



## B. APPLICATION INFORMATION SHEET

### 1. Applicant Identification-

Town of Lincoln;  
29 Main Street,  
Lincoln, Maine 04457-1496

### 2. Website-www.lincolmaine.org

### 3. Funding Requested-

- a. Clean-up Grant Type-Single Site Clean-up
- b. Federal Funds Requested-\$4,000,000

### 4. Location-

- a. Lincoln;
- b. Penobscot County;
- c. Maine

### 5. Property Information-

Town of Lincoln Parcel 4 East  
50 Katahdin Avenue  
Lincoln, Maine 04457

### 6. Contacts

- a. Project Director  
Vicki Rusbult;  
207-951-0738;  
[vrusbult@economicsolutionsme.com](mailto:vrusbult@economicsolutionsme.com)  
29 Main Street, Lincoln, Maine 04457-1496
- b. Chief Executive/Highest Ranking Elected Official  
Steve Levesque;  
(207) 841-9955;  
[steve@shl.bz](mailto:steve@shl.bz); Steve Levesque  
29 Main Street, Lincoln, Maine 04457-1496

### 7. Population-4,876 (2025)

8. Other Factors Checklist

Other Factors	Page #
Community population is 10,000 or less	Page 1
The Applicant is, or will assist, a federally recognized Indian Tribe or United States territory	Page 4 & 6
The proposed site(s) is impacted by mine-scarred land	
Secured from 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.	
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).	Page 1
The proposed site(s) is in a federally designated flood plain.	
The reuse of the proposed site(s) will facilitate renewable energy from wind, solar, or geothermal energy.	
The reuse of the proposed cleanup site(s) will incorporate energy efficiency measures	Page 3
The proposed project will improve local resilience to the impacts of extreme weather events and natural disasters.	Page 3
The target areas(s) is impacted by a coal-fired power plant that has recently closed (2015 or later) or is closing.	

9. Releasing Copies of Applications:  
No issues

## **1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION 1.a. Overview of Brownfield Challenges and Description of Target Area**

The Town of Lincoln (**Lincoln**), in Penobscot County, is a small, rural, northern Maine town with a population of 4,876 (2025 US Census). In 1883 Lincoln Pulp & Tissue (LP&T) acquired two sawmills and a tannery to establish a paper mill. For the next 130 years, the town and mill thrived as a result of our proximity to abundant and diversified forests and the Penobscot River, which provides an important transportation commerce corridor. Maine's forests cover approximately 89% of the state, making it the most heavily forested state in the U.S. During this period, people moved to our region and enjoyed prosperity and respectable jobs at the mill. With little economic diversity, LP&T was the region's largest employer and the economic bedrock.

In November of 2013, a boiler explosion caused catastrophic damage and spewed massive amounts of asbestos across the site. This contributed to financial hardships resulting in bankruptcy and permanent closure of the mill. LP&T's closing produced our largest regional brownfields (369 acres) and a domino effect, creating closures of other supporting businesses resulting in almost a dozen smaller brownfields. The closure of businesses in **Lincoln** led to a range of economic and environmental difficulties for the community. Most significantly, the challenge of revitalizing the local economy has become central to **Lincoln's** future.

The business closings resulted in the loss of jobs, a decrease in tax base resulting in reduced budgets for community services, blight from the abandonment of the mill site, a decline in other supporting businesses, an increase in crime, and a general lack of community morale. Redeveloping the LP&T site presents several key challenges that we are actively working to overcome. These include gaining a comprehensive understanding of our community's specific needs, thoroughly evaluating potential redevelopment opportunities, and defining a phased and strategic path forward. Removing barriers such as environmental contamination is critical to our efforts, as is securing the necessary funding and marketing to make our reuse vision a reality.

To address these challenges effectively, we are building a dynamic team comprised of Lincoln and five non-profit owners of LP&T parcels, community members, and invested stakeholders. By fostering strong partnerships and encouraging active participation from all parties, we aim to expedite the redevelopment process and tackle obstacles directly as they arise. This grant will aid in overcoming these challenges by assisting in the redevelopment of LP&T that can provide jobs, tax base, pride, and economic support for a revitalized community.

### **1.b. Description of the Proposed Brownfield Site (s)**

The entire 369-acre LP&T site is located near downtown **Lincoln**, borders the Penobscot River and part of the Penobscot Indian Nation Reservation. The overall LP&T includes over 60 buildings, multiple storage tanks, and 15 solid waste areas. The target area, Parcel 4A East (**P4AE**), a 3.9-acre section mainly occupied by Building #22, was acquired by **Lincoln** in August 2025 from the Lincoln Forest Products Innovation Corporation (LFPIC). Building #22, constructed in 1921 and expanded through 1969, suffered structural damage from salvage operations resulting in roof collapse, and airborne asbestos. The current aesthetics of LP&T is reminiscent of the aftermath of an apocalypse. The Mattanawcook Stream passes through a sluiceway near the center of Building #22.

Hazardous materials documented onsite include asbestos, over 1,100 mercury lights, 600 ballasts, extensive cabinetry with electronics, Freon units, mercury switches, thermostats, and lead-acid batteries. The deteriorated building adjoins a newly leased area set to employ 470 Biofine Development Northeast staff, making remediation crucial for safety.

**Lincoln** faces economic challenges including a shrinking, aging workforce, slow economic growth, rising costs of living, and environmental cleanup needs, despite attempts to spur innovation and attract talent through incentives and training. Housing shortages, climate impacts on local industries, and difficulties attracting skilled workers also affect public services and tax revenues.

### **1.c. Reuse Strategy and Alignment with Revitalization Plans**

Lincoln's goal for **P4AE** is to mitigate contaminants and incorporate it into the redevelopment of the Maine Forest Products Innovation Park (MFPIP) integrating the majority of the 13 parcels for establishing a center for next generation / technology-driven forest products development powered by a multi-source renewable energy platform.

We will take advantage of the proximity to our abundant forests and regional workforce that has generations of industry experience. This plan aligns with the **Lincoln's** Comprehensive and Revitalization Plan which identifies three goals for LP&T: 1) remove environmental issues and blight that restrict redevelopment; 2) secure funding for needed infrastructure improvements; and 3) attract and secure new business investment. This will create jobs and expand the tax base. A key vision of the MFPIP is positioning **Lincoln** as a "go to" site for the future of forest products with an emphasis on innovation. Forest products are the backbone of Maine's economy, particularly in the rural areas. The State forest economy's estimated impact of \$8.2 billion and nearly 40,000 jobs matters. **Lincoln** has been marketing MFPIP to several forest product business sectors with significant success including: biofuel development derived from wood cellulose; mass timber products; and wood product processing and manufacturing. Other support sectors include energy (solar power and battery storage). The reuse strategy is to is market clean and developable properties with access to significant infrastructure to prospective businesses.

The MFPIP design incorporates walking trails through an adjacent parcel to **P4AE** to accommodate trails for access to the Penobscot River and a bypass road that utilizes adjacent Parcel 5 as a truck access entrance to avoid added traffic on Main Street.

During many public meetings regarding proposed uses for LP&T, **Lincoln** has garnered support from the public for the proposed MFPIP. Early public concerns included funding, marketing, contamination, and ability to manage such a large-scale project. **Lincoln** took these concerns seriously and responded verbally with a plan and by action through our success in securing grant funding, soliciting a number of tenants and potential tenants, funded and constructed an on-site consolidation area for asbestos (the most significant contaminant of concern), hiring an economic development consultant, and design MFPIP in a phased approach that minimizes the costly up-front capital for infrastructure upgrades and expanding utilities. Our residents were receptive to our responses/solutions and enthusiastic about wood-based industries that could capitalize on our residents' manufacturing skills where local residents can be employed and feel valued as part of our renewed economy. Public feedback has been positive and supports creating MFPIP. The award of this grant will allow us to build on our strategic redevelopment progress. With this redevelopment momentum and the cleanup of **P4AE**, we will increase our ability to clean up other parcels and to attract more businesses that will lead to creation of additional jobs, including forestry, logging, trucking, and manufacturing jobs as well as indirect employment in the local businesses that provide supporting goods and services. It will expand our tax base and bring future prosperity for the entire region. Revitalization of **P4AE** will also remove blight and discourage vandalism.

#### **1.d. Outcomes & Benefits of Reuse Strategy**

We are a small community and the center of our regional economy. New businesses will employ our skilled citizens, provide catalysts for growth of current and new supporting business, and generate optimism. The P4AE reuse strategy is an integral part for creating MFPIP and is being implemented in conjunction with the redevelopment of all LP&T parcels: MFPIP's first tenant, Biofine, is a new bio-energy production company that uses cellulose from waste wood products to enable the production of 100% renewable chemicals and carbon-negative biofuels. They have signed a 20-year lease and are planning to use 85,000 sf of a current building and over 12 acres on an adjoining parcel of LP&T to employ an estimated 470 new employees. Maine Governor, Janet Mills, announced a \$147 million grant from the U.S. Department of Energy (USDOE) to develop an energy storage facility at the MFPIP. Form Energy, a green energy provider, has said it will deploy an 85-megawatt battery system designed to enhance grid resilience and optimize the delivery of renewable energy.

ACM is the most predominant contaminant of concern on P4AE and throughout the other LP&T parcels. Lincoln was able to obtain approval and funding for the creation of an ACM Consolidation Area (ACA) within the LP&T Parcel 7 for the disposal of ACM solely from the LP&T site. This disposal alternative significantly reduces disposal and remedial transportation costs and also reduces transportation emissions and the remediation carbon footprint.

By redeveloping the mill to MFPIP, we are investing in Maine's forest products industries which will benefit the community directly by increasing local economy and job opportunities, reducing tax burden and utility fees, increasing Town and school budgets, and attracting new services and opportunities to this area. Redevelopment will include energy efficiencies and stormwater designs to accommodate increased precipitation. Maine's wood industry contributed an estimated \$8.3 billion to Maine's economy in 2024. The Maine wood sector is more productive than the national average, with higher gross regional product per worker and average earnings, making it a high-wage sector in Maine. Maine's forests are expected to remain resilient despite projected increases in temperature and precipitation. *Maine's Climate Future-An Initial Assessment* indicates strong prospects for continued forest cover. By promoting climate-adapted species and emerging markets, Maine can grow its forest industries and boost carbon sequestration in the years ahead.

#### **1.e. Resources Needed for Site Characterization**

In an EPA Targeted Brownfield Assessment (TBA) of Bldg #22, 956 samples of ACM, 35 samples of paint and caulk for PCBs, and 16 for other contaminants, were analyzed and an inventory of hazardous materials was completed. Therefore, no further assessment is anticipated.

#### **1.f. Resources Needed for Site Remediation**

The TBA determined remediation costs ranging from \$3.6 to \$5.04M. The awarding of this grant will allow us to remove either all or the bulk of contaminants from P4AE which will lead to redevelopment. If additional funding is needed, we will seek the remainder from one of two Brownfield RLFs that serve our region. The recently approved on-site ACM disposal permit will save significant cleanup costs.

#### **1.g. Resources Needed for Site Reuse**

The effective redevelopment of LP&T is a significant undertaking and is anticipated to occur in a phased approach. With the assistance of the other parcel owners, the entire project has secured nearly \$17,000,000 for the MFPIP. In 2025, Lincoln was awarded an additional MEDECD split grant/loan of \$550,000 specifically for Bldg #22. However, without cleanup funding this investment will be difficult to complete. The funding that is directly related to the

MFPIP redevelopment is as follows (funds pending are in parenthesis): a portion of Northern Border Regional Commission (NRBC) \$638,000, \$450,000 from Maine Rural Development Authority, (\$500,000) from Maine Technology Institute (MTI), (\$3,760,000) from US EDA; \$205,000 from Maine Development Foundation for planning, \$3,499,800 Congressional Direct Spending (CDS) for 2024 and (\$4,500,000) for 2025 is awaiting Senate confirmation, and \$147,000,000 from USDOE. Form Energy has pledged to match the \$147,000,000 grant from USDOE. This facility will produce an 85-Megawatts of sustainable energy facility that can power 60,000 homes and bring approximately 200 construction jobs and 5-10 full-time employees to MFPIP. Other funding options include: Town tax increment financing (TIF), State and Town bonds (Bonds). Business Development is estimated to be \$12,000,000 and we will seek funding from Finance Authority of Maine, and New Market tax credit financing.

#### **1.h. Use of Existing Infrastructure**

Redevelopment of the P4AE will reuse the following infrastructure: railroad; 3-phase power; natural gas distribution lines; fiber internet; local airport; Interstate 95 access; intermodal transportation facilities, public water, sanitary sewer connection, and Lincoln anticipates investing in upgrading the on-site industrial wastewater treatment plant (WTP) at a lower capacity, with growth potential as new business needs arise; and Lincoln and other MFPIP stakeholders are negotiating with the Penobscot Indian Nation (PIN) to grant access to the Penobscot River, providing them a much-needed boat launch to access their islands within the river and to construct a facility to support hunting, fishing, and recreational uses.

**2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT 2.a. The Community's Need for Funding** Bldg #22 spans 850 feet from the east entrance to the west entrance of the LP&T site and is adjacent to the MFPIP anchor tenant, Biofine. It is easily the most accessible building and a visual blight from the public right of ways and future Biofine employees. It is critical that the blight and health risk be addressed. Lincoln's small population is also a disadvantaged community that suffers from an older population (median age of 61.5 year 2023). Social vulnerability index (SVI) is a tool for identifying disadvantaged communities. The USDA overall SVI for Lincoln is 0.91 (very high). Based on these factors, Lincoln does not have the tax base and Lincoln has no funding to support cleanup for redevelopment. Funding sources for this type of work are very limited and Brownfields funding is the best source that could directly provide cleanup funds. Winning this grant will provide a piece of cleanup funding necessary for MFPIP to expand and become a true success story. This will be the start of our recovery which will hopefully pave the way for additional development, new jobs, and increased tax revenue.

#### **2.b. Health or Welfare of Sensitive Populations**

This grant will make substantial improvements to both the health and welfare of the target community, with particular benefits for low-income families, children, older adults, and pregnant women residing near P4AE. The funding will facilitate redevelopment of the site, create new employment opportunities, and increase local tax revenue. In addition, it will address health risks associated with on-site contaminants by reducing exposure for visitors and future workers at P4AE. Currently, youth are especially vulnerable, as the abandoned site attracts children who may engage in vandalism and subsequently face exposure to asbestos and other hazardous substances. Adult trespassers, often individuals with limited income, education, and lacking health insurance, frequently attempt to salvage remaining materials, further increasing their risk. The area is also known to be used for illicit drug activities. These historically underserved populations have less access to healthcare and face higher risk of disease due to contaminant exposure. Remediation will remove pathways of exposure and promote positive

redevelopment, reducing crime and vandalism in the process. Many individuals with low incomes face a poverty trap or limited labor mobility due to the financial barriers associated with relocating to regions offering better employment opportunities.

<b>Health Statistics for Penobscot County Shared Community Health Needs 2025</b>				
<b>Data for the year 2022</b>	<b>Lincoln*</b>	<b>Penobscot County</b>	<b>Maine</b>	<b>US</b>
Median Household Income	\$33,750	\$59,438	\$68,251	\$75,149
Unemployment Rate	2.9%	2.9%	3.1%	3.6%
Individuals Living in Poverty	19.9%	13.4%	10.9%	12.5%
Children Living in Poverty	12%	14.8%	13.4%	12.4%
65+ Living alone	NA	31.2%	29.5%	27.2%
High School Student Graduation	79.3% **	86.5%	87.3%	87%
Food insecurity	NA	14.3%	13.0%	13.5%
Rent to income ratio*	40.3%	NA	30%	30%

\*-Data USA, \*\*-Lincoln public school record, 2023, NA-Not Available

**2.c Greater Than Normal Incidence of Disease and Adverse Health Conditions**

This grant award will address health risks related to the migration of asbestos and exposure to polychlorinated biphenyls (PCBs). Remediation of these contaminants will enable the safe demolition of derelict buildings and support redevelopment initiatives designed to promote the well-being of the adjacent low-income community, local youth who may inadvertently access the site, and future employees of Biofine. The target community is predominantly low-income, experiences educational barriers, and has a high proportion of uninsured individuals. Furthermore, the area demonstrates increased rates of drug overdose and cancer mortality. Studies and local accounts have indicated that mill workers in Maine have historically faced a higher incidence of certain cancers compared to the general population. This elevated risk has been linked to exposure to various industrial chemicals, such as dioxins and asbestos, used in paper production processes. Data recently released by the National Institute for Occupational Health and Safety, shows that Maine suffers the highest death rate from mesothelioma (a form of cancer caused by asbestos) of any state in the nation. The most vulnerable residents reside in neighborhoods near the mill and endure notable socioeconomic challenges.

<b>Health Statistics for Penobscot County Shared Community Health Needs 2025</b>			
<b>Data for the year 2022</b>	<b>Penobscot County</b>	<b>Maine</b>	<b>US</b>
Drug overdose death per 100,000 population	62.0	37.3	21.5
Overall Death Rate per 100,000	905.8	844.3	715.2
All Cancer deaths per 100,000 population	169.5	159.9	144.1
Lung Cancer Deaths per 100,000 population	45.9	40.2	31.8
Heart Attack Deaths per 100,000 population	29.6	24.6	26.8
Diabetes Deaths per 100,000 population	29.6	25.2	25.4
Suicide Deaths per 100,000	17.6	18.3	14.1
Asthma (adults)	13.4%	11.6%	9.8%
Adult Obesity	35.0%	31.9%	33.9%
Lifetime Depression	23.6%	23.0%	19.5%

Fair or Poor Health	18%	15.3%	14.8%
Life Expectancy	76.1	78.6	77.5

**2.d. Economically Impoverished/Disproportionately Impacted Populations**

Lincoln residents face significant challenges due to low median household income, high prevalence of health concerns, and increased susceptibility to environmental hazards. Building upon these realities, targeted interventions are essential to empower residents and reduce the disproportionate burden they bear. Through collaborative partnerships and focused support for job creation, health education, and environmental improvement, the community will be better positioned to recover from historic disadvantages while safeguarding the well-being of all residents, especially those most affected by poverty and environmental risks.

This grant will provide funding for conducting educational neighborhood and other public meetings to discuss environmental issues and give strategies to reduce exposure which will reduce the incidence of cancer and other diseases. It will also lead to job creation to increase household median income and allow residents to obtain better housing and healthcare. Because the ill-health of rural people may be linked to higher rates of poverty, rural economic development is a key component for offsetting this disparity. MFPIP is our best target strategy to increase rural economic growth and employment growth. MFPIP will contribute directly to the health of our citizens by reducing harmful exposures and contribute indirectly by improving the overall social benefit to our community. This will alleviate these disadvantages by creating jobs, reversing bright, removing risks associated with contamination, increasing the tax base, and providing the community with hope for a more prosperous future. Anticipated new development will cater to the disadvantaged community living near the site that needs the type of jobs that already match their skill set. These jobs and their proximity to the at-risk community will enhance economic development and reduce the factors that would lead to displacing residents.

Moody’s Analytics identifies Maine as one of 22 states in recession. A major factor is the 35% tariff on imports from Canada, Maine’s largest trading partner and major source of tourism. In August 2025, Maine’s exports were down 29%. Maine’s annualized GDP grew only 2.4% in the second quarter of 2025, leaving Maine’s economic growth 40th in the U.S.

**2.e. Project Involvement & 2.f. Project Roles**

We will convene a steering committee that includes representatives from our underserved community and people listed below. They will provide grant assistance and efforts to plan for site redevelopment. Lincoln shall encourage equal involvement of all people with respect to the redevelopment and decisions.

**Forest Opportunity Roadmap/Maine (FOR/Maine)** James Beaupre, University of Maine (Co-Chair) p. 207-581-1345 [james.beaupre@maine.edu](mailto:james.beaupre@maine.edu) FOR/Maine is a cross-sector partnership supporting Maine's leadership in the global forest economy. Its main aim is to optimize wood products manufacturing, attract new investment, and drive innovation in forest products. James Beaupre is actively planning and recruiting businesses for the site.

**Eastern Maine Development Corporation (EMDC)** Jennifer King, Chief Operating Officer p. 207 974-3238 [jking@emdc.org](mailto:jking@emdc.org) EMDC is a Certified Development Company, Micro-Enterprise Development Organization (MDO), certified SBA Lender, and Certified Institution (CDFI). EMDC offers alternative financing resources, a variety of commercial lending services, and supports development projects such as MFPIP through capital access.

Lincoln will maintain a partnership with the **Penobscot Indian Nation** Sean O’Brien, Brownfields Program Coordinator, p. 207 817-7338 [Sean.O’Brien@penobscotnation.org](mailto:Sean.O’Brien@penobscotnation.org).

**Lincoln** will have a tribal member to collaborate with our redevelopment efforts and provide insights to develop the trail system and boat launch for the Penobscot River access.

**2.g. Incorporating Community Input**

Lincoln shall advertise and conduct meetings at the town office. We will also conduct neighborhood and in-person public meetings with the options to participate on-line through Zoom or one-on-one meetings for those most impacted by the cleanup and redevelopment. Community concerns and questions can be answered during these meetings, but we will also provide a means to forward written and oral questions through the **Lincoln** website, social media, the telephone, face-to-face conversations, and traditional media. A repository of all meeting notes, comments and responses, and documents will be available at the Town office. **Lincoln** will have our QEP and knowledgeable stakeholders at all meetings to provide information and conduct informed responses to community questions about each aspect of our cleanup and redevelopment. We anticipate that the community feedback and suggestions received may alter our anticipated activities but will allow cleanup and redevelopment that will best serve the community. Meetings will take place prior to and after remediation and at appropriate times to discuss options and updates. The meetings will be designed to convey useful data regarding environmental conditions, strategies for reducing human exposures to contaminants, cleanup plans, and redevelopment options. All citizens have the right to participate as equal partners at every level of decision making.

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

**3.a Proposed Cleanup Plan**

Our QEP will draft a final ABCA, remedial action plan, QAPP, and bid specifications for ACM and universal and potentially hazardous waste cleanups. Once the most qualified and cost-effective cleanup contractor is selected, cleanup will be conducted. Our QEP will oversee all cleanup. Costs to complete the cleanup are based on the ABCA which incorporates data generated from the TBA. The TBA cleanup costs were estimated at \$3.15 to \$4.41M. This cost factors in the 30% cost reduction due to the approval of the on-site ACM disposal cell. All universal and potentially hazardous waste will also be removed at an estimated total cost of \$50,000. Following remedial operations, the QEP will draft closure reports. Costs to complete all the work are included in the budget.

**3.b. Project Implementation, 3.c. Anticipated Project Schedule, 3.d. Task/Activity Lead, and 3.e. Outputs**

<b>Task 1: Cooperative Agreement Oversight and Community Outreach</b>
3.b.i. Project Implementation: <b>Lincoln</b> will procure a QEP and cleanup contractors in accordance with 40 CFR 30, 2 CFR 200, and 2 CFR 1500. Lincoln will oversee all the required reporting including submittal of 4 years of quarterly reports, M/WBE achievements, ACRES updates, and final reporting. A QEP will assist us with grant management, project oversight, and community engagement. We will travel for State & National Brownfields Conferences, as well as other relevant training during the four-year grant period. We will conduct community engagement meetings for town residents and interested stakeholders at significant project milestones. We will use our network to inform the public and update community bulletin boards, our website, and social media sites.
3.b.ii. Anticipated Project Schedule: Four-year duration of the grant ongoing quarterly and at significant milestones for public meetings. In year one, the QEP will be hired during Q1 and public meetings will be held in Q2. Community meetings will take place to discuss each

cleanup and redevelopment phase. This will include redevelopment planning and important updates. All grant reporting will take place throughout the grant duration.
3.b.iii. Task/Activity Lead(s): Lincoln's Project Director, with the assistance of the QEP.
3.b.iv. Output(s): Attendance at two national and or state Brownfields conferences; issue an RFP for a QEP, Conduct up to 6 community meetings following our Community Relations Plan, complete quarterly reports (16), MBE/WBE and closure report, ACRES updates.
<b>Task 2: Environmental Reporting and Engineering</b>
3.b.i. Project Implementation: The Lincoln Project Director will oversee work performed by the QEP which will include preparation of a Cleanup Plan (CP), final ABCA, QAPP, entry of the site into the Maine Voluntary Response Action Program (VRAP), cleanup closure documentation, and assurance that cleanups meet their objectives; produce one RFP needed to select qualified cleanup contractor
3.b.ii. Anticipated Project Schedule: Entire 4-year grant, but primarily within 12 months. In year one the final ABCA, a cleanup plan, and a contractor request for proposals will be drafted during Q2, and a contractor will be hired, and cleanup work will begin Q3.
3.b.iii. Task/Activity Lead(s): QEP and Lincoln Project Director
3.b.iv. Output(s): final ABCA; CP; QAPP; RFP for cleanup tasks; VRAP submission; 2 Cleanup Reports
<b>Task 3: Asbestos Abatement, Waste Removal, &amp; Disposal</b>
3.b.i. Project Implementation: QEP to oversee ACM abatement contractor, that will perform removal and transport of ACM and waste from the buildings throughout the parcel and employ all engineering controls and protect all from airborne contaminants.
3.b.ii. Anticipated Project Schedule: Cleanup will begin Q3 of year 1 and last 12 quarters
3.b.iii. Task/Activity Lead(s): QEP, Lincoln Project Director to oversee Contractor
3.b.iv. Output(s): Remediation of ACM (988 linear ft of thermal insulation, 120,300 ft <sup>2</sup> of roofing, and 15, 292 ft <sup>2</sup> of flooring, ceiling, and wall panels) transportation and disposal of Universal and hazardous wastes to licensed treatment and disposal facilities, in accordance with applicable state and federal rules and regulations. Proper documentation of all waste and ACM removal, transportation and disposal in accordance with applicable rules & regulations.
<b>Task 4: Administrative Costs</b>
3.b.i. Project Implementation: Lincoln Project Director and staff to ensure all grant requirements are done according to the agreement and on time.
3.b.ii. Anticipated Project Schedule: Completed throughout the grant cycle.
3.b.iii. Task/Activity Lead(s): Lincoln Project Director to ensure cooperative agreement is compliant with requirements and completed on time.
3.b.iv. Output(s): One successfully completed grant.

**3.f. Cost Estimates** Estimates for QEP costs were determined by two experienced QEPs that have worked on LP&T projects. It should be noted that if additional funding is needed for cleanup, we will seek funding from one of two Brownfields RLFs that serve our region.

**Task 1: Cooperative Agreement Oversight and Community Outreach & Engagement:**

Levesque and Rusbult are 1099 employees with no fringe. The Town Manager (TM) is \$36.56 with \$19.69 fringe. Rusbult 120 hrs x \$100 = \$12,000, TM 36 hrs x \$56.25 = \$2,025, Levesque 150 hrs x \$300 = \$45,000; Brownfields conferences (\$3,600 = \$1,000 airfare & car, \$2,600 hotel and food). Miscellaneous supplies and postage \$300.00. QEP time to assist with meetings, closure report, Qrtly reports, and ACRES updates \$18,600.

**Task 2: Environmental Reporting and Engineering:** Rusbult 40 hrs x \$100 = \$4,000, TM 12 hrs x \$56.25 = \$675, Levesque 20 hrs x \$300 = \$6,000; QEP time to draft RFPs (3); RAP (1); final ABCA (1); QAPP (1); HASP (1); Cleanup Reports (3) \$65,000.

**Task 3: ACM Removal:** Rusbult 42 hrs x \$100 = \$4,200, Levesque 12 hrs x \$300 = \$3,600; QEP = \$45,000 to oversee ACM removal remedial costs of \$3.4M and U-and Haz. wastes removals including mercury light ballasts, fluorescent lights, mercury light switches, and thermostat bulbs (3 tons) at \$350,000.

**Task 4: Admin Costs:** Rusbult 48 hrs x \$100 = \$4,800, Levesque 24 hrs x \$300 = \$7,200.

Budget	Agreement Oversight and Community Outreach	Environmental Reporting and Engineering	ACM, Oil, U & Haz Waste, and PCB Cleanups	Admin Costs	Total
Personnel	\$58,316.16	\$10,438.72	\$7,800.00	\$12,000.00	\$88,554.88
FringeBenefits	\$708.84	\$236.28	\$0	\$0	\$945.12
Travel	\$3,600.00	\$0.00	\$0.00	\$0.00	\$3,600.00
Equipment	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Supplies	\$300.00	\$0.00	\$0.00	\$0.00	\$300.00
Contractual	\$18,600.00	\$65,000.00	\$45,000.00	\$0	\$128,600.00
Construction	\$0.00	\$0.00	\$3,778,000.00	\$	\$3,778,000.00
Other	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Total Costs	\$81,525.00	\$75,675.00	\$3,830,800.00	\$12,000.00	\$4,000,000.00
Indirect Costs	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Total Budget	\$81,525.00	\$75,675.00	\$3,830,800.00	\$12,000.00	\$4,000,000.00

### **3.g. Plan to Measure and Evaluate Environmental Progress and Results**

Lincoln and its QEP will formulate an electronic calendar to track and evaluate progress. We will list all tasks, outputs, and the anticipated schedule to ensure the goals are reached. Examples of outcomes may include but not be limited to; community outreach meetings, participation levels, and discussions; hiring of a QEP and cleanup contractor; completing environmental reports; cleanup of the site; cleanup documentation and cleanup reports; site redevelopment plans and completion; generation of jobs; increase in tax base; and community employment in the developed jobs. During meetings, the Lincoln Project Director and the QEP will evaluate each task and scheduled milestones to determine if adjustments need to be made to accelerate work to meet the schedule or if the schedule should be adjusted. We anticipate completing the grant prior to the grant's 4-year duration but will continue tracking the grant into final development. We will also track progress through ACRES and quarterly reporting. We will seek feedback from the community and provide them with opportunities to comment on the schedule.

#### **4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE 4.a. Organizational Structure 4.b. Description of Key Staff**

Lincoln's team has successfully managed 2019 Community Wide and Site-Specific Assessment Grants, a \$750,000 Cleanup for the LP&T Lagoon, and a \$4 MIL Cleanup Grant for P3East. We shall manage this grant, if awarded, using a newly elected Town Manager (to be determined), Steve Levesque, Lincoln's Economic Development Advisor, with the support of Vicki Rusbult, who will serve as the Project Director, Grant Administrator, and Finance Director. A QEP will assist in grant management. **Steve Levesque**, possesses over 43 years of applied experience in large asset redevelopment, land use planning, community and economic development, environmental services and business management in both the private and public sectors. From 2006 to 2021, he served as the Executive Director of the Midcoast Regional Redevelopment Authority (MRAA) which led the transformation of the Brunswick Naval Air station into a thriving business community, Brunswick Landing, with now over 2,600 jobs at 150 businesses and an annual payroll over \$150 million. **Vicki Rusbult** has a Doctorate of Education/ Educational and Transformative Leadership from the University of New England and a Masters in Public Administration from the University of Maine. Vicki has more than 44 years' experience in project and grant development and management in the fields of economic development, community planning, transportation, cancer research, primary care research, and healthcare. Vicki oversees administrative and compliance functions, community and regional economic activities and provides technical assistance for infrastructure planning and development. While formerly employed with EMDC, she managed the Lending department including brownfields assessment and revolving loan programs. She led the EMDC annual Grants Development seminar series and provided one-on-one support to communities and non-profits seeking grant funds and business services.

#### **4.c Acquiring Additional Resources**

Through the continuous tracking of the schedule and milestones by Lincoln's Project Director and the QEP, we will have the ability to determine if additional expertise or resources are needed to complete the project. If needed, we will engage the required resources to comply with federal policies including 2 CFR 200, 2 CFR 1500, 40 CFR 33, and all required EPA solicitation clauses. Lincoln shall encourage and solicit bids from local businesses as qualified for tasks such as trucking and demolition services.

#### **4.d. Currently Has or Previously Received an EPA Brownfield Grant, (1) Accomplishments Past Performance and Accomplishments**

Lincoln received two assessment grants in 2019 and was able to manage the grants successfully by submitting all reporting requirements within the specified timeframes. These grants successfully closed. Four MEDECD RLF combination grants and loans were awarded in 2022, 2023, 2024, and 2025. A FY 23 Brownfield cleanup grant was awarded for Parcel 2, FY 2024 another Brownfield Cleanup grant was awarded for Parcel 3 East (Powerhouse#23). Both of these Lincoln grants are progressing. A VRAP application was completed and submitted to MEDEP for the combination of Parcels 4A, 4B, and 2.

#### **4.d (2) Compliance with Grant Requirements**

Lincoln has complied with all grant requirements in a timely manner and to the complete satisfaction of the grantor including ACRES updates.

## **B. Threshold Criteria for Clean-up Grants**

- (1) Applicant Eligibility
  - a. The Town of Lincoln is eligible for award.
  - b. The Town of Lincoln is not exempt from Federal Taxation Under Section 501(C) (4) of the Internal Revenue Code
- (2) Previously Awarded Cleanup Grants-The Town of Lincoln has acquired EPA Brownfield Cleanup Grants for Cooperative Agreement #'s 00A01166 and 00A01555.
- (3) Expenditure of Existing Multipurpose Grant Funds-The Town of Lincoln does not have a Multipurpose Grant.
- (4) Site Ownership-The Subject Property, a 4.91-acre sub-parcel referred to as Parcel 4A East, located within the Lincoln Pulp & Tissue Complex was acquired by the Town of Lincoln on August 19, 2025 and registered in the Penobscot County Registry of deeds, Book 17611, Page 173.
- (5) Basic Site Information
  - a. Parcel 4A East
  - b. 50 Katahdin Avenue, Lincoln, Maine 04457
- (6) Status and History of Contamination at the Site
  - a. Hazardous and or Petroleum Contamination: The site is contaminated by both hazardous substances and petroleum; however, primarily hazardous.
  - b. Operational History and Current Use: In 1883 Lincoln Pulp & Tissue (LP&T) took over two former sawmills and a tannery to establish a pulp and paper mill. The LP&T site consists of 369-acres near the heart of downtown Lincoln and adjacent to the Penobscot River as well as a portion of the Penobscot Indian Nation (PIN). The Mill Complex was reportedly developed in 1883 to process black ash/soda (sodium carbonate). In 1893 the process was converted to sulfite pulp and the acid plant's sulfur burner & filter plant was constructed. The Filter Building designed to treat process water prior to discharge to the stream, was constructed in 1929. In 1958, Kraft paper was introduced to the mill and the current Pulp Mill (Building #10) was completed. The facilities wastewater treatment plant began functioning sometime between 1972 and 1975.

The LP&T mill was closed in 2015. Following the closure, EPA conducted remedial activities including, but not limited to, the removal of a variety of wastes, two petroleum aboveground storage tanks (ASTs), and caustic residue within various ASTs. In 2019, a recycling contractor dismantled and transported off-site recyclable materials. Building materials and equipment were demolished and discarded for access to the recyclable materials. Therefore, the condition of the site is poor with debris scattered throughout, buildings no longer habitable, and damaged tanks no longer usable. With the exception of Phase II investigations under the Town of

Lincoln Site Specific Brownfield Assessment grant being conducted, Parcel 3 West has been idle.

- c. Environmental Concerns: It was noted during a Hazardous Waste Inventory conducted by Sevee & Mahar in 2016 (SME 2016) that the Paper Mill (Bldg #22) was grossly contaminated with asbestos containing material (ACM) so much so that warning signs were posted on the doors restricting entrance to only those with the appropriate level personal protective equipment. A rough estimate for ACM remediation was concluded but did not detail the materials or corresponding volumes as was conducted for smaller and less impacted buildings within LP&T. In an EPA Targeted Brownfield Assessment (TBA) of Bldg #22 conducted by John Turner Consulting, dated September 24, 2024 an investigation consisted of collecting 956 samples of ACM, 35 samples of paint and caulk for PCBs, and 16 for other contaminants, were analyzed and an inventory of hazardous materials was completed. Therefore, no further ACM assessment is anticipated.
- d. How the Site Became Contaminated and extent of contamination: The 100+ years of industrial use at the site as a paper mill and the lack of any regulatory guidelines for many of those years has resulted in releases of hazardous substances and petroleum products through storage, transfer, overfills, damage, and or other means of releases. The ACM is predominant throughout all LP&T buildings and was a common building material used during the construction of these buildings. The original western portion of the Paper Mill Building #22 was constructed in 1921.

(7) Brownfield Site Definition

- a. Parcel 3 West or any other portion of the former Lincoln Pulp & Tissue site is not listed or proposed for listing on the National Priorities List.
- b. Parcel 3 West or any other portion of the former Lincoln Pulp & Tissue site is not subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA
- c. Parcel 3 West or any other portion of the former Lincoln Pulp & Tissue site is not subject to the jurisdiction, custody, or control of the US government

(8) Environmental Assessments Required for Cleanup Grant-Phase I ESA, for the entire LP&T site dated July 8, 2019

Phase I ESA for Parcel 2, 4A, and 4B, dated September 20, 2022

Phase I ESA for Parcel 20-3 and 20-4A, dated November 1, 2023

Parcel 4 Lincoln Paper and Tissue Mill Site Specific Quality Assurance Project Plan, dated May 17, 2021.

Phase II Environmental Site Assessment Parcel 4, Lincoln Pulp & Tissue, dated October 7, 2021

Analysis of Brownfields Cleanup Alternatives, Parcel 4A East, Lincoln Pulp & Tissue, 50 Katahdin Avenue, Lincoln, Maine, dated October 15, 2025

All reports Prepared by Campbell Environmental Group, Inc. are ASTM compliant.

- (9) Site Characterization
- a. Not applicable, The Town of Lincoln is not a State or Tribal Environmental Authority. TBA conducted by John Turner Consulting should be adequate for ACM and PCB materials.
  - b. i. (a) See attached letter from Christopher Redmond, of the Maine Department of Environmental Protection Voluntary Response Program. A copy of the draft VRAP No Action Assurance Letter is attached. (b) The site is eligible (c) No further ACM is anticipated.
  - b. ii TBA conducted by John Turner Consulting should be adequate for ACM and PCB characterization. If further characterization is needed, the Town of Lincoln has a Brownfield Community-wide Assessment grant.
  - c. Not applicable, the site is eligible.
- (10) Enforcement or Other Actions-There are no known ongoing or anticipated environmental enforcement or other actions related to the site for which Brownfields Grant funding is sought.
- (11) Site Requiring a Property-Specific Determination  
We have reviewed Section 1.5 in the Information on Sites Eligible for Brownfields Funding under CERCLA 104K and confirmed that a Property-Specific determination is not required.
- (12) Threshold Criteria Related to CERCLA/Petroleum Liability
- a. Property Ownership Eligibility information for Hazardous Substances Sites
    - i. Exemption to CERCLA Liability
      - (1) Indian Tribes-Not Applicable
      - (2) Alaska Native Village Corporation and Alaska Native regional Corporation-Not Applicable
      - (3) Property Acquired Under Certain Circumstance by Units of State and Local Government-Town of Lincoln acquired P4A East due to LP&T bankruptcy; then transferred to LBDC
    - ii. Exceptions to Meeting the Requirements for Asserting an Affirmative Defense to CERCLA Liability
      - (1) Publicly Owned Brownfield Sites Acquired Prior to January 11, 2002-Not applicable
    - iii. Landowner Protections from CERCLA
      - (1) Bon Fide Prospective Purchaser Liability Protection
        - (a) Information on the Property Acquisition- Deed attached

- (i) Town of Lincoln acquired the property through a combination of bankruptcy and tax delinquency prior to transferring the property to LBDC.
- (ii) Acquired by the Town of Lincoln on August 19, 2025.
- (iii) The Town of Lincoln has Sole Ownership of parcel P4AE. Deed is attached.
- (iv) Acquired property from Lincoln Forest Products Innovation Corporation (LFPIC)
- (v) The Town of Lincoln has no affiliation with LFPIC other than some collaboration on the redevelopment of LP&T.

(b) Pre-Purchase Inquiry

- (i.) An ASTM and AAI compliant Phase I was completed by Campbell Environmental Group, Inc. on August 18, 2025
- (ii.) The report was prepared by Richard Campbell, a Qualified Environmental Professional.
- (iii.) The Phase I ESA was conducted within 180 days of our acquisition of the property.

(c) Timing and/or Contributions Towards Hazardous Substances Disposal  
EPA conducted a removal of hazardous waste for the LP&T site from 2018-2019 prior to the Town of Lincoln's acquisition. The Town of Lincoln has not caused or contributed to any release of hazardous substances at the site. We have not, at any time, arranged for the disposal of hazardous substances at the site or transported hazardous substances to the site.

(d) Post-Acquisition Uses; Since acquiring the property through the present, no onsite activities are known to have occurred or have been authorized.

(e) Continuing Obligations: Describe in detail the reasonable steps you took with respect to hazardous substances found at the site to:

- (i) there have been no continuing releases to our knowledge, Town staff often monitor the site;
- (ii) prior hazardous material removal was conducted by EPA and regular inspections are conducted to secure any remaining containers awaiting future removal;
- (iii) as a result from securing the site from vehicle traffic, police patrol, and posting signage; we have prevented and limited exposure to any previously released hazardous substance.

Affirming Commitment to:

- (i) We will comply with any land use restrictions and not impede the effectiveness or integrity of any institutional controls;
- (ii) We will assist and cooperate with those performing the cleanup and provide access to the property;

- (iii) We will comply with all information requests and administrative subpoenas that have or may be issued in connection with the property; and
    - (iv) We will provide all legally required notices.
  - iv. Sites with Hazardous Building Material that is not Released into the Environment-Not applicable.
- b. Property Ownership Eligibility-Petroleum Sites: Not applicable

(13) Cleanup Authority & Oversight Structure

a. Cleanup Oversight

The Town of Lincoln will contract with a Qualified Environmental Professional (QEP) to oversee the cleanup process and retention of qualified remediation contractors. We anticipate hiring a QEP within 2 months of the grant award to assist with all aspects of the cleanup process including but not limited to public outreach, technical reporting, procurement, oversight, ACRES reporting, MEDEP Voluntary Response Action Program (VRAP) and regulatory agency communications. The QEP will be selected based on an RFP process consistent with the applicable competitive procurement provisions. The selected QEP will work in concert with the Town of Lincoln Administrator. Cleanup oversight will also be provided by State authorities as Parcel 2, 4A, and 4B submitted a MEDEP VRAP application on September 27, 2022.

b. Plan to acquire access to adjacent properties

The Site is bordered by three other LP&T parcels (Parcel 4A West, Parcel 3 East, and Parcel 5) to the east, north, and west. To the south of Parcel 4A are a mix of commercial properties and residences, a cemetery, and the Town garage. The Town of Lincoln is collaborating with all LP&T parcel property owner entities for the overall success of the future Maine Forest Products Innovation Park (MFPIP). The Town of Lincoln our most invested stakeholder, is proposing a truck bypass that will detour truck traffic away from the main road artery to the downtown area providing access to MFPI through the western portion of LP&T.

Should we need to acquire access to adjacent properties as part of our cleanup efforts, Town of Lincoln, will personally contact adjacent property owners and negotiate any appropriate conditions and or compensation.

(14) Community Notification

a. Draft Analysis of Brownfields Cleanup Alternatives

A draft ABCA was prepared by Campbell Environmental Group of Falmouth Maine. The ABCA was reviewed by MEDEP VRAP personnel and appropriately summarized the Site, contamination issues, cleanup standards, and applicable laws. It also evaluated cleanup alternatives including information on the effectiveness, implementability, resilience to potential extreme weather events, cost, and reasonableness. A copy of the draft ABCA has been attached to this submittal.

b. Community Notification Ad

A community notification was placed on the Town website (lincolmaine.org) and Facebook on October 15, 2025. The notification indicated that a copy of the grant application and draft ABCA(s) was available for public review and comment; indicated how to comment on those documents, where the draft application was located, and provided the date, time, and location of a public meeting to discuss the documents and proposed project. The notification was issued more than two weeks (14 days) prior to our submittal of this application.

c. Public Meeting

A public meeting to discuss the draft application (including ABCA) and consider public comments prior to submittal of this application was held on October 22, 2025 at 5:30 pm at the Town Office, 29 Main Street, Lincoln. A summary of the public comments, meeting notes, and meeting sign-in sheet have been attached to this submittal.

d. Submission of Community Notification Documents

Documentation associated with our Community Notification Ads and subsequent Public Meeting are attached to this submittal. Attachments include;

- A copy of the draft ABCA(s);
- A copy of the screenshot of the notification on our website
- A summary of the comments received;
- Our response to public comments;
- A summary from the public meeting; and
- meeting sign-in sheet/participant list.

(15) Named Contractors and Subrecipients

Not Applicable. The Town of Lincoln has not named or selected any contractors or subrecipients to conduct work proposed in this application.



JANET T. MILLS  
GOVERNOR

STATE OF MAINE  
DEPARTMENT OF ENVIRONMENTAL PROTECTION



MELANIE LOYZIM  
COMMISSIONER

January 14, 2026

Town of Lincoln  
Attn: Ruth Birtz, Project Director  
29 Main Street  
Lincoln, ME 04457

Dear Ruth Birtz:

The Maine Department of Environmental Protection (Department) acknowledges that the Town of Lincoln (Town) plans to conduct the cleanup of a brownfield site and is applying for an FY26 Environmental Protection Agency (EPA) Brownfields Cleanup Grant.

The Town has developed an application requesting site-specific federal Brownfields Cleanup funding for the Lincoln Paper & Tissue Parcel 4A East site located at 50 Katahdin Avenue, Lincoln, Maine.

The Department affirms that:

- i. The Town has requested State oversight for the site;
- ii. The site is eligible to be overseen by a State program or office; and
- iii. Based upon the environmental site assessments performed to date and information provided by the applicant, the State oversight program concurs that the site has had a sufficient level of site characterization for the remediation work to begin.

For any questions regarding this letter, please contact Chris Redmond 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: EPA Brownfields Region 1

AUGUSTA  
17 STATE HOUSE STATION  
AUGUSTA, MAINE 04333-0017  
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PORTLAND  
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