CITY OF SOUTH PORTLAND

ANNUAL ACTION PLAN

JULY 1, 2012 THROUGH JUNE 30, 2013

SUMMARY OF ACTION PLAN DEVELOPMENT AND CITIZEN PARTICIPATION

The planning process for the FY2012/13 Action Plan started with scheduling activities and deadlines for project submission to the Cumberland County CDBG Program, which in turn submit its consolidated plan to the Department of Housing and Urban Development (HUD) on or before May 15, 2012.

- On December 16, 2011 the City of South Portland released the applications for FY2012/13 funding. All applications were due at the Community Development Office on January 26, 2012.
- On February 16, 2012 the Community Development Advisory Committee (CDAC) held a public hearing for all potential applicants to present their proposals to the CDAC. This provided a forum for discussion between the applicants and the CDAC concerning the former’s proposals.
- On February 28, 2012 the CDAC reviewed all the applications and made recommendations on each application.
- On April 2, 2012 the South Portland City Council conducted a public hearing on the proposed FY2012/13 budget, and authorized the CDBG Program Manager to submit the FY2012/13 Annual Action Plan to the Cumberland County Commissioners for their review and approval, and eventual submittal to HUD in May, 2012.

PRIORITY FOR ALLOCATING INVESTMENT GEOGRAPHICALLY

Even though this will be the City’s eighth year of funding under the CDBG Program, the Program received an increased number of applications as against years past. Those applications received were directed towards projects that provided a broad range of services and program in the community, primarily located in the city’s eligible census tract target areas. The City will be investing funds heavily in areas known as “target areas,” of which at least 45% of the households are at or below the median income, based on family size. Of the $389,216 (minus administration costs) awarded this year to the City, approximately 87% will be spent directly in the target areas.

For FY2012/13, the CDAC recommend funding an emergency fuel assistance project for income qualified residences on a one-time basis. The HOME program, administered through the Portland CDBG office, will permit City residents to have access to funding for housing rehabilitation. However, this also requires a greater level of housing rehabilitation, given the program’s “total quality” standard. Also available for funding in the HOME program is the homeownership program.
Administered in conjunction with the S. Portland Housing Authority, the Neighborhood Stabilization Program (NSP) seeks to recapture foreclosed upon and abandoned housing, with the aim of building homeownership through rehabilitation and resale of the properties. There is no direct or indirect impact on the City’s HUD funded CDBG program by the NSP. To date, nine properties have been reviewed, three properties purchased, one completed and sold, and the remaining two undergoing rehabilitation.

In line with the continued harsh economic times, the Fuel Program has seen an increased amount of assistance requested, given the raising of the funding limit to include those at 120% of poverty index through the Low Income Heating Application Program (LIHEAP). The previously held funds have been fully expended, and thus the Fuel Program has been funded for the upcoming year.

**BASIS FOR ASSIGNING PRIORITY**

In 2007 the South Portland Community Development Advisory Board (CDAC) followed Cumberland County in developing a five-year Consolidated Plan that considered twenty one communities’ needs in Cumberland County, as well South Portland.

During the third quarter of the current municipal fiscal year, the City will review and update the current Community Action Plan, and propose another one for the next five years, in conjunction with the Cumberland County CDBG Program.

**SOURCE OF FUNDS**

The City of South Portland relinquished its entitlement status on July 1st 2008 in order for the Cumberland County to be an entitlement under HUD’s CDBG program. The move continues to be successful for both parties, with South Portland receiving approximately 23% of the total allocation of the City of Portland. The allocation is taken out of Cumberland County’s entitlement funding and continues to be subjected to the required caps of the CDBG program.

*Estimated FY 2012/13 CDBG Funds from Cumberland County $ 389,216*

**STATEMENT OF SPECIFIC ANNUAL OBJECTIVES**

Staff developed the Annual Action Plan FY2012-13 with the assistance of the Community Development Advisory Committee (CDAC). Over the process of developing the plan, staff and the CDAC conducted public hearings providing for citizen, non-profit and business input.

The formation of the Annual Action Plan was the result of an ongoing public process since 2004, and sets the guidelines of how the CDAC will allocate funds to projects. The Annual Action Plan provides descriptions of goals, priorities, strategies, and proposed accomplishments. Resources allocated towards each objective over the five-year period are provided for objectives that are rated high or medium priority.
South Portland anticipates $389,216 from the Community Development Block Grant program. As in past years, the FY2012 - 13 Program calls for an emphasis on public improvement programs.

Target areas will experience public infrastructure improvements; Mill Creek Park’s proposed improvements, as serving the Mill Creek/Knightville neighborhood, as well as Phase II of the Knightville/Mill Creek Sidewalk project will be the foci of this activity sector.

For the upcoming fiscal year, the Program continued to see a large application pool come from the public service sector. Many of the public service allocations are continuing and building on programming that was started in FY2004. Major new requests came from Family Crisis Services, South Portland General Assistance (Fuel Program), and the Skillin Elementary School PTA (after school snack program).

**Housing Strategies -**

These strategies remain, even though the funding and project implementation will be through the HOME program, as administered in conjunction with the Portland and Cumberland County CDBG programs. In addition, the South Portland Housing Authority will continue to be point of contact in the implementation of the Neighborhood Stabilization Program.

Short term priorities are:
- Assist landlords in target areas to upgrade deteriorated buildings;
- Assist owner-occupied properties with repairs;
- Provide funds in support of affordable housing;
- Assist in architectural barrier removal;
- Home heating assistance.

Long term priorities are:
- Make homes lead safe;
- Assist LMI homeowners in making safety and energy repairs;
- Provide for opportunities for historic rehabilitation;
- Assist in owner-occupied refinancing of homes to keep affordable;
- Assist in owner-occupied properties with Accessory Dwelling design.

**Public Service Strategies –**

High priorities are:
- Expand programming for children;
- Promote senior outreach;
- Outreach to promote available programs;
- Increase transportation services;
• Support affordable childcare;
• Support after school/summer programs for youth;
• Subsidize city/non-profit rec/summer programming;
• Sponsor TRIAD and neighborhood clean-up projects.

Medium priorities are:
• Support services that provide independent living/literacy/financial capability and security;
• Support transition homes and shelters;
• Increase services to the handicapped.

**Economic Opportunities Strategies** –

High economic opportunity priorities are:
• Assist target area businesses to upgrade their buildings;
• Assist youth training programs;
• Support business incubators;
• Support employment training and technical assistance.

Medium economic opportunity priorities are:
• Assist businesses to expand or relocate to South Portland;
• Assist business expansion within the City.

**FEDERAL CAPS ON PROGRAMS**

HUD requires a 15% cap on the Public Services category or in South Portland’s FY2012/13 budget, $58,382. Administrative and Planning expenses of the Program are lumped together under a 20% cap of the total allocation.

**BENEFITS TO LOW AND MODERATE INCOME HOUSEHOLDS**

South Portland projects that 100% of the programs funded this fiscal year will benefit low to moderate-income households or clients.

**COORDINATION OF ANNUAL PLAN**

South Portland will be the primary coordinator for a majority of the strategies. The Community Development Block Grant Program Director is committed to establishing and maintaining relationships with organizations that provide the services. Due to the size of South Portland’s allocation, South Portland will continue to look for collaborations with local governments, non-profits, and housing agencies to further stretch the funding.
**MONITORING**

The Community Development Office will be responsible for the on-going monitoring progress made on the Consolidated Plan strategies and proposed accomplishments.

The use of the Consolidated Annual Performance and Evaluation Report (CAPER) will be used to evaluate the program’s progress. Each year, the assessment will be making comparisons of the specific accomplishments to the proposed accomplishments. In addition, the City works closely with the County CDBG program. No irregularities were found.

**TIMELINESS**

While independent, South Portland falls under the Cumberland County Entitlement Program requirements. Although South Portland has to contribute and make sure funding is spent down, ultimately the County has the responsibility of meeting the timeliness requirement.

**FAIR HOUSING**

During FY 2005, South Portland developed an Analysis of Impediments to Fair Housing. The Plan continues to be refined, and in conjunction with the S. Portland Housing Authority, will be brought to the Council for final adoption.
### CDBG GRANT APPLICATIONS

#### PUBLIC SERVICE – 15% Cap

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<tr>
<th>Project</th>
<th>2011-12 Funded</th>
<th>2012-13 Requested</th>
<th>2012-13 CDAC Recommended</th>
<th>2012-13 Staff Recommended</th>
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#### PUBLIC IMPROVE/FACILITY

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#### PLANNING & ADMIN. – 20% Cap

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DESCRIPTION OF PROJECTS

The following is a description of how FY2012/13 funds will be allocated to address the goals of the Community Development Program.

HOUSING

CDBG staff has developed programs for homebuyer assistance, heating assistance, design services for accessory dwelling units, and single-family rehabilitation. The City has $25,758 in available funding, generated through program income, to provide for this part of the program.

ECONOMIC DEVELOPMENT

No applications were offered under this category/ The CDBG Program Director, wearing his hat as the City’s Economic Development Director, has developed a municipal revolving loan fund directed to small business development and growth. That is funded through other, non-CDBG sources, primarily Tax Increment Financing revenues.

PUBLIC SERVICES

The Public Service Program provides funding to local public service activities that provide a direct benefit to the citizens of South Portland. The funding provides for operating expenses, equipment and program materials for programming. Past funded programs include adult/child recreation scholarships, handicap programs, and senior services.

The Department of Housing and Urban Development (HUD) caps the public service programs to 15% of the community’s entitlement funding. We share this cap with the other communities in the Cumberland County program. This represents a budget of approximately $58,382 this year for South Portland’s Program. Due to the applicants’ own needs in the County program, the City will be unable to take advantage of surplus from the County’s program.

Community Counseling Center (TIP)

The Trauma Intervention Program is a program of Community Counseling Services that provides emotional and practical support to victims and families in the immediate aftermath of a traumatic event. This support is provided to victims as well as first responders on a rotating basis by 36 trained volunteers. The TIP program has been enthusiastically supported by the South Portland Fire and Police Departments since its inception five years ago. The program served 74 people in 2011-12, not including clients served at Maine Medical Center. The goal of the program is to provide services to 100 low- and moderate-income residents.

Applicant Request: $15,000
CDAC Recommended: $5,000
City Council: $5,000
Matrix: 05 Citation: 570.201(e) Benefit: 01 People Obj/Outcome: 2 - 2

**Family Crisis Services (EPIC)**

Since October of 2009, Family Crisis Service (FCS) has been involved in a collaborative effort known as the Enhanced Police Intervention Collaboration (EPIC) with local police departments in South Portland, Portland, and Westbrook. As part of the EPIC program, FCS staff accompanies police on follow-up calls to victims of domestic abuse and help victims secure advocacy services and emergency shelter. FCS projects that EPIC will provide advocacy to 40 clients, crisis advocacy to 150 people (200 hours), and advocacy in the court system to 50 individuals (100 hours) during FY2012/13.

Staff Request: $10,000  
CDAC Recommended: $5,000  
City Council: $5,000

Matrix: 05G Citation: 570.201(e) Benefit: 01 People Obj/Outcome: 2 - 1

**Recreation Scholarships**

The allocation of funding into scholarships to benefit South Portland children, adults, and seniors who want to participate in a recreation program or preschool, but may not have the means to do so. In FY2011 the program was funded $10,000.00. The past four years of funding this program have resulted in an average of over 40 children being served each year. Funding for FY11-12 resulted in 141 children being served. The goal for FY12-13 is 40 children.

Staff Request: $10,000  
CDAC Recommended: $5,000  
City Council: $5,000

Matrix: 05 Citation: 570.201(e) Benefit: 01 People Obj/Outcome: 2 - 2

**Redbank Neighborhood Resource Hub – Hub Personnel**

This request provides partial funding for the staffing of the Resource Hub in the Redbank Neighborhood, with additional funding coming from the Casey Family Services and the Annie E. Casey Program. The Redbank neighborhood has one of the highest percentages of low/moderate income households in South Portland. The Hub director has created a number of new opportunities for neighborhood and community engagement in what is historically one of the most pressed neighborhoods in the city. The funding is for one staff person.

Staff Request: $15,140
Skillin Elementary School PTA: Backpack Program

The Skillin Elementary School Backpack program will provide free food and snacks for children who participate in the free/reduced lunch program. This is a program that is designed to ensure that children at risk are supplied with healthy food and snacks in a discrete manner to tide them over the weekend. The PTA will keep data on the number of students accessing the snack pantry, but 51% of the 410 student population (209 students) currently qualifies for the free/reduced lunch program which is used as an indicator of need for the program. Projects expect weekend food for approximately 30 families.

Staff Request: $7,500
CDAC Recommended: $3,000
City Council: $3,000

Southern Maine Agency on Aging

The Southern Maine Agency on Aging is requesting funding to provide for the delivery of meals (“Meals on Wheels”) to approximately 125 elderly homebound residents of South Portland, with approximately 3,496 meals anticipated being served.

Staff Request: $15,000
CDAC Recommended: $10,000
City Council: $10,000

South Portland General Assistance Dept: Fuel/Heating Assistance

The City of South Portland’s heating assistance program has been administered since 2006. The program is considered an emergency relief program providing a resource to low-income residents in need of heating assistance. This program is designed to support low-income households that are normally able to meet their needs, but are in need of emergency assistance due to unexpected circumstance(s). The FY2012/13 program is projected to provide at least 9 clients with one-time heating assistance.

Staff Request: $15,000
CDAC Recommended: $5,000
City Council: $5,000
South Portland School Department – 21 Club/English as Second Language

CDBG funds will be used to continue School Department’s after-school program and expand services for English as a Second Language (ESL) to students in grades 2-5. The program is now district wide, with tracking of individual students performed in order to meet benefit recordkeeping requirements. The program is designed to foster academic achievement and healthy social development. The program offers homework assistance and opportunities to participate in a variety of cognitively challenging enrichment activities. The program also provides support services to the children’s families. Historically, a total of 45 students have been helped annually; with the requested increase in funding, this number is projected to increase to 50 students for this fiscal year.

ESL Request: $16,000
CDAC Recommended: $8,000
City Council: $8,000

South Portland Transportation Department – Bus Passes

The South Portland Bus Service is requesting funding of $4,500 to provide free 10-ride bus passes to help low income residents needing transportation to work, medical appointments, and school and shopping. South Portland Bus Service has worked closing with Ingraham Volunteers, STRIVE, Day One Services, Division for the Blind and Visually Impaired, and other organizations whose clients are in desperate need of transportation. In addition, new this year will be a linkage with the METRO system, such that additional passes can be purchased to ensure residents’ access to services, employment, and educational opportunities outside the City’s transit system. Approximately 50 low- and moderate-income residents are expected to be served through this program FY2012/13.

Staff Request: $4,500
CDAC Recommended: $2,242
City Council: $2,242

PUBLIC INFRASTRUCTURE/IMPROVEMENTS

A main focus of the CDAC over the first three years of the program was for the promotion of the CDBG Program through the use of public infrastructure and improvements, particularly for projects to be funded that would be visible and impact a wide percentage of the population. After a slow first year in this category, the CDAC saw more applications for public
infrastructure/improvements during FY2010/11, but a decline for FY12/13. This year saw only one public infrastructure and one improvement project in the form of the continuing Mill Creek Park improvements, and Phase II of the Mill Creek Sidewalk project.

**Mill Creek Park Improvements**

The Friends of Mill Creek Park, together with the City, commissioned a CDBG funded planning study for redevelopment and rehabilitation of Mill Creek Park which serves the residents of Census Tract/Block # 3-32. The proposed improvements, consisting of pedestrian pathways, pond clean up, stream crossings, dovetails with the reconstruction of the Gazebo, which together will create a more pedestrian friendly recreational space. The project consists of the creation of walking paths, a stone garden, and new entrance area. This is funded in conjunction with other sources.

Department’s Request: $100,000  
CDAC Recommended: $100,000  
City Council: $100,000

Matrix: 03  Citation: 570.201(c)  Benefit: 01 People  Obj/Outcome: 2 – 1

**Knightville/Mill Creek Sidewalks – Phase II**

This area serves as the City’s downtown, significantly altered by the reconfiguration of the Casco Bay Bridge. Nevertheless, the area is home to City Hall, the U.S. Post Office, small but growing neighborhood retail and professional services area, two regional groceries, and adjacent to the Mill Creek Shopping Center. The sidewalk rehabilitation is to fix broken and damaged sidewalks, as well as continue providing handicapped accessible “tip downs” which are needed at a number of intersections. This project is part of a larger, multi-utility rehabilitation project. Approximately 5,200 linear feet of sidewalk are slated for rehabilitation. The CDBG portion represents approximately 10% of the necessary funding.

Staff Recommended: $125,000  
CDAC Recommended: $125,000  
City Council: $125,000

Matrix: 03L  Citation: 570.201(c)  Benefit: 01 People  Obj/Outcome: 2 – 1

**ADMINISTRATION & PLANNING (Limited to 20% Cap)**

**PLANNING GRANTS**

There are no proposed planning projects or grant requests pending.

**General Administration**
The general administration of the CDBG Program includes all expenses that are associated with running a program of this size. The CDBG Program budgets for telephone, utilities, supplies, travel, advertising, technology, and part-time / full-time positions. Each year, staff attempts to reduce the overhead expenses.

- Staff Request: $77,843
- CDAC Recommended: $77,843
- City Council: $77,843

**TIME PERIOD**

South Portland continues to be included under the Cumberland County Consolidated Plan process. The Cumberland County Community Development Program has developed a five-year Consolidated Plan, the planning period for which will end on June 30, 2012. The City is developing a revised Plan for inclusion and adoption into the County’s Plan process.

**STRUCTURE TO CARRY OUT CONSOLIDATED PLAN**

South Portland’s Program will again work closely with the Cumberland County staff as part of the County’s Consolidated Planning Process. Instead of a direct contact with HUD, South Portland now works through the County Program. The South Portland Community Development Program will be coordinated through the City’s Executive Office. The Community Development Director is continuing to establish relationships with local agencies and organizations that provide services that the CDBG Program can build upon. Collaboration will be a necessity for the CDBG Program, since there are limited funds for the numerous services and activities. Building on the existing programs and not duplicating services is one of the main goals of the CDBG Office.

**OBSTACLES TO MEETING UNDER-SERVED NEEDS**

The obstacles to meeting under-served needs are financial. This proposed Annual Action Plan reflects $127,000 in requests, to be funded by approximately on half of available funding. In the past, the South Portland City Council allocated funding to social service agencies in the Greater Portland area. This funding ended approximately five years ago due to budget constraints. The CDBG Program has attempted to pick up the load and provide the public services a resource that would allow them to enhance or develop programs. The agencies in Greater Portland all do an excellent job in servicing their clientele; the problem comes down to the amount of funding versus need. With substantial cuts in State and federal dollars and the greater reliance on the CDBG Programs, funding gaps are forming, with no large funding mechanism to close the gaps. The CDBG Program is limited to only a 15% yearly allocation. The problem the South Portland Program now faces is in meeting the growing public service agencies interest in the Program. The small pot of funds and the amount of paperwork documenting benefit has made many agencies to lose interest in the South Portland Program. The Program is now looking at ways to streamline the process and increase funding in hopes that the programming will come back.
Once an entitlement community and now under the County’s entitlement program, the City is no longer allowed to apply for funds through the State of Maine’s CDBG Program. This results in loss of access to hundred thousand dollars of funds that could go to a local business for expansion purposes. Though the larger business may not seek the CDBG funds, smaller businesses may not be so intimidated due to the local control of the CDBG Program.

Staff time available to undertake CDBG Programs is also limited. South Portland has added staff assistance one day a week. A small amount of funds will be earmarked for continued part-time program assistance once the program has been approved.

CONTINUUM OF CARE

There is currently no Continuum of Care plan or services in the City of South Portland. The City of Portland, as a function of its status as a regional service center for social services, provides all the necessary services to the homeless population. The City of South Portland has successfully partnered with the City of Portland in ways to enhance the services provided, and through this have broadened services through a more appropriate program budget and cost share agreement between the two cities.

The City of South Portland, through the prioritized objectives, has pointed out a number of services that could be funded in hopes that the homeless population decreases or experiences increased services. Since 2000, the City has worked with a private developer to develop upwards of 280 new affordable units in the Redbank neighborhood (Brick Hill Development). With the housing market now cold, the City will continue to monitor the market as it seeks to balance itself out.

HOMELESS AND OTHER SPECIAL POPULATIONS

Under Table 1A of the Housing section of the Consolidated Plan, emergency shelters, transition homes, and permanent housing were considered a need in the community. The tabulation was done as a region (Greater Portland) versus wholly within city limits. The City of South Portland currently does not have a homeless shelter within the city. The local homeless shelters are located within the City of Portland, which is the service hub for the Southern Maine area. Those who find themselves homeless migrate to Portland in order to obtain the necessary public services (shelter, soup kitchen, and job bank). The City recognizes the need for homeless shelters, but finds itself in a quandary due to lack of sufficient funds to provide the minimum services. City staff has met with the City of Portland concerning this issue and will be keeping a dialog going over the next few years.

With the infrequent number of cases documented by the General Assistance Department, the need for a separate fully staffed shelter is not a priority. The fact that Portland has them and other communities do not leaves Portland as the last hope for homeless individuals and families. Portland promoted the services provided for years, which over time created a problem. The City of Portland is now faced with overcrowding, due to handling homeless individuals not from just the Portland region, but from all over the State of Maine and neighboring States of New Hampshire and Massachusetts.
In a continuing development over previous fiscal years, the new Director of General Assistance has eliminated the costly and wasteful practice of paying for motel rooms on a weekly or monthly basis for those in need of housing, and instead has more cost effectively developed an ongoing process of referring all homeless cases to the Portland shelters. This not only saves the Dept. money, but puts a greater onus on the client to more quickly find long term housing. The numbers reflect that this indeed is becoming the case.

Transitional housing in the city exists in many locations. The homes are owned and operated by private social service agencies or by foundations. The homes are varied to the type of clients they provide shelter. The CDBG Program will look to work with local agencies and foundations in enhancing the transitional housing in the City.

**PUBLIC HOUSING NEEDS**

Currently the South Portland Housing Authority (SPHA) owns and/or manages 641 units of housing in South Portland. Of these units, 123 are for elderly with congregate services available, 412 are for elderly/disabled residents, with some handicapped accessible units, 96 are 2 to 4 bedroom family units, and one property has 10 units that are all completely handicapped accessible.

In addition to the units they own and manage, they also administer 389 Housing Choice Vouchers in the City and surrounding communities where residents live in the private market and have their rent subsidized by the Housing Authority. At this time, 350 of these vouchers are within South Portland City limits with the rest being used in surrounding communities that do not have a housing authority. The demand that the Housing Authority is not able to fulfill at this time is for three bedroom family units and more units for disabled residents – both physically and mentally disabled.

At this time, they have a waiting list for their own units of around 300. Approximately 2/3 of these applicants are elderly/disabled. Applicants who are living or working in South Portland receive a preference over persons from outside the city. All applicants are then classified by date and time of application. Apartments are offered by starting at the top of the list and working down. If someone refuses an apartment, they are placed on the bottom of the waiting list. If they refuse a second time, they are removed from the list and must sign up again when the waiting list is open. Generally, people only refuse because they are not ready to move. This occurs more with the elderly than with families. Sometimes the elderly will sign up for housing anticipating that there will be a long wait, which occasionally is not the case. Usually by the second contact they are ready to accept an apartment.

Lastly, the SPHA continues to administer the Neighborhood Stabilization Program, an adjunct program administered through the City of Portland’s Housing Program. The Program will have approximately $529,524 to purchase, rehab, and resell single family residences which have been foreclosed upon and abandoned.
ANTI-POVERTY STRATEGY

For the most part the Greater Portland area has not been hindered by the downturn in the economy. However, poverty in the area is increasing. With rising prices of fuel, food and material objects, the poor are getting poorer.

Although the employment picture remains level, many households are still struggling economically. To get out of poverty, one needs to be able to increase the household income. South Portland’s anti-poverty strategy is to use CDBG funds to assist low-income families by eliminating the barriers that prevent them from working. The South Portland strategic plan outlines and supports the efforts in the expansion of services provided for job training and technical assistance, (both youth and adult), public transportation, affordable daycare, literacy programs, and the creation of affordable housing.

LEAD-BASED PAINT HAZARDS

Lead based paint hazards are addressed through the Portland’s Lead-Based Hazards Program, as well as addressing the issue through the HOME Program.