren, Maine

Government Websites by Catalis

PUBLIC MEETING AGENDA
U.S. EPA BROWNFIELDS CLEANUP GRANT APPLICATION
Former Steamship Navigation Site, 2287 Camden Road, Warren, Maine
Town of Warren

Date: Wednesday, October 30, 2024, at 5:00 PM

Location: Warren Town Office

1. Introductions
2. Site Description
 - a. 71.4-acre parcel of land.
 - b. Formerly improved with an industrial building, garage, and mobile home. Buildings were demolished in January of 2024. Lead soil abatement completed at that time.
 - c. Former outdoors firing ranges. The former owner (Steamship Navigation) began accepting waste carpet material in 1997 (backstops). Estimated > 300,000 cubic yards of carpet waste currently on Site, covering nearly 40 acres of the 60-acre Site.
 - d. Town foreclosed on the Site in December of 2022
3. Brief Review of Prior Environmental Assessments
 - a. Many investigations completed at the Site between 2007 and 2023.
 - b. Per- and polyfluoroalkyl substances (PFAS) present in on-Site soil and groundwater. Carpet waste is contaminated with PFAS and arsenic. (PFOA and PFOS)
 - c. PFAS concentrations are highest in the southern portion of the Site; however, impacts are Site-wide and anywhere where carpet fragments are placed. Leaching to groundwater continues to be a concern.
4. Proposal for U.S. EPA-funded Brownfields Cleanup Grant
 - a. Brief Description of U.S. EPA Brownfield Program
 - b. Draft application - Upon Request from Town
 - c. Schedule
 - i. Application due November 14, 2024
 - ii. EPA Selection in Spring 2025
 - iii. Funds available Fall 2025
 - iv. Construction Fall 2025
5. Draft Analysis of Brownfields Cleanup Alternatives (ABCA)
 - a. Alternatives (No Action, Cover Systems, Soil Removal)

- b. Evaluation Criteria (Effectiveness, Implementability, Cost, Resilience to Climate Change)
- c. Recommended Plan – Consolidation & Cover Systems.
- d. Draft ABCA - Upon Request from Town

6. Public Comments & Questions

- a. October 24, 2024 until Friday, November 8, 2023 at 5:00 p.m.
- b. Comments/questions can be asked at the public meeting or emailed to Dan DeBord, Warren Town Planner, via email at planner@warrenmaine.org.

7. Redevelopment plans

PUBLIC MEETING NOTES, QUESTIONS RECEIVED, AND ANSWERS

U.S. EPA BROWNFIELDS CLEANUP GRANT APPLICATION

Former Steamship Navigation Site, 2287 Camden Road, Warren, Maine

Meeting Date: Wednesday, October 30, 2024, at 5:00 PM

Meeting Location: Warren Town Office

Question: Could the Site be redeveloped with a velodrome?

Answer: Potentially. The proposed redevelopment plan includes an approximate 10-acre area for public recreation; however, the exact layout of that area will not be determined until after cleanup is complete.

Question: Is the Site proposed for residential redevelopment? Could the Site support residential use?

Answer: Not at this time. Redevelopment plans currently include commercial and light industrial development, recreational fields/greenspace, and solar field development.

Question: Is the onsite drinking water well contaminated? Are drinking water wells in the neighborhood contaminated?

Answer: In 2018, the MEDEP conducted drinking water well sampling in the area and found that wells were not impacted with PFAS at concentration exceeding the applicable limits at that time. No sampling of drinking water has been done since that time. Additional assessment of drinking water may be necessary prior to Site re-occupancy.

Question: How long will the proposed cover system last? When would it need to be replaced?

A well-constructed cover system can last anywhere from 50-100 years, but that is dependent on weather, site conditions, and how well it is maintained. At the completion of Site cleanup, a Post-Closure Cover System Maintenance Plan would be developed; this plan would outline maintenance and inspection procedures that must be followed by the Site owner to prolong the life of the cover system and conduct appropriate repairs as needed.

Question: Will property values in the area be devalued because the waste will remain on-site indefinitely? Will the Site itself be devalued (for the area proposed for sale and redevelopment along Route 90)?

We anticipate that property values in the vicinity of these Sites will be increased due to the enhanced use of the Site, and the elimination of environmental stigma and safety concerns. A 2017 study entitled 'The Value of Brownfield Remediation' estimated that residential properties located within 1.29 miles of a remediated Brownfields site could see an increase in property values of 5.0 to 15.2%¹.

The Town intends to sell a portion of the Site along Route 90 to facilitate commercial redevelopment. The value of this land is unknown; however, because of the lack of available and developable land in Town, we anticipate developers will be interested. The Town will incentivize onsite development through Municipal Tax Increment Financing incentives.

¹ <https://www.journals.uchicago.edu/doi/full/10.1086/689743>

Brownfield's Clean up Grant

Sign in sheet

10/30/24

Kendra Shosted 72 Maple St, Warren

Chris Backman 49 Falcon Landing

Jan Macdonald

1097 Camden Rd Warren

Wayne Hu 117 Maple St Warren

Frank Bata 481 Main St Warren, ME

Logan E. Hu 1012 Middle Rd Warren

Jaime Madore 261 Buttermilk Ln. S. Thomaston

Nik DeMaric 74 Ash Ln. Warren

Christopher Howard 167 Western Rd Warren

Douglas Pope 117 Main St. Warren