Public Meeting Minutes
Kiwanis Aquatic Facility & Dougherty Field, Portland, ME
August 19, 2025, 5:30 PM

Meeting Start: 5:30 PM
Meeting End: 6:45 PM

Meeting Hosts and Contact Information:

- Nathan Frazee, City of Portland: (207) 808-5400, nfrazee@portlandmaine.gov
- Austin Smith, Simons Architects: (207) 772-4656, austin@simonsarchitects.com
- Will Haskell, Gorrill Palmer: (207) 772-2515, whaskell@gorrillpalmer.com
- Ben Nault, Gorrill Palmer: (207) 772-2515, bnault@gorrillpalmer.com
- Emily Wassmer, TRC Environmental: (207) 298-0785, ewassmer@trccompanies.com
- Nick Barker, TRC Environmental: (207) 719-5576, nbarker@trccompanies.com

Attendees: Record with Parks, Recreation and Facilities.

Agenda: See Attached

Definition of Terms:

- **Maine Department of Environmental Protection (MEDEP)**: *the state environmental agency overseeing the assessment and cleanup.*
- **Remedial Action Guidelines (RAGs):** *risk-based target cleanup levels for contaminated sites established by MEDEP for various exposure scenarios and site uses.* https://www.maine.gov/dep/spills/publications/guidance/rags/Maine-Remedial-Action-Guidelines-2023-11-15.pdf
- **Voluntary Response Action Program (VRAP):** *In 1993, the Maine Legislature established the VRAP. The VRAP allows applicants to voluntarily investigate and cleanup properties to DEP's satisfaction, in exchange for protections from DEP enforcement actions.* https://www.maine.gov/dep/spills/vrap/
- **Dust Monitoring Program (DMP):** *a formal, comprehensive document outlining strategies to detect, monitor, and control dust emissions, ensuring a safe and healthy environment for workers and the surrounding community.*
- **Environmental Media Management Plan (EMMP):** *outlines how to manage and protect environmental media (air, water, soil, etc.) from contamination or degradation during a project's lifecycle, ensuring compliance and minimizing environmental impacts.*
- **Declaration of Environmental Covenant (DEC):** *legally binding, recordable instrument, created under the Maine Uniform Environmental Covenants Act (UECA), that imposes activity and use limitations on a property related to environmental remediation.*
- **Qualified Environmental Professional (QEP):** *an individual recognized for their expertise in environmental science and their ability to solve real-world environmental problems, often through a certification process that demonstrates their knowledge and experience.*
- **Clerk of the Works:** *a professional responsible for ensuring that construction work adheres to agreed-upon specifications, plans, and quality standards, and that health and safety procedures are followed.*

Contaminants of Concern:

- **Heavy Metals:** *elements including lead, mercury, cadmium, and arsenic that can be naturally occurring in the environment and/or introduced by human activity, which are persistent and can lead to adverse health and ecological effects.*
- **Polychlorinated Biphenyls (PCBs):** *a group of man-made, persistent, and toxic chemicals that were widely used in industrial applications, particularly in electrical equipment, but are now banned due to their environmental and health risks.*
- **Polycyclic Aromatic Hydrocarbons (PAHs):** *a group of organic compounds formed by incomplete combustion or high-pressure processes, often consisting of two or more fused benzene rings containing only carbon and hydrogen.*

Information Sources:

- City of Portland Project Website: https://portland.civilspace.io/en/projects/kiwanis-community-pool-project
- Maine DEP Electronic File Database: https://www.maine.gov/dep/maps-data/data.html - Remediation Site # REM03455
- Maine DEP Remedial Action Guidelines: https://www.maine.gov/dep/spills/publications/guidance/rags/Maine-Remedial-Action-Guidelines-2023-11-15.pdf
- Maine DEP VRAP Information: https://www.maine.gov/dep/spills/vrap/

Questions (Q) & Answers (A):

- **Q:** Will there be a cap placed on top of the contaminated/impacted soil?
- **A:** Yes. The contaminated soil will be covered with a permeable cap consisting of an orange marker layer and approximately 18 inches of soil above the marker layer. The existing upper 18 inches of soil in the field will be reused as the cap material, with the exception of an area in the northeastern portion of the field (see next Q&A). The cap may be supplemented with clean imported soil from an off-site source. The cleanup and capping approach is being overseen and is subject to approval by MEDEP.

- **Q:** Has the existing soil at Dougherty Field been tested? Is it contaminated?
- **A:** The top 2 feet of soil in Dougherty Field was sampled in December 2024 to evaluate potential exposures (see soil data tables and figures). Arsenic was detected in one soil sample (sample ID WC24-A-D2) above the applicable RAG for the Park User scenario. This sample contained arsenic at 27.3 milligrams per kilogram (mg/kg), compared to the Park User RAG of 26 mg/kg. The soil in this location will be excavated and placed under the cap. No other exceedances of the Park User RAG were identified in the soil samples collected from the field. The Park User RAGs were developed to be protective of individuals enjoying recreational activities at parks, athletic fields, and other open space over a long period of time. Please reference the MEDEP RAGs at the link above for additional information.

- **Q:** Where can we view the soil data? Is it publicly available?
- **A:** The soil data is publicly available and has been uploaded to the city's project website. It can also be viewed on MEDEP's online database (live link or use the URL provided above) by searching for Remediation Site Number REM03455.

- **Q:** How will the neighborhood/community be protected during soil movement and disturbance?
- **A:** A site-specific Environmental Media Management Plan (EMMP) is being followed during construction. This document details the requirements for soil and groundwater management during construction, which include requirements to cover stockpiles of contaminated soil, methods to prevent off-site soil tracking by heavy equipment, and regular inspections by a QEP. Additionally, site workers are following a Health and Safety Plan (HASP), and the city has voluntarily implemented a Dust Monitoring Plan (DMP). Per the DMP, dust monitoring is performed any time contaminated soil is disturbed. The monitoring includes the use of three meters that measure airborne dust – one meter is placed upwind of the work, one is placed downwind, and one is placed close to the nearest sensitive receptor (residence) regardless of wind direction. The meters automatically notify the project team if the dust measurement exceeds the acceptable level. The construction crew has been instructed to use a water mist if dust is observed and no soil movement will be permitted during strong winds. All environmental documents and plans have been reviewed and approved by MEDEP.

- **Q:** Is there any research or knowledge on cap and cover systems as it relates to effectiveness over time? Is there a period (after installation) in which they are no longer effective?
- **A:** Cap and cover systems are commonly used to prevent exposure to contaminated soil, and their effectiveness has been well documented and is an approved approach for managing contaminated soils through MEDEP. The cap and cover system will remain effective indefinitely as long as it is maintained. The city will inspect the cap and cover system annually, at a minimum, and repairs will be made if deficiencies are observed. MEDEP will also conduct periodic inspections of the cap and cover system.

- **Q:** What are the primary contaminants?
- **A:** The primary contaminants are heavy metals, PAHs, and PCBs. Please reference the fact she
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- ets, soil data tables, and figures for additional information.

- **Q:** *After defining polycyclic aromatic hydrocarbons (PAHs), the question was asked of the project team*—Can you explain what carcinogenic and teratogenic mean?
- **A:** A carcinogen is a chemical, physical, or biological agent that can cause cancer. A teratogen is an agent that can cause fetal abnormalities during pregnancy. Please reference the fact sheets for additional information on the contaminants of concern.

- **Q:** Will the cap and cover system reduce exposure to contaminants?
- **A:** Yes. The cap and cover system will prevent exposure to the contaminated soil. Exposure to contaminants will be reduced compared to current exposures once the capping is completed.

- **Q:** How toxic or harmful are these contaminants? What level of danger are people in? *After asking this question, the individual asked if the City of Portland could add more information to the project website with definitions and data.*
- **A:** Please refer to the fact sheets for the contaminants of concern, along with the previous Q&A.

- **Q:** Why is the City of Portland using contaminated soil from the Kiwanis Pool project to regrade the fields? What factors contributed to this proposed approach?
- **A:** The City has proposed this approach for several reasons: to protect human health by reducing the public's exposure to contaminated soil at the pool and in the fields, to provide a second upgraded project for the benefit of the community (regraded fields in addition to the upgraded aquatic facility), and to provide a cost-effective solution to managing the contaminated soil. Additionally, reuse of the contaminated soil beneath a cap and cover system on-site is considered to be a green/sustainable approach as it reduces emissions and additional exposures that would result from trucking the soil off-site.

- **Q:** How many locations does the City of Portland spread contaminated soils? Is this a common practice?
- **A:** Many sites in Portland are underlain with contaminated soil due to the urban and industrial history of the area. It is common for both municipalities and developers to leave contaminated soil in place under a cap and cover system to prevent exposure.

- **Q:** Would the Dougherty Field regrading project be moving forward if there was no stockpiled contaminated soil at the Kiwanis Pool?
  A: No. The regrading project would not be moving forward at this time due to lack of funding and resources. However, the proposed cap and cover system is providing a means to regrade the fields, while protecting human health and reducing costs overall.

- **Q:** *After acknowledging that dogs (though not allowed on the field) often dig into the subsurface, the question was asked of the project team*—is there concern that dogs will dig down into the contaminated soil and expose themselves or humans to the contaminants?
- **A:** Due to the thickness of the soil cap (18 inches), this is not a significant concern. Additionally, if the marker layer is visible, this will indicate that the soil cap has been compromised and requires repair. The cap and cover system will be inspected at least annually and repaired when deficiencies are noted. If park users observe an issue with the cap, please notify the city using SeeClickFix.

- **Q:** Can the City of Portland share a case study or example project where a capped site (landfill or other) is being used as an athletic field or recreational area, ideally where the remediation was completed 5-10 years ago and there is human health monitoring data?
- **A:**
  1. Bayside Trail, Portland, ME: VRAP site that included capping of contaminated soil along a recreational trail.
     https://www.portlandmaine.gov/1193/5344/Bayside-Trail
  2. Former Hudson Bus Maintenance Facility, Lewiston, ME: VRAP site that included raising the grade with contaminated soil from the Hartley Block site in downtown Lewiston with approval from MEDEP VRAP and Solid Waste (beneficial use permit). The site was capped with clean soil and redeveloped with the Mike McGraw Park.
     https://storymaps.arcgis.com/stories/d1654b1d977547c58cb87a726d0cac77
  3. Former Maine Leathers Tannery Site, Dover-Foxcroft, ME: VRAP site where contaminated soil was excavated, consolidated, and capped with clean soil and redeveloped with Brown's Mill Park.
     https://dover-foxcroft.org/?SEC=DD162142-D2CA-40EB-AFDB-422FD7BA703C

4. Millenium Park, Boston, MA: Former landfill where contaminated soil was capped with clean soil and redeveloped with recreational areas, athletic fields, and a playground. https://newtonconservators.org/property/millennium-park/
5. Parker Street Waste Site, New Bedford, MA: Former landfill and dumping area where contaminated soil was capped with clean soil and redeveloped with athletic fields and a dog park. Health monitoring was conducted. https://www.newbedford-ma.gov/environmental-stewardship/site-assessment-cleanup-projects/parker-street-waste-site/

- **Q:** Has the puddle on Douglass Street been tested for contaminants?
- **A:** No standing water at the surface has been tested. The groundwater in the pool area has been sampled, and concentrations of vinyl chloride and arsenic were identified above the MEDEP RAGs for the Construction Worker scenario (see data tables and figures). Groundwater is not expected to be encountered by visitors or neighbors because it is located approximately 5 feet below grade or more. Additionally, site groundwater will not be used for drinking water because the area receives drinking water from the Portland Water District, and the cleanup approach includes restrictions on the property to prohibit the use of site groundwater for drinking water.

- **Q:** Have other environmental risks been considered? For example, will there be contamination of surface water or stormwater that travels into Casco Bay? Should the Friends of Caso Bay or Water District be informed of this project?
- **A:** An erosion and sediment control plan will be implemented during construction, which includes requirements to minimize run-off. The jobsite will be inspected weekly to ensure compliance. Issues will be reported to the project team and resolved as quickly as possible. The erosion and sediment control plan and weekly inspection reports will be provided to the Portland Water Resources division, who may perform audits and inspections during the work.

- **Q:** What are the costs associated with the current proposal (cap and cover system)? Has there been a cost comparison completed by the City of Portland, considering the cost for disposal at a landfill or another licensed facility?
- **A:** Parks PM did not have the costs available for the neighborhood meeting but will follow up with the information. **Post Meeting Follow up:** The cost for the current proposed field regrading project (cap and cover system) is approximately $925,000 in a 2025 Capital Budget request and $300,000 in savings from cost to remove the contaminated soils for an anticipated total of $1,225,000. Alternatively, the cost to transport and dispose of the contaminated soil off-site, rather than reusing it under the cap and cover system, and regrade the field with only imported material is estimated at approximately $3 million to $4 million.

- **Q:** Where will the new sanitary sewer drain to?
- **A:** The existing sanitary sewer main which bisects the site is proposed to remain. The existing Dougherty Field storm drain system currently outlets to the combined sanitary sewer. It was stated in the meeting that the proposed stormwater infrastructure will be separated from the sanitary sewer system. The upgraded stormwater infrastructure is proposed to outlet into the existing 36-inch storm drain in Douglass Street. **Post Meeting Follow up:** Bringing these concerns to Water Resources for input, the decision was made to connect the new proposed drainage system in the fields back into the sanitary sewer line so out of an abundance of caution if any potential contaminates were to enter the drainage system it would go to the water treatment center.

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- **Q:** Will the new fields slope towards Douglass Street? *After asking this question, the individual expressed their concern about the current drainage issues on Douglass Street (ponding and slippery conditions in the winter).*
- **A:** There will be a swale along that side of the field that will help collect water run off from the field before it goes over the sidewalk and into the street. The project has been reviewed by Water Resources during the project review prior to being approved for the Planning Board meeting. The concern of drainage in the street was not raised. **Post Meeting Follow up**: The concerns were brought to DPW Water Resources and they will investigate potential issues and add that location to winter operations watch to ensure no blockage is occurring from snow and ice building.

- **Q:** Are there any other proposals being considered? Are any other companies involved in the planning process?
- **A:** No other proposals are being considered at this time. The city and project team welcome input from the community.

- **Q:** What is the plan for irrigation?
- **A:** The field system is proposed to have an irrigation system that will help ensure the grass is well established and successful throughout summer heat waves. The irrigation system will be located within the clean fill layer.

- **Q:** Will the irrigation system be placed in the contaminated soil?
- **A:** The irrigation lines will all be placed within the clean cap layer and not have any interaction with contaminated soils.

- **Q:** Is there a grading plan available? How much higher will the fields be above the current grade?
- **A:** A grading plan has been submitted to the Planning Board as part of the Major Site Plan Application. The field will be approximately 1 to 2 feet higher on average than the existing field. A shallow swale will be created along Douglass Street to capture stormwater runoff from the field surface.

- **Q:** Will the fields still be accessible for people with disabilities (i.e., will the fields be ADA-compliant)?
- **A:** Access to the field will be provided via the existing paved and stone dust pathways that are associated with the park. Grass is not considered a stable, firm, or slip resistant surface, so the field area itself is inherently not ADA accessible. The swale along the Douglass Street side will slope down to the sidewalk each end of the field to ensure access remains. The design team will look at methods to maintain access along the park edge.

- **Q:** Will there be more trees planted throughout the property, and can more be added around the playground and be properly cared for to ensure they survive?
- **A:** New trees are proposed along the parking lot to help create shade and reduce urban heat island effect. The project will look at including additional trees around the project and ensure they are maintained during establishment.

- **Q:** Is there any plan to add vault bathrooms?
- **A:** There is currently a vault bathroom at the parking lot and the new pool facility will have a publicly accessible bathroom at the driveway entrance but there is currently not a plan to incorporate another vault bathroom within this project.

- **Q:** What is value engineering?
- **A:** Value engineering is a method of reviewing a project and identifying the most cost-effective ways of still delivering the design intent but making necessary changes to reduce the cost. This can include swapping materials for less expensive ones or eliminating noncritical elements of the design.

- **Q:** Is there a separate site performance review or a third-party inspector?
- **A:** The City does not require a performance guarantee but the contractors will carry performance bond on their contracted work and this will include the improvements to the field.

- **Q:** What are the funding sources for the pool project?
- **A:** The project is funding by City of Portland Capital Improvements (CIP), American Rescue Plan Act (ARPA), and private fundraising.

Improvements to Dougherty Field

NEIGHNBORHOOD MEETING
AUGUST 19, 2025
5:30pm

1 PROJECT TEAM INTRODUCTION

Nathan Frazee, City of Portland Project Manager, NFrazee@Portlandmaine.gov, 207.808.5400
Austin Smith, Simons Architects
Noah Jacques, Simons Architects
Will Haskell, Gorill Palmer
Regina Leonard, RS Leonard Landscape Architecture
Emily Wassmer, TRC
Nicholas Barker, TRC

2 PROJECT OVERVIEW

SCHEDULE

VRAP DEP MEETING Review DEP VRAP application and anticiapted approach for dealing with contaminated soils.	**3/20/2025**
NEIGHBORHOOD MEETING Present the field improvements approach.	**8/19/2025**
CITY OF PORTLAND PLANNING BOARD MEETING Major Site Plan Review Hearing	**9/09/2025**
CONSTRUCTION	**FALL 2025**
OPENING	**SUMMER 2026**

3 PROJECT GOALS

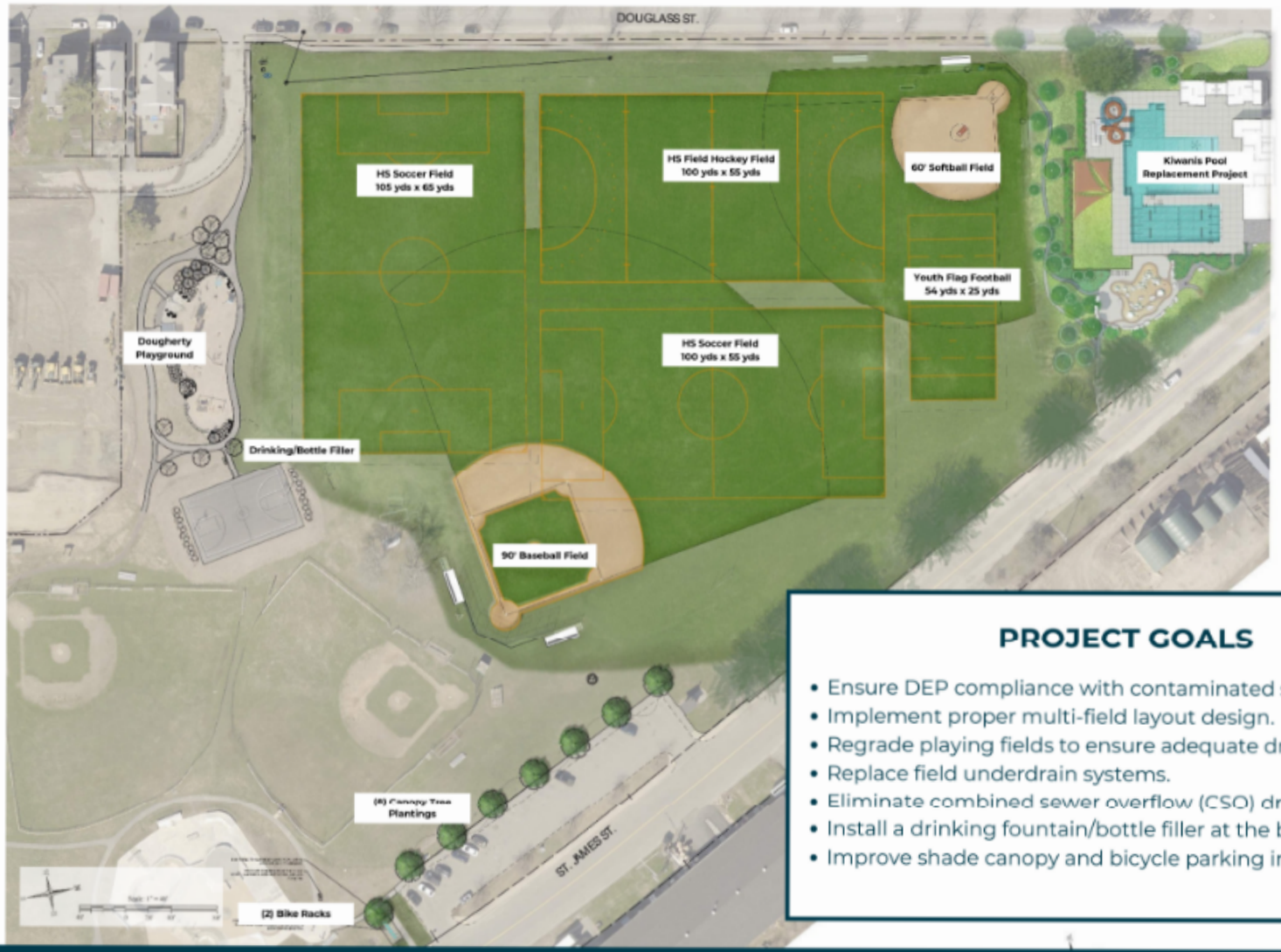
- Ensure DEP compliance with contaminated soil management.
- Implement proper multi-field layout design.
- Regrade playing fields to ensure adequate drainage.
- Replace field underdrain systems.
- Eliminate combined sewer overflow (CSO) drainage lines.
- Install a drinking fountain/bottle filler at the basketball court.
- Improve shade canopy and bicucle parking in the parking lot.

4 DISCUSSION / QUESTIONS

Insert QR code for survey

Provide additional input via a survey WWW.XXXX

parks, recreation & facilities



PROJECT GOALS

- Ensure DEP compliance with contaminated soil capping .
- Implement proper multi-field layout design.
- Regrade playing fields to ensure adequate drainage.
- Replace field underdrain systems.
- Eliminate combined sewer overflow (CSO) drainage lines.
- Install a drinking fountain/bottle filler at the basketball court.
- Improve shade canopy and bicycle parking in the parking lot.

parks, recreation & facilities

IMPROVEMENTS TO DOUGHERTY FIELD

August 19, 2025

RS LEONARD
Landscape Architecture