



**Town of Camden
Select Board Workshop
December 9, 2021 – 1:00 PM
French Conference Room**

Select Board workshops are broadcast live on Spectrum Cable TV channel 1303
and web streamed at: www.youtube.com/TownofCamdenMaine

Agenda

1. Cleanup Grant Close-out:
 - a) Brownfield Cleanup Grant Background Summary
2. Site Reuse/Redevelopment:
 - b) Memo: Overview & Update on Tannery Redevelopment
3. Adjourn

Key Contacts:

Stephen Dyer PE, Senior Project Manager, Principal, Ransom Consulting stephen.dyer@ransomenv.com
Jeremy Martin, Planning and Development Director, TOC jmartin@camdenmaine.gov
Audra Caler, Town Manager, TOC, acaler@camdenmaine.gov
Alan Peterson, EPA Project officer

Tannery Site, Brownfield Background Summary:

The USEPA Brownfield Grant facilitates the remediation of the former Tannery property with the goal of preparing the site for future development opportunities. In 2018, the Town of Camden (the Town) received a Brownfield Cleanup Grant to address contaminated soils on the former Tannery property in preparation for redevelopment. As a way to encourage reuse of brownfield properties, communities that receive cleanup grants often partner with a developer to implement a cleanup plan as part of redevelopment of the site. This can reduce overall costs for both parties – culminating in the remediation of the site and the sustainable reuse of the property, which is the goal of the USEPA Brownfield Program.

In 2019, as the Town was about to release a Request for Proposals for the reuse of the Tannery site, concerns were raised about the existence of solid waste and potential contamination on the Megunticook River's riverbank. This area was never fully assessed in prior environmental assessments. Understanding the riverbank concerns of the Town, in the fall of 2019, the USEPA funded a Targeted Brownfield Assessment (TBA) to better understand the conditions and possible contamination along the riverbank. The TBA identified solid waste and additional areas of contaminated soil.

After the completion of the TBA, the Town moved forward with a Request for Proposals for the redevelopment of the site, which would coincide with the Town's cleanup efforts. The Town received four proposals, which included a large residential apartment project submitted by Northland/Dovetail; an industrial maker-space development submitted by Cranesport; a three-lot single-family housing development submitted by Midcoast Habitat for Humanity; and a Tannery Park proposal submitted by the Friends of Tannery Park. The Town's Select Board asked CEDAC to conduct a review and evaluation of each of the proposals. CEDAC spent many weeks evaluating the proposals with the goal of getting development proposals to the Select Board for review with hopes of getting a selection to voters in June of 2021. The Select Board narrowed their focus down to the Northland/Dovetail and the Cranesport proposals. After discussion and evaluation, the Select Board focused on the Cranesport proposal, asking Cranesport to add a residential component to their original proposal. Cranesport and the Select Board were not able to finalize a proposal or development agreement in time for getting something to voters in June.

Brownfield Cleanup Grant Closeout Deadline:

The original Brownfield Cleanup Grant closeout and completion date was September 30, 2021. In June of 2021, the Town applied for a one-year extension. The new closeout and completion date is September 30, 2022.

Brownfield Grant Next Steps:

With a completion/closeout date of September 30, 2022, it is imperative that the Tannery property cleanup move forward as proposed in this summary. At this point, it is not possible to partner with a developer on the cleanup, but the Town can develop and will implement a cleanup plan that could facilitate a variety of future redevelopment options, understanding that the intent of the USEPA Brownfield Program is to facilitate "sustainable reuse" of contaminated properties. The grant requirements will take eight to nine months to complete. The actual/physical cleanup work will take a

month or so to complete. The closeout of the grant will take an additional month. With a completion/closeout date of September 30, 2020, it is imperative that we move this process along at this time, as we don't have room for delays. The Town will be up against the closeout date before we know it.

Tannery Property Scope of Work:

1. ABCA/RAP (Alternative Brownfields Cleanup / Remedial Action Plan) – The ABCA considers the site characteristics, surrounding environment, land use restrictions, potential future uses, and clean up goals and includes:
 - Information about site and contamination issues (contaminant sources, exposure risks), clean up standards, applicable laws, alternatives considered)
 - Effectiveness – the ability to implement and the cost of the proposed cleanup
 - Evaluation of the resilience of the remedial options
 - An analysis of reasonable alternatives – range of proven cleanup methods – including identification of contaminant source, exposure pathways, and an evaluation of corrective measures.
2. Possible Data Gap Sampling – assess/sample gaps in data.
3. Community Relations Plan – Describes how plans satisfy public involvement requirements.
 - Notice of the ABCA and the opportunity for the public to provide comments (written and oral)
 - Preparation of written responses to significant and appropriate comments and documentation of changes to the cleanup plan.
 - Preparation of the Administrative Record and notification of its availability.
4. Bid Preparation and Documents – Preparation of construction and cleanup plans and documents for qualified contractors to bid on.
5. Contractor Selection and Contract
6. Remediation and implementation of cleanup/cover system.
7. Closure Reporting
8. Grant closeout and expiration

Tannery Property Cleanup Tasks (Outline)

1. **ABCA/RAP** – 30 days (with MEDEP/EPA Review) Options for alternatives
 - EPA requirements
 - Choosing the best alt to spend \$ on
 - Define remediation alternatives as the following:
 - No action
 - Targeted soil removal
 - Complete soil removal (too expensive)
 - Cover system
 - Combination of soil removal and cover system
 - Focus of grant is targeted soil removal and remediation
 - Remedial Action Plan
2. **Data Gap Sampling** – 30 days (concurrent)

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- Collect samples from the upland area and from the Riverwalk/bank area
 - Hazardous waste - waste characteristic samples, determine where it goes \$50/ton-\$400/ton for disposal. TCLP Testing - [Toxicity Characteristic Leaching Procedure - chemical analysis process. Can run concurrent with ABCA submission/review process – Lead, PFAS, Arsenic, Chromium. Delineate lead boundaries. May change the design and affect the bidding
3. **Public Comment Period** – CRP 30 days
 4. **Bidding** – 30 days
 5. **Contractor selection and contract** – 30 days
 6. **Remediation Cleanup** – 30 days Focus of current funding on clean up on upland area and Riverwalk. Targeted soil removal and engineered cover system, environmental covenants. Riverbank issues are not preventing redevelopment of the site. Riverbank waste removal would carry significant permitting and construction costs. Seek future funding from Maine DEP/USEPA other sources to restore the riverbank.
 7. **Closure reporting** – 30 days
 8. **Grant expiration** - 9/30/2022

Tasks Timing/Schedule Summary (with limited opportunity for variation):

1. ABCA/RAP (with Maine DEP/EPA Review)	30 Days	1/15/2022 – 2/15/2022
2. Possible Data Gap Sampling	30 Days	Concurrent
3. Public Comment Period	30 Days	2/15/2022 – 3/15/2022
4. Bidding	30 Days	4/15/2022 – 5/15/2022
5. Contractor Selection/contract	30 Days	5/15/2022 – 6/15/2022
6. Remediation Cleanup	30 Days	6/1/2022 – 7/1/2022
7. Closure Reporting	30 Days	7/1/2022 – 8/1/2022
8. Grant Expiration		9/30/2022

Future Redevelopment/Reuse and Riverbank Work:

As the intent of the USEPA Brownfield Program is to facilitate sustainable redevelopment and reuse of Brownfield sites, the cleanup plan will be designed in such a way as to facilitate multiple redevelopment opportunities. Once the Brownfield Program cleanup is completed, the Town can revise and advertise the RFP that was previously developed or work with one of the previous entities that expressed interest.

In terms of the issues with the riverbank, we have been advised by the USEPA that it is “imperative we use the remaining funding efficiently and make definitive strides towards attaining a VRAP (MDEP closure) on the uplands portion of the property.” The Brownfield Cleanup Program is about the “sustainable reuse of contaminated properties.” USEPA recognizes the interest in cleaning up and beautifying the riverbank, but the cost of that are magnitudes higher than the funding we have available.



Memo

To: Select Board
From: Town Manager – Audra Caler
CC: Planning & Development Director – Jeremy Martin
Date: December 6th, 2021
Re: Overview and Update on Tannery Redevelopment

Dear Members of the Select Board:

The purpose of this memo is to provide an overview of the Town's 2020 request for proposals process, and the status of the responses received, to provide context for the Select Board's discussions on proceeding with a plan for the redevelopment of this site, which will be brought before voters for an ultimate decision.

In October of 2020 the Town received 4 proposals for the redevelopment of the former Tannery site in response to an [RFP issued by the Town](#). All four proposals are still posted on the Town Website: https://www.camdenmaine.gov/news_detail_T50_R42.php

In November of 2020 the Select Board tasked the Community and Economic Development Committee (CEDAC) with [evaluating the proposals received and preparing a report to the Select Board](#). The Select Board at the time ultimately authorized the Town Manager to enter negotiations with Cranesport LLC to develop a purchase and sales agreement based on a modified version of their original proposal that also included 10-12 dwelling units. However, there was not sufficient time for both Cranesport to modify their proposal and for the Town to draft and negotiate a purchase and sales agreement that could be put before voters in June of 2021. Furthermore, the changes to the Select Board as a result of the June elections in 2021 resulted in a scenario where there is no clear authority to move forward the prior Select Board's decision. As a result, progressing any plan for redeveloping/reusing the site have put on hold, until this discussion could be had with the current Select Board.

Regarding the 4 proposals submitted in 2020, the following is an update on the status of the proponents and their current interest in implementing the projects they proposed:

1. Cranesport LLC: The proponent continues to be interested in moving forward with their original proposal. While he expressed that adding housing to this proposal creates an added layer of complications they needed to work through, they were open to this possibility and would likely revisit the feasibility of this concept if the Select Board was willing to commit to working with him on an agreement.



2. Dovetail/Northlands: While they have not ruled out implementing the project proposed for the Tannery site, they have no interest in being involved in a contentious development project, particularly one that will require a series of Town Meeting votes on ordinance amendments, TIF agreements, etc.
3. Habitat for Humanity: Habitat continues to be interested in the site but recognizes 3 single family dwellings does not utilize this site to the greatest degree possible.
4. Friends of the Tannery: They continue to advocate for the use of this site as a park.

It should also be noted that a couple of other interested parties have informally approached the Town with an interest in developing housing on the Tannery.

The Select Board has several options for moving forward the process of redeveloping this property. These options range from continuing negotiations with Cranesport to beginning a new process for determining how to redevelop this site. Of all the potential options, I would caution the Board against issuing a new RFP. Every time the Town revisits the idea of seeking proposals for the site, expectations increase around finding the “perfect proposal” and subsequent entity making this proposal that will satisfy every vision of how the property should be used. I believe the Town is at a point where it is absolutely clear no such proposal and/or developer exists.

It’s incredibly common for any municipality that’s acquired a site like the Tannery to struggle with the question of how to redevelop it, become mired by competing visions for its reuse, and develop unrealistic expectations that the “perfect” solution will materialize. The instances where municipalities are able to move forward and put sites to productive reuse are those where the body of elected officials resign themselves to an imperfect outcome that is likely to be unappealing to some segment of the community. What I believe is most important is following a transparent process to arrive at a decision. If this decision entails an agreement with an external party to redevelop this site, what is put in front of voters must be clear in terms of what the Town is gaining and losing, what is required by the developer, and what recourse the Town has if the agreement is not executed as described. If the Town determines to take on the redevelopment and perpetual care of the site, the full commitment this entails must also be clearly and accurately outlined and understood by voters.