

## **GPCOG Brownfields Assessment Program Request for Proposals (RFP)**

### **1.0 Introduction**

The Greater Portland Council of Governments (GPCOG) is seeking proposals for the services of a qualified environmental consultant to serve as our partner in implementing a regionwide Brownfields program in Cumberland County, Maine. A Brownfields site is defined as “real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.” With funding from the American Recovery and Reinvestment Act (ARRA) of 2009, the U.S. Environmental Protection Agency (EPA) has awarded GPCOG two separate grants: one for the investigation of sites contaminated by petroleum and one for the investigation of sites contaminated by hazardous substances. In order to achieve economies of scale, GPCOG is issuing one RFP to address both types of sites.

### **2.0 Submission**

**Six (6) copies of the proposal must be received by 2:00 PM on September 11, 2009.** One (1) original and five (5) copies of the proposal shall be placed in a sealed envelope clearly marked “GPCOG Brownfield Assessment Program” and mailed or hand delivered to the following address.

Eben Marsh, Purchasing Manager  
Greater Portland Council of Governments  
68 Marginal Way, 4<sup>th</sup> Floor  
Portland, Maine 04101  
(207) 774-9891

Proposals by fax or e-mail will not be accepted.

### **3.0 Timeline**

The following timeline is approximate and subject to revision:

RFP released:	August 11, 2009
Questions submitted:	August 17, 2009
Proposals Due:	September 11, 2009
Proposal review:	September 14-25, 2009
Interviews with finalists:	September 29, 2009
Selection:	October 1, 2009

### **4.0 Fair Share Goals**

Consideration of all consultants, which includes equal opportunity for minority business enterprises (MBE) and women business enterprises (WBE), will be made in the Consultant selection process. GPCOG will exercise appropriate measures to ensure good faith efforts are made during Consultant selection. Fair share goals are to attract and utilize WBE/MBE contracts, subcontracts, and procurement.

## 5.0 Project Overview

Founded in 1969, the Greater Portland Council of Governments (GPCOG) is a not for profit, 501(c)(1) agency established, owned, and governed by member communities who join on a voluntary basis. Located in the historic city of Portland, GPCOG boasts a distinguished history of service to 25 municipalities in Maine's most populated and diverse region, stretching from Casco Bay in the east to Sebago Lake in the west. GPCOG's \$2.8 million budget is funded through a combination of member dues, service fees, and state and federal grants. Through its professional staff of twenty, GPCOG offers a range of programs and services in the following areas: Transportation Planning, Land Use Planning and Ordinance Review, Economic and Community Development, GIS/Mapping, Cooperative Services and Purchasing, Regional Corridor Planning, and Statewide Vanpool and Rideshare Coordination.

In 2004, the Maine Department of Environmental Protection (MEDEP) conducted a survey that identified over 250 potential Brownfields sites in Cumberland County. These sites are dispersed throughout the region but concentrated in villages and downtowns. Although the assessment will be countywide, the GPCOG Brownfields Program will target sites in Portland Harbor, Downtown Bridgton, Gray Village, and Steep Falls Village in Standish. See Appendix A for details.

To oversee the Brownfields program, staff will recruit and facilitate a Brownfields Team consisting of public and private sector officials with expertise in economic development, real estate, public health, and environmental issues. The GPCOG Brownfields Assessment Program will consist of the following phases.

1. **Inventory:** An inventory of potential Brownfields sites in Cumberland County will be constructed based on information from the MEDEP, municipal officials, and other sources.
2. **Phase I:** From an initial pool of promising sites, Phase I assessments will be conducted at 11 sites: 6 at sites contaminated by petroleum and 5 at sites contaminated by hazardous substances.
3. **Phase II:** Based on the results of Phase I, Phase II assessments will be conducted at 10 sites that have the most potential for redevelopment: 5 at sites contaminated by petroleum and 5 at sites contaminated by hazardous substances.
4. **Re-use planning:** Remediation/reuse plans will be developed for up to 6 of the Phase II sites: 3 at sites contaminated by petroleum and 3 at sites contaminated by hazardous substances.

In addition, public outreach throughout each phase will be essential to the success of the program, including educating communities on the benefits of Brownfields redevelopment; meeting with developers and property owners to negotiate their participation; communicating health and environmental risks to abutters and neighbors; and engaging stakeholders of selected sites in planning for redevelopment.

## 6.0 Consultant scope of work

The GPCOG Brownfields Program will target sites in Portland Harbor, Downtown Bridgton, Gray Village, and Steep Falls Village in Standish. To achieve cost efficiencies, consultants should plan to schedule meetings on different sites within the same community on the same day.

**1. Inventory.** During the inventory phase, the Consultant will be available to meet at least once with property owners, developers and municipal officials in the four targeted communities to communicate the benefits and risks of participation. The Consultant will assist GPCOG in developing a system to rate and rank potential Brownfields sites and to advise the Brownfields Team on the selection of sites. Following the identification of the most promising sites, the Consultant will complete Site Eligibility forms for submission to EPA.

**2. Phase I:** From an initial pool of the most promising sites, the Consultant will conduct Phase I assessments on 11 sites that meet the approval of EPA and MEDEP: 6 at sites contaminated by petroleum and 5 at sites contaminated by hazardous substances. Before commencing work, the Consultant will obtain access agreements with property owners. For each approved site, the Consultant will conduct a Phase I environmental assessment in accordance with American Society for Testing and Materials (ASTM) standard E1527-05. Draft reports will be reviewed for comment by GPCOG, EPA, MEDEP, and the property owner before the Consultant prepares a final submission with copies for each party. The Consultant will also participate in at least one public meeting in each of the four target communities to discuss Phase I and/or Phase II results.

**3. Phase II:** Based on the results of the Phase I assessments, the GPCOG Brownfields team will select up to 10 sites for a Phase II assessment: 5 at sites contaminated by petroleum and 5 at sites contaminated by hazardous substances. To address the Phase II component of the program, consultants will perform the following tasks:

- Prepare a Site Specific Quality Assurance Project Plan (SSQAPP) to include proposed sampling and analysis strategy and cost estimate for review by GPCOG, Brownfields Team, MEDEP, and EPA.
- Prepare a Quality Assurance Project Plan (QAPP) to include sampling procedures, analytical procedures, data management, and other procedures that will ensure quality control.
- Obtain all required permits for work at the site.
- Obtain Dig Safe Clearance
- Obtain services of necessary subcontractors.
- Conduct necessary environmental assessment and sampling procedures appropriate for a site in accordance with ASTM guidance.
- Submit draft reports for review and comment by GPCOG, EPA, MEDEP, and the property owner.
- Prepare final reports with copies for GPCOG, EPA, MEDEP, and the property owner.

**4. Reuse Planning:** The Consultant will help GPCOG staff design and deliver a planning workshop in six of the Phase II sites with the most potential for redevelopment. The Consultant will then develop a plan for remediation that is consistent with the Voluntary Response Action Program (VRAP) requirements and outlines reuse options for the site.

**5. Communications.** In order to serve as an effective partner for the GPCOG Brownfields Program, the Consultant will perform other activities as necessary, including, but not limited to, the following:

- Be available for consultation with GPCOG staff regarding all phases of the Brownfields Program, including public outreach, inventory, assessment, and reuse planning.

- Coordinate with appropriate EPA and MEDEP staff regarding Phase I and Phase II assessments.
- Provide technical support to the GPCOG Brownfields Team, including participation at bimonthly meetings.
- Consult with municipal officials, property owners, and developers in target communities.
- Prepare profiles of selected sites for the EPA's Assessment, Cleanup and Redevelopment Exchange System (ACRES) database, and update as necessary.
- Prepare quarterly progress and final closeout reports for EPA.
- Prepare semiannual report of progress in achieving MBE/WBE goals.
- Assist GPCOG in developing performance measures to monitor the program's impact.

## **7.0 Deliverables**

The Consultant will deliver the following reports to GPCOG in both digital and hard copy format:

- Site Eligibility Assessments for 11-15 sites
- 11 Phase I Environmental Assessment Reports
- One Quality Assurance Project Plan
- 10 site-specific Quality Assurance Project Plans (one per Phase II site)
- 10 Phase II Environmental Assessment Reports
- Provide all laboratory data in Electronic Data Deliverable (EDD) format to the MEDEP
- Provide all spatial data to be recorded in CAD or ArcMap GIS and provided to GPCOG and MEDEP
- 6 Remediation and Reuse Plans for selected Phase II sites
- Semiannual MBE/WBE updates
- Property profile forms of all sites for the ACRES database
- Quarterly and final closeout reports for EPA

## **8.0 GPCOG scope of work**

GPCOG will administer and manage the Brownfields Assessment Program. In addition, GPCOG staff will play the lead role in implementing the following tasks:

1. Developing an inventory of potential Brownfields sites, including database construction, photography, and GIS mapping.
2. Coordinating public outreach for the program, including organizing public meetings, creating informational brochures, and generating press coverage.
3. Facilitating the GPCOG Brownfields Team, including recruiting members, convening meetings, and taking notes.
4. Establishing the selection process for Brownfields sites.
5. Organizing planning workshops for selected Phase II sites.

## **9.0 Consultant selection**

The grant contains all financial resources necessary to conduct the program. Approximately \$330,000 is available for consultant work: \$165,000 for sites contaminated by petroleum and \$165,000 for sites contaminated by hazardous substances. Because this is funding from the ARRA, 35% of consultant funds must be spent in Year One ending August 1, 2010. GPCOG will select a consultant based on the following criteria:

- Clarity of the proposal, understanding of the project objectives, and responsiveness to the work program.
- The Consultant's experience and qualifications to perform the services outlined, including knowledge of the GPCOG service area and experience with Brownfields sites (both petroleum and hazardous substances)
- The extent to which the proposed costs and indicated level of effort are supported by the activity associated with each work task.
- Evidence that the firm has the human resources necessary to meet the timeline imposed by the ARRA.
- Ability to communicate findings to the general public.
- The degree to which the Consultant demonstrates an ability to work effectively and coordinate activities with GPCOG and other interested parties.
- A demonstrated good working relationship with MEDEP Brownfields Program staff.
- References.

## 10.0 Responses

Responses to this RFP should consist of the following elements.

### **Project Proposal**

- **Qualifications:** A statement of the firm's qualifications and capabilities as they relate to the scope of work outlined in the RFP, including the use and role of subcontractors.
- **Project Understanding:** The approach to be undertaken to help GPCOG implement its Brownfields program, including the Consultant's approach to the public outreach, inventory, assessment, and reuse planning phases as well as communications with municipal officials, property owners, and developers.
- **Technical Approach:** Expertise in working with sites contaminated by hazardous substances and sites contaminated by petroleum.
- **Key Staff:** A list of individuals, including the project manager and principal staff, who will be committed to this project and their professional qualifications.
- **Past Experience:** Documentation of relevant individual and firm experience, including a project description and contact name and address for references, plus any other information illustrating qualifications for performing the work outlined in this RFP.
- **Fair Share:** Identification of how the firm will help GPCOG meet WBE/MBE goals through contracts, subcontracts, and procurement.

**Cost Proposal:** The cost proposal must be submitted in a separate envelope and clearly contain the following elements:

- Names of key staff members and subcontractors expected to work on the contract.
- Personnel costs by task, including hourly rates and percentage of time devoted to inventory, Phase I, Phase II, reuse planning, and communications.
- Expenses by task, such as materials and travel.
- Overhead and profit charged to the contract.
- Total project cost.

## **11.0 Terms and conditions.**

GPCOG reserves the right to reject any and all proposals. Upon selection, GPCOG will execute a contract with the Consultant subject to, but not limited to, the following terms and conditions:

**Period of performance:** The performance period is October 1, 2009 to July 30, 2012.

**Timeline.** At least 35% of funds must be spent by August 1, 2010.

**Payment:** Payment for services will be made on a reimbursement basis. The Consultant must track and invoice costs associated with work on hazardous substance and petroleum sites separately.

**Insurance:** Consultant must maintain adequate insurance coverage, including general liability, professional liability, and workers compensation.

**Ownership of work:** All rights, titles to and ownership of the data, material, and documentation resulting from the contract will remain with GPCOG, its member towns, property owners, and/or EPA.

**State and federal laws.** Consultants and their subcontractors must comply with any and all applicable laws, statutes, ordinances, rules, regulations, and/or requirements of federal, state, and local governments and agencies thereof, which relate to or in any manner affect the performance of this agreement.

## **12.0 Questions**

All questions regarding this RFP should be submitted in writing to Eben Marsh by Monday, August 17, 2009. Responses will be posted at [www.gpcog.org](http://www.gpcog.org) within one week of this deadline.

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## **Appendix A**

### **Target Areas for GPCOG's Brownfields Assessment Program**

The Greater Portland Council of Governments serves 25 municipalities in Cumberland County, Maine's most populous region. Its 265,612 residents make up one fifth of the State's population extending from Portland, the State's largest city, to the lakes and foothills of the White Mountains. In 2004, the Maine Department of Environmental Protection conducted a survey that identified over 250 potential Brownfields sites in Cumberland County. These sites are dispersed throughout the region but concentrated in villages and downtowns. Although they occupy prime real estate, the risk of finding contaminants and the costs associated with clean-up routinely trumps redevelopment. These forces drive growth to greenfields, contributing to sprawl throughout the county. The target area for our Brownfields Program consists of the neediest areas that will not be redeveloped by market forces alone.

**Portland Harbor:** With a population of 64,249, the City of Portland is still one of New England's busiest seaports. It ranks #1 in tonnage, #2 in pounds of fish landed, and #2 in cruise ship visits. These activities support over 4,000 fishing, marine and tourism-related jobs and services. The Brownfields target area encompasses four sites on 90 acres of waterfront land, including the Portland Company complex (10 acres), site of a foundry that manufactured locomotives and ships; Sturdivant Wharf (2.4 acres), site of a welding operation; West Commercial Street (50 acres), site of a coal gasification plant and railroad yard; and Thompson's Point (30 acres), site of a railroad yard and cinder block plant. According to research commissioned by the Casco Bay Estuary Partnership, heavy metals such as arsenic, cadmium, chromium, lead, mercury, nickel, silver, and zinc are still found in high concentrations throughout Portland Harbor, a toxic legacy of industrialization that is linked to our Brownfields sites. The site of the former coal gasification plant on West Commercial Street in Portland, a potential Brownfields target area, contained the highest concentrations. Coal tar still oozes from the ground. The two railroad yards also likely suffer from petroleum contamination.

The subsurface sediments adjacent to these sites are also eligible for Brownfields assessment and remediation. The level of toxins in Portland Harbor has been monitored for over 20 years. But the presence of heavy metals can be traced back to the industrialization of Portland in the mid 1800's. Portland Harbor was host to a variety of industries, including a match factory, paint factory, locomotive foundry, sugar refinery, gas works, brick yard, petroleum storage and distribution facilities, and machine shops. In 2004, sediments at 20 sites were sampled for toxics. At all but one site, concentrations of polycyclic aromatic hydrocarbons (PAH's), known carcinogens, were elevated.

**Downtown Bridgton:** The town of Bridgton, population 4,883, is located 35 miles northwest of Portland in the foothills of the White Mountains and within the watershed of Sebago Lake, the water resource of the Portland Water District. Known as the trading center of Western Maine, the downtown boasted several industries, including the Bridgton Leather Company, a tannery; Forest Mills and Pondicherry Mill, woolen mills; Bridgton Canning Company, a food processor; and Jesse Murphy Sash and Blind Factory, manufacturers of wood products. According to the Bridgton Historical Society, the Great Depression "silenced the looms," although they continued to operate marginally until the 1950's. The Brownfields target area encompasses five sites on seven acres of land in the downtown area, which is home to 50% of the town's population. Of these, three likely suffer petroleum contamination.

**Gray Village:** The town of Gray, population 6,820, is located 15 miles north of Portland at the crossroads of the county. Its village lies at the nexus of several major roads, including I-495 and Routes 4, 26, 100, 115, and 202. Over time, the village has changed from a marketplace to a pass-through dominated by auto-oriented uses. Because the village sits on an aquifer that is the primary water supply for the town, development capacity is at a premium. The Brownfields target area encompasses six sites on 32 acres of land, including the Copp Motors property, a 30+ acre automobile junkyard. All are petroleum sites. The village is home to 1,000 residents, or 15% of the town's population.

**Steep Falls Village, Town of Standish:** The town of Standish, population 9,825, is located 20 miles west of Portland at the foot of Sebago Lake, the region's water supply. Nestled on the banks of the Saco River, the village of Steep Falls, population 700, was once home to a thriving natural resource economy that supported three grain mills: Wirthmore Feeds, Agway, and Purina; Sanborn's, a mill that produced boxes and barrels; Androscoggin Pulp and Paper Company, a paper mill; Ward's, a mill that made lobster traps; and Gunter's, a lumber mill. The village's prosperity was tied to the Mountain Division rail line, which facilitated the movement of goods from Maine to Canada. The abandonment of the railroad precipitated a cycle of decline leaving at least 6 potential Brownfields sites on 25 acres. Two are likely petroleum sites.