

1. Agenda

Documents: [AGENDA 09.25.13.PDF](#)

2. Packet

Documents: [HCDPACKET09252013.PDF](#)

CITY OF PORTLAND, MAINE
Notice of Meeting/Agenda

Housing and Community Development Committee

DATE: 9/25/2013
TIME: 5:30 PM
LOCATION: Room 209, Second Floor
Portland City Hall

AGENDA

1. Review and accept Minutes of previous meetings held on August 14 and August 21, 2013.
2. Nathan Clifford School – Property disposition process and authorize City staff to proceed with negotiations to prepare a Purchase and Sale Agreement - Bill Needelman and Greg Mitchell
 - a. See enclosed memo from Bill Needelman reporting out the Nathan Clifford School process to date and Nathan Clifford School Task Force recommendations, and separate memo from Greg Mitchell outlining next steps.
 - b. Executive session - Pursuant to 1 M.R.S.A. 405(6)(C) and (F), the Committee may go into executive session to discuss negotiations and provide guidance to staff.
3. Forefront at Thompson Point Tax Increment Financing District Amendments - authorize staff to proceed with negotiations to prepare required paperwork - Greg Mitchell
 - a. See enclosed memo from Greg Mitchell
 - b. Executive session - Pursuant to 1 M.R.S.A. 405(6)(C) and (F), the Committee may go into executive session to review proprietary information and provide guidance to staff.
4. Update on B2 Zoning work – Jeff Levine
5. Regional Analysis of Impediments to Fair Housing – Review and recommendation to City Council to accept – Mary Davis
 - a. See enclosed memo from Mary Davis and backup.
6. Consolidated Annual Performance Evaluation Report (CAPER) due to HUD September 30 – Mary Davis
 - a. For review and comment, no action necessary.
7. Communication: See enclosed 2013 HCDC Work Plan and revised calendar.
8. Executive Session: Pursuant to 1 M.R.S.A. 405(6)(C) and (F), the Committee will go into executive session to discuss negotiations for sale of property and provide guidance to staff regarding:
 - a. Possible City owned Riverside Street property sale - See enclosed memo from

Greg Mitchell

Councilor Nicholas Mavodones
Chair



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HOUSING AND COMMUNITY DEVELOPMENT COMMITTEE

DATE: September 25, 2013 (Wednesday)

TIME: 5:30 – 7:30 p.m.

LOCATION: Room 209, Second Floor
Portland City Hall

AGENDA

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Councilor Nicholas Mavodones
Chair



Housing & Community Development Committee

August 14, 2013

Portland City Council's Housing and Community Development Committee (HCDC) met on Wednesday August 14, 2013 at 5:30pm in room 209 of City Hall. Present from the HCDC was its Chair, Councilor Nicholas Mavodones, Councilor Kevin Donoghue, and Councilor John Coyne. Committee member Councilor Ed Suslovic could not be in attendance.

City Staff in attendance included Economic Development Director, Greg Mitchell; Planning and Urban Development Director, Jeff Levine; Urban Designer, Caitlin Cameron; Corporation Counsel, Larry Walden, and HCD Office Assistant, Maeve Pistrang (note taker).

Agenda Item #1 – June 26th Minutes

On motion made and seconded, the Committee voted unanimously to approve the minutes from their June 26th meeting.

Agenda Item #2 – Housing RFPs

Mr. Levine reviewed the Affordable Housing RFPs submitted by Avesta Housing (Carleton Street and Washington Avenue Efficiencies) and Portland Housing Authority (Bayside Anchor). He explained that an internal group met to review the proposals and that each proposal received between 88 and 91 points out of 100. Both Planning and HCD staff reviewed the submissions and felt that all three were consistent with the City's overall goals, though some zoning changes might be needed to accommodate them. Since this initial review, Avesta has withdrawn their Carleton Street proposal, and instead requested more funding for the Washington Avenue project.

Councilor Donoghue asked what the potential zoning issues are and how they would be dealt with. Mr. Levine responded that the agencies would need to work with City staff to come up with a proposal if any zoning alterations were needed and that the projects would only receive the funding upon getting all necessary City regulatory approvals.

Councilor Donoghue also asked why Avesta was requesting funds be shifted over to the Washington project, if those funds were not anticipated to be needed when they first applied. Greg Payne of Avesta explained that the Maine State Housing Authority is looking for projects to leverage more funds before they commit State funding, which is a new policy probably aimed at developing more units overall. As a result, Avesta has decided not to go forward with the Carleton project at the moment, and to focus on the Washington project instead. Mr. Walden added that Mary Davis had told him that Maine Housing is looking for a firmer commitment from cities earlier than they have before, which is why they are looking for a recommendation now.

Councilor Donoghue asked about spending HOME funds before Housing Trust funds and what the HOME deadline is. Mr. Levine said he was not sure of the exact date, but it is approaching, and the City risks losing the HOME funding if it is not allocated by that time.

A motion was made and seconded for the Committee to recommend to Council the staff recommendations to fund the Washington Avenue and Bayside Anchor proposals. Chair Mavodones opened the meeting to public comment; there was none. The Committee voted unanimously to pass the motion.

Agenda Item #3 – City department operations consolidation and financial appropriation

Mr. Mitchell presented the department operations consolidation plan and financial appropriation for recommendation to Council. He explained that the plan has already gone to and been recommended by the Finance Committee.

The plan calls for an appropriation of \$3.15 million and would consolidate a number of City department operations to a single location, including some of the Public Services Department Bayside operations, Fire Alarm and equipment storage, and the Recreation and Facility Management department. The consolidation would free up space at PATHS and would free up 65 Hanover Street and 90 Anderson Street for sale.

Councilor Donoghue asked when the sales of 65 Hanover and 90 Anderson Street could be dealt with if this timeline goes forward. Mr. Mitchell responded that finding the new consolidated location needs to come first, so any sale would be in 2014 or beyond.

A motion was made and seconded to recommend to Council the consolidation of operations and financial appropriation. Chair Mavodones opened the meeting to public comment; there was none. The Committee voted unanimously to pass the motion.

Agenda Item #4 – R-6/R-7 Zoning

Mr. Levine discussed his memo regarding the R-6 and R-7 zones. He said the Committee had previously talked about implementing interim changes to the zones prior to a full rewrite, but Planning staff have come to the conclusion that a holistic approach is necessary at this time. Mr. Levine recommended creating one new residential zone that incorporates the strengths of the two current zones as well as streamlining small lot/large lot rules, reducing the length and complexity of the zoning text, creating a template for a new streamlined zoning overall, creating a new use and dimensional table, eliminating obsolete uses, and reforming parking and grandfathering issues to reduce allowances. He also noted that staff need to address site plan approval rules and subdivision requirements; in Maine a subdivision is considered any creation of two units, so those requirements present themselves when pursuing denser development.

Councilor Donoghue noted that the Bayside Anchor proposal calls for no parking and asked how that would function in an R-6 zone. Mr. Levine responded that many communities lower the parking requirements for affordable housing developments compared to market rate housing. Councilor Donoghue also questioned whether combining the two zones would result in a diminished ability to use discretion when making decisions. Mr. Levine said that there are several options in combining the zones, and since density is the main difference between the two zones, that difference could be explicitly codified. Councilor Donoghue commented that the R-7 is essentially a “canned zone” that only exists in response to a proposal, and that it could be made an official zone instead, making it clearer to people what the zones mean and creating more accurate expectations. Chair Mavodones confirmed that the Committee suggests looking at creating two distinct zones instead of combining them, and clarifying the differences between them. Councilor Donoghue added that he would like to see the elimination of the current utilization of the R-7.

Agenda item #5 – Committee Calendar & Work Plan

The Committee had no comments on the calendar and work plan.

Agenda Item #6 – Executive Session

Chair Mavodones explained that the Committee would now be voting on whether or not to go in to an Executive Session to discuss negotiations regarding the possible sale of Congress Square Plaza, and opened the meeting for public comment on whether the Committee should go in to Executive Session.

John Eder of 101 Gray Street, Congress Square Park : Mr. Eder said that he was representing the Friends of Congress Square Park and that he felt it was shady for the Committee to go into Executive Session to discuss the sale of a public park when citizens are against the sale. He asked the Committee to go on the record when making negotiations for the first sale of a public park in Maine. He also said that the constituency is aware of this session.

Ian Jacob of State Street: Mr. Jacob said he did not see a reason for the Committee to go behind closed doors to discuss this topic and that their discussion should be public.

John Trombley of 59 State Street: Mr. Trombley said that this discussion should be on the public record as it is a public matter.

Will Kessler: Mr. Kessler said he lives and works in Portland and that he cares about public space. He asked the Committee whether in this third attempt to initiate a sale, if there is any information that is not proprietary.

Chair Mavodones then closed the public comment. He asked Mr. Walden of Corporation Counsel to address Mr. Kessler's question about proprietary information and whether it was appropriate for the Committee to go into Executive Session.

Mr. Walden stated that at this point in the negotiations, information being discussed is completely proprietary to Rockbridge, other than the location and the topic. It is reasonable that Rockbridge would seek to keep it proprietary, and under Maine law that makes it appropriate for the Committee to go in to an Executive Session.

The Committee moved and seconded going into Executive Session. Councilor Donoghue commented that it is appropriate to go into Executive Session because the Committee will be discussing the City's bargaining position, and their interest is in negotiating the best possible terms for a sale if a deal goes forward, and an Executive Session helps them do that.

Chair Mavodones clarified with Mr. Walden confirming, that in Executive Session, the Committee is not allowed to take votes, they will just be consulting.

Mr. Eder asked the Committee whether the terms of sale and the sale price is something that would be made public.

Mr. Walden said that at this point, the prices being discussed of what the City is willing or not willing to do is proprietary. He said the Committee is being cautious about their bargaining position so that they can have a good negotiating position with Rockbridge, and an Executive Session allows them to discuss the issue without making that information available to all parties too early in the process. He clarified that yes, eventually, the price would be disclosed, but not the negotiations to reach that price.

Pursuant to 1 M.R.S.A. 405(6)(C) and (F) and 5 M.R.S.A. 13119-A, on a motion made and seconded, the committee voted at 6:23pm to go into Executive Session to discuss negotiations regarding the possible sale of a portion of Congress Square Plaza. At 7:15pm, the Committee came out of Executive Session and adjourned the meeting.



Housing & Community Development Committee

August 21, 2013

Portland City Council's Housing and Community Development Committee (HCDC) met on Wednesday August 21, 2013 in City Hall Council Chambers. Present from the HCDC was its Chair, Councilor Nicholas Mavodones, Councilor Kevin Donoghue, Councilor John Coyne, and Councilor Ed Suslovic.

Mayor Brennan and City Manager Mark Rees were also present. City Staff in attendance included Economic Development Director, Greg Mitchell; Planning and Urban Development Director, Jeff Levine; Planning Division Director, Alex Jaegerman; Corporation Counsel, Danielle West-Chuhta; Urban Designer, Caitlin Cameron; and HCD Office Assistant, Maeve Pistrang (note taker).

Agenda Item – Congress Square Plaza

Mr. Mitchell presented the Purchase and Sale Agreement with Rockbridge Capital regarding the possible sale of Congress Square Plaza. The agreement proposes selling 9,500 square feet, which is about 2/3rds of the plaza, excluding the sidewalk. The City would retain 4,800 square feet. The proposed sale price is \$523,640 for the 9,500 feet, based on a market appraisal. The total value of the whole square is estimated at \$810,000. Rockbridge would pay a deposit of \$50,000, which would be nonrefundable after the due diligence period.

Deed restrictions in the agreement include that the event center would be the primary use for a minimum of 10 years, then, contingent on Council approval, the space could be converted to other hotel-related uses. Under the agreement, the buyer can rescind the transaction and sell back to the City if all approvals have not been received by February 15, 2014. Also, the City can rescind the transaction if the buyer does not receive approvals from the Planning Board and Historic Preservation by June 1, 2014.

The City would retain salvage rights for the clock and the granite in the plaza, and if the transaction goes forward, the City plans to salvage the clock at the City's expense. Rockbridge would also contribute \$45,000 towards public improvements, primarily the sidewalk.

There is also a provision in the agreement for public gallery space, which would be located in the glass-enclosed reception area of the event center that would border the Congress Street sidewalk. The provision includes that at least 6 times a year the hotel would make the space available for public use, specifically arts district-related activities. Rockbridge would have final say in the event of scheduling conflicts, but would give proper notification if such conflicts occurred. The adjacent outdoor space would also be public.

Mr. Mitchell said that public benefits of this agreement include supporting the hotel reinvestment, bringing more visitors to the arts district, and increasing business activity. He also said that the proposal strikes a balance between public and private space, resulting in a smaller

square of improved quality and the conversion of currently tax exempt property to a taxable property.

Mr. Mitchell also explained that in the past, federal Urban Development Action Grant (UDAG) funds were spent on the plaza, so certain Department of Housing and Urban Development (HUD) requirements must be met in the event of a sale, including public notification, the meeting of HUD national objectives (job creation for low to moderate income persons or the elimination of slum/blight), which would all be met under this proposal. As a result, city staff recommended moving ahead with the agreement as presented. Mr. Mitchell noted that the Tax Acquired Property Committee also reviewed the proposal, and that letters of support for the sale have been submitted by MECA and the Portland Museum of Art.

Councilor Donoghue asked Mr. Mitchell to clarify the role of the \$50,000 deposit. Mr. Mitchell said it would be in addition to the total purchase price.

Mr. Jaegerman said that once the City Council makes a decision, the Planning office will compose an RFP for the design of the plaza and square. They are currently conducting a visioning process that includes white boards in City Hall and the Square, a web survey, twitter, a website, and public meetings. The information collected will inform the RFP put forward for the plaza and the square as a whole, which includes the intersection. Mr. Jaegerman also said the city and Rockbridge design teams would coordinate their efforts if the sale went forward.

Councilor Donoghue asked the City Manager if the purchase price would be credited to the capital costs of improving the square. Mr. Rees responded that such an arrangement is not formalized now but it will be part of the CIP plan process.

Public Comment

Chris O'Neil representing the Portland Regional Chamber – Mr. O'Neil said he supported the development of the parcel and restoring it as a performing, tax-paying asset to the city. "Thumbs up."

Wendy Stanley, architectural designer – Ms. Stanley said she was disappointed and didn't think the city should sell public space. She contributes to the city and it is her home and the city cannot ever get the park back after selling it. She also said the sale price seems low.

Frank Turic of Grant Street in Parkside, Friends of Congress Square Park – Mr. Turic said it is unprecedented to sell a central, downtown park/public space and that no other municipality in the state has done so. He said he hopes that the Downtown Vision, Arts District Vision, Comprehensive Plan, and other such documents will guide the councilors in their decision. None of them recommend selling the park, but rather advocate care and maintenance. He said the neighborhood associations representing residents do not support the sale. He also noted that the price in the sale agreement based on the appraisal from 2012 is less than the city assessed value and questioned why the parcel is referred to as "vacant."

Seth Werner – Mr. Werner said the park is an integral part of the city's ecosystem, and its removal will have rippling effects. He said the city is valuing the people who currently use the

park less than those who can pay. People who use the park may be less mobile and it's the only park they can use and the city is encouraging them to leave. He said the city needs to provide for all economic levels, not just tourists, but also the people who provide services to tourists. The property is not vacant, just not being used how certain people want it to be used. He said the city should utilize the park not destroy it.

Jill Barkley of 198 High Street, property owner and member of Parkside Neighborhood Association – Ms. Barkley said she is excited to support the sale and to bring tourism and business to the neighborhood and tax revenue to the city. She said she is also excited that there will still be a park at street level that is more accessible than the current park. She did not see anything to object to and looked forward to walking by and being able to be proud of the park.

Rosanne Graef, President of the West End Neighborhood Association – Ms. Graef urged the councilors not to sell the property but to lease it instead. She said the city would be haunted by this decision like the Franklin Arterial decision. She also thought the closed door negotiations and parallel visioning processes have been confusing and unclear to the public. She thought there should be an open public bidding for alternative proposals for the property and not just an opportunistic decision.

Polly of 303 Brackett Street – She questioned the wisdom of constructing a convention space in addition to the new Thompson's Point complex. She said spending on these spaces has increased in recent years, while actual conventions are declining due to new technology such as web conferences. She said hotel and convention centers can lead to economic loss while public parks offer recreation. She said selling parts of Lincoln Park and Deering Oaks have been regrettable and this would be too.

Steve Hewins, Interim Director at Portland Downtown District – Mr. Hewins said he has lived, worked, and opened a business in this city. He explained that the Portland Downtown District represents a variety of people in the district and is a non-profit organization paid for by dues from property owners in the area. He talked about the benefits of a sale to Rockbridge for the hospitality industry in the city since meeting and convention business is booming and is not going away because of technology. He said there is a lack of convention space on the peninsula, with the only current space being the Holiday Inn. He also noted that the space would not just benefit hotels, but that the business will spill over into other hotels and the neighborhood; he said the city needs to fill hotel rooms outside of the summer months and the arts district needs more visitors to compete against the Old Port. This event center could be an anchor for the area and hospitality and arts development are contingent upon improving that area of the city.

Nancy Akers of Valley Street – Ms. Akers said the city wants to make money without thought for the citizens and are focused on supporting hotels. She called it an unethical abuse of power and questioned whether other public parks would be put up for sale.

Harlan Baker of 44 Mitten Street in Libbytown – Mr. Baker said he has lived here for 43 years, and has seen lots of development over that period. He said he's not opposed to a partial sale, but what is left for the public is not enough. He also questioned why the space the Eastland has now is not adequate to hold conventions.

Hilary Basset, Executive Director of Greater Portland Landmarks – Ms. Basset said she was glad to see previously expressed comments and concerns about the redesign of the proposed event center included in the draft agreement and an integrated process for the design. However she was concerned about the schedule for the design and thought it might be too aggressive. She asked the committee whether that window is adequate to integrate a public process. She asked what would happen if the public process doesn't meet that schedule and if the number of meetings would be adequate for city staff. She also asked if there are any easements or rights of way over the plaza. Ms. Basset noted that there is a reference to designs from May 29th but she wondered whether those had been reviewed by the Planning Board yet. If not, she suggested removing reference to May 29th and incorporating language about after a review, to ensure there is a quality design. She also commented that the public access for use of the event center was more limited than hoped for. She suggested eliminating the 10 year limit on use as an event space and having a greater commitment to public use. She said she was glad the city will retain ownership of the clock and urges the councilors to establish a process to determine what will happen to it so that it does not just remain in storage.

Man representing the Green Independent Committee – He said he opposed the sale of a public park and that the city should have an open bidding process and could get more than \$500,000. However he felt that selling public space is bad policy and noted that in the past there have been proposals for putting rotaries in Monument and Longfellow Squares and that the development of Spring and Franklin Streets have been misguided. He called for the Committee to slow down the process, and said Congress Square is an asset not a vacant lot. He told the Committee to go spend time there and see that the blight has been caused by the hotel redevelopment and neglect.

Man who is a Cape Elizabeth resident and practices law in Monument Square – He said he has attended events in Congress Square. He called the square crucial downtown public park space that is used by low income residents of the city because of its location. It is a terrible message to sell a park in the first place, and especially one used by low income, poor residents of the city. It is blighted because the city neglects it. The term blight is referring to the people. Rockbridge Capital has been inaccessible this past week, so he couldn't find information about the company. He urged the committee to listen to citizens and to not recommend the sale.

Tim Shannon – Mr. Shannon said he did not grow up here and has a different perspective than some other residents. He said Congress Square could be a jewel in the city; it is an underutilized park in a prime location and could be so much more than a bland one-story convention center. He said the city is right to look at options, but asks them not to settle for this proposal.

John Eder, 101 Gray Street – Mr. Eder urged the Councilors not to pass the recommendation. He said the process has been opaque and is against the wishes of residents, neighborhood associations, and the redesign committee. He also thought the visioning process was too late and no other proposals will see the light of day. He said the city is choosing a developer over citizens and they need to go back to a democratic process.

Brad McCurtin – Mr. McCurtin said he grew up in Portland, and is the president of the Portland Downtown district board. He is proud to be from here because of the passionate supporters of the

park, who are admirable. But he said this park has few people that go there. He appreciated the view that development should be consistent with the historic district, but the city should focus on bringing people into the community and creating jobs. He said we do not currently have a convention center and we need this facility.

Pat O'Donnell, 442 Cumberland – Mr. O'Donnell said he doesn't think the city should sell the park and the event center would not be the best use of the property. He said the building that is proposed would be a wall that will close people out and would not be the highest and best use of the land. He looked forward to an opportunity to fix the park, but there must be a third option.

Peter Bass, Creative Portland – Mr. Bass said that Rockbridge is making a positive impact but that he is concerned about a good urban design for that space. He said he feels he can support this deal because the agreement furthers the design process and looks at the whole square. He commented that the city would be better off with a smaller plaza of better quality that is welcoming to pedestrians.

Ian Jacob, State Street – Mr. Jacob said the RFP process has been abandoned for the majority of the square. He said he is not convinced this event center is the best use of this space and questioned why there was no public engagement from the beginning. He said he works as an event manager and that this proposed event center will not put Portland on the map as an event space and that the citizens deserve better than this.

Michael Bork, 137 Morse St – Mr. Bork said this is a win win win. He is done waiting to see what will develop there and this is the best opportunity in a long time. The hotel is a good corporate citizen who wants to do more in the city and turn part of the square into tax producing property that will create jobs.

Chris Shorr, lobsterman running for Council – Mr. Shore said he strongly opposes selling the park and thinks there is enough opposition to not go forward with this lousy deal. He said the city needs to consider other options and focus on what's important.

Erin McCarthy – Ms. McCarthy said those without financial interest in this sale oppose it, and the councilors should be on the side of the residents

Joan Grant, High & Cumberland, Parkside Neighborhood Assn, Friends of Congress Square Park – Ms. Grant noted that the agenda online for tonight's meeting did not have the usual line about public comment. She said it would be unfair to vote tonight without more people speaking.

Samuel Swensen, Munjoy Hill – Mr. Swensen said he went to the May meeting and the majority of the public spoke to preserve park but the Councilors voted to move the deal forward. He said it seems like this happened too fast and that open space is important and needs to be properly maintained. He noted that this square provides open space at a busy intersection. He said the design process for the remaining part of the square is limited and there is too much focus on private profit. Space in Portland is becoming more for the tourists and less for the residents. Seems like it's already a done deal.

Doug, Munjoy Hill – He said the loss of public open space is a concern, but there is lots of other public open space. This is an opportunity and the design of the park was problematic to begin with. Longfellow to Congress to Monument could be an urban spine in the city of active, quality spaces. This square has dead space in the back. He said that there are other quality spaces in the city, but this is not one of them.

Committee and Staff Discussion

Chair Mavodones asked staff to address the questions raised during public comment. He directed the question about the appraised value of the property to Mr. Mitchell, who explained that the Chief Assessor of the city looked at the land value and building value, based on a formula and assumptions. The clock does not seem to be part of assessed value. Also the value does not factor in easements and restrictions, which are rights of access that limit development potential, thereby reducing overall value. Additionally, the hotel owners have the right to use 1/3 of the property which also reduces value. All of those considerations were not were not factored into the city assessment, which is why it is higher. As for the use of the term vacant, that was applied by the company that did the market appraisal. Mr. Mitchell said he felt the methodology of the appraisals was an acceptable approach and noted that the current buildings on the lot do not add to its value.

Mr. Jaegerman addressed the questions about whether the time for a public process would be adequate and the design from May 29th. He said those specifications were an attempt to put parameters around a joint coordinated design effort and that the number of 6 meetings would be a minimum not a maximum. He also said four months was chosen because that was the amount of time the city would need to mobilize a design team, while Rockbridge is ready to go if this moves forward. The design teams will need an overlap period and predictability so that was why timing and meeting information was included in the agreement. Similarly, reference to the May 29th design was an effort to set a minimum starting point to go forward from, not identify the final design plan.

Mr. Jaegerman also talked about the RFP process. He said a few years ago the Congress Square Redesign Group had been close to an RFP process, then the Eastland hotel changed ownership, and the group wanted the opportunity to work with them first instead of just having an open RFP. Mr. Jaegerman also made a distinction between an RFP for design services vs. an RFP for development generally and explained that there would still be an RFP for the design of the remainder of the square in the event of a sale.

Ms. West-Chuhta then addressed the question about the agenda not specifically noting that public comment would be taken. She said that while agendas have noted it in the past, legally it does not have to be noted and there was nothing to indicate comment would not be taken. Also, there will be further opportunities for comment and notice on this topic.

Mr. Mitchel addressed the question about whether Rockbridge would have easements on the plaza. He said that the 4,800 feet would be public space, open without any exclusive rights and the agreement does not get into particulars of access points.

Councilor Suslovic moved to recommend approval of the agreement to Council. Councilor Coyne seconded the motion. Councilor Donoghue asked staff what would happen if the design of the plaza is unsatisfactory; does the purchase and sale agreement lock the city into a deal without any means of going back? Ms. West-Chuhta said the city can rescind if the Planning Board or Historic Preservation does not approve of the design. Councilor Donoghue commented that he would vote no on this agreement, not because he is opposed to public/private deals, but because he cannot see the public benefit in this plan, and there is no way to get out of the deal if the benefit is not there. He also said he cannot ignore the city residents who are opposed and feels does not have enough information to vote yes.

Councilor Suslovic thanked the members of the public for their input, and also thanked Rockbridge Capital. He stated that he strongly disagrees that this process has been truncated or rushed or not open. He said this issue has been thoroughly vetted in public and has received lots of input. He said it has been going on for over a year and has been lengthy and open. He thanked Rockbridge for their significant investment in Portland. Councilor Suslovic said he recently toured the renovation of the Eastland, which is a signature building in the city on an upward trajectory. He also thanked city staff, particularly Mr. Mitchell and Mr. Jaegerman for their leadership on a complex process. Councilor Suslovic said there is a public benefit to bringing more people to downtown Portland for events. He said the visioning process could have happened before but the city did not have the resources or the opportunity to do it before. He appreciated the passion from the public, but said this proposal is not an “either/or” but will incorporate both private and public space. He recalled that at a previous meeting in May, the Committee discussed urban design guidelines utilized in New York City, which indicated that Congress Square Plaza could still be a quality public space with the remaining square footage. He also said he appreciates the new visioning process, and thinks Portland can come up with a world class design. He commented that right now the plaza is a place you go through, not a destination, and that this proposal is an opportunity to end up with something better, so he will be supporting the proposal.

Councilor Coyne said that this process has been open and long. He noted that the first presentation by Rockbridge was problematic, and due to feedback the proposal was improved. He noted that Congress Square has historically been used for business and in the recent past was an awful part of town, so seeing this proposal is something he can support. He said this proposal represented a good balance of opinions and is not just about supporting popular opinions. He stated that the city had not been good caretakers of the area, but with a smaller space and new construction and partnership, they can do it better this time.

Chair Mavodones thanked the public, and acknowledged what a challenge this vote was, but stated that he will support the recommendation. He said selling public space does not happen often, but it does happen sometimes and deserves a lot of consideration. He also felt that the Committee had heard a mix of opinions, and are charged with representing the entire city. He said he understands the wish for a visioning and planning process for the entire square. However there has been a lot of input though this has not been the easiest and most direct process. He said the remaining space in the plaza will be weighed by the City Council and noted that they need to

be prepared to spend funds to address the space. He thanked his colleagues and noted that while Councilor Donoghue would not be supporting the agreement, he had helped to make the proposal better. He also thanked staff and stated that he will vote in favor of recommending the agreement. He noted that there will be more opportunities for public comment as the process moves forward and that any public meetings are open to comment. Chair Mavodones said that this meeting was appropriately noticed and open to the public but noted that it is important to avoid confusion in the wording of the agenda. He said that this item will go to the September 9th City Council meeting at 7pm and public comment will be taken at that time.

Councilors Mavodones, Coyne, and Suslovic voted to recommend the Purchase and Sale Agreement to the City Council. Councilor Donoghue voted to oppose recommending the agreement. The motion passed 3 to 1. Chair Mavodones adjourned the meeting at 7:45pm.



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Economic Development Department
Gregory A. Mitchell, Director

MEMORANDUM

TO: Housing and Community Development Committee

FROM: Greg Mitchell

DATE: September 20, 2013

SUBJECT: Nathan Clifford School Redevelopment

This memorandum will update you regarding the status of Nathan Clifford School redevelopment discussions and seeks Housing and Community Development Committee authorization to proceed with negotiations, with the Developer's Collaborative, to prepare a purchase and sale agreement.

Background

See attached memorandum from Bill Needelman outlining the process, which concludes with Developer Collaborative as the recommended developer for the Nathan Clifford School.

Public Benefits Association with Nathan School Redevelopment

- Property sale proceeds;
- Elimination of capital improvement and annual operating costs associated with City ownership of Nathan Clifford School;
- Conversion of tax exempt property to taxable property;
- Additional housing units to meet Portland's growing population;
- Preservation of an historic structure; and,
- Preservation of site open space.

Next Steps

Next steps include:

- **Project Proforma.** City staff reviewing Developer's Collaborative Proforma to agree with the sale price for Nathan Clifford School. It is noted that the Developer's Collaborative is offering \$200,000 to acquire Nathan Clifford School.
- **Purchase and Sale Agreement.** A purchase and sale agreement needs to be prepared to formalize this transaction.

City Staff Recommendations

City staff recommends the HCDC authorize staff to proceed with negotiations to prepare a purchase and sale agreement, with conditions, to present for public action at October HCDC and City Council meetings, if possible. It is noted that Developer's Collaborative has proposed an aggressive time line to proceed to take advantage of historic tax credits in 2014.

Memorandum
Department of Planning and Development
Planning Division



To: Chair Mavodones and Members of the Housing and Community Development Committee

From: Bill Needelman, Senior Planner

Date: September 20, 2013

Re: September 25, 2013 Meeting – Recommendation of the Nathan Clifford Proposal Review Committee

Introduction:

The Nathan Clifford Proposal Review Committee was appointed to evaluate developer qualifications and development proposals for the re-use of the Nathan Clifford School and property. The Committee has completed their work and is recommending to the HCDC that the City negotiate a purchase and sale agreement with the ***Developer's Collaborative***.

Background:

On July 15, 2013, the Nathan Clifford Proposal Review Committee was appointed to oversee the selection of a development team as recommended by the Nathan Clifford Re-Use Advisory Task Force. The Committee membership included:

City Planning Department:	Jeff Levine, Planning and Urban Development Director, Co-chair
Neighborhood representative:	Caroline Paras, Granite Street, Co-Chair
City Economic Development:	Greg Mitchell, Economic Development Director
City Public Facilities Director :	Anita LaChance
Design professional:	Paul Stevens, SMRT
Greater Portland Landmarks:	Carol DeTine, CH Studio
Real estate professional:	Sean Dundon, Blackstone Consulting

After issuing a Request for Qualifications (RFQ), two development teams (the ***Developer's Collaborative*** and ***Community Housing of Maine - CHOM***) provided responses expressing interest in the school Property.

The ***Developer's Collaborative*** proposed 22 market rate residential apartment units with +/-18 units located in the school building and +/-4 units located in new structures on the school

property. **Community Housing of Maine's** proposal showed 60 affordable residential apartments with up to 24 of those units located in new construction.

Both developers proposed to retain some degree of public access to the site for playground/open space use, and intended to use Historic Preservation Tax Credits. The CHOM proposal additionally relied on state and federal affordable housing incentives.

Review Process:

On August 14, 2013, the Proposal Review Committee met to evaluate the responses. Having evaluated both proposals against the criteria established in the RFQ, the Committee found that both development teams were well qualified; but, the proposals varied widely as related to adherence to the established "use" criteria. For residential re-use proposals, the criteria encourage residential density "generally consistent" with the existing R-5 zoning. (The R-5 zone would allow 22 residential units based on re-use of a non-residential structure and the square footage of the total school property.)

On the basis of the use criteria, the Committee voted unanimously to invite the **Developer's Collaborative** to meet with the Committee to further discuss their qualifications and proposal. The Committee further voted to reject the **CHOM** proposal as inconsistent with the use criteria (namely residential density) as stated in the request for qualifications document.

The Review Committee reconvened on September 4, 2013 to meet with the **Developer's Collaborative**. After hearing a presentation of the proposal and asking questions of the development team, the Committee unanimously approved a motion to recommend to the HCDC that the City accept the Developer's Collaborative proposal.

Review Committee Recommendation:

The Review Committee enthusiastically endorsed the Developer's Collaborative qualifications and proposal, finding that the material submitted met the applicable criteria in the RFQ. The Committee qualified their recommendation to suggest that the developers commit that their proposal will meet current zoning (assuming 18 units within the school building and no more than two new duplex buildings on the Deane Street portion of the grounds.) Additionally, the Review Committee requested that the development team provide for the HCDC's review a more detailed site plan, additional financial information for review of Economic Development staff, and to clarify their proposal regarding community use of interior and exterior use of the property.

Attachments:

1. Developer's Collaborative Presentation on Proposal to HCDC.

Nathan Clifford Residences

Housing and Community
Development Committee
Meeting

September 25, 2013



Developers Collaborative:
Kevin Bunker
Richard Berman
Laura Reading

CCB, Inc:
Beth Sturtevant
Marc Belanger
Sean Ferguson

Architect:
Archetype Architects

Agenda

- Developers Collaborative Overview
- Nathan Clifford Re-Use
- Site Plan
- Zoning
- Floor Plans
- Historic Preservation
- Conditions Assessment
- Sources and Uses
- Timeline

Developers Collaborative: Historic Preservation



Developers Collaborative: Historic Preservation



Developers Collaborative: Historic Preservation



Developers Collaborative: Smart Growth

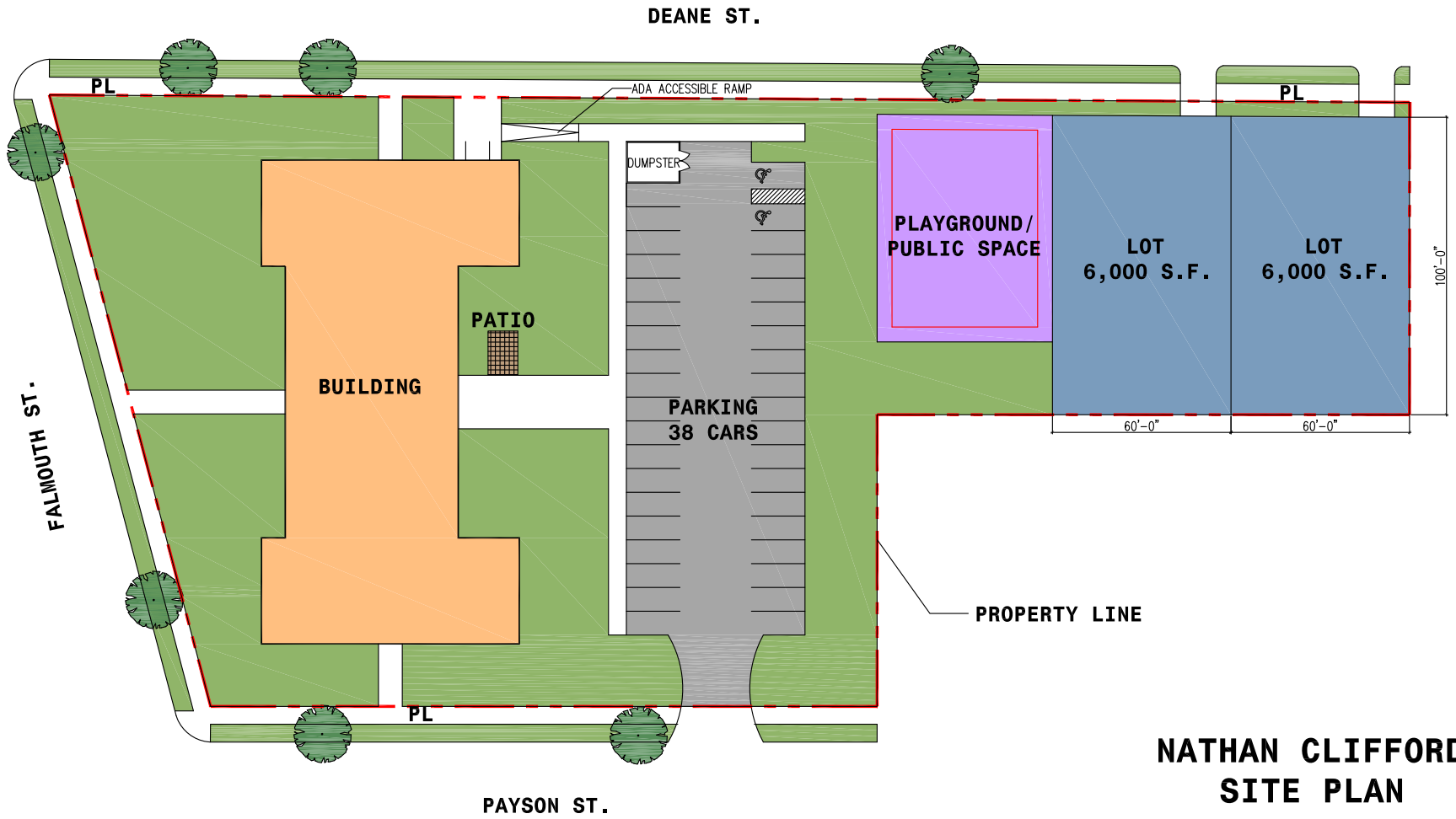


Developers Collaborative: Smart Growth



Nathan Clifford Re-Use

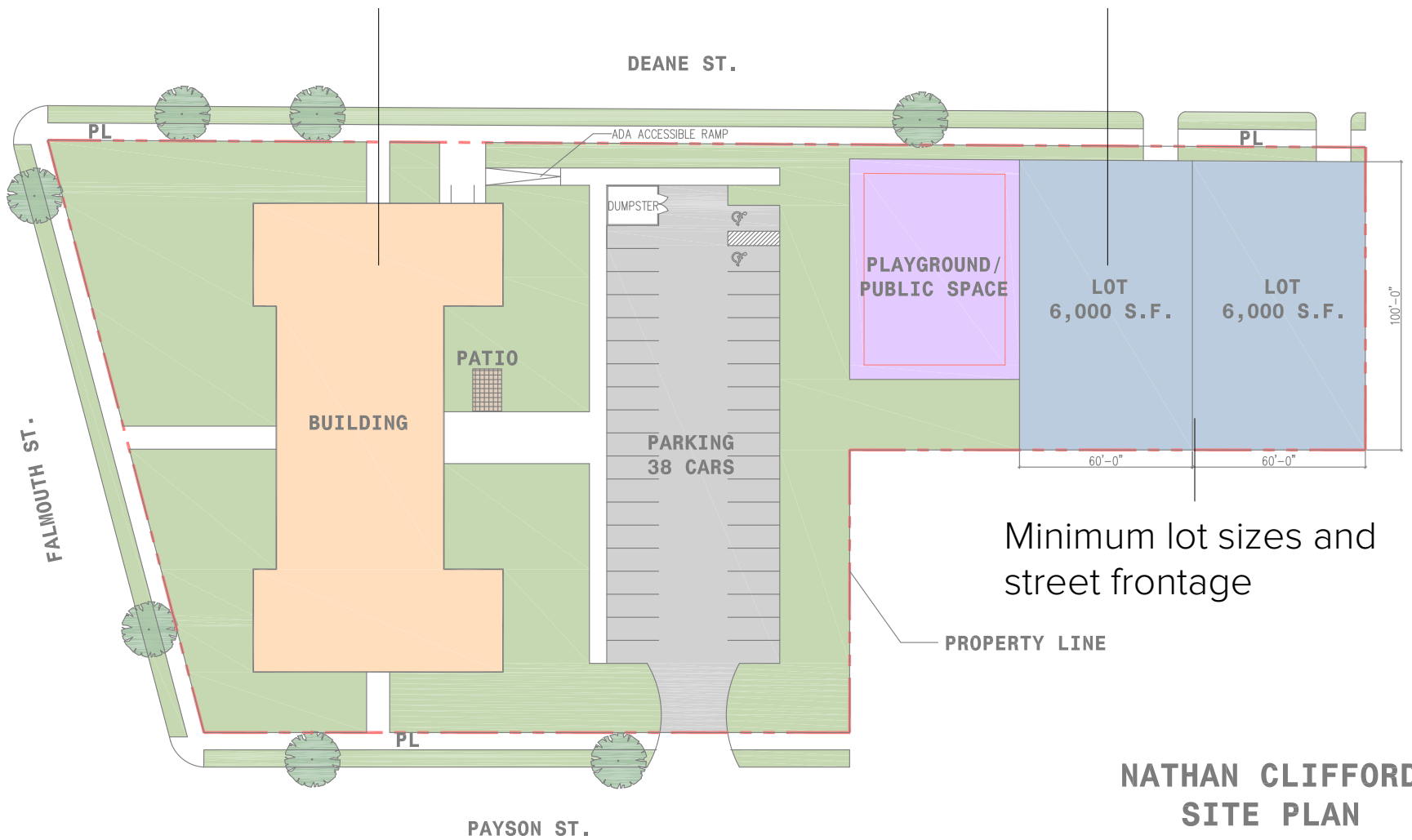
- Rehabilitate the building for residential use and provide publicly accessible open space
- 18 units: initially rentals, then maybe condos
- 2 duplex lots
- Target market: professionals and active retirees
- Convenient amenities: fitness center, storage space, shared flex space, and resident lounge



**NATHAN CLIFFORD
SITE PLAN**
1/32" = 1'0"

18 units on 55,200 sf of land

1-2 units per lot



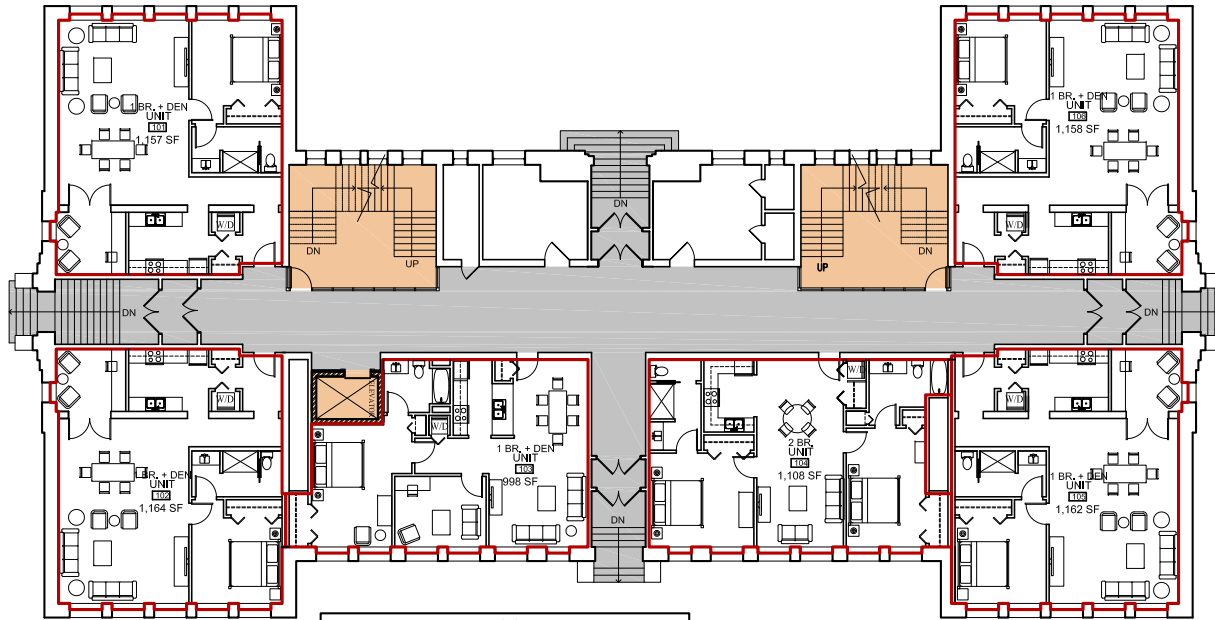
Minimum lot sizes and street frontage

PROPERTY LINE

**NATHAN CLIFFORD
SITE PLAN**
1/32" = 1'0"

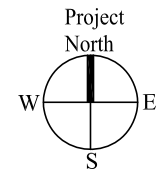


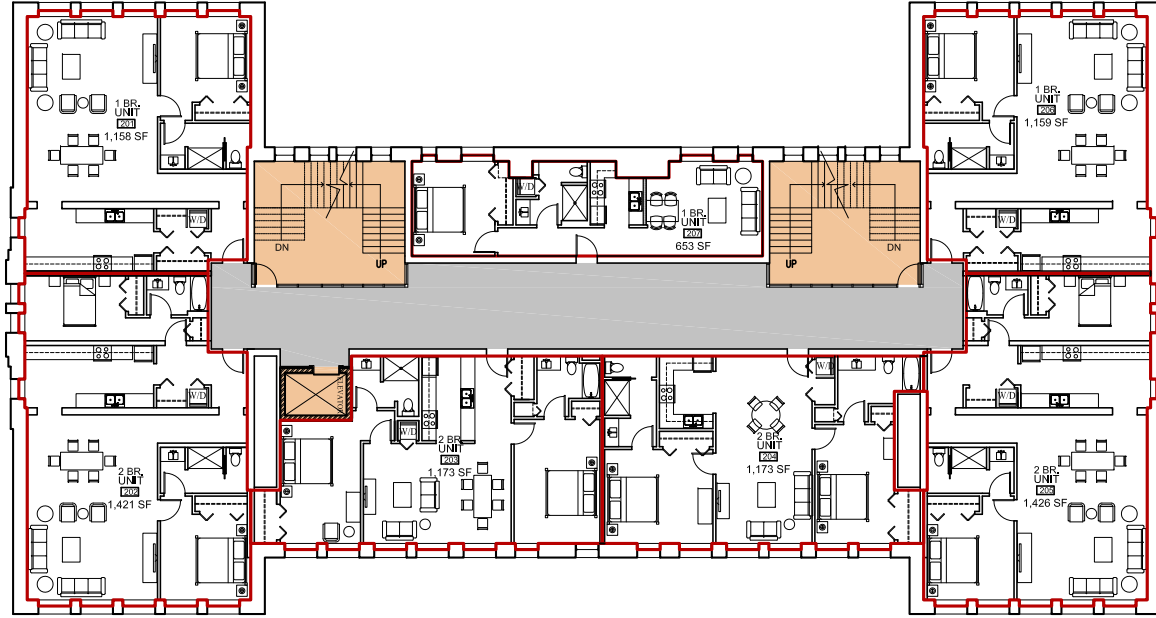
Lots: Neighborhood Context



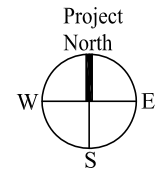
UNIT COUNT	
FIRST FLOOR:	5x 1-BR. UNITS = 5,639 SF
	1x 2-BR. UNIT = 1,108 SF +
	6,747 SF
SECOND FLOOR:	3x 1-BR. UNITS = 2,970 SF
	4x 2-BR. UNITS = 5,193 SF +
	8,163 SF
THIRD FLOOR:	5x 2-BR. UNITS = 7,686 SF
TOTAL:	8x 1-BR. UNITS = 8,609 SF
	10x 2-BR. UNITS = 13,987 SF +
	22,596 SF
GROSS SF PER FLOOR: 11,537 SF	

1 | FIRST FLOOR PLAN
SCALE: 1/16"=1'-0"





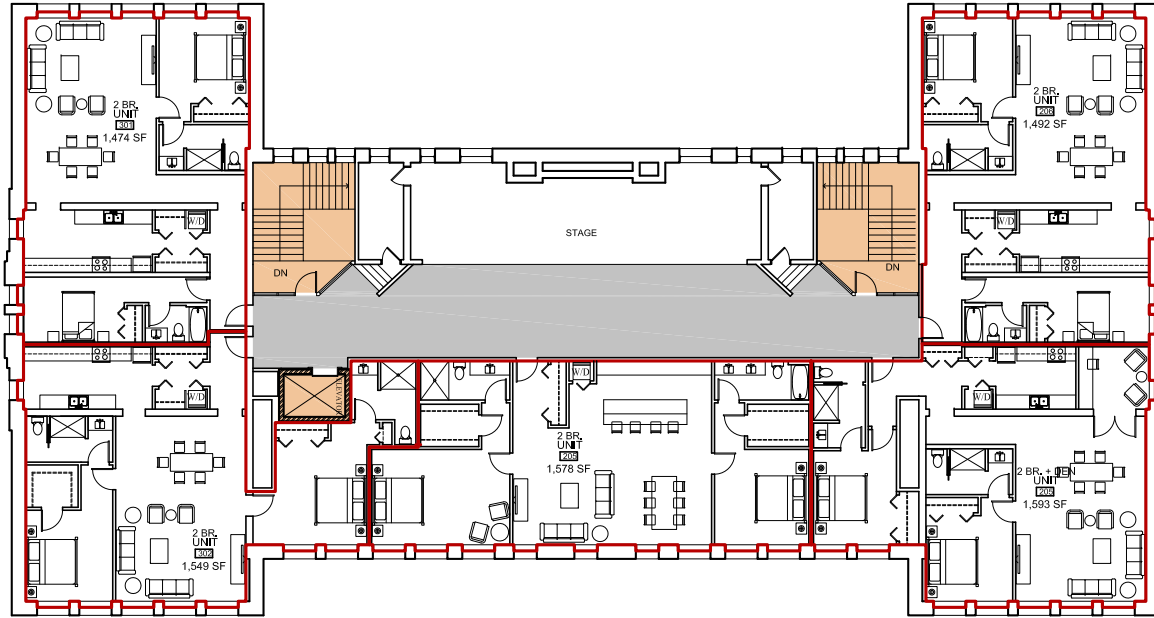
1 | SECOND FLOOR PLAN
SCALE: 1/16"=1'-0"



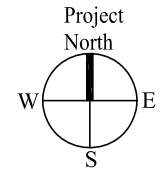
Project:	NATHAN CLIFFORD
	180 FALMOUTH STREET PORTLAND, MAINE
Date:	September 17, 2013
Scale:	1/16"=1'-0"
SECOND FLOOR PLAN	

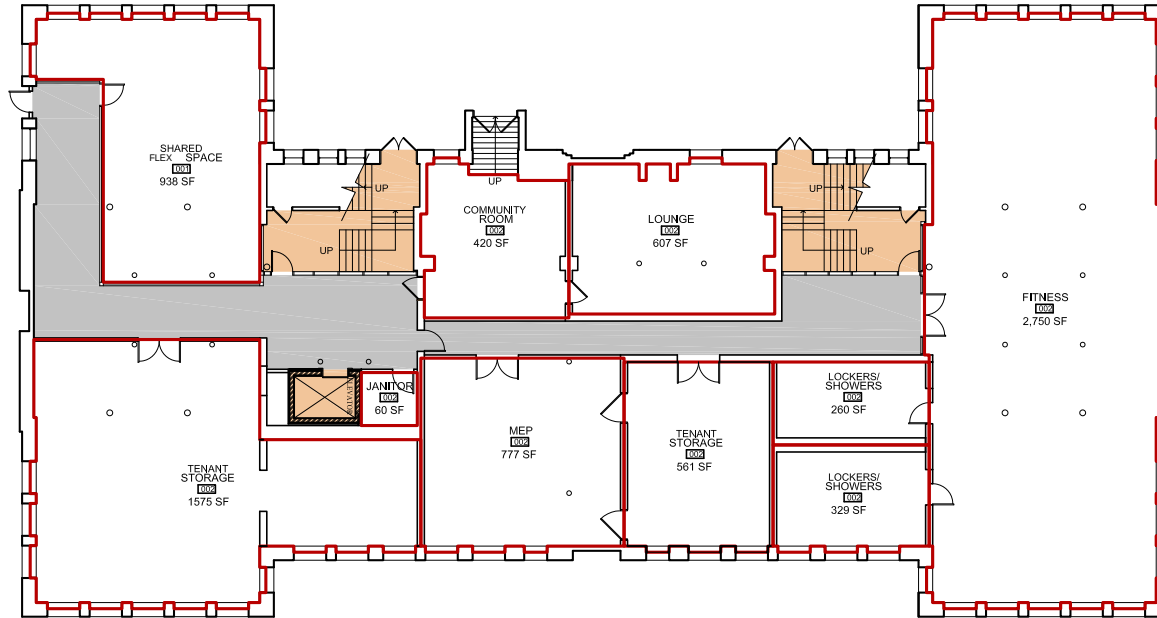
	48 Union Wharf - Portland, Maine 04101
	(207) 772-6022 Fax (207) 772-4056

A0.2

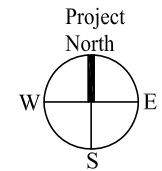


1 | THIRD FLOOR PLAN
SCALE: 1/16"=1'-0"





1 BASEMENT FLOOR PLAN
SCALE: 1/16"=1'-0"









Conditions Assessment

Masonry Walls	\$127,992
Structural	\$164,256
Roof	\$183,240
Windows (replacement)	\$226,680
Total Cost of Repairs +20%	\$702,168

Sources and Uses

Uses	\$6,926,339
Acquisition	200,000
Hard Costs	5,326,887
Soft Costs	1,253,452
Financing Costs	146,000

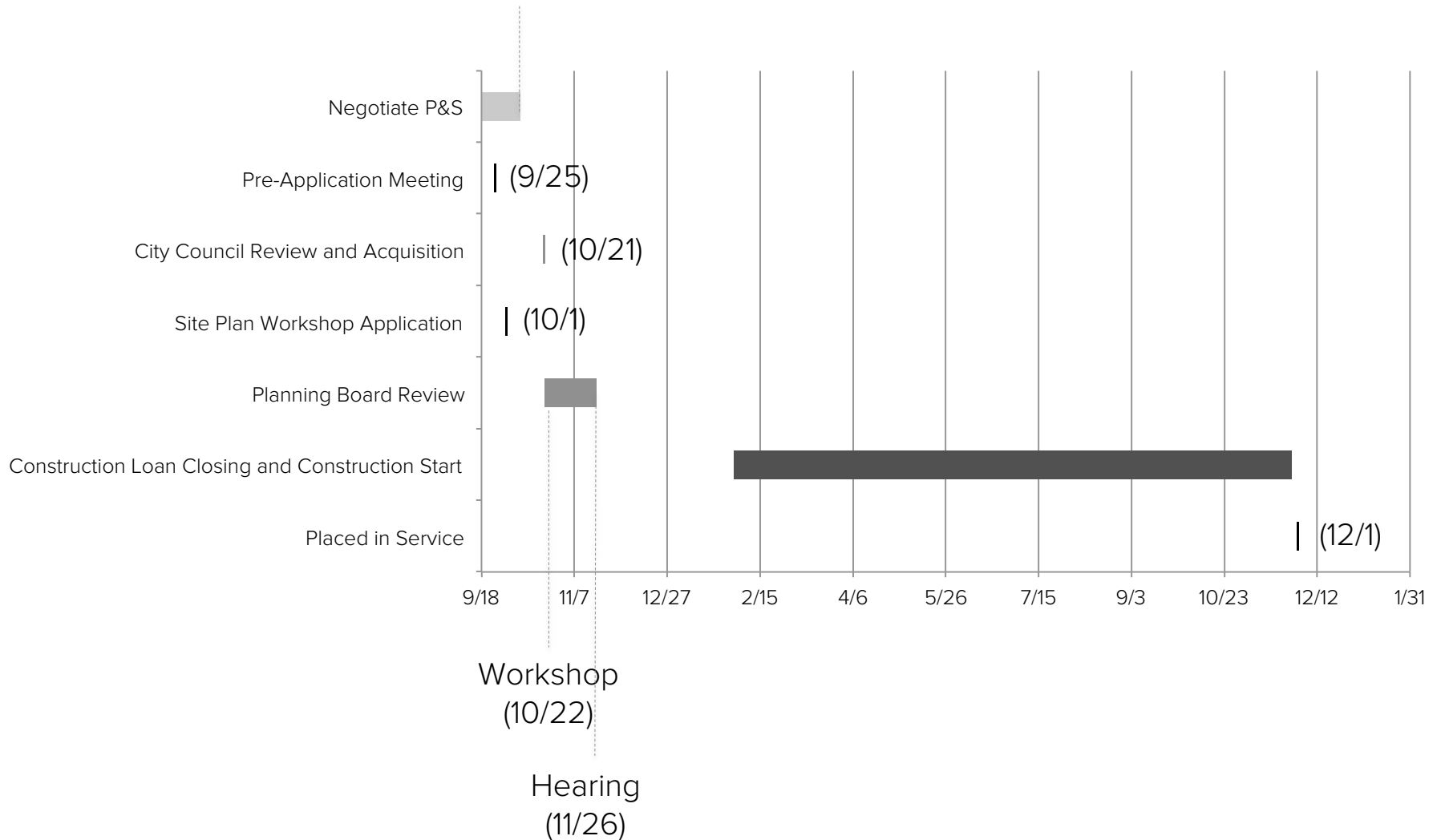
Sources	\$6,926,339
Historic Tax Credits	2,375,184
Equity	1,838,270
Debt	2,462,885
Lot Sales/Development	250,000

Timeline

- DC is prepared to move forward now.
- Market study, survey, and environmental studies have been commissioned.
- Detailed design work will need to wait until we have firm site control.
- We have all necessary financial resources in place now.
- We could execute a P&S very soon with only contingencies being title, environmental, and zoning.
- We would like to place our federal credits in service by the end of 2014.
- Given a 10 month construction schedule, that means we would like to get going on design work immediately.

Timeline

HCDC Recommendation to Council (10/9)





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Economic Development Department
Gregory A. Mitchell, Director

MEMORANDUM

TO: Housing and Community Development Committee

FROM: Greg Mitchell

DATE: September 20, 2013

SUBJECT: **Amendments to the Thompson's Point Transit-Oriented Development and Tax Increment Financing District Program Application**

This memorandum will outline the Forefront at Thompson's Point Project developer requested amendments to the Project Tax Increment Financing (TIF) District Application. This is being presented to the HCDC at your September 25th meeting to authorize staff to proceed with negotiations to prepare formal amendments to the TIF District Program to present to the HCDC and City Council for their action at meetings, in October, if possible.

Background

The Thompson Point Transit-Oriented Development and Tax Increment Financing District Program was approved by the City Council on June 20, 2011, and by the Maine Department of Economic and Community Development on July 28, 2011.

Since this time, developers of this Project have moved forward with the planned \$100 million dollar mixed use development with property acquisition of 28 +/- acres, securing Project regulatory approvals, and announcement of The Circus Conservatory of America to be a tenant in one of the existing brick buildings.

The approved TIF District Program tax share arrangement is as follows:

Years 1-30:	Thompson's Point Development Share -	\$31,460,382 or 54%
	City/TOD TIF Share -	\$14,464,015 or 25%
	City/General Fund Share -	\$11,973,193 or 21%

Notes: The above percentages are an average over thirty (30) years.

Years 1-10, 100% Capture:	75% to Project Developer and 25% to City/TOD.
Years 11-15, 85% Capture:	60% to Project Developer, 25% to City/TOD.
Years 16-20, 75% Capture:	50% to Project Developer and 25% to City/TOD.
Years 21-30, 65% Capture:	40% to Project Developer and 25% to City/TOD.

It is noted that Project developers are requesting amendments to existing City development regulatory approvals for the revised Project development program, requesting zoning district amendments to allow for increased development height, along with negotiations to acquire a portion of City owned Riverside Street property to relocate Suburban Propane from their Thompson Point location.

Developer Requested Amendments

Planned property acquisitions, along with minor adjustments to the Forefront at Thompson Point development program, necessitate TIF District amendments.

The revised Forefront at Thompson Point Project development program is attached. You will note that the Event Center and Parking Garage have been relocated adjacent to the rail line. Relocation of these two significant structures adjacent to the rail line improves transit oriented aspects of the Project and is now possible due to future acquisition of Suburban Propane and the Northern New England Passenger Rail Authority (NNEPRA) properties. See attached map for property orientations and the location of the approved TIF District boundary.

Requested TIF District Amendments fall into two areas which include:

1. ***TIF District boundary adjustment*** to include both the Suburban Propane and NNEPRA properties by establishing a new TIF boundary line along the rail line.
2. ***TIF District Development Program adjustments*** to substitute two existing brick buildings planned to be redeveloped instead of a Concert Hall. See attached Project Phase One TIF District Development Program in a marked revision format. The square footage of the two existing brick buildings, after they are renovated, is approximately the same as the originally proposed Concert Hall. City staff will have updated property tax projections available for your September 25th HCDC meeting. I will remind the HCDC that only those buildings included on the attached TIF District Phase One Development Program are entitled to share in the future property tax proceeds.

Staff Recommendation

City staff recommends that the HCDC authorize staff to proceed with negotiations to support the TIF District amendments. It is noted that there are public benefits associated with the relocation of Suburban Propane from Thompson Point. Additionally, the developer requested amendments are consistent with the City's goals for creating a more robust Portland Transportation Center.

Attachments:

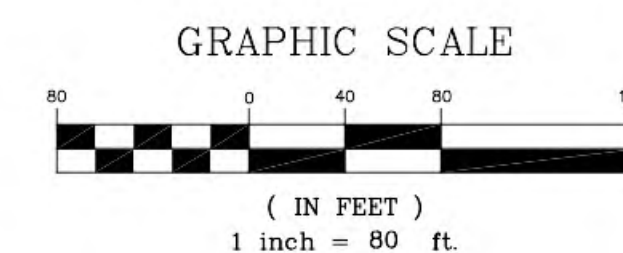
- Revisions to Phase One Improvements in TIF Development Program
- Master Plan Map of 9/17/2013
- TIF District Map with additional property to include in the TIF District

PHASE ONE IMPROVEMENTS TO BE CAPTURED IN DISTRICT:

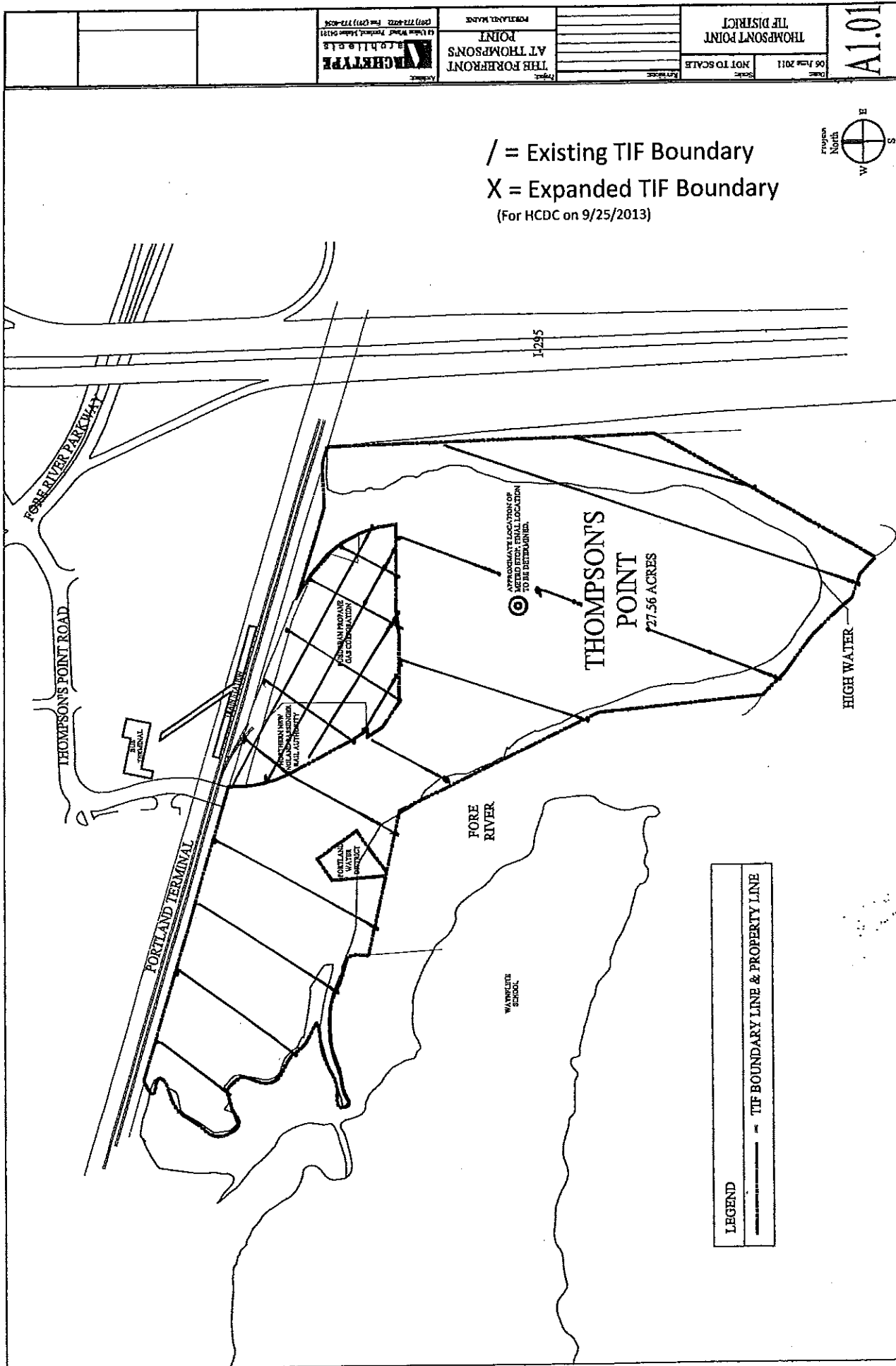
Unit Number:	Proposed Use:	Description (as currently contemplated):
Unit #1A & 1B	Event Center & Concert Hall (+/- 110,000 82,000 SF)	Versatile center that can be used as practice facility with several basketball courts and an indoor soccer/lacrosse field; serve as home to Red Claws D-League basketball team (+/- 3,500 seats); and host mid-size concerts of +/- 4,500. Combined with the concert hall (approximately 28,000 SF of the overall 110,000 SF), The event center can accommodate large floor shows and conferences/events with approximately 45,000 SF of open floor space.
Unit #1B and 1C	<u>Renovated Historic Brick Buildings (+/- 34,000 SF and +/- 35,000 SF respectively)</u>	<u>A northerly existing brick building, designated as potentially eligible for listing on the National Register, of approximately 34,000 SF, to be renovated to include office, restaurant, café, —and—light manufacture/artist studio spaces, and related uses in support of the larger Phase 1 program;</u> <u>A southerly existing brick building, designated as potentially eligible for listing on the National Register, of approximately 35,000 SF; to be partially renovated and partially rebuilt to accommodate a cultural/educational user and which may include a small indoor performance venue.</u>
Unit #2	Hotel (+/- 80,000 SF)	Approximately 125-room select serve hotel will cater to leisure and business travelers, and users of the event center. Offering ballrooms and meeting space, the hotel will work in synergy with the event center to make Thompson's Point a destination location.
Unit #3	Sports Medicine / Performance Lab (+/- 20,000 SF)	Sports medicine and physical fitness facility offering a continuum of care and wellness training.
Unit #4	Above-Ground Parking Garage (+/- 700 spaces)	The parking structure will be used by hotel guests and event attendees, and service unmet demand from the Amtrak and Concord Trailways transit center. The current plan shows this structure adjacent to

		I-295. It is conceivable, given the nature of the proposed development and anticipated synergies with the Transportation Center in terms of public use of this facility, that this facility will be relocated to the Westerly side of the District, to bring it closer to the Transportation Center.
Unit #5	Restaurant (+/- 6,000 SF)	The “Restaurant” designation also includes related uses such as lounge and bar establishments, food and beverage preparation and packaging, catering, and retail sales which may be ancillary or accessory to the restaurant use.
Unit #6	Class A Office Building (A) (+/- 80,000 SF)	The “Office Building” designation also includes medical office and treatment facilities, as well as ancillary restaurant/retail uses commonly found on the ground floor of metro Portland office buildings and intended to service tenants and members of the public alike. As the planning process unfolds it is possible that this +/- 180,000 SF building, currently planned as two buildings, may be accommodated in one building, or that the two buildings may accommodate the overall SF differently (such as, for instance, one building with +/- 60,000 SF and one with +/- 120,000 SF).
Unit #7	Class A Office Building (B) (+/- 100,000 SF)	See Above.
Other Planned Amenities:		
	Surface Parking (+/- 750 surface spaces)	These surface parking lots are generally divided into two areas: the upper lot in the Northwesterly corner of the District, which will service demand for large events and overflow parking from the Transportation Center; and the central lots in the central part of the District, which can be managed to service event attendees and members of the public.
	Water Access for Recreational and/or Commercial Vessels	With 7 feet of water at low tide, Thompson’s Point is an ideal place to offer handheld boat access to the Fore River. A small launch area is proposed at a location to be determined, potentially either at the

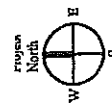
		upper Northwesterly portion of the shoreline or at the end of the peninsula. This is intended to be meshed with the trail area and public space design. In addition, there is an opportunity for a water taxi/shuttle service that will connect Thompson's Point with Portland Harbor. The water access to the Fore River may be accomplished through one or more separate launch sites.
	Public Trails & Open Space	The Company intends to create significant public/civic/pedestrian space that links the trails with the rest of the District, and offers opportunities for public enjoyment of the property within the District. The Company is working with Portland Trails to maintain and improve the presence of quality public walking/biking trails on the Thompson's Point property.
	Bus Stop	The Company is working with METRO to create a bus stop on Thompson's Point to ensure a source of public transportation to the District.



		ZONE TEXT AMENDMENT MASTER PLAN			PROJECT THE FOREFRONT AT THOMPSON'S POINT		ENGINEERS FST Since 1914 FAY, SPOFFORD & THORNDIKE, INC. ENGINEERS · PLANNERS · SCIENTISTS 778 MAIN ST, SUITE 8, SOUTH PORTLAND, ME 04106		
					SHEET TITLE -		DRAWN: - DATE: EK 9-17-2013		
1	-	-	1	9-17-2013	SUBMIT TO CITY		DESIGNED: - SCALE: - 1" = 80'		
REV	DATE	DESCRIPTION			P.E.	CLIENT FOREFRONT PARTNERS I, LP		CHECKED: - JOB NO. -	
REVISIONS					LIC. #			FILE NAME: -	
								SHEET -	



/ = Existing TIF Boundary
 X = Expanded TIF Boundary
 (For HCDC on 9/25/2013)



A1.01

THOMPSON'S POINT
 TIF DISTRICT

06 Nov 2011

NOT TO SCALE

THE FOREFRONT
 AT THOMPSON'S
 POINT

Architect
ARCHITECT
 14 Union Street, Portland, Maine 04103
 (207) 773-4022 Fax (207) 773-4024

Memorandum

Department of Planning and Urban Development



To: Housing and Community Development Committee
Mark Rees, City Manager

From: Jeff Levine, Director

Date: September 20, 2013

Re: B-1/2 Zoning District Study Update

Planning & Urban Development Department staff is continuing to work on outlining the issues that should be studied in looking at the B-1/2 zoning districts. Our emphasis will be on the Forest Avenue corridor but we will be looking at all the B-2 zones and, at the request of Councilor Donoghue, exploring the B-1 zones as well. We are focusing on the following issues:

- Preferred housing outcomes
- Required parking ratios and parking requirements in general
- The change of use process
- Dimensional requirements and allowances, especially for residential and mixed-use.

Our analysis will include reviewing applicable documents (such as the City's Comprehensive Plan and *Transforming Forest Avenue*), an inventory of current building types, and an assessment of current allowances, especially for residential uses, to determine barriers in the zoning.

We plan to hold a public forum in October – currently planned for October 30th - for residents and stakeholders to respond to the proposed changes, as well a presentation of the *Transforming Forest Avenue* plan.



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Planning & Urban Development Department
Jeff Levine, AICP, Director

Housing & Community Development Division
Mary P. Davis, Director

MEMORANDUM

TO: Councilor Mavodones, Chair
Members of the Housing and Community Development Committee

FROM: Mary Davis, Director
Housing & Community Development Division

DATE: September 18, 2013

SUBJECT: York and Cumberland County Regional Analysis of Impediments to Fair Housing

I. SUMMARY OF ISSUE

In 2010 the Greater Portland Council of Governments (GPCOG) and 26 partners were awarded a \$1.6 million grant under the federal Department of Housing and Urban Development's (HUD) Sustainable Communities Initiative. The project, Sustain Southern Maine (SSM), is aimed at stimulating more integrated regional planning to guide state, metropolitan, and local investments in land use, transportation and housing. This regional Analysis of Impediments to Fair Housing (AI) was completed as part of the work of Sustain Southern Maine and covers York and Cumberland Counties. The City of Portland is a member of the Executive Committee and the Regional Housing Committee of SSM.

II. REASON FOR SUBMISSION

In May, the City Council adopted Portland's 2013 Analysis of Impediments to Fair Housing. The goals and recommendations outlined in the local AI are complementary to those outlined in the Regional AI. The Executive Summary from each report is attached.

As the largest community in the Sustain Southern Maine project, HUD has recommended that the city, along with several other communities, accept and adopt the Regional AI. By adopting the Regional AI, the City of Portland will benefit from the assistance and collaboration of the communities and partners of Sustain Southern Maine and will be better able to meet its requirements under the Federal Fair Housing Act.

III. INTENDED RESULT

Acceptance of the Regional AI by the city will improve the ability of the citizens of the region to access and maintain decent, safe and affordable rental and homeownership opportunities regardless of race, color, religion, sex, disability, familial status, national origin, sexual

orientation and source of income. Acceptance of the Regional AI will also assist the city in implementing the recommendations in Portland's 2013 Analysis of Impediments to Fair Housing.

IV. FINANCIAL IMPACT

Accepting the Regional Analysis of Impediments to Fair Housing Choice places no financial obligation on the city.

V. STAFF ANALYSIS and RECOMMENDATION

Staff worked closely with the members of the Regional Housing Committee in developing this report. City staff and members of SSM collected and shared information and data used in the development of both the local and regional AI. The recommended actions outlined in the Regional AI were developed with input from staff in several city departments and complement the actions outlined in the local AI. As a member of the SSM and by adopting the regional recommended actions, the city gains valuable partnerships which can be utilized in implementing the several of the recommended actions in the local AI such as:

- Actively pursue regional partnerships that work to widen the public transportation network and provide housing opportunities for a diversity of people throughout the region.
- Work to encourage other communities in the region to develop affordable housing.
- Create a partnership with the Cumberland County Community Development Office and local landlord associations to provide landlord awareness workshops.
- Set up a housing liaison system to resolve landlord/tenant issues.

Staff recommends that the HCDC vote to forward the York and Cumberland County Regional Analysis of Impediments to Fair Housing to the City Council for adoption.

ATTACHMENTS

Executive Summary Local and Regional AI

York and Cumberland County Regional Analysis of Impediments to Fair Housing

Analysis of the Impediments to Fair Housing Choice In Portland, Maine 2013

Executive Summary

The City of Portland is the largest and most diverse community in the State of Maine, and as such, is committed to providing fair housing choice to all of its residents. In accordance with the federal Fair Housing Act, this study identifies impediments to fair housing choice that exist in Portland, and recommends actions to address them.

The United States Department of Housing and Urban Development (HUD) defines impediments to fair housing choice as:

- *Any actions, omissions, or decisions taken because of race, color, religion, sex, disability, familial status, or national origin which restrict housing choices or the availability of housing choices*
- *Any actions, omissions, or decisions which have the effect of restricting housing choices or the availability of housing choices on the basis of race, color, religion, sex, disability, familial status, or national origin.*

Using data from the U.S. Census and American Community Survey, Maine Human Rights Commission, Pine Tree Legal Assistance, Home Mortgage Disclosure Act (HMDA), Portland Zoning and Land Use Policies, and interviews with local Service Providers, this analysis has identified the following impediments to fair housing choice:

- Geographic concentrations of race and poverty in certain neighborhoods of the city
- Landlords in need of information regarding fair housing/accommodations for persons with disabilities.
- High cost of both rental and home ownership housing.

Recommended Actions:

- Actively pursue regional partnerships that work to widen the public transportation network and provide housing opportunities for a diversity of people throughout the region.
- Prioritize mixed income housing developments
- Promote the development of affordable housing in a variety of locations in Portland and work to encourage other communities in the region to develop affordable housing.
- Set-up a City tenant-based rental assistance program
- Create a partnership with the Cumberland County Community Development Office and local landlord associations to provide landlord awareness workshops.
- Set up a housing liaison system to resolve landlord/tenant issues.

Summary of Impediments

After analyzing data from the Census, interviews, complaints, and tests, these are the major housing issues in Portland that emerge:

A. Geographic Concentrations of race and poverty

There are overlapping concentrations of poverty, black populations, foreign born residents, and single-parent families within Portland's subsidized housing. Many of these tracts are in the HCD areas, but there are several along the I-95 corridor, again likely due to PHA properties, and in the I-295 corridor north of Back Cove. Although mobile Section 8 vouchers were created with the intention of distributing low-income populations across a broader region, access to transit, services, cultural support systems and the location of affordable housing in the city are creating geographic concentrations of poverty and minorities within certain areas of Portland.

B. Landlords in need of information

1. Immigrants

The increase in immigrants from Sub-Saharan Africa has shifted local demographics of country of origin and household size. Many landlords are not familiar with the cultures and customs that accompany these new immigrants, and may inadvertently create new barriers to maintaining housing. For example, many Muslims consider dogs to be unclean, and do not allow them in the home. This belief becomes an issue when landlords use dogs for apartment bedbug inspections. There are also potential conflicts between immigrant and non-immigrant tenants over child supervision, overcrowding and cooking smells. Moreover, there were 28 documented fair housing complaints in 2011 related to national origin, representing 30% of all complaints. Only disability accounted for more fair housing complaints. Portland Refugee Services can help to mediate cultural issues between tenants and landlords, and also offers cultural skills education to immigrants.

2. Subsidies

General Assistance (GA), Section 8 and other subsidies help low income individuals and families afford housing. However, landlords are increasingly skeptical of the state's willingness to fund GA, which in turn makes them fearful about renting to low-income tenants. In addition, many tenants have subsidy payment dates that do not match typical rent payment schedules

3. Disability

From 2000 to 2012, the largest number of complaints filed with the Maine Human Rights Commission related to disability. The MHRC breaks the disability category into 19 different sub-sections, reflecting the complexity of this issue. Anecdotal evidence (including complaints filed with Pine Tree Legal) shows that small landlords are often uncertain or unaware of the definition of reasonable accommodation or modification, adding an additional barrier to housing for a

group that often already has co-occurring issues (such as poverty and lack of education) that can create housing access issues.

In 2011, there were 39 fair housing complaints related to disability and deaf communication out of a total of 92 complaints, representing 42% of the total complaints (see Table 23).

Small landlords are often uncertain or unaware of the definition of reasonable accommodation or modification, leading them to believe that tenants with disabilities could be cost-prohibitive.

4. Familial Status

From 2010 to 2012, the majority of complaints to the Maine Human Rights Commission for Portland focused on familial status. Anecdotal evidence finds that women with children are at a disadvantage when going up against single tenants for apartment units.

C. Cost of Housing

The cost of rental housing for all populations, but particularly low-income populations, is an issue in Portland. Renting, especially single or double occupancy units, is becoming more popular with a wider range of the population. Rents are accounting for higher and higher percentages of peoples income, and even those receiving public assistance are facing difficulties covering rent.

Recommendations

Below are the strategies the City of Portland will pursue to promote fair housing.

1. Impediment: Geographic Concentrations of Race and Poverty

Proposed Policy Recommendations:

- The City of Portland should work with Portland Metro, GPCOG, Cumberland County government, local public housing authorities and other communities in the region to widen the public transportation network and provide affordable housing opportunities for a diversity of people throughout the region, so that moving away from the Portland peninsula would not cut people off from needed services. The Sustain Southern Maine partnership provides a possible forum for these regional discussions.
- The City Council recently approved a Housing Investment Policy which requires a strategic review of local priorities and resources and encourages developers to create mixed income developments.
- The City of Portland should continue to review and revise zoning requirements to promote the development of affordable housing throughout the city.

2. Impediment: Landlords In Need of Information

Proposed Policy Recommendations:

- The City of Portland should initiate a partnership with the Cumberland County Community Development Office and local landlord organizations to develop and promote ongoing training for landlords on cultural issues relating to immigrants, as well as landlord rights and responsibilities under the FHA relating to reasonable accommodations and modifications.
- The “*Report of the Task Force to Develop a Strategic Plan to Prevent & End Homelessness in Portland*” dated November 16, 2012, calls for the development of a housing liaison system for working with local landlords. The City’s Housing and Community Development Division will take the lead in implementing this strategy and work towards creating and expanding resources that enable landlords and tenants to work together to overcome rental issues.

3. Impediment: Cost of Housing

Policy Recommendations:

- The City of Portland should continue to promote and, whenever possible, improve their policies that allow developers to produce housing at reasonable costs. These policies include allowing higher densities, flexibility in addressing parking, and requiring the replacement of demolished housing. The City’s ordinances are the most progressive in the market area, but there is always room for improvement. As

indicated on CAPER Page 16, the City continues to take a proactive approach in to addressing barriers to affordable housing through regulatory reform.

- The City Council recently approved a Housing Investment Policy which requires a strategic review of local priorities and resources and encourages developers to create mixed income developments.
- The City of Portland demonstrated an effective way to address homelessness in its Homelessness Prevention and Rapid Re-Housing Program. This approach combined case management, interagency service coordination, security deposit help, and other tools to help people move quickly from the streets to housing. This program was funded by the federal Recovery Act, a temporary resource. A strategy outlined in the *“Report of the Task Force to Develop a Strategic Plan to Prevent & end Homelessness in Portland”* dated November 16, 2012, calls for the implementation of a program to duplicate the success of the Homelessness Prevention and Rapid Re-Housing Program.
- As part of its FY 2013-2014 Housing Program Budget, the Division of Housing and Community Development is proposing to set-aside \$130,000 of federal HOME Program funds for a Tenant-Based Rental Assistance Program.

Regional Analysis of Impediments to Fair Housing

Executive Summary

In 2010 the Greater Portland Council of Governments (GPCOG) and 26 partners were awarded a \$1.6 million grant under the federal Department of Housing and Urban Development's (HUD) Sustainable Communities Initiative. The project, Sustain Southern Maine, is aimed at stimulating more integrated regional planning to guide state, metropolitan, and local investments in land use, transportation and housing. This regional Analysis of Impediments to Fair Housing (AI) was completed as part of the work of Sustain Southern Maine and covers York and Cumberland Counties.

"Fair housing" refers to the legal principle of ensuring equal access to housing and housing services. Title VIII of the Civil Rights Act of 1968 is known as the Fair Housing Act. The 1968 law made it illegal to discriminate in the sale, rental, financing or insurance of a dwelling, or in any other type of housing-related transaction on the basis of race, religion, national origin or color. Gender was added in 1974 with disability and familial status added in 1988. Together, these are referred to as the "protected classes". In addition to the protected classes under federal Fair Housing law, the State of Maine Human Rights Act added ancestry, sexual orientation, and receipt of public assistance.

The regional AI reviewed data from the US Census and the American Community Survey, reports and data generated by local and state agencies, public housing authorities, the Home Mortgage Disclosure Act, the Maine Human Rights Commission, and Pine Tree Legal Assistance. Focus groups and interviews with community leaders and social service providers provided deeper insights into issues experienced by members of protected classes.

The impediments to fair housing choice, and the actions that should be undertaken to address them, are as follows:

Impediments to Fair Housing

A. Fair Housing Education and Support

- 1) Lack of Knowledge about Landlord/Tenant and Fair Housing Laws

B. Expanding Regional Opportunities for New Mainers

- 1) Supporting Refugee Choice in Where to Live Outside of Portland

C. Expanding Housing Options for People with Disabilities

- 1) Address Shortage of Barrier-Free Housing
- 2) Increase Awareness by Landlords and Tenants of Reasonable Accommodations
- 3) Change Zoning Law (LD 155) to Provide Greater Leeway in Granting Variances

D. Cultural/Educational

- 1) Expand Availability of Homebuyer Education/Financial Literacy

E. Improving Families' Access to Lead-Safe Housing

- 1) Expand Availability of Lead-Safe Housing

Recommended Actions

	Impediment Identified	Action Recommended	Time-line	Measurable Outcome
A	Fair Housing	Ongoing education regarding Fair Housing law, rights and responsibilities, and where to go for help in filing a complaint. Disseminate through existing consumer and landlord organizations.	Ongoing	• Workshops/trainings • Reduction in number of complaints filed • Trainings conducted in languages other than English (or with interpreters)
B	Regional Refugee Resettlement	Help refugees and immigrants apply for housing opportunities subsidies outside of the city of Portland.	2014 and Ongoing	• Increase in the numbers of racial and ethnic minorities living outside of Portland
		Promote use of the MaineHousingSearch.org website for housing searches (translatable into 70 different languages). Strategies include: • Work with Catholic Charities Maine and City of Portland Refugee Services to use website information to help new arrivals find housing • Work with partner organizations to provide information to ethnic community leaders about the website • Printing and circulating posters in English, French, Spanish, Somali, and Arabic Encourage landlords and rental property managers (working through their trade associations) to list their properties on MaineHousingSearch.org.	2014 and Ongoing	
		Help destination cities and towns build capacity within their GA programs, public housing, and schools to support successful relocation. Strategies include: • Supporting grant applications by partner organizations to build this capacity • Using CDBG funds to support capacity building to support successful relocation.	One each in 2014, 2015, and 2016	
		Build awareness among Muslims in York and Cumberland Counties regarding the availability of Islamic lending products.	2014	•

	Impediment Identified	Action Recommended	Time-line	Measurable Outcome
		Increase availability of ESOL and vocational ESOL slots to expedite refugees' access to this training which is critical to their ability to find and keep employment.	2014 and Ongoing	• Decrease in waiting list numbers • Increase in refugees served by ESOL
C	Support Housing Options for People with Disabilities	Increase the supply of barrier-free housing	Ongoing	• Increase in number of barrier free units
		Increase awareness of reasonable accommodations rights and responsibilities	Ongoing	• Number of workshops and trainings held on this topic • Decrease in complaints on this topic
		Change zoning law to facilitate construction of ramps	FY 2013	• Pass LD 155
D	Homebuyer Pre- and Post-Education and Counseling/ Financial Literacy	Increase availability of homebuyer pre- and post-education and counseling, as well as financial literacy. Offer in languages other than English.	Ongoing	• Number of racial and ethnic minorities completing financial literacy, homebuyer education workshops or participating in counseling.
E	Improving Families' Access to Lead-Safe Housing	Continue to remediate lead paint-contaminated older units, and to develop new lead-free family units.	Ongoing	• Number of existing units remediated • Number of new lead-safe family units created
		Promote the MaineHousingSearch.org website (available in 70 languages), to help landlords list, and families search for, lead-safe housing. Strategies include: Printing and circulating posters in English, French, Spanish, Somali and Arabic.	Ongoing	• Number of lead-safe units listed on MaineHousingSearch.org

Issues for Future Research

1. The number of barrier-free units needed currently by people with mobility impairments, and going forward, has not been quantified. At the same time, Maine has the oldest resident median age in the country, and already has a shortage of barrier-free units. As the baby boomers age, increasing numbers will require units that are accessible to those with mobility impairments. A study should be undertaken to get a better understanding of this. This will expedite changing policies, and increasing resources, to address this issue.
2. Maine has had a fairly recent influx of refugees and immigrants with large families who need units with 4+ bedrooms. Most of these large families also require subsidies to make the housing affordable. Due to the decades-long trend in the United States toward smaller families, most new housing development is of 0-2 bedroom units.

Large families appear to be a relatively small market whose limited affordability requires substantial subsidy both in the development of the housing and to reduce monthly rental costs. Given shrinking subsidies and increased demand, it is difficult to make the case for doing this. More research is needed to understand the potential demand for larger units, models for financing the construction of the units, and issues related to long term management and marketing of any units built. Strategies to increase the flexibility of living space, such as “movable walls”, should also be explored. This approach has been pioneered with studios and is associated with high end housing, but it may become a cost-effective alternative to developing larger units that are more difficult to rent.
3. Portland (and the region) lacks an ethnic community-led “Welcome Center” that could serve as a gathering place for new arrivals. Creating such a resource is challenging because it would require different ethnic groups to work together to form and operate something none of them controls individually. Still, such a facility could offer ESOL classes, orientations, and be a warm and welcoming place for new arrivals to gather. It could help engage ethnic community members in self help activities, and improve new arrivals’ transition to self-sufficiency. Some models in other cities combine services with short and long term housing. Creating a Welcome Center would require leadership from the refugee and immigrant communities.

**York and Cumberland County
Regional Analysis of Impediments to Fair Housing**

Greater Portland Council of Governments
Sustain Southern Maine

Anne B. Gass, ABG Consulting
August 28, 2013

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EXECUTIVE SUMMARY

In 2010 the Greater Portland Council of Governments (GPCOG) and 26 partners were awarded a \$1.6 million grant under the federal Department of Housing and Urban Development's (HUD) Sustainable Communities Initiative. The project, Sustain Southern Maine, is aimed at stimulating more integrated regional planning to guide state, metropolitan, and local investments in land use, transportation and housing. This regional Analysis of Impediments to Fair Housing (AI) was completed as part of the work of Sustain Southern Maine, and covers York and Cumberland Counties.

"Fair housing" refers to the legal principle of ensuring equal access to housing and housing services. Title VIII of the Civil Rights Act of 1968 is known as the Fair Housing Act. The 1968 law made it illegal to discriminate in the sale, rental, financing or insurance of a dwelling, or in any other type of housing-related transaction on the basis of race, religion, national origin or color. Gender was added in 1974 with disability and familial status added in 1988. Together, these are referred to as the "protected classes". In addition to the protected classes under federal Fair Housing law, the State of Maine Human Rights Act added ancestry, sexual orientation, and receipt of public assistance.

The regional AI reviewed data from the US Census and the American Community Survey, reports and data generated by local and state agencies, public housing authorities, the Home Mortgage Disclosure Act, the Maine Human Rights Commission, and Pine Tree Legal Assistance. Focus groups and interviews with community leaders and social service providers provided deeper insights into issues experienced by members of protected classes.

The impediments to fair housing choice, and the actions that should be undertaken to address them, are as follows:

Impediments to Fair Housing	Recommended Actions
1. Lack of awareness among landlords and tenants of fair housing law, rights, and responsibilities	Ongoing education regarding fair housing law, rights and responsibilities, and where to go for help in filing a complaint.
2. Lack of awareness among refugees and immigrants of housing opportunities outside of Portland, and the need for supports to help them resettle successfully in other communities	• Educate refugees and immigrants about housing opportunities outside of Portland. • Promote use of the MaineHousingSearch.org website for housing searches (translatable into different languages) • Help destination cities and towns build capacity to support successful relocation
3. A shortage of barrier-free units for people with disabilities, lack of understanding among tenants and landlords about reasonable accommodations, and the need for a change in state law to facilitate construction of ramps to improve access to homes	• Increase the supply of barrier-free housing • Increase awareness of reasonable accommodations rights and responsibilities • Change zoning law to facilitate construction of ramps • Promote the MaineHousingSearch.org website to facilitate searches for barrier-free housing

4. The need for financial literacy to help families budget and save for housing, for both tenants and homebuyers	• Increase availability of homebuyer pre- and post- education and counseling, as well as financial literacy • Offer in languages other than English and market to refugees and immigrants
5. Difficulty finding units that are lead-safe for families with children under the age of six.	• Continue to remediate lead paint-contaminated older units, and to develop new lead-free family units • Promote the MaineHousingSearch.org website, to help landlords list, and families search for, lead-safe housing

Finally, this regional AI provides a short list of issues that merit future research and consideration. These include:

- A study of future demand for barrier-free housing units to accommodate the needs of people with disabilities, as well as Southern Maine’s aging population.
- An analysis of demand for units with 4+ bedrooms, models for financing the construction of the units, and issues related to long term management and marketing of any units built.
- A study to determine the interest in, and feasibility of, an ethnic community-led “Welcome Center” that could support newly arrived refugees and immigrants.

1. INTRODUCTION

A. Background

In 2010 the Greater Portland Council of Governments (GPCOG) and 26 partners were awarded a \$1.6 million grant under the federal Department of Housing and Urban Development's (HUD) Sustainable Communities Initiative. The project, Sustain Southern Maine, is aimed at stimulating more integrated regional planning to guide state, metropolitan, and local investments in land use, transportation and housing. The study area encompasses most of Cumberland and York Counties, stretching from Brunswick at the northern tip down the coast to Kittery, and west to Sanford, Acton, Standish and Raymond.

Housing is an important component of the Sustainable Communities Initiative. By ensuring that housing is located near job centers and affordable, accessible transportation, we will nurture healthier, more inclusive communities which provide opportunities for people of all ages, incomes, races, and ethnicities to live, work, and learn together. As a basis for the housing planning, HUD required a Fair Housing Equity Assessment focusing on racial and ethnic minorities, and encouraged grantees to incorporate this into a regional Analysis of Impediments to Fair Housing (AI).

Within the Sustain Southern Maine study area there are four entitlement jurisdictions that receive funds from HUD; these are Portland, Biddeford, Cumberland County, and MaineHousing. As a condition of funding each of these must complete an AI. Given Sustain Southern Maine's regional focus, it made sense to complete a regional AI that could identify needs- and solutions- on a larger scale than could be tackled by one jurisdiction acting alone. Thus, GPCOG and the Sustain Southern Maine partners agreed to complete a regional AI for York and Cumberland Counties.

B. Federal and State of Maine Fair Housing Laws and Policies

"Fair housing" refers to the legal principle of ensuring equal access to housing and housing services. Title VIII of the Civil Rights Act of 1968 is known as the Fair Housing Act. The 1968 law made it illegal to discriminate in the sale, rental, financing or insurance of a dwelling, or in any other type of housing-related transaction on the basis of race, religion, national origin or color. Gender was added in 1974 with disability and familial status added in 1988. Together, these are referred to as the "protected classes". HUD defines an impediment to fair housing choice as "any actions, omissions, or decisions taken because of race, color, religion, ancestry, sex, disability, familial status or national origin which restrict or have the effect of restricting housing choices or the availability of housing choices." Fair Housing choice is the ability of persons in the protected classes to enjoy the same privileges in making housing decisions as the general public at-large.

In addition to the protected classes under federal Fair Housing law, the State of Maine Human Rights Act added ancestry, sexual orientation, and receipt of public assistance. This regional AI will also consider the issues of age and income. Income remains a much more significant factor affecting housing choice than race or ethnicity, and the growing elderly population will require additional barrier-free units.

As required by HUD, this regional AI will:

- Analyze impediments to fair housing choice within the region. There are 58 towns in York and Cumberland Counties; roughly a third of them have populations under 5,000 people. To expedite analysis the regional AI will look at subregions that include Portland, Cumberland County outside of Portland, Biddeford, and York County outside of Biddeford.
- Provide a plan for actions to be taken to overcome the effects of any impediments identified in the analysis.
- Incorporate the findings and recommendations into broader housing and economic decisionmaking in the region.

While some of the solutions identified will be regional in scope, the individual entitlement jurisdictions will be responsible for maintaining records of actions taken to implement the action plans.

C. Approach and Data Sources

As will be shown in the demographic data below, Maine has historically been home to a primarily white population. The history of systematic efforts to segregate communities by race or ethnicity, or to deny equal access to housing, were directed at French Canadians and Catholics, especially in the first half of the 20th century. However, these barriers have been removed for decades, and members of these groups have largely overcome the earlier discrimination. This regional AI will analyze recent and current policies and practices to determine whether they are furthering or hindering fair housing, and what actions should be taken to improve fair housing opportunities in the future.

The report will examine data from the sources listed below to evaluate the protected classes' access to housing. This will include a review of data and existing studies and analyses, and meetings with or surveys of agencies and citizens.

- 1) US Census
- 2) Home Mortgage Disclosure Act
- 3) Fair Housing Complaints
- 4) Local Data:
 - Zoning regulations
 - Public school populations and performance
 - Employment opportunities
 - Transportation
 - Reports and studies
- 5) Focus Groups and Interviews with Citizens and Stakeholders

2. Profile of Study Area

A. Overview

This regional AI covers the 58 towns in York and Cumberland Counties. Due to the small size of some of the towns, most of the analysis will focus on four areas: the City of Portland; the City of Biddeford; the balance of Cumberland County; and the balance of York County. Portland, Biddeford, and Cumberland County outside of Portland are HUD entitlement jurisdictions, while the remaining towns of York County are covered by MaineHousing. Analyses will be done on other jurisdictions in some instances as well.

Together, York and Cumberland Counties have a population of 478,805, which is 36 percent of Maine's total population of 1,328,361.¹ The area covers about 1,825 square miles, only 6 percent (30,843) of Maine's total land area. While this makes it the most densely populated region of the state, the population is not evenly distributed. The region includes Portland, whose population of 66,164 makes it the largest city in the region (and in the State of Maine). On the other hand, almost half (47 percent) of the towns have populations of less than 5,000 people. The opportunities and challenges faced by each of these municipalities vary considerably, as do the resources they can marshal to address local issues. This is one of the reasons why taking a regional approach to analyzing fair housing makes sense.

B. Race, Ethnicity, and the Foreign Born Population

The Majority of the Region's Racial and Ethnic Minorities is Foreign Born

Statewide, 95.3 percent of the population is white, and the vast majority of racial and ethnic minorities lives in York and Cumberland Counties. Still, southern Maine's native minority population is very small. In 1990 there were 720 Blacks living in Portland, equal to 1 percent of the population of 64,358. There were 1,071 Asians and 513 Hispanics living in Portland as well. Overall, 95 percent of the Portland population was White.

Now, within the broader group of racial and ethnic minorities, native minorities are the smaller share. This is because Portland has been an official refugee resettlement city for 35 years. Early refugees were Asian, particularly from Cambodia, Laos, and Viet Nam, but over the years refugees have come from many other countries around the globe, most recently from east Africa and Iraq. In FY 2010 the Portland Public Schools had 1,600 English Language Learner (ELL) students, and there were a total of 60 languages other than English spoken at home.²

It is important to note that Portland's refugee and immigrant population is very diverse, not just linguistically but culturally as well. This can present challenges in obtaining community input, as there is no single ethnic community-based organization that represents all refugees. Outreach to ethnic communities is typically done through identified community leaders including elders and imams. Face-to-face meetings that include paid interpreters (when

¹ Us Census, 2010

² Portland Public Schools Multi-Lingual & Multicultural Center,
<http://www.portlandschools.org/schools/multilingual/about/demographics.html>

necessary) are used to communicate with community leaders about important issues affecting their members.

Cultural differences and educational backgrounds also affect refugees' choices regarding where they want to live, their ability to find employment, and other services they need in order to become self-sufficient. Linguistic diversity means that there is increased demand for language interpreters to assist those with limited English proficiency in the public schools, obtaining health care, applying for public assistance, and in their other interactions with local, state, and federal agencies. In calendar years 2010 and 2011 alone, 1,949 New Mainers from six different countries arrived in Portland (see Figure 1).

Figure 1: Total New Mainers in Portland, 2010 & 2011

(Calendar years 2010 & 2011)	
Total New Mainers (individuals)	1,949
Countries of Origin	
Somalia	539
Iraq	376
Rwanda	211
Djibouti	28
Sudan	174
Republic of Congo	181

Portland Adult Education, which is part of the Portland Public Schools, provides the majority of English for Speakers of Other Languages (ESOL) instruction. There is high demand for these classes, with between 150-250 people on the waiting list at any given time, which can mean several months before they can start classes. Some ESOL

classes include a vocational focus that teaches students workplace vocabulary and concepts, which in turn helps them find and maintain employment. Steady erosion of funding over the last several years threatens this vital program. However, the ability to read and write English is critical to refugees' ability to obtain employment and become self-sufficient.

Racial and Ethnic Minorities are Concentrated in Portland

Figure 2 and Figure 3, below, show that racial and ethnic minorities, particularly the foreign-born arrivals, have tended to concentrate in Portland. These are mostly either primary refugees resettled by Catholic Charities Maine, or refugees who had been resettled elsewhere in the country and then moved to Maine to be closer to friends or relatives (secondary migrants). Since 2009 an increasing number of asylum seekers have arrived in Portland as well. Refugees and asylum seekers tend to settle in Portland because there are services such as homeless shelters, medical clinics, General Assistance, and public transportation. However, Westbrook, South Portland, and Biddeford also have some public housing and public transportation. Thus, there has been an increasing pattern of refugees moving out of Portland in search of more affordable housing, larger units that can accommodate larger families, and less urban environments.

Figure 2: Race and Ethnicity 2010-2010 (US Census)

Region	Portland		Biddeford		Cumberland County		York County	
Date	2000	2010	2000	2010	2000	2010	2000	2010
Total Population	64,249	66,194	20,942	21,277	201,363	215,480	165,800	175,854
% Change	(X)	+2.94%	(X)	+1.57%	(X)	+6.55%	(X)	+5.72%
White	58,638	56,275	20,240	20,165	195,653	201,121	161,937	169,879
% Change	(X)	-4.20%	(X)	-0.37%	(X)	4.62%	(X)	4.68%
African / American	1,665	4,684	133	207	1,150	2,097	652	901
% Change	(X)	64.45%	(X)	35.75%	(X)	45.16%	(X)	27.64%
Asian	1,982	2,305	208	352	1,725	3,646	1,159	1,744
% Change	(X)	14.01%	(X)	40.91%	(X)	50.20%	(X)	33.54%
Hispanic / Latino	974	1,998	137	352	1,552	3,047	1,164	2,126
% Change	(X)	51.25%	(X)	61.08%	(X)	49.06%	(X)	45.25%
Other	503	858	49	94	618	873	391	492
% Change	(X)	41.38%	(X)	47.87%	(X)	29.21%	(X)	20.53%

When asked what keeps them in this community, many refugees reported that they like the large immigrant population. Not only does this area provide immigrants with benefit, but it also makes them feel included. “I think Portland is a safe city,” said Rosie, a young female immigrant from Sudan. Another common response was centered around the safety of Portland as a city and its desirability for raising children. “I like the whole city, small city, good for raising kids,” said Mahdi, an immigrant from Somalia. *Excerpt from Report on Class Service Learning Project Sustain Southern Maine – Focus Group Interviews, Kreg T. Ettenger, Ph.D.*

Figure 3 Race & Ethnicity as a Percentage of the Population

Region	Portland	Cumberland County	Biddeford	York County
Year	2010	2010	2010	2010
Total Population	66,194	215,480	21,277	175,854
% of Total Population	X	X	X	X
White	56,275	201,121	20,165	169,879
% of Total Population	85.0%	93.4%	94.8%	96.6%
African / A. American	4,684	2,097	207	901
% of Total Population	7.0%	1.0%	1.0%	1.0%
Asian	2,305	3,646	352	1,744
% of Total Population	3.5%	2.0%	1.6%	1.0%
Hispanic / Latino	1,998	3,047	352	2,126
% of Total Population	3.0%	1.4%	1.7%	1.2%
Other	858	873	94	492
% of Total Population	1.3%	0.4%	0.4%	0.2%

Between 2000 and 2010 Portland lost white population and gained minority population, primarily among African Americans (which includes a significant foreign born population) and Hispanics (see Figure 3, above). In Southern Maine the exodus from cities was driven in part by a desire to find less costly housing, available outside of Portland in cities such as Westbrook, South Portland, and Biddeford, and in more rural towns that are still in commuting distance to employment centers. Families also leave the city to seek larger houses in suburban towns.

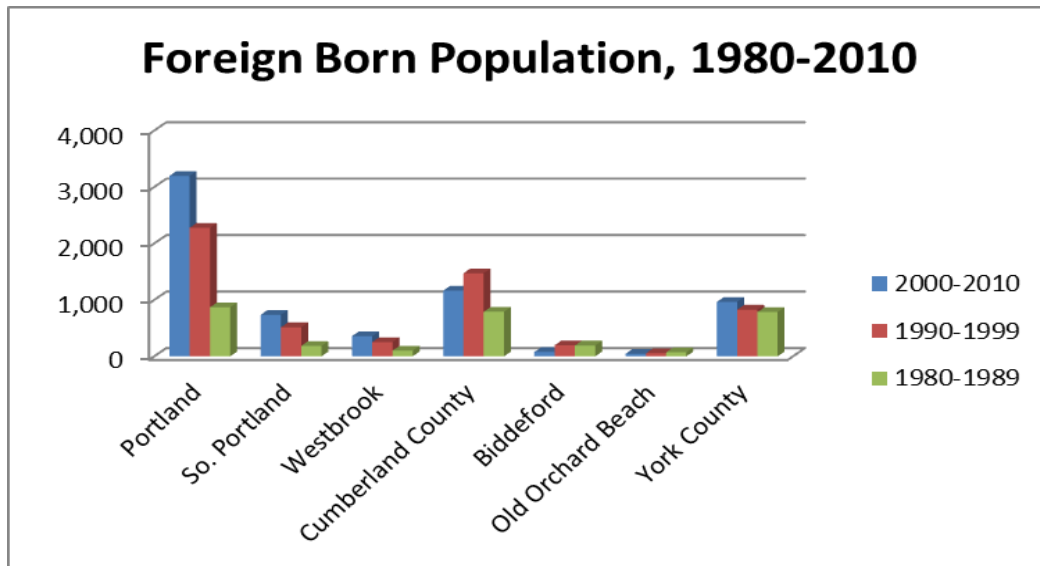
Many refugees come from war-torn countries such as Somalia, Sudan, or Rwanda, which have experienced years of civil war. They may also have lived in refugee camps for years before they arrive in the United States. Thus, they have limited education and work experience, which presents a barrier to finding employment that will allow them to be self-sufficient. Given southern Maine's high housing costs, they must live in subsidized housing (either public housing or the Section 8 Housing Choice Voucher program). In the years immediately following their arrival in southern Maine, this tends to limit where they can live to the cities that have subsidized housing (such as Portland, South Portland, Westbrook, and Biddeford). This can be seen in Figure 4, below, which shows the changes in foreign born population from 1980 to 2010. The City of Portland Refugee Services program reports that refugees staying in the City's Family Shelter are increasingly willing to move outside of Portland, especially when they can leave the shelter more quickly by doing so.³

³ Regina Phillips, Manager, City of Portland Refugee Services Program

Successful resettlement in new cities often requires services such as housing assistance, General Assistance, ESOL instruction for children and adults, and help in finding employment. Portland has a long history of serving refugees and has programs and services set up to support new arrivals. The City of Portland Refugee Services program and Catholic Charities Maine provide orientation, case management, life skills training, employment assistance and advocacy for New Mainers. On a limited basis they have been able to support refugees moving to other cities, and to consult with those city and school officials to help them develop supportive programming. Developing a more proactive approach to planning and supporting movement of refugees out of Portland would help make the transition smoother both for the families and the towns in which they settle.

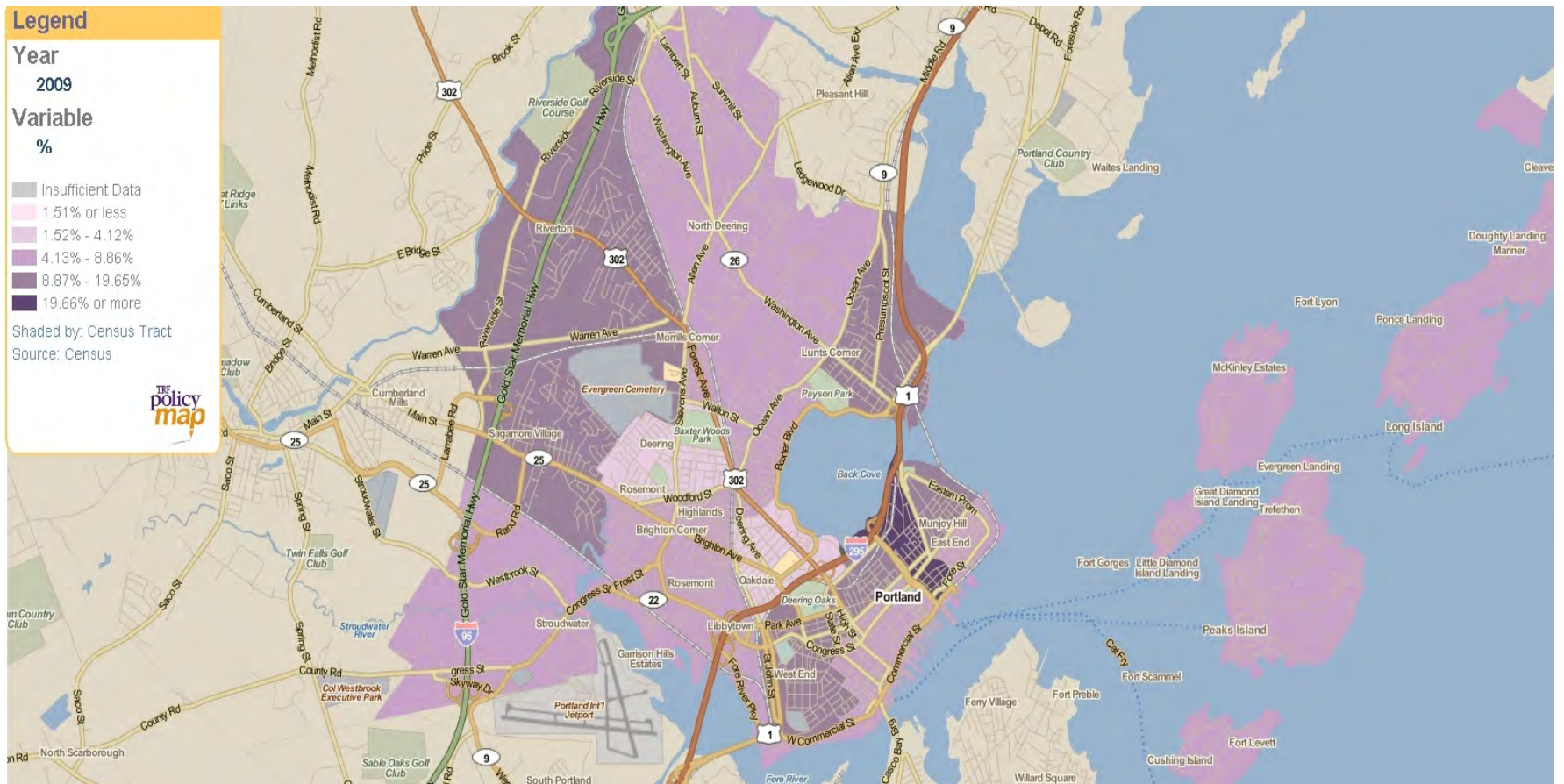
Portland also lacks an ethnic community-run “Welcome House” that could help centralize services for newly arrived refugees and immigrants. This type of center could engage refugees in self help efforts and support their transition to self-sufficiency. While it would likely need to be based in Portland it could serve as a regional hub as well.

Figure 4: Foreign-Born Population, 1980-2010⁴



⁴ ACS 2005-2010, Table BO5005

Figure 5: Map of Concentration of Foreign Born



Concentrations of Foreign Born Populations in Portland

The foreign born population in Portland tends to be concentrated in a handful of neighborhoods, as is shown in Figure 5 on the preceding page. The concentrations track closely with where Portland's public housing is sited; this housing is also located near or within easy reach of job opportunities. It is true that the concentration of racial and ethnic minorities in public housing is in numbers disproportionately higher than the population as a whole. On the other hand, living in public housing provides them with affordable rents and allows them to live with or near other members of their ethnic communities, which are important in the early years of resettlement.

No Portland census tract meets HUD's definition of being racially or ethnically concentrated⁵, but there is one Portland census tract with a higher concentration of racial and ethnic minorities. This is Census tract 5, also known as East Bayside, which has a concentration of 744 African-Americans (29 percent).⁶ Census tract 5 is home to Kennedy Park, Bayside East, and Bayside Terrace which are owned and managed by the Portland Housing Authority. Together the properties have 167 family units, and many refugee families are resettled there. Kennedy Park offers its residents relatively easy access to shopping and services, parks and other amenities, easy access to Portland's METRO bus line, Portland Trails walking routes along the waterside of the Eastern Promenade, and the newly-constructed East End Community School and Portland Public Library branch.

The East End Community School offers pre-K to Grade 5, and is one of Portland's schools that is making Adequate Yearly Progress (AYP) under No Child Left Behind. King Middle School, which is closest to Kennedy Park, also made AYP in FY2012. Eighth grade students can choose which of three high schools to attend; none of these made AYP in 2012.

While it is difficult to find current data on the unemployment rate among refugees, it is almost certainly higher than that of the general population. A Maine Department of Labor-funded study in 2006, and the evaluation of a federal Department of Labor earmark completed in 2012, found that refugees with high English proficiency experienced more success in finding and keeping employment than those who spoke little English.^{7,8} Refugees demonstrated a pattern of increasing earnings over time, yet the average earnings of recently arrived refugees was slightly more than half of a typical Portland worker. Thus, even when refugees are fully employed, which most of them are within a few years of arrival, their incomes are insufficient to afford market rate housing.

Focus Groups

SSM arranged with an Anthropology professor at the University of Southern Maine for his students to conduct focus groups of recent immigrants and people of low income. Nine focus groups were conducted with roughly 150 participants. Of these, roughly two-thirds were

⁵ Defined as census tracts with a poverty rate of at least 40% (or 3 times the tract mean) and a non-white population of 50% or more.

⁶ ACS 5 Year data, 2007-2011

⁷ Gartland, Peter J. *New Mainers – Refugees Workforce Development Project, Final Evaluation Report*. February 15, 2012.

⁸ Allen, Ryan, *Employment and Earnings Outcomes for Recently Arrived Refugees in Portland, Maine*. Maine Department of Labor Special Report, July 2006.

recent immigrants, mostly from Africa, Asia, and the Middle East. Participants were asked questions about their satisfaction with their community, finances, housing, and transportation.

The recent immigrants were overwhelmingly positive about their new communities, citing people's friendliness, and the help they had received during resettlement. They expressed some concerns about housing; noting that most units were too small for large families, housing was expensive, and the units were often old, not well heated, and not well maintained. (As a side note, the housing quality and cost issues were echoed by the student interviewers as issues that affect all residents with limited incomes.) The need to have a car, the high cost of maintaining one, and the cost and inconvenience of the public bus system were the primary complaints about transportation. Again, these complaints were not unique to the recent immigrant population but were shared by other people of low income.

Conclusions:

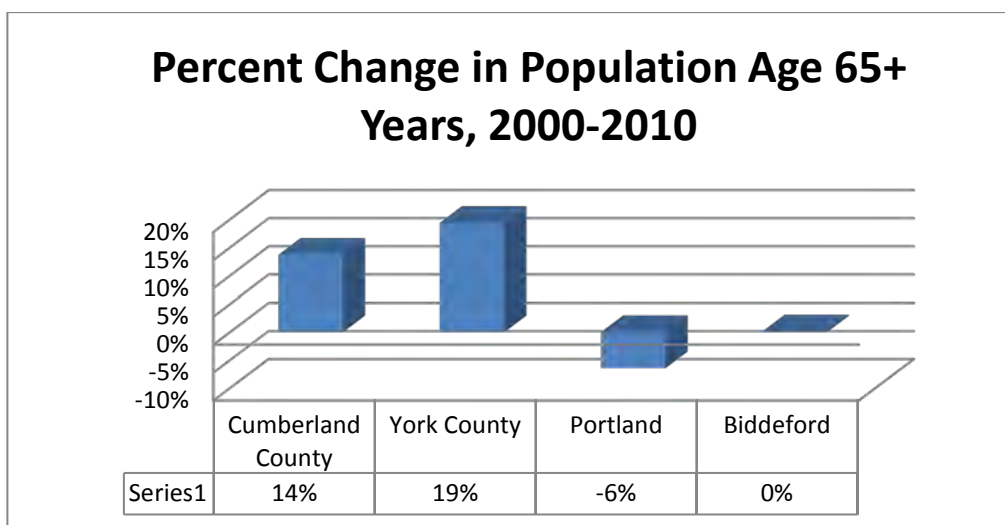
- Refugees often choose to live in Portland because of the good schools, services, public transportation, and the presence of others from their ethnic communities.
- There is a slow but increasing outward migration of racial and ethnic communities into other cities.
- Over the long term, facilitating this outward migration is desirable because it prevents an overconcentration of racial and ethnic minorities in Portland, and offers new opportunities for minorities. Helping the destination cities set up supports such as ESOL classes in the public schools, and to develop additional supports for new arrivals, can help facilitate the moves.
- Portland (and the region) lacks a multi-ethnic community "Welcome Center" that could serve as a base for new arrivals. This facility could offer services such as ESOL or orientations; some models in other cities combine services with short and long term housing. Such a center could help engage ethnic community members in self help activities, and improve new arrivals' transition to self-sufficiency.

C. Age

Age is not one of the protected classes but is relevant to this analysis because elderly people have a higher likelihood of becoming disabled. Maine has one of the highest ratios of elderly residents in the country. Figure 6, below, shows that between 2000 and 2010 the population of residents who were 65 or older increased by 14 percent in Cumberland County and 19 percent in York County. This translates into over 9,700 additional people in York and Cumberland Counties aged 65 and older. This trend will increase as the baby boomers move into retirement age, which will be completed by 2030.⁹ Between 2008 and 2020 the population of people 65 and older is expected to increase by 70% in York County and 58% in Cumberland County, resulting in 43,547 more people in this age group.¹⁰ Of particular note is that the cohort of people over the age of 85 is growing larger, as improved medical care helps people live longer.

The ratio of older residents in Portland actually dropped 6 percent in Portland between 2000 and 2010, due in part to in migration of younger people to the city, including (but not limited to) the refugee population. Biddeford remained about the same during that time period.

Figure 6



The aging of the population highlights a number of public policy considerations, including the following:

- 1) What type of housing will the frail elderly require- and want- as they age?
- 2) What programs and services will be needed by the growing elderly population?
- 3) What will happen to housing that is “released” by retirees as they seek to downsize, especially in rural communities or in suburbs outside of town centers?

⁹ Vincent, Grayson K.; and Velkoff, Victoria A. *The Next Four Decades: The Older Population in the United States, 2010-2050*. Current Population Reports, US Census, May 2010.

¹⁰ Chartbook: Older Adults and Adults with Disabilities: Populations and Service Use Trends in Maine, 2010, Muskie School of Public Service, University of Southern Maine, 2010.

Many seniors say they would prefer to age with dignity in their own homes. However, the age and configuration of the existing stock means that their units may need accessibility improvements in order for them to do so. Alternatively, they may need to move to smaller units that are easier to maintain, are located on a single floor, and have doorways or ramps to accommodate wheelchairs. Others may find that health issues require them to live where they can receive more assistance with medical care and daily living. Given the high cost of assisted living facilities and nursing homes, and the growing numbers of seniors, the region will need housing options that can provide seniors with the independence they want with the supports they may need at a price they can afford.

Affordability is a serious concern, because as shown in Figure 7, a high number of older seniors have limited incomes. More than a third of seniors 75 and older in York and Cumberland Counties have incomes below 200 percent of the federal poverty level, equivalent to \$21,660 for a single person household, or \$29,140 for a family of two.¹¹ In Portland and Biddeford, more than four out of 10 seniors earn below that level.

Figure 7¹²

Seniors Age 75+	Cumberland County	York County	Portland	Biddeford
Under 200% of federal poverty level	6,374	5,060	1,897	659
% Under 200% of poverty	35%	38%	42%	47%

The State Plan on Aging completed by Maine’s Office of Aging and Disability Services highlights the need for seniors to have access to affordable housing, especially as homeownership becomes financially or physically unmanageable.¹³ Those seniors who can remain in their homes may need assistance with home maintenance, making their homes accessible, and with keeping them warm in the winter. Fully 80 percent of southern Maine seniors said they wanted to remain in their current home, but most had doubts about their ability to do so. Almost half (46 percent) of seniors who are homeowners want assistance with home repairs.¹⁴

The report notes that “Federal agencies (Administration on Aging, Agency for Health Care Research and Quality, and the Center for Disease Control among others) are increasingly focused on reducing the rate of institutional care among frail elders, and in supporting programs to reduce, delay or avoid chronic health conditions among elders.” The Southern Maine Area Agency on Aging offers Meals on Wheels and a variety of other services to assist seniors, but the infrastructure available to help seniors remain independent in their homes will need to be augmented in order to respond to the increasing needs.

¹¹ US Department of Health and Human Services. *The HHS Poverty Guidelines for the Remainder of 2010* August, 2010.

¹² Age by Ratio of Income to Poverty Level, 2010, US Census

¹³ Office of Aging and Disability Service, Maine DHHS, *State Plan on Aging, 2012-2016*.

¹⁴ Southern Maine Area Agency on Aging, *Area Plan: 2012-2016*.

Finally, transportation is a growing issue among seniors, especially those living in rural areas. In the last year there have been several news stories about elderly drivers who, due to confusion, injured other drivers or pedestrians, or were injured themselves. Becoming an unsafe driver due to vision problems or slower reaction times can happen to all seniors, but those in rural areas face a greater challenge because there are fewer alternatives for public transportation, and they are too far from stores and services to walk. Towns that create accessible housing opportunities closer to stores, services, and transportation hubs will better serve their elderly population.

Conclusions:

- Age is not a protected class. However, elderly people are more likely to become disabled and require increased accessibility in their existing homes. If their homes cannot be made accessible, they may need new housing that is easier for them to maintain, and located closer to stores, services, and medical care.
- More information is needed to project the number of barrier-free units that elderly households will need over the next two decades as the baby-boom generation retires.

D. Income

As with age, income is not a protected class. However, many people who are poor may receive some form of public assistance, which is a protected class under Maine law. Also, it is useful to understand who is poor, and where poverty is concentrated, because income is so clearly tied to families' ability to make choices about housing.

Southern Maine is the most racially and ethnically diverse region of the state. It is also home to concentrations of the state's poorest and wealthiest residents. As can be seen in Figure 8, below, there is a significant population in York and Cumberland Counties of extremely low income (ELI) residents. By comparison, the 2010 federal poverty level was \$14,570 for a family of two; thus, those in the ELI category are roughly at or below the poverty level. Those with the lowest incomes face the greatest barriers in finding housing that is safe, decent, and affordable.

Figure 8: Households by Income Group¹⁵

York & Cumberland Region Households by Income Group (2010)			
Income Category	2010 Median Income \$	# of HH*	% of HH*
<30% AMI [ELI]	\$16,968	22,211	13.09%
31-50% AMI [VLI]	\$28,280	18,550	10.93%
51-80% AMI [LI]	\$45,248	27,623	16.28%
81-95% AMI	\$53,732	12,906	7.61%
96% + AMI	\$54,298	88,365	52.09%

ELI=Extremely Low Income VLI=Very Low Income LI=Low Income

*Values are approximate

The high cost of housing relative to incomes is particularly acute for those earning between 60 percent and 80 percent of median income. These households are not eligible for housing subsidies such as the Section 8 Housing Choice Voucher or the Low Income Housing Tax Credit. However, there is a shortage of market rate housing that is affordable to this population.

Families living below poverty are distributed throughout southern Maine, but are concentrated in cities. This is partly because cities offer greater access to subsidized housing, public transportation, employment, and supportive services. They also have a higher percentage of rental units than suburban and rural towns. Portland has the highest concentration of families in poverty. Figure 9 shows that in some census tracts, those who are foreign born are disproportionately more likely to be living below poverty.

¹⁵ Based on data from the 2010 Census

Figure 9: Foreign Born as a Percent of All Below Poverty

	Foreign Born as a % of All Residents	Foreign Born as a % of All Below Poverty
Portland		
Tract 1	13.7%	28.0%
Tract 5	23.4%	45.0%
Tract 6	18.8%	20.0%
Tract 20.01	14.5%	26.0%
Tract 21.01	9.3%	44.0%
Tract 21.02	21.5%	42.0%
Tract 23	16.50%	56.0%
South Portland		
Tract 35	5.6%	19.2%
Westbrook		
Tract 29	5.5%	16.2%
Saco		
Tract 53	6.0%	11.0%

In each of these census tracts the high concentrations of poverty are correlated with the presence of public housing and other subsidized units, primarily occupied by refugees. (In Saco, the higher poverty numbers among foreign born are due to the presence of an elderly housing facility occupied by French-Canadians from Canada.)¹⁶

Even if they have prior work history and education, it is well documented that refugees experience substantial occupational downward mobility in their new country. This is especially true for refugees who are not fluent in English on arrival.¹⁷ Professional certifications earned in foreign universities, such as in the fields of law, education, architecture, engineering, and medicine, are not automatically transferable to the United States. As a result, even those with credentials often start out working as cab drivers, janitors, security guards, or in meat processing. These jobs, especially when they are supporting large families, are may keep them at or near poverty levels.

While adjusting to living in a new country is difficult, it is important to note that refugees do work, and that they are a vital part of the economy in southern Maine. They provide essential services to a wide range of employers including hospitals and hotels. They have started businesses such as restaurants, food, and clothing stores. As Maine's population ages, it is critical to have in-migration of younger people to take on jobs that might otherwise go unfilled.

¹⁶ Guy Gagnon, Executive Director, Biddeford Housing Authority

¹⁷ Mamgain, V.; Collins, K. "Off the Boat, Now Off to Work: Refugees in the Labour Market in Portland, Maine", *Journal of Refugee Studies* Vol. 16, No. 2, 2003.

Vocational English instruction, employment workshops, and job placement have demonstrated success in preparing newly arrived refugees and immigrants for employment and in placing them in jobs. However, funding availability ebbs and flows and is often insufficient to meet the demand. Also, given the high priority employers place on English language proficiency, it is more difficult for refugees who do not speak English to find and keep employment.

Conclusions:

- Income is not a protected class. Yet it is important to be aware of concentrations of poverty, especially when racial and ethnic minorities are disproportionately affected.
- When refugees first arrive, public and subsidized housing are critical resources for them. Once they settle in, it is important that they have access to tools and resources that can help them achieve the social mobility others enjoy. These resources include English language classes, help in finding work, financial literacy education to improve budgeting and saving, and knowledge of emerging housing and employment opportunities.

E. Disability

Disability status is self-reported by respondents to the US Census. From 2000-2010 the concentration of people with disabilities decreased significantly across all subregions. Nationally, about 12 percent of residents have a disability, so most of the study area is at or above that rate (see Figure 10, below). Factors influencing where people with disabilities live include the availability of housing and support services, public transportation, the social environment, economic conditions, and demographic trends.¹⁸

Figure 10: Disability Rate by Sub-region¹⁹

Total Disability Rate by Sub-region*			
Region	2010		
	Total Population	Total Disabled	% of Population
Maine	1,313,645	206,404	15.70%
Portland	64,949	8,119	12.50%
Biddeford	21,276	3,901	18.30%
Cumberland County	277,408	31,988	11.50%
York County	195,261	26,332	13.50%

* Total civilian non-institutionalized population, 5+ years.

About 30 percent of the public housing units in York and Cumberland Counties are available to people with disabilities; almost all of these are in properties that also serve people who are elderly (see Figure 11). Disabilities can include people with mental illness as well as those with visual, hearing, or mobility impairments. Public Housing Authorities have policies to ensure that accessible units are occupied by those who need those accessibility features. However, they will rent to non-disabled tenants rather than allow a subsidized unit to be vacant for months. While it is understandable that units cannot sit vacant for extended periods, this has the effect of further constricting the tight supply of housing available to people with disabilities.

Under the Fair Housing law, people with disabilities can request “reasonable accommodations” defined as “a change in rules, policies, practices, or services so that a person with a disability will have an equal opportunity to use and enjoy a dwelling unit or common space.”²⁰ Several affordable housing providers and developers voiced frustration at the difficulty with interpreting this, especially with regard to service animals. Sometimes people with service animals are not able to care for them properly, which can cause property damage or create a nuisance for other tenants. As described in more detail in Section 4, Fair Housing Compliance, discrimination based on disability represented 30% of Fair Housing complaints in 2012. Housing providers, landlords, and tenants in the region could benefit from more training on

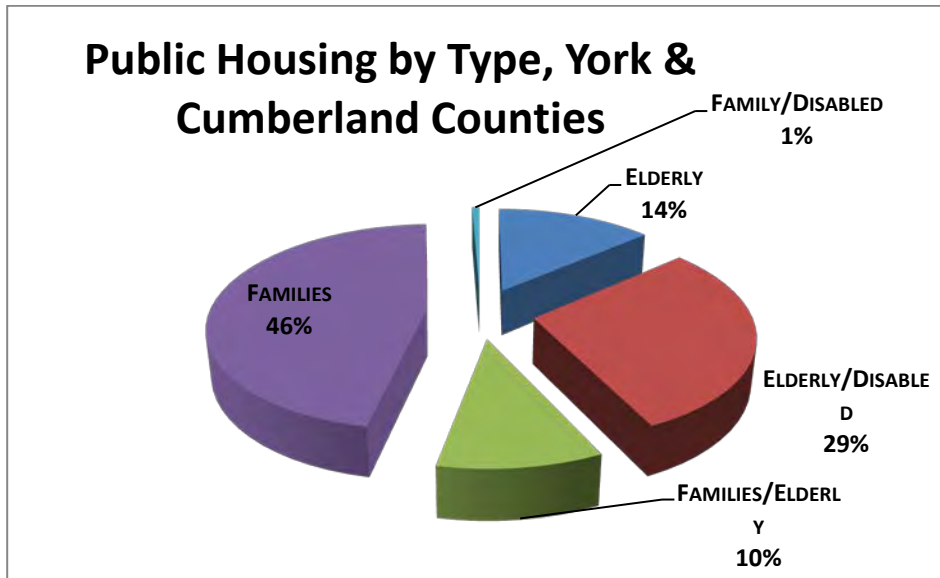
¹⁸ Maine Department of Labor, “Snapshot 2012: Maine Workers with Disabilities”, August 29, 2012.

¹⁹ 2000 data from US Census, QT-P21; 2010 data from ACS, 2008-2010 Data, Table B18101.

²⁰ US Department of Housing and Urban Development, [Fair Housing Information for Housing Providers](#)

how to manage requests for reasonable accommodations, as well as other aspects of Fair Housing law.

Figure 11²¹



While publicly subsidized housing requires that some units be accessible, market rate housing generally has no such requirements. It is more difficult and expensive to retrofit housing to make it barrier free. It is easier to design and build new housing to ensure accessibility.

An important concept in housing is “visitability”, which addresses the issue that while occupants of a particular unit may not be mobility-impaired, they should be able to be visited by people who are- their friends, parents, and relatives. This requires that units be accessible from the exterior, and that doorways and at least one room and a bathroom are accessible. As the population ages, this will become increasingly relevant to all families.

Zoning laws governing housing require setbacks from property lines. Especially in urban areas, where housing density is greater, this can prevent ramps being built to allow accessibility from the exterior. The narrow definition of “undue hardship” under Maine’s zoning law makes it difficult for variances to be granted. LD 155 is a bill in the Maine legislature that would specifically allow variances to be granted for the construction of ramps. This bill should be supported and, once passed, should widely promoted so that code enforcement officers, property owners, and consumers with disabilities understand the law and the rights it grants.

MaineHousing maintains a searchable online database of available rental units, most of which are privately owned.²² The database includes information about their accessibility features.

²¹ From the Portland, South Portland, Westbrook, and Brunswick Housing Authorities, May 2012.

²² <http://www.mainehousingsearch.org>. The site received initial funding from MaineHousing and Maine Department of Health and Human Services, and has ongoing support from with ongoing support from the Smoke-Free Housing

As of November 2012 the database included 6,164 units in York and Cumberland Counties; of these, 5,788 (94%) have one or more disability features such as ramped entries, wide doors, accessible laundry facilities, accessible bathrooms, grab bars, extra-audible or strobe smoke detectors. Website users can search the database for the features they need, and see if units are available for rent. This is a free service that greatly facilitates the search for accessible units.

Listing units in the database is free to landlords but is also voluntary, so it is not an exhaustive list. MaineHousing is continuing to reach out to landlords and property management companies.

It is difficult to know with certainty what the gap is between the number of barrier free units and the number of people who require them. It would be helpful to get a better handle on the number of units needed now, and to project these numbers forward, in order to justify changes to public policy and funding programs.

Conclusions:

- There is a shortage of barrier-free housing in southern Maine (and throughout the state). This shortage will get worse as the baby boomers age and develop age-related disabilities. As new housing is built and existing housing is substantially renovated, more attention must be paid to ensuring that units are accessible from the outside, and that doorways and bathrooms are constructed to permit wheelchair access on the interior.
- The number of barrier-free units needed now, and going forward, has not been quantified. A study should be undertaken to get a better understanding of this.
- Understanding what constitutes reasonable accommodations for people with disabilities continues to be a challenge for landlords as well as for consumers. More education is needed for tenants, landlords, and housing providers on Fair Housing law. Consumers also need to know where they can go for help if they believe their rights have been violated.
- Zoning laws (such as setback requirements) often prevent people with disabilities from getting ramps built that are required to help them get into a house. LD 155 should be passed to give Code Enforcement Officers and Zoning Boards of Appeal greater leeway in granting variances.
- MaineHousing's free website www.mainehousingsearch.org should be promoted to landlords, to encourage listing of units with accessibility features, and to consumers so they know to search that site for listings with the accessibility features they need.

F. Homelessness

York and Cumberland Counties have about 36 percent of Maine's total population, but in 2010 and 2011 served 55 percent or more of the state's homeless population (see Figure 13).²³

Figure 13

Homeless Clients (Duplicated)	2010	2011
Region 1:	4,582 (55%)	5,156 (57%)
Region 2	1,577 (19%)	1,673 (19%)
Region 3	2,155 (26%)	2,139 (24%)

The concentration of homeless people in southern Maine is due in part to the presence of homeless shelters, assisted rental housing, and mental health and substance abuse services in Portland. Since 1987 the City of Portland has had a policy that assured all those seeking shelter would not be turned away. To back up this pledge the City operates a shelter for single adults, the Oxford Street Adult Shelter, as well as the Family Shelter.

People are also drawn to the Portland area for the stronger economy, which offers more hope of employment. Roughly one-third of Portland's shelter guests are from Portland, another third is from elsewhere in Maine, and the final third is from out of state. In Portland and to a lesser degree in Westbrook, an increasing number of guests in both Oxford Street Adult and the Family Shelter are asylum seekers. In April 2103, about 55 – 60 percent of Family Shelter guests were seeking asylum, and asylum seekers made up about 55 percent of the General Assistance (GA) caseload. It can take 18-24 months for people to be granted asylum. Usually, about six months after they apply for asylum they receive a work permit, but until then they are entirely reliant on GA. This places great pressure on GA and the homeless services system in Portland.

The emergency shelters in York and Cumberland Counties are listed in Figure 14, below. Note that in Cumberland County, apart from Tedford Housing, all of the shelters are in Portland.

²³ US Census, QuickFacts, 2011; and MaineHousing.

Figure 14²⁴

Program Name	Location	Type	Beds
Tedford Housing	Brunswick	Family	6 units
Tedford Housing	Brunswick	Individual	20
Avesta/Preble Street (Florence House)	Portland	Individual (women)	10
Family Crisis Shelter	Portland	Domestic Violence	14
Preble Street Resource Center-Lighthouse	Portland	Unaccompanied Youth	12
MAPS My Choice	Portland	Women with Crisis Pregnancies	15
Milestone Foundation	Portland	Individual (substance abuse)	47
City of Portland Oxford Street Shelter	Portland	Individual	154
City of Portland Family Shelter	Portland	Family	77
Preble Street Resource Center-Overflow Beds	Portland	Individual	75
City of Portland General Assistance (Overflow)	Portland	Individual/Family	50
YANA, Inc.	Saco	Individual	10
York County Shelters	Alfred	General	53
Caring Unlimited	Sanford	Domestic Violence	18

Homelessness in Maine has increased significantly since 2008 due in part to the poor economy. The Portland shelters are consistently above capacity and the 75 overflow beds at Preble Street were used 355 nights in FY12, 97 percent of all nights. When the overflow beds were filled, people were allowed to sit in chairs in the City of Portland's General Assistance waiting room. While no shelter offers ideal housing, having to sit upright in chairs all night makes things even more difficult for those struggling with homelessness. On any given night there are around 444 people seeking shelter in Portland.²⁵ About 71 percent are homeless for 30 days or less, suggesting that they need only short term assistance to get them into more stable living situations.

Factors such as mental illness, substance abuse, and lack of employment and job training all contribute to people being homeless. In Portland, about 60 percent of clients who were homeless reported having a mental illness, and 38 percent had substance abuse issues. Almost three quarters of those with a mental illness reported having a co-occurring substance abuse issue. Data from the City of Portland and Preble Street reveal that the average age of a

²⁴ MaineHousing, <http://www.mainehousing.org/programs-services/homeless/emergency-shelters>

²⁵ Draft Report of the Task Force to Prevent and End Homelessness in Portland, October 2012.

person at the shelter is 40. At Oxford Street Shelter, 49 percent of clients at the shelter were over the age of 41. At Florence House, 66% of the women reported being victims of abuse and 54% reported being victims of domestic violence.²⁶

There is also an increasing trend of homeless veterans in Portland. In the first nine months of FY13 the City of Portland Oxford Street Adult Shelter served 179 veterans for a total of 6,831 bed nights. This represents 9.6% of all unduplicated clients served and 10% of all bed nights for the time period. In FY 12, Oxford Street served 234 veterans for a total of 10,650 bed nights, representing 11% of all unduplicated clients served and 15% of all bed nights for the time period. In FY 2011 the Oxford Street Shelter served 192 veterans. Approximately 30% met the definition for chronically homeless.

From FY 2010 to FY 2011 the number of homeless guests at the Tedford Shelter in Brunswick increased almost 15 percent for families and 9 percent for individuals. During the same period the census at York County Shelters dropped slightly, by 3.8 percent. While unique client numbers are an important measure of homelessness, another critical measure is the bed nights used by each individual client. Typically, bed nights increase when there are individuals who have many barriers to stability, such as co-occurring substance abuse and mental illness. Lack of affordable housing, and the inability to pay upfront costs of rent and security deposits, can also extend shelter stays.

Portland's Task Force to Prevent and End Homelessness recommended that three new Housing First projects be constructed in the Greater Portland area to house those who need additional supports and services to remain stably housed. There is substantial evidence, both locally and nationally, that the Housing First model is successful at keeping people out of shelters. In Portland, Logan Place and Florence House are examples of this model, and both homeless numbers and bed nights decreased significantly when these projects opened. At the same time, these projects dramatically improved the quality of life for the tenants and reduced the overall cost to the homeless service delivery system.²⁷ The Task Force also recommended that Portland develop a centralized intake system to more efficiently link people to resources that could help them avoid homelessness altogether, or to reduce the time they spend in shelters.

The lack of housing affordability in the region is documented in Section B, Housing Affordability and Burden. Over the long term, creating more affordable units, both market rate and subsidized, is a solution for both preventing and ending homelessness. In the short term, a centralized intake system, and increased focus on helping to prevent homelessness or rapidly re-house those who do end up in shelters will help to reduce the numbers of people needing shelters.

²⁶ Draft Report of the Task Force to Prevent and End Homelessness in Portland, October 2012.

²⁷ Mondello, Melany; Gass, A., McLaughlin, T. *Cost of Homelessness: Cost Analysis of Permanent Supportive Housing*. Corporation for Supportive Housing, MaineHousing, and Maine DHHS, September 2007.

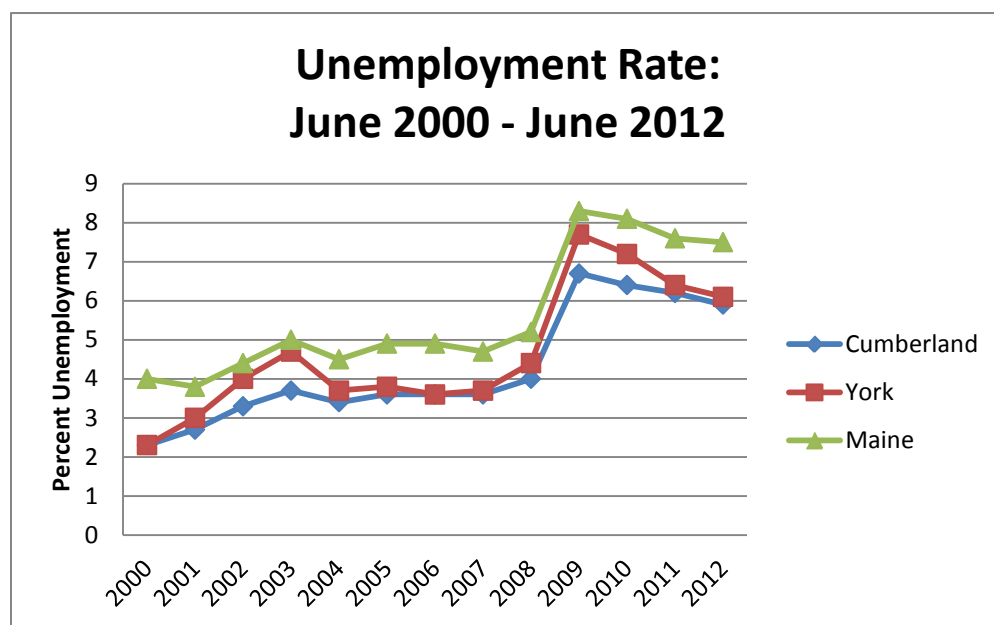
Conclusions:

- Creating a centralized intake system will link people more efficiently to resources that can help them avoid or quickly transition out of homelessness.
- Helping refugees and asylum seekers get established outside of Portland will reduce pressure on the Portland homeless services system, and reduce concentration of racial and ethnic minorities in Portland's public and subsidized housing.
- The increasing trend of homeless veterans, many of whom are disabled, is a matter of concern. More resources should be devoted to helping them access services they need to obtain employment and affordable housing that can prevent or end homelessness.

G. Employment

The Southern Maine region has consistently outperformed the state of Maine as a whole in employment, but was still negatively affected by the recent recession. Still, the trend is improving; in June 2012 Portland's unemployment rate had dropped to 5.9 percent, while York's was slightly higher at 6.1 percent (see Figure 15). An improving economy will improve job opportunities throughout the income spectrum. In April 2013 Forbes magazine rated the Portland MSA #1 (tied with San Jose, CA) in the list of cities with positive job outlooks this spring.²⁸

Figure 15: Unemployment Rate²⁹



Figures 16 and 17, on the following pages show the top 25 employers in York and Cumberland Counties in 2012.³⁰ Many of these employers offer jobs requiring significant advanced education and training, particularly hospitals, colleges and universities, insurance, and high tech manufacturing. However, these employers also offer entry level jobs including janitorial, cafeteria, and retail.

Future employment potential will be created by both job growth and by the baby boomers retiring. As Maine is the oldest state in the country, and southern Maine has a significant share of aging residents, this offers employment opportunities throughout both York and Cumberland Counties.

²⁸ Forbes Magazine, [The Best And Worst Cities For Jobs This Spring](#)

²⁹ Maine Department of Labor, Labor Force Statistics by Geography <http://www.maine.gov/labor>

³⁰ Maine Department of Labor, [Top 25 Employers by County](#), 2012

Figure 16: Top 25 Employers in Cumberland County, 2012

Rank	Employer	Employment	Description
1	MAINE MEDICAL CENTER	6,001 to 6,500	General medical and surgical hospitals
2	L L BEAN INC	3,501 to 4,000	Retail sales
3	UNUM PROVIDENT	2,501 to 3,000	Direct life insurance carriers
4	HANNAFORD BROS CO	2,501 to 3,000	Supermarkets and other grocery stores
5	MERCY HOSPITAL	1,501 to 2,000	General medical and surgical hospitals
6	WAL MART / SAM'S CLUB	1,001 to 1,500	Discount department stores
7	BOWDOIN COLLEGE	1,001 to 1,500	Colleges and universities
8	T D BANKNORTH N A	1,001 to 1,500	Commercial banking
9	MID COAST HOSPITAL	1,001 to 1,500	General medical and surgical hospitals
10	SHAWS SUPERMARKETS INC	501 to 1,000	Supermarkets and other grocery stores
11	IDEXX LABORATORIES INC	501 to 1,000	Pharmaceutical preparation manufacturing
12	ATTENDANT SERVICES INC	501 to 1,000	Services for the elderly and disabled
13	MARTINS POINT HEALTH CARE INC	501 to 1,000	Offices of physicians, except mental health
14	FAIRCHILD SEMICONDUCTOR CORP	501 to 1,000	Semiconductors and related device mfg
15	FAMILY PRACTICE CENTER	501 to 1,000	Offices of physicians, except mental health
16	WRIGHT EXPRESS CORPORATION	501 to 1,000	Financial transaction processing and clearing
17	GOODWILL INDUSTRIES OF NORTHERN N	501 to 1,000	Vocational rehabilitation services
18	FAIRPOINT COMMUNICATIONS	501 to 1,000	Telemarketing and other contact centers
19	TIME WARNER ENTERTAINMENT CO L P	501 to 1,000	Wired telecommunications carriers
20	SPURWINK SERVICES INCORPORATED	501 to 1,000	Other individual and family services
21	S D WARREN	501 to 1,000	Paper, except newsprint, mills
22	TEXAS INSTRUMENTS INCORPORATED	501 to 1,000	Semiconductors and related device mfg
23	IDEXX OPERATIONS INC	501 to 1,000	Druggists' goods merchant wholesalers
24	ANTHEM HEALTH SYSTEMS INC	1 to 500	Direct health and medical insurance carriers
25	LOWES HOME CENTERS INC	1 to 500	Home centers

Figure 17: Top 25 Employers in York County, 2012

Rank	Employer	Employment	Description
1	PRATT & WHITNEY AIRCRAFT GROUP	1,001 to 1,500	Aircraft engine and engine parts mfg
2	SOUTHERN MAINE MEDICAL CENTER	1,001 to 1,500	General medical and surgical hospitals
3	HANNAFORD BROS CO	1,001 to 1,500	Supermarkets and other grocery stores
4	YORK HOSPITAL	1,001 to 1,500	General medical and surgical hospitals
5	HENRIETTA D GOODALL HOSPITAL INC	501 to 1,000	General medical and surgical hospitals
6	SHAWS SUPERMARKETS INC	501 to 1,000	Supermarkets and other grocery stores
7	UNIVERSITY OF NEW ENGLAND	501 to 1,000	Colleges and universities
8	WAL MART / SAM'S CLUB	501 to 1,000	Discount department stores
9	PERRIER GROUP-POLAND SPRING	1 to 500	Bottled water manufacturing
10	JOHN J NISSEN BAKING CO	1 to 500	Commercial bakeries
11	FUNTOWN SPLASHTOWN USA	1 to 500	Amusement and theme parks
12	GENERAL DYNAMICS ARMAMENT SYSTEM	1 to 500	Small arms and ordnance manufacturing
13	CORNING INCORPORATED	1 to 500	All other plastics product manufacturing
14	WABAN PROJECTS INC	1 to 500	Residential developmental disability homes
15	KITTERY TRADING POST	1 to 500	Sporting goods stores
16	COUNSELING SERVICES INC	1 to 500	Outpatient mental health centers
17	KENNEBUNK SAVINGS BANK	1 to 500	Savings institutions
18	WILLIAM ARTHUR INC	1 to 500	Stationery product manufacturing
19	A V X TANTALUM CORP	1 to 500	Capacitor, resistor, and inductor mfg
20	COMMUNITY PARTNERS INC	1 to 500	Residential developmental disability homes
21	SWEETSER	1 to 500	Residential mental and substance abuse care
22	HUSSEY SEATING CO	1 to 500	Institutional furniture manufacturing
23	STONEWALL KITCHEN LLC	1 to 500	Fruit and vegetable canning
24	GOLDENROD, THE	1 to 500	Nonchocolate confectionery manufacturing
25	THORNTON ACADEMY	1 to 500	Elementary and secondary schools

Conclusions:

- Southern Maine offers the state's strongest regional economy and employment opportunities.
- Strong public K-12 and post-secondary programming is needed to help young people learn skills and training needed to obtain employment in fields requiring advanced degrees.

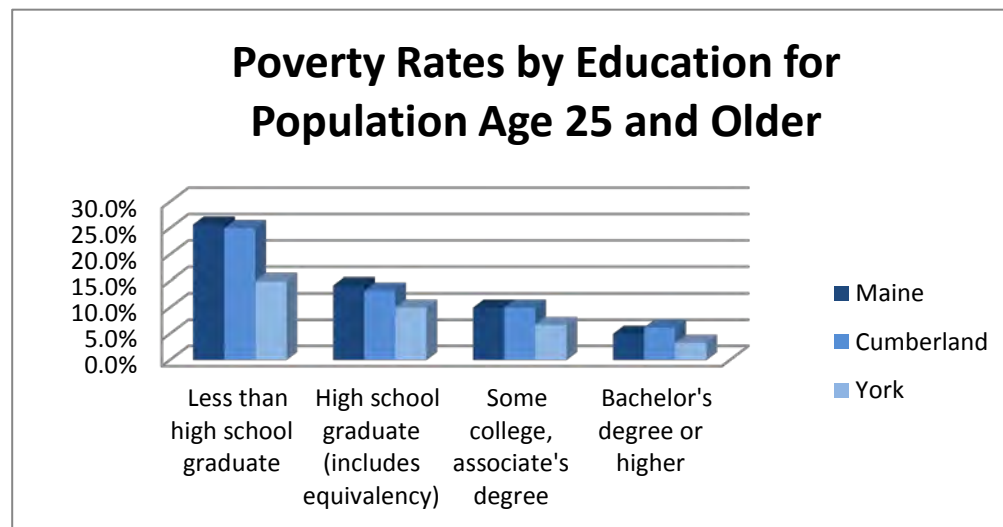
H. Education

Portland and Cumberland County have the highest rates of educational attainment (Figure 18). Educational attainment is associated with income. Those who do not finish high school are most likely to have incomes below the poverty level, while those with a bachelor's degree or higher are least likely (Figure 19). While Cumberland County, in particular, has high levels of residents who have a bachelor's degree or higher, it also has high numbers of residents with only a high school diploma. Programs that help youth complete school and go on to college or post-secondary training are a good public investment when compared to a lifetime of earnings.

Figure 18

Educational Attainment in Southern Maine (2010)					
Region	Less Than HS Graduate	HS Graduate*	Some College	Bachelors Degree	Graduate / Professional Degree
Portland	8.70%	22.00%	17.70%	35.40%	16.30%
Biddeford	16.60%	38.70%	16.60%	23.30%	4.90%
Cumberland County	6.06%	27.68%	18.76%	33.15%	14.32%
York County	9.03%	33.69%	20.05%	28.20%	8.91%

Figure 19³¹



York and Cumberland Counties have some of Maine's highest performing schools. However, as with many other schools across the country, they are struggling to make adequate yearly progress

³¹ American Community Survey, 2011, 1-Year Estimates, Table S1701

(AYP) under the federal Department of Education’s No Child Left Behind Act (see Figure 20). In school year 2012-2013, only 38 percent of schools in Cumberland County, and 29 percent of those in York County made AYP from the previous year. Roughly 10 percent of schools in each county were trending positive, having made AYP this year but not the previous one (CIPS “On Hold” schools). Almost half of the schools had not made AYP for several years in a row, or were in monitoring status.

Figure 20³²

	Cumberland County	York County
Total Schools	89	69
# Making AYP	34	19
% Making AYP	38%	28%
# Monitor	11	16
% Monitor	12%	23%
# CIPS* Schools	28	24
% CIPS Schools	31%	35%
# CIPS "On Hold" Schools	10	6
% CIPS On Hold Schools	11%	9%
Other**	6	1
% Other	7%	1%

* CIPS means that they have not met targets for at least two years in a row.

** This group includes schools being reorganized, or that were new and had not been tested.

A total of nine of the City of Portland’s 16 public schools did not meet standards under No Child Left Behind (NCLB). This is significant because, as noted elsewhere, Portland is home to the highest concentration of racial and ethnic minorities. NCLB sets targets for schools as a whole, and for specific demographic subgroups, including African American students, economically disadvantaged students and students with disabilities. The entire school fails if just one subgroup fails. In general, the schools most likely to meet standards are in wealthier suburban communities with greater tax revenues to support the schools and lower percentages of disadvantaged students.

As previously noted, most of the increase in racial and ethnic minorities in southern Maine resulted from refugees and immigrants who were resettled in Portland by the US government, moved to Maine after being resettled elsewhere in the country (secondary migrants), or are visa holders seeking asylum. The secondary migrants and asylum seekers are particularly challenging because their arrival is almost completely unanticipated. Week to week, there is no way of predicting how many families will arrive, from which countries, how many school-age children they have, their level of English proficiency, or previous education or work experience. This makes it extraordinarily difficult to plan and budget for their arrival. Schools are in a very

³² Maine Department of Education, 2012-2013 Data (based on testing completed in 2011-2012)

difficult position because, once their budgets are approved by voters, they cannot increase taxes to cover the added costs of the new arrivals until the following fiscal year. If they end up with 100 more students over the course of the year than they started with, then they must find a way to serve them, no matter how challenging their needs. To add an English language teacher they must cut the budget somewhere else. All this takes place in an environment of strict budget scrutiny and cost cutting pressures.

As noted in Section 2B, R B. Race, Ethnicity, and the Foreign Born Population, the poor performing schools are not necessarily those attended only by racial and ethnic minorities. Indeed, students in Portland’s poorest census tract (5) attend some of the city’s highest performing schools. However, there is no doubt that high numbers of refugee students with limited English proficiency, especially older students who arrive having limited previous education, challenge schools to provide them with educational services. This is particularly evident in the Maine High School Assessment standardized testing results for limited English Proficiency (LEP) students at Portland and Deering High Schools. (Note, Portland allows families to choose which high school their child will attend; in FY 12, no LEP students were enrolled in Casco Bay High School.) As shown in Figures 21 and 22, below, in both FY11 and FY 12 the majority of students scored at Level 1, Substantially Below Proficient).

Figure 21: Portland High School: FY12 Maine High School Assessment (Juniors)³³

Limited English Proficiency (LEP) Students	Level 4 Proficient with Distinction (%)	Level 3 Proficient (%)	Level 2 Partially Proficient (%)	Level 1 Substantially Below Proficient (%)
Critical Reading (55 students)	0	4	7	89
Math (56 students)	0	5	13	82
Writing (55 students)	0	5	18	76
Science (61 students)	0	2	3	95

³³ [FY 2012 Maine High School Assessment](#), Portland High School

Figure 22:5 Deering High School: FY12 Maine High School Assessment (Juniors)³⁴

Limited English Proficiency (LEP) Students	Level 4 Proficient with Distinction (%)	Level 3 Proficient (%)	Level 2 Partially Proficient (%)	Level 1 Substantially Below Proficient (%)
Critical Reading (111/112 students)	0	0	30	70
Math (40 students)	0	0	23	78
Writing (40 students)	0	0	40	60
Science (39 students)	0	0	15	85

In 1980 the Portland Public Schools' English Language Learners program had 50 K-12 students from Cambodia, Laos, and Vietnam. Currently, the district has over 1,800 students who come from homes where over 50 different languages are spoken. These students represent about 25% of Portland Public Schools' total enrollment; approximately 1,400 are identified as English Language Learners. Much has changed in a relatively short period of time.

The school department created a Multilingual & Multicultural Center to oversee the English language acquisition program for students whose home language is not English.³⁵ The Center provides a centralized intake for all students whose families speak a language other than English at home. It can provide families with interpreter services if needed, and it conducts assessments of students' English proficiency, knowledge and learning needs. Multilingual staff provides support services to teachers and LEP youth throughout the district in the areas of classroom instruction, summer academic programs, staff development, curriculum and materials development, assessment, parent and community outreach, and advocacy. Intensive summer schools and extended learning programs are also offered to help students accelerate their language acquisition and other learning.

In 2012 the Nellie Mae Foundation awarded a \$5 million grant to the Portland Public Schools, in part to help build its capacity to serve refugee and immigrant youth. This initiative is known as Pathways to Success, a system-wide initiative to improve options for students. The Nellie Mae funds have been used to help teachers attend conferences dedicated to the International Studies School Network and Johns Hopkins University's Talent Development learning models, which will be implemented at two schools in the district during the 2013-14 school year. The three high schools in the district are also using the grant to create internships tailored to students' needs, and to hire an AmeriCorps volunteer to oversee extended-day programming for English-language learners.

³⁴ [FY 2012 Maine High School Assessment](#), Deering High School

³⁵ Portland Public Schools Multilingual & Multicultural Center
<http://www.portlandschools.org/schools/multilingual/about.html>

Other programs in the community supplement what the schools have to offer. LearningWorks, a nonprofit organization, offers after school tutoring and assistance to refugee youth and adults, and to other low income families in Portland and in Biddeford. The Portland Housing Authority also offers study centers at Kennedy Park, Riverton Park, and Sagamore Village. These are open from 3:30 – 7:30 PM, Monday through Thursday. The Centers are open to all residents who need academic help. Computers, internet, and printers are available, and volunteers and staff are on hand to assist students of all ages with homework and college applications.

Despite these significant efforts to respond to the needs of LEP students, most of whom are refugees, many challenges remain. LearningWorks recently completed a series of focus groups with 125 parents and 375 students in Portland Public School grades 8-12. The results, which will be published in May 2013, suggest that students struggle against race and class prejudice from their peers. There is a critical need for intensive English language instruction to enable students to participate in mainstream classes, rather than in separate classes for English language learners where they continue to fall behind.

Conclusions:

- The Portland Public Schools have experienced a dramatic transformation since 1980. Since 2000, the majority of the refugees arriving in the city have been unanticipated, making planning difficult and straining resources.
- Creation of the Multilingual and Multicultural Center has helped to improve educational services for LEP students.
- There is a critical need to offer intensive English language instruction during the school day, as well as extended school day and summer programming to help LEP students catch up to their English speaking peers.
- The Hudson Foundation-funded study revealed racial and class bias among Portland Public School students, indicating that improving school climate should be an ongoing focus.

I. Public Transportation

Southern Maine's relatively diffuse population patterns were established when gas and land were cheap and roads were not clogged with commuters. Rural and suburban residents who are used to relying on cars are reluctant to switch to public transportation, and it is expensive to provide full service if there is insufficient demand. The Greater Portland Council of Governments and Southern Maine Regional Planning Commission are exploring avenues to expand bus service, but without higher density this remains a challenge.

Increasing gas prices, layered on top of high housing costs, make relying on autos increasingly expensive. Those who do not drive or cannot afford cars, including newly arrived refugees, and people with disabilities, must live in cities where they can walk to jobs and services, or where public transportation is available.

There are public transportation resources in more densely populated areas of southern Maine which provide some assistance to those without cars.

Greater Portland Metro Bus offers the region's most robust service, with the densest routes located on the Portland Peninsula, and routes on major arteries through other parts of the city to Westbrook, Falmouth, and the Maine Mall in South Portland. While buses run frequently from early morning to evening, the service does not run on eight major holidays or after midnight, which makes it difficult for those employed in retail or on late shifts to rely on it for transportation to work. In addition, the bus currently does not stop in front of the Westbrook Community Center, which makes it more difficult for low income riders, including refugees, to access the services available at the Center, including General Assistance, Adult Education classes, child care, and a fitness center, among other things. Ensuring that buses that service concentrations of refugees connect directly to buildings in which adult education classes are offered would expedite access to English language instruction.

The Regional Transportation Program can provide free transportation to those eligible for MaineCare (Medicaid), and can be used for transportation to work, medical appointments, entertainment, or other errands. Requests must be made at least 48 hours in advance, however.

The Downeaster train connects Portland with Freeport and Brunswick to the north, and to Saco and Wells to the south. This is a more expensive option for commuters on a limited budget, however.

In Brunswick, the Brunswick Explorer operates hourly throughout the downtown, to local hospitals and out to Cooks Corner. It does not operate in the later evenings or on weekends, however, which makes it hard to rely on for transportation to work.

In York County, Zoom shuttlebuses run between Biddeford, Saco and Old Orchard Beach, and also connect those towns to Portland, South Portland and Old Orchard Beach. These routes run from 5-7 times daily and do not include evening or Sunday hours. York County Community Action Corporation (YCCAC) also provides a range of transportation assistance from door-to-door pick-ups to buses and vans to help the elderly, people with disabilities and MaineCare

eligible people get to medical appointments and grocery shopping. Reservations for these trips must be made 48 hours in advance.

In 2011 the Federal Transit Administration (FTA) awarded a \$1.2 million grant to establish a transportation center in Sanford. The center will be linked to a Park & Ride lot and serve as a hub for bus services in Sanford. Amenities including indoor waiting areas, restrooms and bicycle parking will be provided. It is envisioned that the center will serve as a centerpiece for redevelopment of the Midtown/Mill Yard area going forward. This project will address a long standing need to improve access to transit in the Sanford area.

Throughout the region, lack of bike racks and Park and Ride lots make it less convenient for public bus users. Lack of bus shelters makes it less comfortable, particularly in rainy weather and in Maine's cold and snowy winters.

Conclusions:

- The southern Maine region is gradually improving its public transportation infrastructure. However, lack of funding, low population density, and consumers' preference for their own cars hampers progress.
- Limited public transportation options outside of cities and large towns present a barrier to housing access for refugees and for people with disabilities.
- There is a need to explore options with public transit operators for expanding stops to include community centers and adult education programs, to expedite access to those services by people without access to cars, which includes people of low income, people with disabilities, the elderly, and refugees and immigrants.

3. Housing

A. Housing Tenure

1) Homeownership Rate 2010

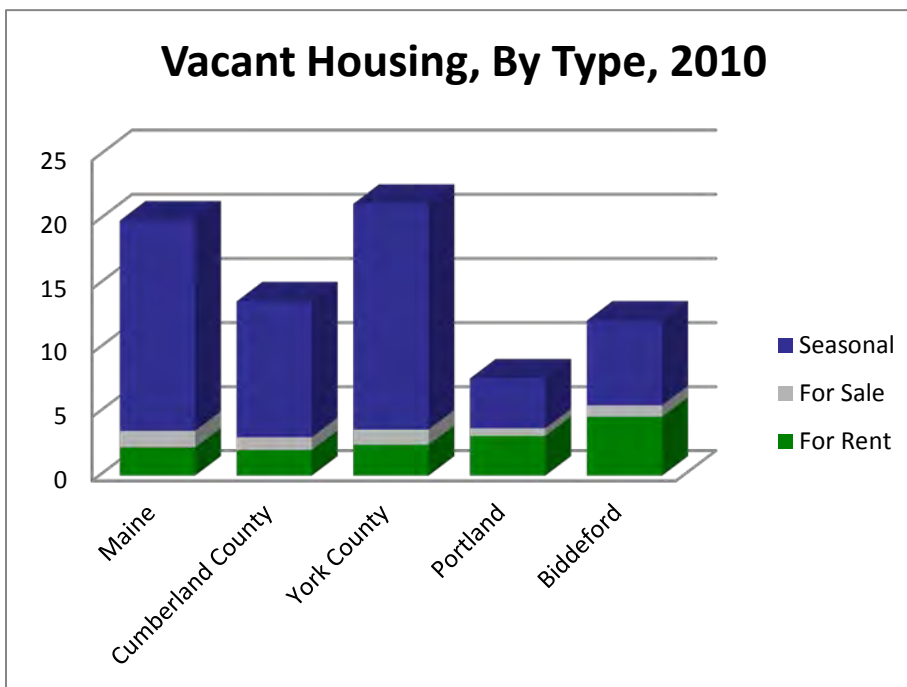
Homeownership rates are lower in the cities, where rental housing is concentrated (Figure 23). Historically, suburban towns were less likely to create zoning for rental housing, and cheaper land made it easier for people to afford to purchase housing.

Figure 23

Housing Tenure	
Home Ownership Rate, 2010	
Region	Percentage
Portland	45.92%
Biddeford	52.87%
Cumberland County	78.87%
York County	80.25%

2) Vacancy Rates

Figure 24³⁶



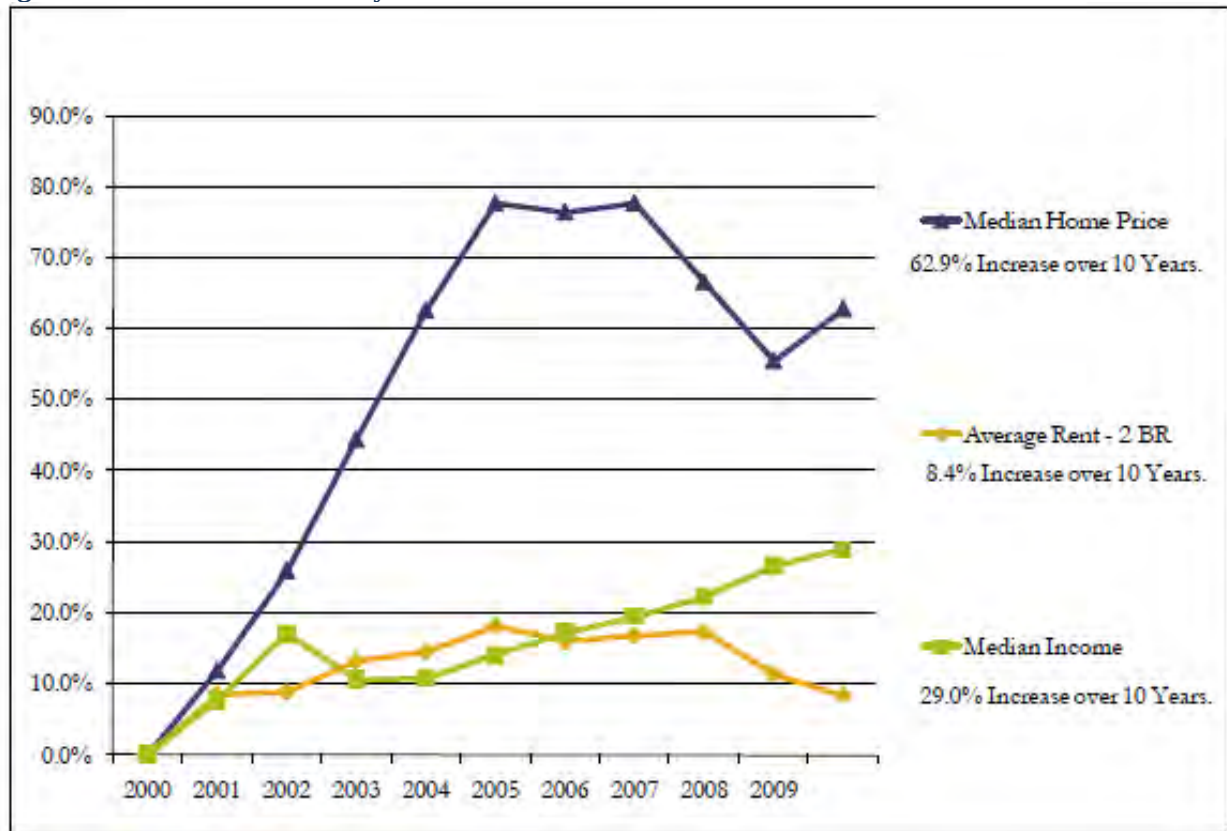
York County has the highest rate of seasonal housing, with roughly one out of six units devoted to seasonal use (see Figure 24). About one in 10 Cumberland County units is seasonal. Despite the higher rates of foreclosure and the sluggish economy, the vacancy rates for both for rent and for sale housing are relatively low- less than five percent across all geographies.

³⁶ US Census, 2010

B. Housing Affordability & Burden

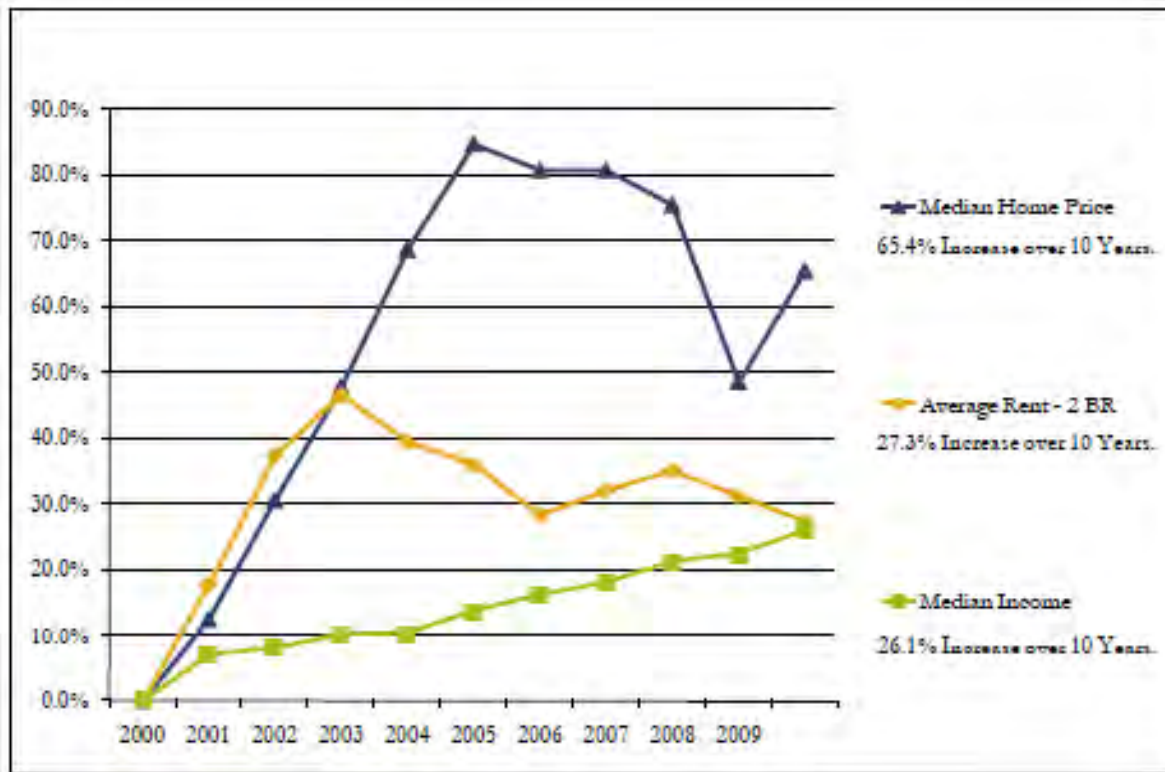
Home purchase costs in southern Maine have risen steadily since 1990, while incomes have risen at a much slower rate (Figures 25 and 26). This has put homeownership out of reach for many low income households in both York and Cumberland Counties. As noted elsewhere, racial and ethnic minorities are particularly affected by high housing prices due to their higher poverty rates. Rents decreased following the economic crisis in 2008, making them a more affordable option for many households, but they have started to rise again.

Figure 25: Cumberland County³⁷



³⁷ MaineHousing, Cumberland County Homeownership Facts, 2010

Figure 26: York County³⁸



C. Foreclosures

Maine was spared the high numbers of foreclosures that devastated other areas of the country, although foreclosure filings did spike in the mid to late 2000s. In 2012 they began to subside but are still more than double the numbers of ten years ago.³⁹ Throughout most of the housing crisis Maine has had one of the highest foreclosure rates in New England. In July 2012 CoreLogic reported that Maine's 90 day delinquency rate was greater than seven percent, one of only 10 states in the country where this was the case, suggesting that Maine's foreclosure woes are not over.⁴⁰ However, while the rate is high, the overall number of units in foreclosure is much smaller than states that were much harder hit such as California, Arizona, Ohio, and Florida.

While there was some evidence in the HMDA data that minorities (especially Native Americans, African Americans, and Latinos) received a disproportionate share of subprime loans, they do not appear to have been overrepresented in foreclosures, a pattern that occurred elsewhere in the country.

³⁸ MaineHousing, York County Homeownership Facts, 2010

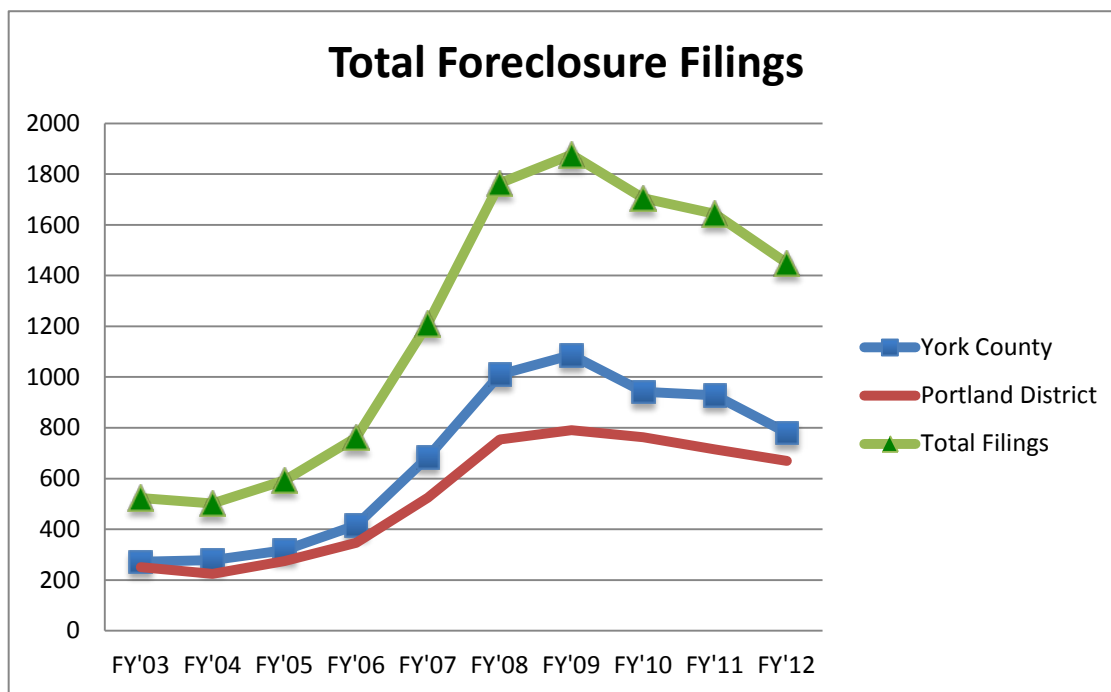
³⁹ State of Maine Judicial Branch, Foreclosure Diversion Program. Note that the data for the Portland district do not include all of Cumberland County.

⁴⁰ CoreLogic FCL, *CoreLogic Reports Shadow Inventory Continues to Decline in July*. October 9, 2012

Foreclosure filings spiked beginning in 2007 and peaked in 2009, but have trended downwards since then (see Figure 27).⁴¹ Maine courts had to scramble to put in place a database to track foreclosure filings and their subsequent progress through the system, so complete data are not available. However, it appears that only a small fraction of the cases filed have actually gone to foreclosure.

Of homes reaching foreclosure, only a handful were FHA-insured loans. HUD foreclosed on 21 single family properties in FY 2010-2012 in Cumberland County, and 27 in York County. Currently, Cumberland County has 5 FHA properties in the foreclosure process and six in York County. FHA insurance loans assist buyers that do not have the downpayment ability or the credit score to qualify for conventional financing. The fact that only a handful of these loans is in foreclosure is further evidence that the foreclosure crisis has affected a much broader range of buyers, not just members of protected classes.

Figure 27



⁴¹ State of Maine Judicial Branch, Administrative Office of the Courts, Foreclosure Diversion Program

D. Publicly Assisted Housing

As shown in Figure 28, below, Portland has the largest share of publicly assisted housing in York and Cumberland Counties. This includes housing owned by the Portland Housing Authority, Section 8 Housing Choice Vouchers, properties financed with the Low Income Housing Tax Credit, and other assisted housing.

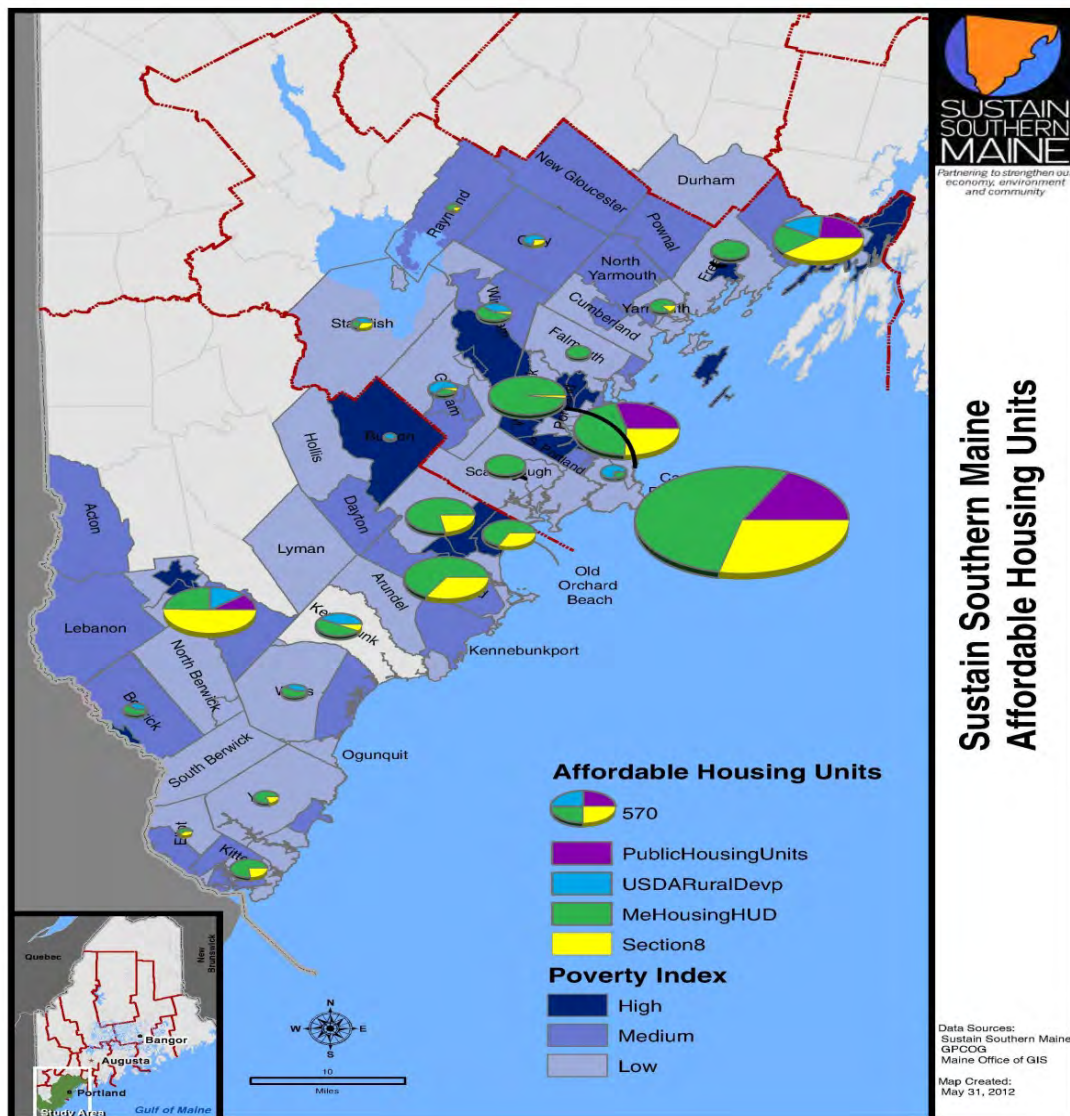
There is enormous unmet demand for affordable housing in the region. Across all geographies, long waiting lists numbers limit access to publicly assisted housing, so that only a fraction of those who are eligible for such housing are able to obtain it. While the count may be duplicated, close to 3,000 households are on at least one waiting list for housing assistance in York and Cumberland counties. The majority of those on the waiting list are seeking assistance due to extremely low incomes (below 30 percent of median). Avesta Housing, a nonprofit leading provider of affordable housing in the region, reports that it has about 5,900 households on its waiting list, and will have only 233 openings this year.⁴² All public housing authorities close their waiting lists for extended periods of time, sometimes years. This is especially true for the more popular Section 8 Housing Choice Voucher program, which allows tenants to rent units from private landlords. Portland Housing Authority's Section 8 list closed in 2009, and Saco & Biddeford's Section 8 list opens only once every three to five years.

To help seekers of publicly assisted housing manage their search, and reduce the volume of paperwork for both them and the public housing authorities (PHA), the Portland, So. Portland, Westbrook housing authorities merged their application process and wait lists in April 2013. This will expedite the application process for families in need of housing, and will also help produce an unduplicated count of the numbers of people who are seeking this assistance. Because the waiting lists have been closed for an extended period, over 700 people lined up to apply when the regional list opened on April 10.⁴³

⁴² Dana Totman, Executive Director, Avesta Housing

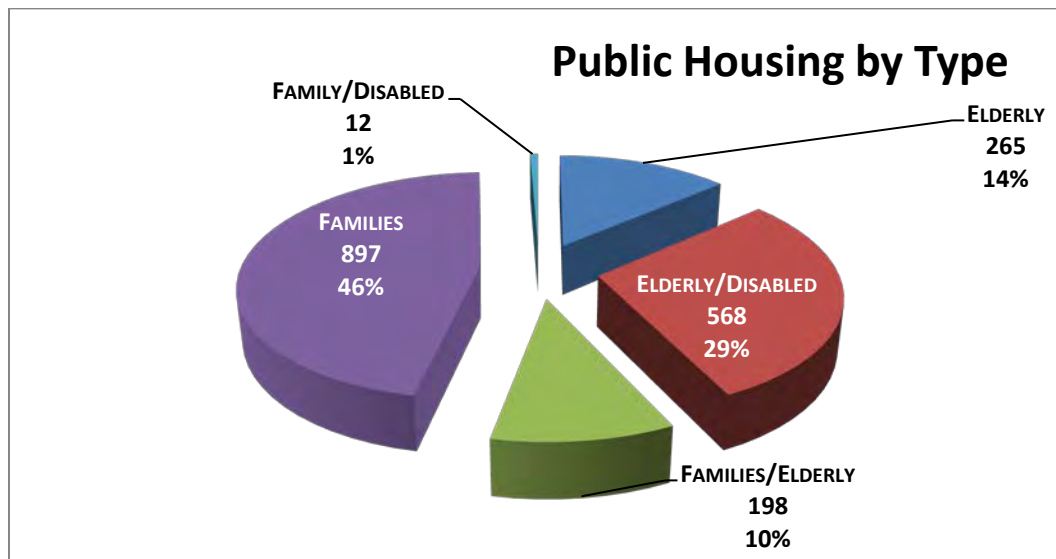
⁴³ Portland Press Herald, April 11, 2013 [Hundreds of Mainers Line up for Housing Assistance](#)

Figure 28



Of the 1,940 publicly owned housing units in York and Cumberland County, a little under half (46 percent) are for families, and about 43 percent are for people who are elderly and/or disabled (see Figure 29, below). About 10 percent are shared between families and elderly. High numbers of people on all public housing waiting lists, as well as the growing mismatch between housing costs and incomes, are evidence that available subsidized units are insufficient to meet demand.

Figure 29: York & Cumberland Counties⁴⁴



E. Housing Age, Condition, and Unit Size

Lead-Safe Units

Maine has one of the oldest housing stocks in the country and this has a number of implications for affordable housing. Older units may appear to be more affordable, especially if they have not been updated. However, they are less energy efficient, require expensive upgrades and maintenance, and typically lack accessibility to people with disabilities. This often makes it more costly to live in, and less comfortable for the occupants.

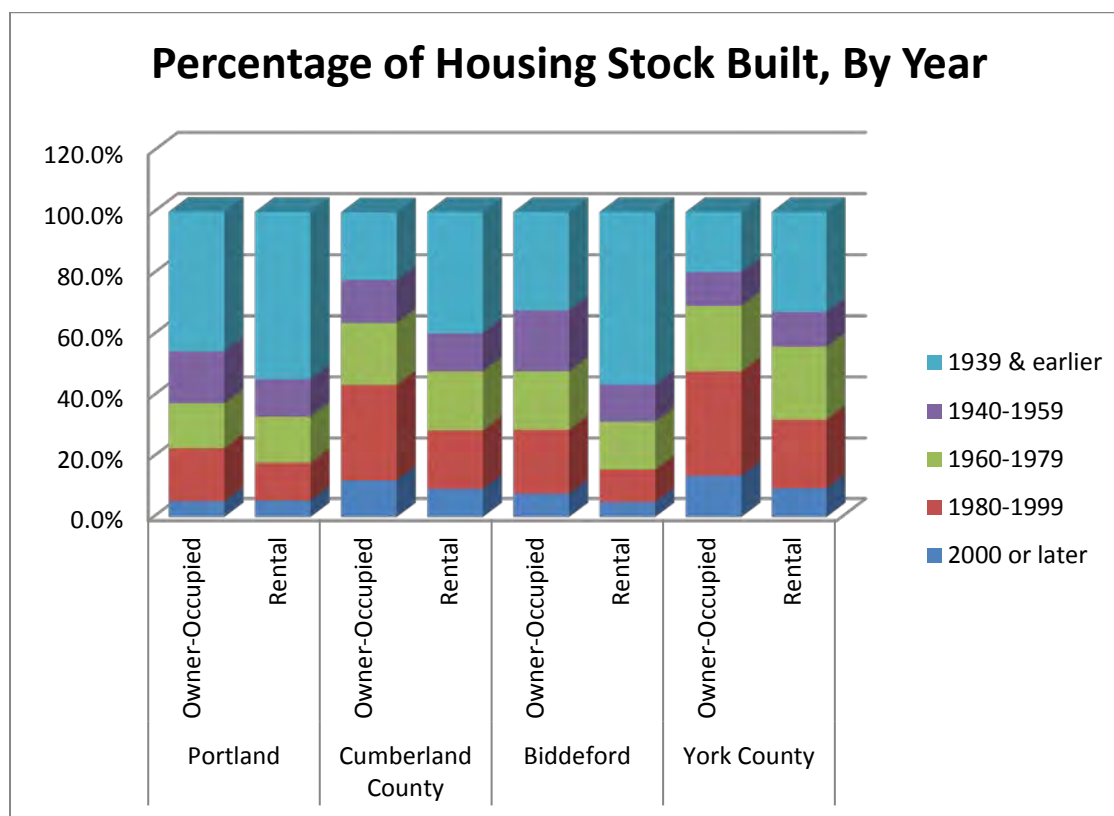
Figure 30, below, shows that a much higher percentage of rental housing, particularly in the cities, was built prior to 1979. In Portland and Biddeford over 80 percent of housing is pre-1978; in Cumberland County the percentage is slightly less at 71 percent, and York County is 68 percent. Housing of this age is more likely to have lead paint and asbestos contamination. The City of Portland and the Cumberland County entitlement jurisdictions, as well as the State of Maine (MaineHousing) have received past funding from HUD's Lead-Based Paint Hazard Control and Reduction Program, which has helped to renovate older buildings. However, with tens of thousands of older units remaining to be remediated, risks remain for families with children under 6, especially when they are lower income.

MaineHousing recently expanded its online rental housing database, <http://www.mainehousingsearch.org/>, to allow tenants to search for lead-safe housing. This is a free service that helps landlords and property managers advertise units, and helps families find suitable housing. Of the 1,002 units listed for rent in York and Cumberland Counties,

⁴⁴ From the Housing Authorities in Portland, So. Portland, Westbrook, Brunswick, and Sanford. Excludes Section 8.

about 337 (34%) are listed as lead free, lead safe, or under active lead management.⁴⁵ The remainder list the status as “Unknown”. MaineHousing is working to reach out to landlords to encourage them to list their units on the database.

Figure 31⁴⁶



Despite the challenge of an older housing stock, the number of children newly identified with elevated blood lead levels has been steadily declining throughout the state. Four of the five designated high-risk communities (Bangor, Biddeford-Saco, Portland-Westbrook, and Sanford) have had significant decreases in rates of childhood lead poisoning and are approaching the state average rate (only Lewiston-Auburn area is increasing).⁴⁷ Portland’s rate of children with elevated blood lead levels fell by half from 2 percent in 2008 to 1 percent in 2010. Most children (66% to 79%) living in the five high-risk areas receive at least one blood lead test by age 3 years, but few children receive blood lead tests both as 1-year-olds and 2-year-olds, as required by law for children receiving MaineCare. The Lead Poisoning

⁴⁵ As of November 2012 only a handful of those (17) listed as lead safe, lead free, or lead maintained had been independently verified by the Maine Department of Environmental Protection.

⁴⁶ American Community Survey, 2006-2010

⁴⁷ Smith, A; Frohberg, E. Progress in Achieving Universal Blood Lead Screening in Designated High-Risk Areas of Childhood Lead Poisoning: Prepared in Response to the Maine State Legislature Resolve 2007 Chapter 186.. Maine Center for Disease Control, Maine Department of Health and Human Services, 2012.

Control Act has been amended to allow for in-office testing of blood lead, and efforts are under way to implement this. This will improve testing rates for young children.

In the Portland-Westbrook area, a Healthy Maine partner works with Catholic Charities to conduct free classes for recent immigrants, providing lead poisoning prevention information and screening education in their native language with translated materials. There are barriers to engaging the ethnic communities around this topic:

- Lead paint was rarely used in Somalia, so many immigrants have not heard of lead paint and the two Somali languages do not have a direct translation of the word “lead.”
- There may be cultural barriers to blood testing. For example, some Somalis have been resistant to the idea of removing blood from their children. Traditionally, seeking health care services was for acute, severe disease. The concept of preventive health care is a new one for this population.
- Difficulty getting transportation from the physician’s office (where the blood test is usually ordered) to the hospital lab, especially when an interpreter is present. The amendments allowing in-office testing, when implemented, should address this barrier.
- Many refugees have limited English language skills and some are not literate in their native language, complicating communication of the need for blood lead testing to parents.

All Section 8 tenants with children under age 6 years receive a brochure with information about screening and offering a free lead dust test kit. In addition, the Healthy Maine Partner conducted a direct mailing to over 2,000 businesses and individuals within Cumberland County who are at risk for exposure to “take home lead” (i.e., lead that is transferred to the home from the body or clothing of someone that works with lead). This messaging also included information about blood lead screening. Finally, advertisements about lead hazards, testing, and treatment were placed in publications such as the Falmouth Forecaster and Raising Maine (a newspaper directed to Maine moms).

In Sanford approximately 35 staff of the York County Child Development Services have been trained on lead poisoning prevention. They continue outreach to health care providers through bi-monthly meetings with office staff, providing tipsheets to provider offices. They also distribute tipsheets about lead poisoning prevention and screening to Section 8 recipients, WIC, HeadStart, and the Council of Early Childhood Providers.

The Maine Center for Disease Control (ME-CDC) collaborates with the York County HeadStart to provide guidance around blood lead screening and local data. ME-CDC provides a series of webinars to community partners, four of which addressed methods to increase screening rates in the high density areas. Finally, as MaineCare clients continue to produce the majority of lead poisoning cases, ME-CDC collaborates with MaineCare to provide direct mailings to parents of MaineCare recipients at ages 1 and 2 years, identify methods for determining provider level screening rates, and identify high volume MaineCare practices for additional outreach and engagement.

The cost of acquiring and renovating older units to code standards is often higher than the rental income they can produce, creating disincentives to make needed improvements. In addition to removal of lead and asbestos hazards, older units often need extensive renovations

including insulation, electrical and plumbing, roofs, flooring, siding, and cosmetics. Despite their age and condition acquisition costs remain high, which further limits developers ability to afford upgrades. Some landlords are experiencing difficulty getting insurance on older units unless lead hazards have been mitigated. This will place further constraints on southern Maine's aging rental stock. Ensuring that older housing is lead free is especially critical for families with children, and particularly for children under the age of six.

Limited Availability of Large (4+ Bedroom) Units

Many refugee and immigrant families come from cultures that value having many children. Family sizes of 6-10 children are not unusual. Over 80 percent of all housing units in York and Cumberland Counties are 3 bedrooms or less, and only a fraction of these are rental units. As a result, large families struggle to find units that can accommodate all members. The biggest barriers to developing 4+ bedroom units are the loss of income associated with larger units, and greater management risk related to higher vacancy rates and marketing costs. Affordable housing developers report that their 3-bedroom units are typically the last to lease up.

A simple illustration compares the potential income a landlord can receive for two, 2-bedroom apartments compared to one 4-bedroom unit using the low HOME rents, established by HUD for families with incomes at or below the area median income (AMI). MaineHousing posts these on its website.⁴⁸

Unit Size	Low HOME Rent (Monthly)	Annual Rent/ Unit
2 Bedroom	\$825	\$9,900
4 Bedroom	\$1,063	\$12,756

Over the course of a single year, a developer could earn \$19,800 for renting two 2-bedroom units, or just \$12,756 for renting a single 4-bedroom unit. That difference amounts to \$7,044 in one year, or \$211,320 over the course of a 30-year mortgage.

Added to this is the complication that public subsidy programs such as the Low Income Housing Tax Credit are incentivizing developers to reduce total development costs (TDC). Allocation of the tax credits is done on a competitive basis; thus, developers proposing to create fewer, larger units would score fewer points than projects proposing a greater number of small units, because their TDC per unit would be higher. Since the credits are allocated on a per unit basis, projects proposing a small number of large units would also receive less credit, even as their need for subsidy is significantly higher. Dwindling federal subsidies, exacerbated by the sequestration now in effect, make it harder to find the necessary funding to create larger units.

⁴⁸ MaineHousing, Rent Restricted Programs, 2012. <http://www.mainehousing.org/docs/rental/2012-income-rent-limits.pdf?sfvrsn=4>

The primary reason that large units remain vacant is that families with many children cannot afford the rent. Having more children typically means having less disposable income, and as noted elsewhere in this report, refugees and immigrants often have low incomes to begin with. Thus, even if large units are available, families cannot afford them without additional subsidy. To create large units, then, requires deeper development subsidies on the front end, as well as deeper tenant-based or project-based subsidies to bring the rents down to levels that families can afford. In the current fiscal climate, and with increasing demand for subsidized units, this is difficult to achieve.

Public housing authorities set occupancy standards that include maximum number of people per bedroom, and place families in units appropriate to the family size and configuration. Typically, the family size grows as relatives arrive, or as new children are born. For example, when the Portland Housing Authority is notified of the increase in occupants, the family is placed on a list of those who have “overutilized” their unit space. As larger units become available the families are moved into them; in practice, however, this happens rarely because there is a limited supply of larger units and they do not become available very often. Portland Housing Authority has However, the number of families needing apartments with four to six bedrooms is relatively small.

An alternative may be to look at creative ways to make it easier for large families to live in smaller units, such as increasing allowances for occupants per room, using bunks to maximize use of space, or using “moveable walls” to make smaller units more flexible.⁴⁹

F. Single Family Lending

In a region that is home to a predominantly white population, it is not surprising that the vast majority of mortgage loans have been made to white homebuyers and homeowners. Relative to the percentage of minorities living in Portland, however, there are disproportionately fewer loans made to minorities. The pattern is sustained over time, and is particularly evident in the loans to African/African-Americans. As noted under Section B. Race, Ethnicity, and the Foreign Born Population, Portland has seen a steady influx of refugees from Africa over the last decade; the percentage of population by race/ethnicity is shown in Figure 32, below. While many of these families would like to become homeowners, their low incomes and high housing costs make it impossible for them to do so. It is this lack of affordability, rather than a pattern of discrimination by mortgage lenders, which accounts for much of the lower lending rates among racial and ethnic minorities in Portland and throughout the region.

Figure 32: Percentage of Population, by Race/Ethnicity⁵⁰

City of Portland	
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⁴⁹ Convey, Eric. MIT advances moveable walls for flexible homes. Boston Business Journal, June 25, 2012 <http://www.bizjournals.com/boston/blog/mass-high-tech/2012/06/mit-advances-moveable-walls-for-flexible.html>

⁵⁰ US Census, 2010

Year	2010
White	85.0%
African / African American	7.0%
Asian	3.5%
Hispanic / Latino	3.0%
Other	1.3%

Figure 33 shows the percentage of all loans made in Portland by race and ethnicity. The “All Loans” data include home improvement and refinance as well as home purchase. Compared to their presence in Portland’s population, racial and ethnic minorities appear to have received a smaller percentage of loans. Many recent arrivals have been refugees who lack the income and assets needed to afford homes.

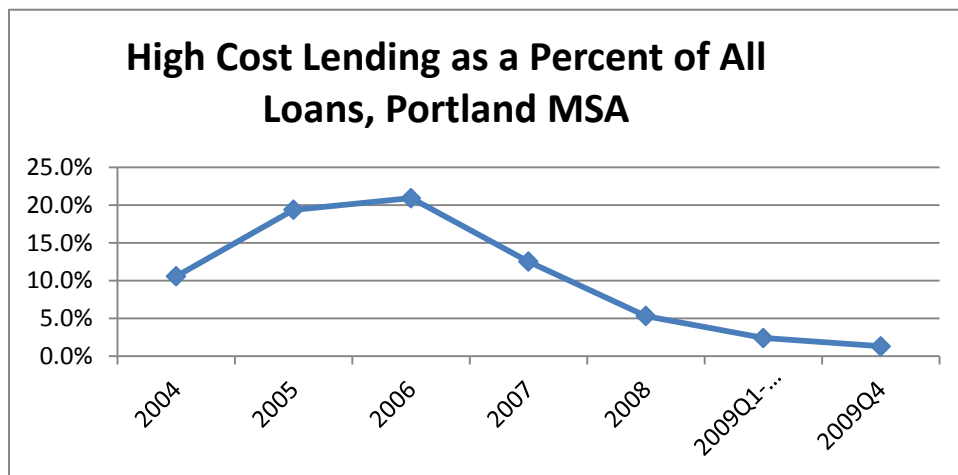
Figure 33⁵¹: All Loans by Race/Ethnicity, Portland

	2004	2005	2006	2007	2008	2009	2010
White	84.3	86.3	85.8	85.7	84.9	89.1	88.4
Black	0.9	1	1	1.4	1.4	0.5	0.6
Asian	1.6	2.1	2.3	2.2	2.15	1.7	1.3
Native American	0.3	0.3	0.2	0.4	0.1	0.13	0.1
Native Hawaiian/Pacific Islanders	0.1	0.2	0.1	0.1	0.3	0.2	0.1
Race "Not available"	12.8	10.1	10.6	10.3	12.5	8.7	8.7
Hispanic/Latino	1.18	1.27	1.32	1.32	0.84	0.81	0.54

As in much of the rest of the country, high cost lending peaked in the Portland-South Portland-Biddeford MSA in 2005 and 2006, rising to about one in five loans made in that period, and falling sharply with the approach of the national mortgage crisis. There is some evidence that African-Americans were slightly more likely to receive high cost loans than other races, but the numbers are so small that this skews the percentages. This is shown in Figure 34, below.

⁵¹ Home Mortgage Disclosure Act, 2004-2010, from PolicyMap

Figure 34: Percentage of High Cost Loans, Portland MSA⁵²



A study published in 2005 by Coastal Enterprises, Inc. (CEI) found that Maine was vulnerable to abusive lending practices due to a high homeownership rate and an aging population.⁵³ Homeowners with substantial equity, especially when they lack financial literacy, are more likely to fall victim to predatory lenders who strip equity from the home through a series of abusive loans. CEI's report found that subprime lending in Maine from 2000 to 2004 alone grew from \$193 million to \$1.036 billion, a dollar increase of 436 percent.

As Figure 35 shows, in the mid-2000s there were increasing rates of high cost loans, particularly cash-out refinances and adjustable rate mortgages. These types of loans were mostly associated with abusive lending practices and were likely to end up in foreclosure when the housing crisis hit. Racial and ethnic minorities received a disproportionate share of these loans, although once again the overall numbers are low, and the loans were not concentrated in particular neighborhoods.

Figure 35: High Cost Loans by Race/Ethnicity⁵⁴

Year	2004	2005	2006	2007	2008	2009Q1-2009Q3	2009Q4
Whites							
% of High Cost Loans	79.98%	82.89%	82.33%	82.45%	90.52%	93.28%	96.43%
% of Loans to Whites	9.7%	18.2%	19.6%	11.7%	5.4%	2.4%	1.4%
Number of Loans	2,061	3,823	3,201	1,485	544	375	27
Blacks							

⁵² PolicyMap, Home Mortgage Disclosure Act Data. Note that PolicyMap considers loans high-cost when there is a rate spread reported. Rate spreads were only reported by financial institutions if the APR was three or more percentage points higher for a first lien loan, or five or more percentage points higher for a second lien loan.

⁵³ Dickstein, Carla; Thomas, Hannah; King, Uriah, *Subprime Mortgages in Maine Recent Trends and the Persistence of Predatory Lending*. Coastal Enterprises, Inc. and the Center for Responsible Lending, 2005.

⁵⁴ PolicyMap, Home Mortgage Disclosure Act Data

% of High Cost Loans	0.78	0.74	0.98	0.83	0.67	0.50	0.0
% of Loans to Blacks	17%	33%	37%	17%	11%	4%	0%
Number of Loans	20	34	38	15	4	2	-
Asians							
% of High Cost Loans	0.74%	0.98%	0.90%	0.83%	0.33%	0.25%	0%
% of Loans to Asians	9.79%	22.28%	23.97%	11.36%	1.85%	0.79%	0%
Number of Loans	19	45	35	15	2	1	0
Hispanics							
% of High Cost Loans	0.89%	1%	0.93%	1.17%	0.67%	0.75%	3.57%
% of Loans to Hispanics	12.78%	22.89%	26.09%	16.41%	4.30%	2.65%	4.17%
Number of Loans	23	46	36	21	4	3	1

In recent years Habitat for Humanity of Greater Portland has been an important source of homeownership assistance for former refugees. Since 2009, four out of six buyers have been former refugees. According to Amy Dowler, Interim Executive Director, they have been excellent homeowners. The buyers tend to be families that have been in Maine for 5-10 years, are well established, and are employed. They tend to have a much larger support network than low income white families, which provides greater assurance of loan repayment. They find Habitat primarily through word of mouth. Habitat is currently working on developing an eight-unit subdivision in Freeport, five of which will be Habitat homes. Refugees will be among the five buyers of those homes. Another project is planned for Scarborough once the Freeport units are under way.

In Cumberland County, Avesta Housing's HomeOwnership Center provides homebuyer education. During the last few years, there has been at least one refugee family in almost every homebuyer class.⁵⁵ Community Financial Literacy is located in Avesta's office building and refers financial literacy clients to Avesta when they are ready to pursue a home purchase.

Banking Relationships

Another impediment to obtaining home purchase loans is that many refugees do not have a banking relationship, and may mistrust banks based on their experience in their native countries. Instead, they turn to check cashing outlets to cash their paychecks and get money orders. Language barriers are also an issue. In response, some banks have created products to build relationships with unbanked people. For example, Key Bank offers Key Bank Plus Check Cashing, which allows customers to cash their approved payroll, tax refund, or government checks for a 1.5% fee. Customers do not have to have an account at the bank in order to use this. They can receive five fee-free money orders when they cash their checks, and every fifth check is cashed for free.

⁵⁵ Conversation with David Stolt, Avesta HOC Director, March 5, 2013

The Greater Portland CASH Coalition and York County CASH provide free tax preparation for low income people. A major focus of this is to help them take advantage of the Earned Income Tax Credit. These programs also provide financial literacy counseling, education and materials.

Community Financial Literacy is an ethnic community-based organization that provides financial literacy education and counseling to refugees and immigrants. It recently partnered with Coastal Enterprises, Inc. to receive funding to provide Individual Development Accounts to refugees and immigrants. These accounts can help families save money toward the purchase of a home, a car, to pay for education, or to start a new business. Women, Work and Community also offers Family Development Accounts for the same purpose.

Interest Bearing Loans

Islamic law forbids lending out money at interest. Islamic banks get around the prohibition on interest by treating loans more like leases or profit-sharing arrangements. The borrower makes installment payments to the bank for a period of years, at the end of which he or she gets the title to the house. The bank's profit technically comes from renting the house, not lending the money.

Currently, no Maine bank is offering this sort of specialty product. However, Islamic home buyers can access these through national companies such as Bank of Whittier, NA, which operates in partnership with American Finance House- LARIBA.⁵⁶

In 2012, Bank of Whittier/LARIBA made one home purchase loan in Maine. It may be that there would be more customers for this loan product if it were more widely publicized. A representative of the Bank of Whittier/LARIBA is willing to travel to Maine at the bank's expense to do a presentation on Islamic lending.

G. Zoning

In 1971 the Maine legislature mandated that towns adopt shoreland zoning; for many towns in rural areas this was their first introduction to any sort of zoning at all. Statewide, in 1972, only half of Maine towns had any zoning controls, and only one in seven had subdivision regulations. Portland, however, first adopted zoning in 1926. In the early 1970s Portland planners perceived that suburban towns were enacting exclusionary (chiefly large lot) zoning that precluded construction of low and moderate income housing.⁵⁷ Some predicted that lack of planning would lead to less affordable housing in suburban towns as well as more sprawl, and greater municipal costs to delivering services.⁵⁸ Sparked in part by the back to the land movement, southern Maine was experiencing increased development pressures during the 1970s, and suburban towns hoped to fend off development and preserve rural character by requiring large lots sizes and establishing building codes. At the same time, these towns often made minimal provision in their zoning for lower cost housing such as multi-family properties, mobile homes, or small lot subdivisions. This had the effect of driving up costs and limiting access by low and moderate

⁵⁶ LARIBA, American Finance House, www.lariba.com

⁵⁷ Seideman, Jeff *Holtenhoff Says Lack of Zoning State Problem*", Maine Sunday Telegram, April 23, 1972, p. 20A.

⁵⁸ City of Portland Assistant Planning Director Gerald Holtenhoff

income people.⁵⁹ To the extent Maine's minority population was low income these policies certainly affected them but they were not directed specifically at them.

Today, the maximum allowable density varies substantially by town throughout York and Cumberland Counties. Outside of Portland larger municipalities such as South Portland, Westbrook, Brunswick, Freeport, and Saco allow at least eight units per acre in selected districts. Eight units per acre is the minimum threshold necessary to support public sewer, public transit and to allow businesses to be viable to a walking clientele. However, there are suburban towns, including Cape Elizabeth, Cumberland, Falmouth, Gorham, Scarborough, Windham, and Yarmouth, that allow a maximum of four units per acre, even in areas that are served by public sewer.⁶⁰ The larger land requirements add substantially to housing cost. While the presence of public water and sewer is certainly required for higher density development, historically towns have required large lot sizes throughout most of their districts in an effort to limit development and preserve rural character. This strategy has led to a sprawling development pattern that add to road construction and maintenance costs, transporting public school students, and maintaining utility lines.

There is growing awareness in the region of the need to think about growth more strategically, and of the costs of sprawl. Sustain Southern Maine is working with 9 towns in York and Cumberland Counties to explore the potential for new growth in defined areas of their towns, which includes opportunities for denser housing development patterns. These pilot projects will integrate commercial, residential, and transportation planning, and will serve as models for other towns in southern Maine. Denser development patterns that provide housing opportunities for low and moderate income families, as well as those with higher incomes, will help communities become attractive to both new and existing residents.

⁵⁹ *How the Better Suburbs Stay that Way*, Maine Times, December 14, 1973.

⁶⁰ Paras, C. *Cumberland County Regional Housing Assessment*, Greater Portland Council of Governments, 2009.

Conclusions:

- The high cost of housing relative to incomes presents a barrier to both rental and home purchase for members of protected classes who are of low income.
- There is a shortage of units of a size sufficient to accommodate the needs of the larger families that are typical of refugees.
- Refugee families with children under age six are a high risk population for lead poisoning both because their incomes increase the likelihood that they will rent lower quality units, and the cultural and language barriers that exist to explaining lead hazards and the importance of testing.
- There is no evidence of discrimination by mortgage lenders against members of protected classes. However, racial and ethnic minorities are underrepresented among those receiving home purchase and home improvement loans. More strategies are needed to help refugees prepare for and achieve homeownership.
- The Habitat model, with lower purchase cost and zero interest loans, appears to work well for some refugee families seeking homeownership.
- Promoting Islamic lending options may help to increase the rate of home purchase among refugees.
- Low income people lack financial literacy skills that could help them reduce their debt, save money, and be in a better position to qualify for a loan. They also frequently lack a relationship with a banking institution which can provide access to credit and lower cost banking services. Programs such as Community Financial Literacy and KeyBank's Plus Check Cashing offer important financial education and services for refugees.

4. Fair Housing Compliance

In fiscal years 2010-2012 Fair Housing complaints in York and Cumberland Counties averaged about 143 a year. FY 2010 saw the greatest number of complaints (see Figure 36, below). Not surprisingly, with its greater share of rental housing, Portland had the most complaints across all three years.

Figure 36: Fair Housing Complaints by Sub-Region, FY 2010-2012⁶¹

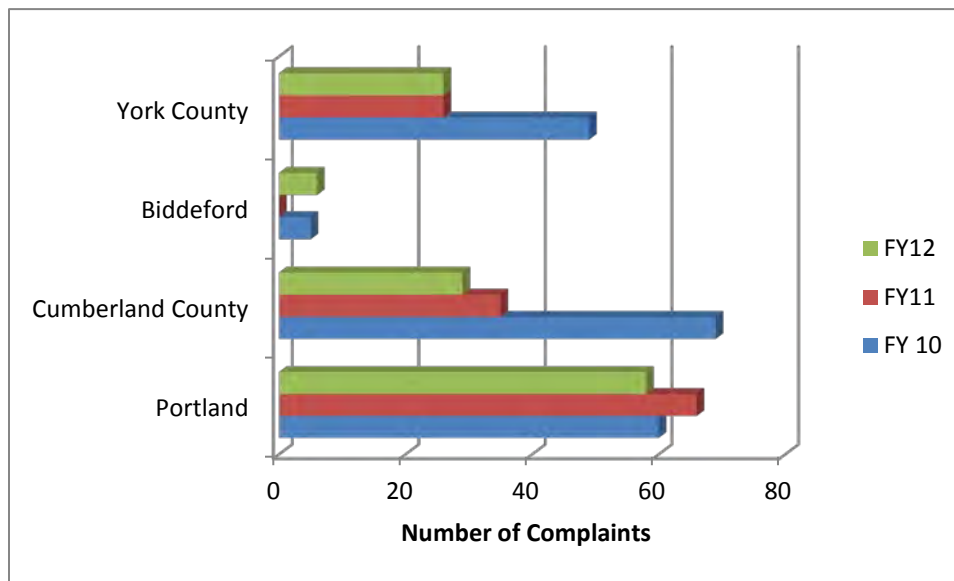


Figure 37 shows that in 2011 and 2012 close to half of the complaints were found to have no cause, though this dropped to 34 percent in 2012.

Figure 37: Disposition of Fair Housing Complaints

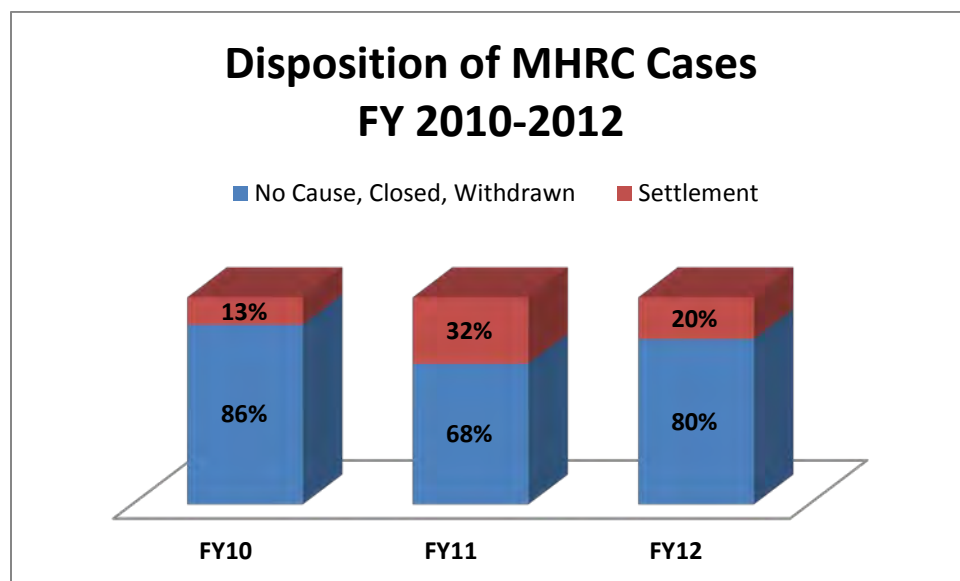
	FY10		FY11		FY12	
	Cases	Percent	Cases	Percent	Cases	Percent
Administrative Closure	41	22%	18	14%	23	19%
Withdrawn	32	17%	9	7%	31	26%
Settlement	23	13%	40	32%	24	20%
No Cause	85	46%	59	47%	40	34%

Administrative Closures occur when complainants elect to withdraw their charge of discrimination. The Maine Human Rights Commission (MHRC) can also dismiss cases when they determine they have no jurisdiction, or when the complainant does not cooperate with the

⁶¹ Maine Human Rights Commission.

investigation or provide evidence to support the complaint. Figure 38 shows that when the categories of Administrative Closure, Withdrawn, and No Cause are added together, the vast majority of cases brought to MHRC are dismissed. In order to reduce the number of cases that are litigated, MHRC encourages complainants to resolve their issues without going to court. Thus, when a case is dismissed there may have been a legitimate complaint, but those involved were able to resolve the issues without going to court. It may also be the case that the complainant lacked the resources to pursue the complaint. There is no way, of course, to track fair housing issues that are never reported to MHRC.

Figure 38: MHRC Fair Housing Complaint Disposition⁶²



There are over 56,000 rental units in York and Cumberland Counties. In that context, having fewer than 200 fair housing complaints annually, only a fraction of which are found to have a cause and settled, suggests that this is not a serious and widespread problem. On the other hand, there is clearly an ongoing need for landlord and tenant training to ensure that both parties understand the law, their rights, and where to go for assistance when there is a dispute. This is especially true as southern Maine becomes increasingly diverse.

Basis for Fair Housing Complaints

Psychiatric illness is a subset of disability, but is broken out in this table to track it separately from physical disabilities. When those two categories are added together they account for a third or more of the complaints.

Figure 39: Basis of Fair Housing Complaints, FY 2010-2012⁶³

⁶² Maine Human Rights Commission

⁶³ Maine Human Rights Commission

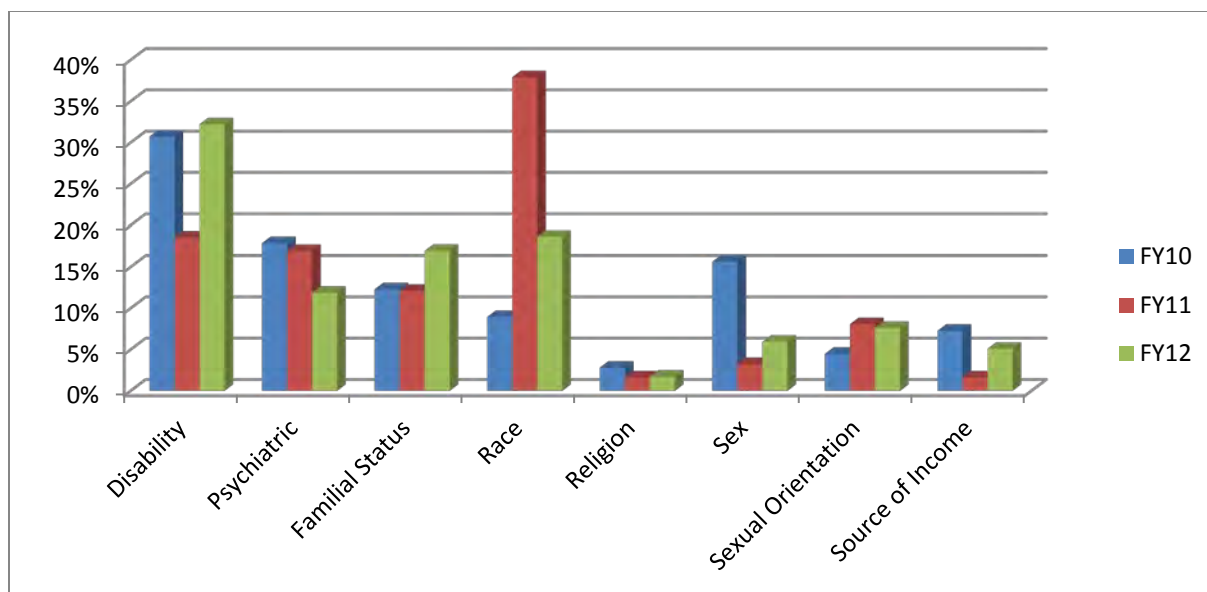
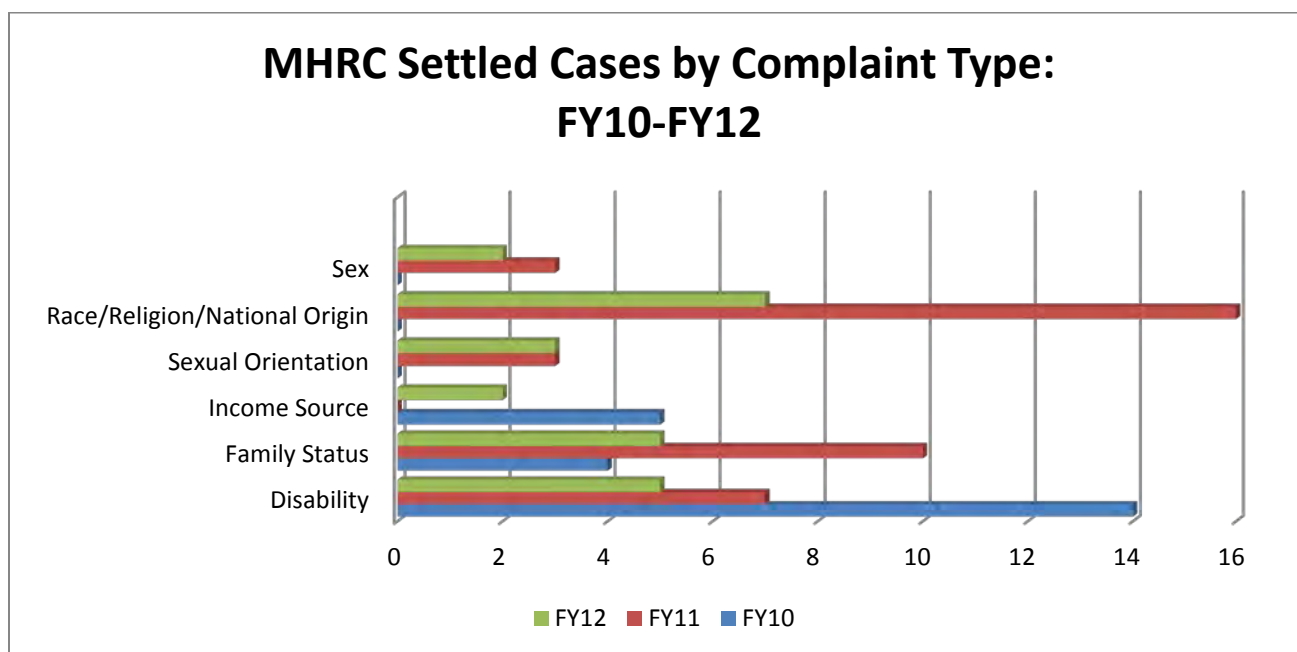


Figure 39 shows that of those complaints that reached a MHRC settlement in 2010-2012, the most frequent complaints were about disability, race/religion/national origin, and family status.

Figure 39⁶⁴



The MHRC complaint data show that between 2010-2012 there were six or seven landlords each year across York and Cumberland Counties that settled Fair Housing cases. These included both public housing authorities and providers of publicly subsidized housing as well as private landlords. With one exception, landlords did not have repeated violations; there would be a

⁶⁴ Maine Human Rights Commission

cluster of 2-8 complaints in one year, and then the next year (or in the one preceding) there would be no complaints. The one landlord with complaints in two consecutive years had just two each year. Thus, there does not appear to be a widespread and long term pattern among particular landlords of failing to comply with Fair Housing law.

Landlords note that a trend among people with disabilities is to request service animals. The increase is driven in part because, under the Maine Human Rights Act, service animals can fulfill a broad range of functions, from emotional support to performing tasks for which they have been specifically trained.⁶⁵ In addition, service animals can be “prescribed” by a broad range of professionals, from counselors to physicians. Service animals can pose a challenge to landlords because of potential damage to units, especially when the owners do not care for them properly. Lack of clarity in the law makes this issue ripe for disputes going forward.

Landlords can obtain education and training on various aspects of state and federal housing laws through the Southern Maine Landlord Association or the Maine Apartment Owners and Managers Association.⁶⁶ Ongoing training is critical to help landlords, especially those that own only a few units and may be less knowledgeable about their obligations, comply with fair housing law. The Maine Human Rights Commission has posted a brochure providing guidance on service animals on its website.⁶⁷

Another trend is for people with disabilities to request reasonable accommodations that are increasingly expensive. Adding improvements such as automatic doors, or widening existing doorways, can cost landlords thousands of dollars that do not add to the value of the property and which cannot be recouped through higher rents. Tenants often lack the ability to make the changes at their own expense. Maine’s older housing stock means that many units are inaccessible to people with mobility disabilities, requiring expensive retrofits. Changes to the housing provisions of the Maine Human Rights Act, effective September 1, 2012, add more requirements regarding housing accessibility. These include the application of fair housing laws to one and two-bedroom units (which had previously been exempt), and greater requirements to incorporate universal design elements as part of new construction or substantial rehabilitation. Landlords may not be aware of the changes in Maine law and this should be a subject of ongoing fair housing education.

Fair Housing Initiatives Program

Pine Tree Legal Assistance (PTLA) is responsible for the HUD-funded Fair Housing Initiatives Program, focusing primarily on Cumberland County. In this capacity PTLA recruits, trains, and oversees testers to pose as couples seeking to rent apartments, to determine the nature and extent of discrimination in the housing market. The data from 2010 and 2011 can be found in Figures 40 and 41, below.

PTLA conducted just over 50 tests per year. The majority of the tests were in Portland; due to transportation problems testers have difficulty traveling outside of the city. In each year, more than six out of 10 tests found no evidence of discrimination, but up to a third of the tests found

⁶⁵ Maine Human Rights Commission, *Service Animals in Housing*, effective September 28, 2011

⁶⁶ Southern Maine Landlord Association, <http://www.smlamaine.com/>

⁶⁷ See Maine Human Rights Commission. <http://www.maine.gov/mhrc/guidance/SvcAnimalHousing.pdf>

some or strong evidence that discrimination was occurring. Cases in which discrimination was found were referred to the Maine Human Rights Commission. Familial status, race, and income source were the top three protected classes in which PTLA's testers found evidence of discrimination. The tests did not uncover evidence of discrimination on the basis of disability, sexual orientation, religion or sex in either 2010 or 2011.

Figure 40

2010	Total # of Tests	Tests w/o Evidence of Discrimination	%	Tests with Some Evidence of Discrimination	%	Tests with Strong Evidence of Discrimination	%
Protected Class							
Disability	-	-	-	-	-	-	-
Disability/Income Source	8	5	63	2	25	1	12
Familial Status	19	11	58	1	5	7	37
Sexual Orientation	1	1	100	-	-	-	-
Source of Income	5	4	80	1	20	-	-
Race	18	14	77	2	11	2	11
Religion	-	-	-	-	-	-	-
Sex	-	-	-	-	-	-	-
Total	51	35	-	6	12	10	-

Figure 41

2011	Total # of Tests	Tests w/o Evidence of Discrimination	%	Tests with Some Evidence of Discrimination	%	Tests with Strong Evidence of Discrimination	%
Protected Class							
Disability	1	1	100	-	-	-	-
Disability/Income Source	9	9	100	-	-	-	-
Familial Status	14	2	14	9	64	3	21
Sexual Orientation	3	2	66	-	-	1	34
Source of Income	-	-	-	-	-	-	-
Race	27	19	70	6	22	2	7
Religion	-	-	-	-	-	-	-
Sex	-	-	-	-	-	-	-
Total	54	33	-	15	27	6	-

Testers found at least some evidence of discrimination on the basis of family status in 8 cases in 2010 and 12 in 2011.

Familial status is defined as families with children under age 18 and includes households in which minors live with parents, persons with legal custody of a minor, pregnant women, and families in the process of receiving legal custody of a minor. A landlord may not deny housing to a person or family because of the presence of children, limit families with children to certain floors or areas of buildings, increase required security deposits for families with children, or alter typical lease provisions for families with children.

Very few ads for rental units can be found in the newspapers; most ads are online either through larger property management companies or sources such as Craigslist. A search on Craigslist for March/April 2013 using the terms “suitable”, “single”, and “quiet couple” found eight listings in York and Cumberland counties using overtly discriminatory language against families with children. These ads used language such as “suitable for one person” and “Looking for a single individual or couple”. The Craigslist website provides a link to a page containing information about Fair Housing rights and responsibilities, and also maintains a forum on that topic.

The Maine Human Rights Commission has posted a useful guide online that provides examples of lawful and unlawful inquiries for housing applications.⁶⁸ While this improves access to the information, landlords may not know the law exists.

In honor of Fair Housing month, MaineHousing sponsors trainings on “How to be a Good Fair Housing Landlord” (for example, two were scheduled in April, 2013, one in Westbrook and one in Gardner). The Portland Continuum of Care and the City of Portland Housing and Community Development Division also sponsored a workshop on Fair Housing law, with a Pine Tree Legal Assistance attorney as the guest speaker. This workshop occurred in April 2013.

The Maine Apartment Association also scheduled a training in Portland on May 2013 on the topic of “Landlord Tenant Disclosures- Are you in Compliance?”, with the topic of “Landlord Disclosures- Are You in Compliance?”

The Maine Southern Maine Landlord Association (SMLA) also holds regular breakfast meetings with guest speakers presenting on topics such as clean air/no smoking policies. This provides further opportunities for peer networking and information exchange around landlord-tenant issues.

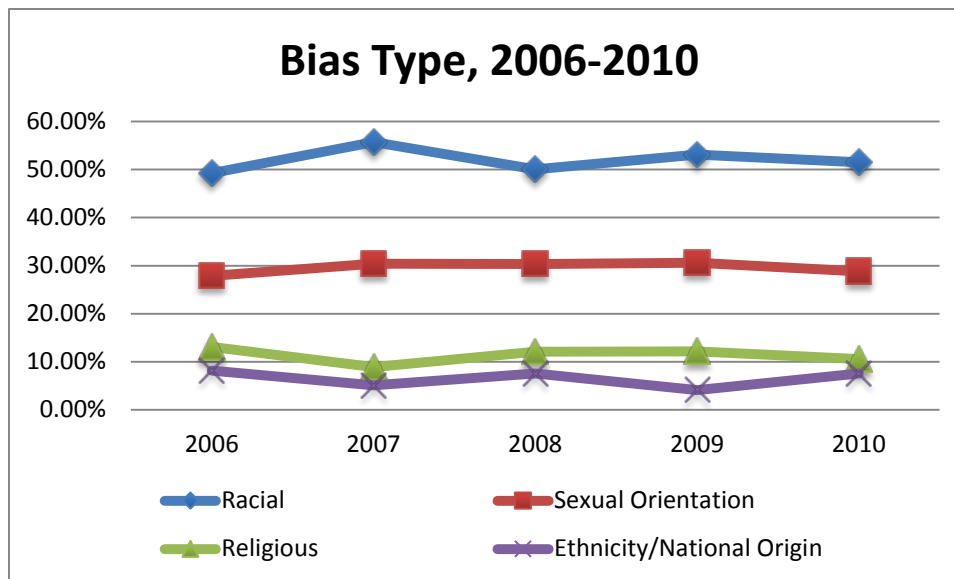
⁶⁸ Maine Human Rights Commission, http://www.maine.gov/mhrc/guidance/housing_guide.pdf

5. Hate Crimes

Between 2006-2010 Maine averaged about 62 hate crimes a year.⁶⁹ The Maine State Police reports the data statewide, so it is impossible to know how many of these were in southern Maine, but given that the area is more diverse and more densely populated than the rest of the state it is likely that a sizable percentage of the complaints were in York or Cumberland Counties. Consistently, about half of these were racially motivated, and about a third were related to sexual orientation (see Figure 42, below). There were only a few complaints related to disability, either physical or psychiatric, over the last several years. It may be that these were more frequently dealt with as a Fair Housing issue, as disability accounted for a third to a half of the complaints between FY10-FY12. The majority of incidents involved harassment, minor assaults, or vandalism. Nationally, about 30 percent of hate crime offenders are under the age of 18.

The fact that a consistent basis half of the hate crimes were racially motivated is a concern, especially as southern Maine continues to diversify. This suggests more work is needed to promote tolerance. The fairly steady number of attacks due to sexual orientation are a concern as well. Maine schools continue to work to reduce bullying, to promote support for students who are gay, lesbian, or transgendered.

Figure 42



⁶⁹ Department of Public Safety, Maine State Police, Uniform Crime Reports, 2006-2010

Conclusions:

- The over 56,000 tenants in Southern Maine file fewer than 200 fair housing complaints annually, and only a small percentage of these is substantiated. These data suggest that ongoing outreach and education is needed, but that there is not a widespread and serious problem with fair housing.
- Going forward, ensuring compliance with FH law requires an ongoing commitment to training. New investors are purchasing rental housing, especially now in the aftermath of the housing crisis. Property management hire new staff, and FH laws are changed or updated. Ongoing training must be available to help prevent violations of the law.
- Consumers need more information about their rights under fair housing law and where to go to get help if they believe their rights have been violated.
- Organizations and groups such as the Portland Disability Commission; the new Biddeford Landlords association (www.biddefordlandlords.com); Speaking Up for Us (SUFU- www.sufumaine.org); the Southern Maine Landlord Association, (SMLA- www.smlamaine.com); the Maine Apartment Owners and Managers Association (MAOMA- www.maineapartmentowners.com/) and Alpha One can help disseminate information about fair housing rights and responsibilities to tenants and to landlords.

6. Community Outreach

Community Outreach took place in three ways, as follows:

- Affordable housing developers, private lenders, representatives of the four entitlement jurisdictions (Portland, Biddeford, Cumberland County, and MaineHousing), public housing directors, a Pine Tree Legal Assistance attorney, and town planners were members of the Regional Housing Council (RHC). The RHC met four times to review and discuss data and drafts of the Regional AI. See Appendix B for the list of RHC members.

At the April 25, 2013 RHC meeting several representatives of the minority and refugee communities, as well as the disability community, were invited to discuss the findings, impediments, and recommendations of the RAI. These included Rachel Talbot-Ross, Director of Equal Opportunity and Multi-Cultural Affairs at the City of Portland and President of the Maine NAACP; Regina Phillips, Manager, City of Portland Refugee Services; and Dennis Fitzgibbons, Executive Director, Alpha One.

- With the help of students enrolled in a University of Southern Maine class on Ethnography: Methods, Ethics, Practice, Fall 2012, SSM conducted eight focus groups. The focus groups targeted recent immigrants and people of low income. Of the roughly 150 people who participated in focus groups, about two-thirds were recent immigrants, mostly from Africa, Asia, and the Middle East. Their length of residence in the Portland area ranged from a few months to five years or more. Focus groups were held in different venues that were frequently used by members of the target groups, and where they felt comfortable gathering and speaking. The views and comments of the focus groups were carefully transcribed and included in a final report. The responses were reviewed and considered in the RAI. The group interview questionnaire is attached as Appendix A, and the list of focus group sessions
- Interviews with key informants, including community leaders, more in-depth discussions with RHC members, and professionals working with the target populations. In some cases these individuals were contacted multiple times to obtain additional information or gather their insights on particular issues.
 - Mark Adelson, Executive Director, Portland Housing Authority
 - Elisabeth Banwell, Chief Strategy Officer, Opportunity Alliance
 - Mary Davis, City of Portland, Housing and Neighborhood Services
 - Robert Duranleau, Director, City of Portland Social Services Division
 - Larry Gross, Southern Maine Area Agency on Aging
 - Jill Hunter, Esq., Pine Tree Legal Assistance
 - Charlie Kennedy, VP Community Development Banking, KeyBank
 - Rachel Talbot-Ross, City of Portland Office of Multi-Cultural Affairs/President of the NAACP
 - Christopher Pinkham, President, Maine Bankers Association
 - Laura Pearlman, Maine Foreclosure Diversion Program
 - Regina Phillips, Manager, City of Portland Social Services Division Refugee Services

- o Melody Piper, Maine Human Rights Commission
 - o Chet Randall, Esq., Pine Tree Legal Assistance
 - o Claude Rwangange, Executive Director, Community Financial Literacy
 - o David Stolt, Director, HomeOwnership Center, Avesta, Inc.
 - o Dana Totman, Executive Director, Avesta, Inc.
 - o Dennis Fitzgibbons, Executive Director, Alpha One
 - o Amy Dowler, Interim Executive Director, Habitat for Humanity of Greater Portland
 - o Ethan Strimling, Executive Director, LearningWorks
 - o Nicole Evans, Program Director Greater Portland CA\$H Coalition, United Way
 - o Dr. Yahia Abdul Rahman, Resident Shari'aa Supervisor & Author of LARIBA Bank Book, LARIBA
 - o John Hodge, Executive Director, Brunswick Housing Authority
- A presentation was made to the Sustain Southern Maine partnership meeting in February 2013 on the draft conclusions of the Fair Housing Equity Analysis.
 - The final regional AI will be approved by the Sustain Southern Maine Executive Committee, and endorsed by the four entitlement jurisdictions (City of Portland, Cumberland County, Biddeford, and MaineHousing.)
 - A presentation will be made to the broader community on the regional AI findings and recommended action steps in the fall of 2013.

7. Access to Areas of High Opportunity

As noted in Section 2.B., Maine's racial and ethnic minority population is concentrated in Portland, along with small but growing numbers in South Portland, Westbrook, Old Orchard Beach, and Biddeford. Since 2000, many refugees have also settled in Lewiston. There are no Racially Concentrated areas of Poverty (RCAPs) or Ethnically Concentrated Areas of Poverty (ECAPs) as defined by HUD in the study area. However, there are pockets of poverty associated with recently arrived refugees and immigrants living in public housing in Portland.

Due to their lack of resources, described in detail in Section 2.B., they have primarily been settled in Portland's public housing, which can be found in clusters on the eastern and western edges of the Peninsula and in Riverton.

As detailed in Section 3, the high cost of housing relative to incomes is a barrier to refugees leaving subsidized housing, as is the lack of public transportation outside of Portland. This was also identified as the major barrier by all of the key informants interviewed.

Figure 43 shows that, across the board, Portland offers racial and ethnic minorities better access than any other town/city to good schools, a more robust public transportation network, employment within the city, health care, and subsidized housing.

Brunswick is the next most desirable choice, with more affordable housing and excellent schools. Its chief challenge is limited public transportation.

South Portland, Scarborough, Westbrook, and Biddeford are the next tier of towns that offer some affordable housing, decent schools, access to jobs, and some public transportation. As noted in Section 2B, South Portland, Westbrook, and Biddeford are already beginning to see some increase in refugee and immigrant populations. The outmigration has been facilitated by the City of Portland Social Services Division Refugee Services Program, which has worked closely with the social services offices of towns surrounding Portland to help them meet the needs of refugee and immigrants who move there, and to help families find and move into housing. This trend began in the last few years and will continue as the new residents feel settled in these new towns and their friends and relatives move to join them.

Figure 43

Cities/Towns	Schools ^{a, 70}	Public Transportation Available? ^b	RCAP/ ECAPs ^c	% Living and Employed in Area	Net Job Inflow (+) or Outflow (-)	Access to Hospital/ and/or FQHC? ⁷¹	Fair Share Affordable Housing Index ^{e,72}		
							30% AMI	50% AMI	80% AMI
Portland	5 out of 16	Yes	No	52%	34,465	Yes	90%	90%	146%
South Portland	4 out of 8	Limited	No	23%	11,768	Yes	41%	46%	91%
Scarborough	2 out of 6	Limited	No	19%	5,212	Yes	60%	69%	84%
Westbrook	N/A	Limited	No	16%	2,850	Yes	95%	79%	127%
Brunswick	4 out of 4	Limited	No	32%	3,207	Yes	89%	86%	387%
Gray	1 out of 5	None	No	11%	-1,721	No	12%	25%	43%
New Gloucester	1 out of 5	None	No	6%	-1,501	No	0%	0%	10%
Standish	3 out of 8	None	No	9%	-2,603	No	6%	6%	13%
Biddeford	2 out of 5	Limited	No	26%	1,871	Yes	44%	69%	136%
Saco	2 out of 8	Limited	No	15%	-2,758	Yes	28%	36%	73%
Sanford	2 out of 7	Limited	No	32%	-1,168	Yes	25%	39%	64%
Wells	1 out of 3	Limited	No	20%	-861	Yes	19%	22%	33%
Kennebunk	0 out of 6	Limited	No	25%	119	No	N/A	N/A	N/A
Kittery	3 out of 3	Limited	No	20%	-211	No	32%	30%	108%

^a Number of schools making adequate yearly progress (AYP) under the No Child Left Behind Act, FY 12. Whole School Status.

^b Buses or trolleys run in Portland, Brunswick, and in Biddeford, Saco, Sanford, Wells, Kennebunk, & Kittery. Some transportation limited to MaineCare eligible.

^c There are no Racially Concentrated areas of Poverty (RCAPs) or Ethnically Concentrated Areas of Poverty (ECAPs) as defined by HUD in the study area. However, there are pockets of poverty associated with recently arrived refugees and immigrants living in public housing in Portland

^d From On the Map, <http://onthemap.ces.census.gov>, 2010.

^e Ratio of actual jurisdiction affordable share over the regional need for affordable housing: 0%-50% Extremely Unaffordable; 50-70% Moderately Unaffordable; 70-90% Mildly Unaffordable; 90-110% Balanced Affordability; 110%+ Above Fair Share, Affordable. Data were not available for Kennebunk.

⁷⁰ Maine Dept .of Education, <http://www.maine.gov/education/pressreleases/ayp/fy2013/ayp-schools-status-12-13.html>

⁷¹ The only Health Professional Shortage Area is in Portland and is specific to the homeless population. However, Portland has two FQHCs.

⁷² HUD Sustainable Communities Initiative Analysis

Major Public Investments Planned

Portland

Within the study area, the majority of public investments are planned for the City of Portland, as the economic center for the region and the state as a whole. These include approximately \$39.9 million in Maine Department of Transportation (MaineDOT) funds planned for 2013-2015 to support bicycle and pedestrian improvements (\$441,069) and improvements and subsidies for public transportation (\$3.9 million). These improvements will increase the ability of Portland residents to walk or bike to their destinations, and make public transportation safer, more accessible, and affordable.

In its 2010-2015 Consolidated Plan, the City of Portland decided to concentrate CDBG funding to specific micro-neighborhoods in census tracts 5, 6, 10, 11, 13, and 20.2 (the neighborhoods of East and West Bayside, Parkside, Lower West End, St. John Valley, and Libbytown.) The city planned to use its CDBG funding to help create multi-family workforce housing, special needs housing, assistance for single-family homeowners and buyers, economic development, and social services. Portland also prioritizes HOME funds for new construction, with funds also being used for housing rehabilitation and homebuyer assistance.

The Cumberland County CDBG program identified housing, public facilities and infrastructure, economic development, and public services as key focus areas in its 2012-2016 five-year plan. The County allocates its funding on a competitive basis each year, with set-asides for South Portland and Bridgton.

South Portland

South Portland will receive \$1.5 million in MaineDOT funding from 2013-2015, primarily for public transportation but for some bike-pedestrian improvements as well.

Sanford

Sanford will also receive \$1.34 million in MaineDOT funding from 2013-2015, primarily for public transportation but for some bike-pedestrian improvements as well. In 2011 the Federal Transit Administration (FTA) awarded a \$1.2 million grant to establish a transportation center in Sanford. This project will address a long standing need to improve access to transit in the Sanford area, and is likely to spur additional growth and development in the town center.

Biddeford

In its 2012-2017 Consolidated Plan, Biddeford identified sidewalk, street, and trail improvements to improve convenience and safety for bikers and pedestrians. Economic Development will be supported through a micro-loan program for businesses in the downtown, and for sustainable energy-related projects. Housing funds will be coupled with other policy and zoning changes to increase the potential for new affordable housing development, and to help preserve the City's housing stock. Social services will be provided to special needs populations with an eye toward increasing their participation in the workforce, and to support elderly residents.

8. Summary of Impediments to Fair Housing

Throughout York and Cumberland Counties the single biggest barrier to housing choice is being of low income; simply not having enough income to afford available housing. This includes a large and growing percentage of the population throughout the region. However, being low income is not a protected class. Efforts to build more affordable housing throughout the region, then, especially in areas that are walkable or are served by public transportation, would benefit members of the protected classes as well as other low income people. Nevertheless, this is a broader issue and the focus of this regional AI is on issues specifically related to members of the protected classes.

Impediments to fair housing across the region, then, can be summarized as follows:

A. Fair Housing Education and Support

1) Lack of Knowledge about Landlord/Tenant and Fair Housing Laws

There is a history of fair housing complaints in York and Cumberland Counties, particularly regarding discrimination due to disability, race, and familial status. This suggests that both landlords and tenants would benefit from more education regarding issues such as reasonable accommodations and the classes that are protected under fair housing law. Racial and ethnic minorities, especially those who come to Maine from other countries, need to understand their rights and responsibilities, and where they can go for help in filing a complaint.

B. Expanding Regional Opportunities for New Mainers

1) Supporting Refugee Choice in Where to Live

Refugees often choose to live in Portland because of the good schools, services, public transportation, and the presence of others from their ethnic communities. There are many positive reasons for this to happen. However, there is also a bit of a conundrum around this. Concentrating refugees in Portland adds pressure to the City of Portland to continually improve services and resources, which attracts more refugees, and so on. There are other cities and towns in the region to which refugees could move and still enjoy the advantages of good schools and access to employment, and also have better access to affordable housing.

Helping refugees and asylum seekers move out of Portland will help reduce pressures on Portland's homeless shelter system, especially the City of Portland Family Shelter.

C. Expanding Housing Options for People with Disabilities

1) Shortage of Barrier-Free Housing

There is a shortage of barrier-free housing in southern Maine (and throughout the state). This shortage will get worse as the baby boomers age and develop age-related disabilities. As new housing is built and existing housing is substantially renovated, more attention must be paid to ensuring that units are accessible from the outside, and that doorways and bathrooms are

constructed to permit wheelchair access on the interior. This is particularly true for market rate housing.

2) Increase Awareness of Reasonable Accommodations

Understanding what constitutes reasonable accommodations for people with disabilities continues to be a challenge for landlords as well as for consumers. More education is needed for tenants, landlords, and housing providers on Fair Housing law. Consumers also need to know where they can go for help if they believe their rights have been violated.

3) Change Zoning Law

Zoning laws (such as setback requirements) often prevent people with disabilities from getting ramps built that are required to help them get into a house. LD 155 should be passed to give Code Enforcement Officers and Zoning Boards of Appeal greater leeway in granting variances.

D. Cultural/Educational

1) Homebuyer Education/Financial Literacy

Racial and ethnic minorities, many of whom are refugees, are under-represented in single-family lending. Financial literacy and homebuyer education should be promoted to racial and ethnic minority populations. Where necessary, this education and counseling should be provided in languages other than English in order to engage new Mainers. Alternative lending products acceptable under Islamic law should also be promoted.

Since poor credit scores can lead landlords to reject prospective tenants, financial literacy is also critical for renters.

E. Improving Families' Access to Lead-Safe Housing

1) Lead-Safe Housing

The majority of rental units in the study area were built prior to 1978; percentages are higher in the central cities than in the counties. High housing acquisition costs, coupled with the high cost of lead hazard remediation, make it difficult for landlords to afford to make their units lead safe. This presents a barrier to families with children under age six years old, who are most vulnerable to lead poisoning.

9. Recommended Actions

	Impediment Identified	Action Recommended	Time-line	Measurable Outcome
A	Fair Housing	Ongoing education regarding Fair Housing law, rights and responsibilities, and where to go for help in filing a complaint. Disseminate through existing consumer and landlord organizations.	Ongoing	• Workshops/trainings • Reduction in number of complaints filed • Trainings conducted in languages other than English (or with interpreters)
B	Regional Refugee Resettlement	Help refugees and immigrants apply for housing opportunities subsidies outside of the city of Portland.	Ongoing	• Increase in the numbers of racial and ethnic minorities living outside of Portland
		Promote use of the MaineHousingSearch.org website for housing searches (translatable into 70 different languages). Strategies include: • Work with Catholic Charities Maine and City of Portland Refugee Services to use website information to help new arrivals find housing • Work with partner organizations to provide information to ethnic community leaders about the website • Print and circulate posters in English, French, Spanish, Somali, and Arabic • Encourage landlords and rental property managers (working through their trade associations) to list their properties on MaineHousingSearch.org.	2014 and Ongoing	
		Help destination cities and towns build capacity within their GA programs, public housing, and schools to support successful relocation. Strategies include: • Supporting grant applications by partner organizations to build this capacity	One each in 2014, 2015, and 2016	

	Impediment Identified	Action Recommended	Time-line	Measurable Outcome
		Using CDBG funds to support capacity building to support successful relocation.		
		Build awareness among Muslims in York and Cumberland Counties regarding the availability of Islamic lending products.	2014	• Increase in Muslim homebuyers
		Increase availability of ESOL and vocational ESOL slots to expedite refugees' access to this training which is critical to their ability to find and keep employment.	Ongoing	• Decrease in waiting list numbers • Increase in refugees served by ESOL
C	Support Housing Options for People with Disabilities	Increase the supply of barrier-free housing	Ongoing	• Increase in number of barrier free units
		Increase awareness of reasonable accommodations rights and responsibilities	Ongoing	• Number of workshops and trainings held on this topic • Decrease in complaints on this topic
		Change zoning law to facilitate construction of ramps	FY 2013	• Pass LD 155
D	Homebuyer Pre- and Post- Education and Counseling/ Financial Literacy	Increase availability of homebuyer pre- and post-education and counseling, as well as financial literacy. Offer in languages other than English.	Ongoing	• Number of racial and ethnic minorities completing financial literacy, homebuyer education workshops or participating in counseling.
E	Improving Families' Access to Lead-Safe Housing	Continue to remediate lead paint-contaminated older units, and to develop new lead-free family units.	Ongoing	• Number of existing units remediated • Number of new lead-safe family units created
		Promote the MaineHousingSearch.org website (available in 70 languages), to help landlords list, and families search for, lead-safe housing. Strategies include: Printing and circulating posters in English, French, Spanish, Somali and Arabic.	Ongoing	• Number of lead-safe units listed on MaineHousingSearch.org

Issues for Future Research

1. The number of barrier-free units needed currently by people with mobility impairments, and going forward, has not been quantified. At the same time, Maine has the oldest resident median age in the country, and already has a shortage of barrier-free units. As the baby boomers age, increasing numbers will require units that are accessible to those with mobility impairments. A study should be undertaken to get a better understanding of this. This will expedite changing policies, and increasing resources, to address this issue.
2. Maine has had a fairly recent influx of refugees and immigrants with large families who need units with 4+ bedrooms. Most of these large families also require subsidies to make the housing affordable. Due to the decades-long trend in the United States toward smaller families, most new housing development is of 0-2 bedroom units.

Large families appear to be a relatively small market whose limited affordability requires substantial subsidy both in the development of the housing and to reduce monthly rental costs. Given shrinking subsidies and increased demand, it is difficult to make the case for doing this. More research is needed to understand the potential demand for larger units, models for financing the construction of the units, and issues related to long term management and marketing of any units built. Strategies to increase the flexibility of living space, such as “movable walls”, should also be explored. This approach has been pioneered with studios and is associated with high end housing, but it may become a cost-effective alternative to developing larger units that are more difficult to rent.

3. Portland (and the region) lacks an ethnic community-led “Welcome Center” that could serve as a gathering place for new arrivals. Creating such a resource is challenging because it would require different ethnic groups to work together to form and operate something none of them controls individually. Still, such a facility could offer ESOL classes, orientations, and be a warm and welcoming place for new arrivals to gather. It could help engage ethnic community members in self help activities, and improve new arrivals’ transition to self-sufficiency. Some models in other cities combine services with short and long term housing. Creating a Welcome Center would require leadership from the refugee and immigrant communities.

Appendix A

Group Interview Questions

Background

This question list was used as a general guide for the interviews. Not all questions were asked at every interview, due to time constraints and the varying relevance of the questions to specific groups. Participants at most meetings were also asked to provide some background information to help researchers understand their perspectives. Depending on the meeting, such information included community of residence, years in the community, country of origin, occupations, etc. Researchers also noted the general age and gender distribution of participants, but did not ask specifically for any identifying information.

A. Community Satisfaction

1. What do you like about this community? Do you have a favorite place to go?
2. What kinds of things might make your community better, in your opinion? If you could change one thing, what would it be?
3. Would you consider your community a safe place to live? Do you think it is a good place to raise children? Is it a good place for older people to live?
4. In what ways are you involved with other members of your community? For example, are you part of a church? Do you attend town meetings or other public meetings? Is there anything else you do that makes you feel like a part of your community?
5. If someone had to, could they get help from banks or other institutions in this community? Is there somewhere else in the community that people could go if they need financial help?
6. Do you plan to stay in this community? Are there things like family and friends that make you want to stay here? What else keeps you here?

B. Transportation

7. Can you tell us about how you usually get around from place to place?
8. If you had to, could you walk to places you need to go, like work or shopping? Would you want to if you could? Are there any places that you walk to now?
9. Can you take public transportation, like a bus, to any of these places? Would you want to if you could?
10. How important is it to you to be able to live in a place where you could walk, bike or take public transportation? Would you ever move somewhere just for this reason?

C. Housing

11. Are you generally happy with the house or apartment where you are living?
12. If you could change something about your housing situation, what would it be?
13. Do you ever do things to save energy, like keeping your thermostat turned down in the winter? If so, is this mainly because of costs or for other reasons?
14. Have you or your landlord done anything to save energy, like weatherproofing? Is this something you would like to have done?

D. Employment and Finances

15. Do you currently have a job that you like? If not, what is it that you would like to do?
16. Do you think there are enough job opportunities in your area? Is it hard to get and keep a job near where you live?
17. What is your biggest challenge on a daily basis? Do you get any help from your community in this area? How else could the community help?
18. Do you feel like there are support systems in your community to help people who might be in need? Without sharing names, could you tell us any stories about people using these?

E. Optional Questions

19. Is there another place you'd rather live in Maine or elsewhere? If so, why? Is there a reason you don't live there now?
20. Can you get everything you need in your community, including the foods you like? If not, what kinds of things can't you get there, and where do you go to get them?
21. Does your community provide you with opportunities for recreation? What about cultural and educational experiences? Places for worship?
22. Where do you see yourself and your family in ten years? What would your ideal situation be?

Focus Group Detail

Interview Type & Location and Researchers	Interview Date
1. ESL Class, West School, Portland Researchers: Alissa Brown and Rachel Emery	November 8, 2012
2. Low Income Family Dinner, Parkside Center, Portland Researchers: Alissa Brown, Alison Parker and Maria Sedler	November 13, 2012
3. ESL Class, West School, Portland Researcher: Joseph Perry	November 14, 2012
4. ESL Class - LearningWorks, Portland Researchers: John Grigas, Laura Collard and Jordan Boudway	November 14, 2012
5. Tenants Meeting, Riverton Park Housing Complex, Portland Researchers: Amelia Lyons, Molly Carl, Adaline Colby and Justin Barr	November 19, 2012
6. ESL Class, LearningWorks, Danforth St., Portland Researcher: Jordan Boudway	November 27, 2012
7. Veteran Support Groups Meeting, Springvale Researcher: Amelia Lyons	November 27, 2012
8. Homeless Voices for Justice Meeting, Portland Researchers: Laura Collard and John Grigas	November 28, 2012

Appendix C

Sustain Southern Maine Regional Housing Council

- Guy Gagnon, Executive Director, Biddeford Housing Authority
- John Hodge, Executive Director Brunswick Housing Authority
- Mark Adelson, Executive Director, Portland Housing Authority
- Deb Keller, Director of Programs, Avesta Housing
- Cullen Ryan, Executive Director, Community Housing of Maine
- Patrick Brennick, Director of Information Services, Northern New England Housing Investment Fund
- Don Gean, Executive Director ,York County Shelter Programs, Inc.
- William Floyd, Executive Director, Genesis Community Loan Fund
- Julia Wilcock, VP of Business Development, Volunteers of America Northern New England
- Josh Benthian, Partner, Northland Enterprises, LLC
- Diane Donaldson, VP of Commercial Lending, Bangor Savings Bank
- Matt Early, Senior Vice-President, Gorham Savings Bank
- Mary Davis, Planning & Urban Development Department Housing & Neighborhood Services Division, City of Portland
- Donna Larson, Town Planner, Town of Freeport
- Caroline Segalla, Dir. of Community Development, Planning & Codes, Town of Kennebunk
- AaronShapiro, Director of Community Development, Cumberland County
- Mike Martin, Senior Planner, Maine State Housing Authority
- Jill Hunter, Staff Attorney, Pine Tree Legal Assistance
- Caroline Paras, Director of Economic Development, GPCOG
- Paul Schumacher, Executive Director, Southern Maine Regional Planning Council



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Planning & Urban Development Department
Jeff Levine, AICP, Director

Housing & Community Development Division
Mary P. Davis, Director

MEMORANDUM **Agenda Item #6**

TO: Councilor Mavodones, Chair
Members of the Housing and Community Development Committee

FROM: Mary Davis, HCD Division Director
Maev Pistrang, HCD Office Assistant

DATE: September 20, 2013

SUBJECT: Communication Item
2012-2013 HUD Consolidated Annual Performance Evaluation Report (CAPER)

ANNUAL ACTION PLAN

Attached is the written CAPER for FY 2012-2013. The CAPER is a report required by HUD in which the City of Portland reports accomplishments for the CDBG, HOME and ESG Programs. The CAPER must be submitted to HUD by September 30.

HIGHLIGHTS OF ACCOMPLISHMENTS

During the past fiscal year 2012-2013, the City of Portland expended: \$1,932,671.13 in Community Development Block Grant funds, \$731,377 in HOME program funds plus \$96,212 in HOME Administration, and \$129,786 in Emergency Shelter Grant Funds. In addition the City spent \$147,005 in CDBG-R. Therefore the City of Portland spent \$3,037,051 in total federal dollars. These funds supported housing initiatives and rehabilitation, social services, public improvement activities, and support for the city's homeless population.

Below is a series of selected accomplishments from the attached report.

CDBG Funds Expended by Geographic Area

A total of \$1,761,275 was spent in the eligible neighborhoods during Program year 2012-2013, including funds allocated from years 2008-2013.

- o East Bayside Neighborhood, CT-5
 - o \$3,910 to continue the North Boyd Street Trail project
 - o \$234 for the Cumberland Avenue Sidewalk project

- o \$57,550 to improve the playground at Youth and Family Outreach playground on Cumberland Avenue
 - o \$30,151 to begin the renovations of the Preble Street kitchen and bathrooms
 - o \$12,097 to pay for the design portion of the Abyssinian Meeting House renovation on Newbury Street
- o West Bayside Neighborhood, CT-6
 - o \$3,730 to complete the Chestnut Street sidewalk project
 - o \$109,928 of social service money to fund Homeless Health Services on Portland Street
 - o \$50,000 of social service money to fund Preble Street emergency food programs
 - o \$40,000 of social service money to fund Preble Street Resource Center- or Day Shelter on Preble Street
 - o \$30,000 of social service money to fund Preble Street Teen Shelter on Preble Street
- o Parkside Neighborhood, CT-10
 - o \$117,701 on Grant Street sidewalk replacement
- o West End, CT-11, CT-12
 - o \$255,914 on Façade and window restoration of Catherine Morrill Day Nursery on Danforth Street
 - o \$18,000 to improve handicap accessibility at the Maine Irish Hertiage Center on State street
 - o \$19,316 of social service money to fund Amistad- peer support and recovery center
 - o \$990 to complete Taylor Street park
 - o \$64,085 of social service funding spent on Catherine Morill Day Nursery subsidized childcare (in partnership with Youth and Family Outreach located in CT-5)
- o St. John and Valley Street Neighborhood, CT-13
 - o \$5,665 to continue the improvements to St. John and Valley Streetscape
- o Libbytown, CT-20.02
 - o \$200 to complete the Dougherty Field Phase 2 & 3
 - o \$120 to begin the Libbytwon Trail Crossing
- o Congress Street, CT-3 (not eligible area)
 - o \$75,000 of social service money to fund Milestone H.O.M.E. team to provide assistance to persons suffering with substance abuse and mental illness
 - o \$679 on façade improvements for historic preservation

- o All eligible areas
 - o \$109,961 on Handicap ramps
 - o \$13,225 on trees
 - o \$123,015 of social service money to fund Community Policing in Parkside, Midtown, Munjoy Hill, West End and the Housing Authorities

- o \$18,364 to operate our Healthy Living Health City program and conduct pro-active housing inspections in Libbytown, CT 20.02 and throughout Parkside and the Bayside neighborhoods in CT 5,6 & 10

Housing Program Summary

Program	Funding Source	Budget FY 2012/2013	Funds Expended FY 2012/2013	Enrollment Goals	Actual Enrolled	Completed Units
Owner Occupied Rehab	HOME – City	\$242,992	\$86,910	16 UNITS	14 UNITS	13 UNITS
	HOME-County	\$204,450	\$274,796	13 UNITS	17 UNITS	13 UNITS
	HDF	\$77,866	\$ 58,633	5 UNITS	22 UNITS	6 UNITS
1st Time HomeBuyer	HOME – City	\$120,000	\$61,689	4 PROJECTS	3 PROJECTS	3 PROJECTS
	HOME – County	\$100,000	\$154,188	3 PROJECTS	4 PROJECTS	5 PROJECTS
CHDO	HOME – City	\$73,918	\$53,795	***UNITS	***UNITS	***UNITS
	HOME – County	\$60,863	\$-0-	2 UNITS	0 UNITS	0 UNITS
Affordable Housing Development	HOME - City	\$1,096,489	\$ -0-	10 UNITS	0 UNITS	92 UNITS*
	HOME-County	\$-0-	\$-0-	***UNITS	***UNITS	***UNITS

*This number reflects the completion of units at Pearl Place Phase II and Elm Terrace.

***CHDO/Affordable Housing Development enrollment goals are combined

ESG Programs, Individuals Assisted

Program	Final 2012- 2013 ESG	Individuals Assisted
1. Homeless Healthcare Indigent Care	\$37,582	607
2. Family Shelter Essential Services	\$28,327	1,011
3. Family Shelter: Homeless Prevention and Rapid Rehousing	\$28,326	124
4. Oxford Street Shelter: Homeless Prevention and Rapid Rehousing	\$61,208	2,166
5. Administration and HMIS (7.5% allowed beginning 2011-2012)	\$12,603	n/a
Total	\$168,046	



Third Program Year CAPER

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Third Program Year CAPER

The CPMP Third Consolidated Annual Performance and Evaluation Report includes Narrative Responses to CAPER questions that CDBG, HOME, HOPWA, and ESG grantees must respond to each year in order to be compliant with the Consolidated Planning Regulations. The Executive Summary narratives are optional.

The grantee must submit an updated Financial Summary Report (PR26).

GENERAL

Executive Summary

The 2012-2013 Consolidated Annual Performance and Evaluation Report (CAPER) describes the City of Portland's Housing and Community Development (HCD) Program accomplishments for the period beginning July 1, 2012 through June 30, 2013. Portland's Housing and Community Development Program is funded primarily by three annual entitlement grants from the U.S. Department of Housing and Urban Development (HUD): The Community Development Block Grant (CDBG), the Home Investment Partnership Program (HOME) and the Emergency Shelter Grant (ESG).

During the past fiscal year 2012-2013, the City of Portland expended: \$1,932,671.13 in Community Development Block Grant funds, \$731,377 in HOME program funds plus \$96,212 in HOME Administration, and \$129,786 in Emergency Shelter Grant Funds. In addition the City spent \$147,005 in CDBG-R. Therefore the City of Portland spent \$3,037,051 in total federal dollars. These funds supported housing initiatives and rehabilitation, social services, public improvement activities, and support for the city's homeless population.

General Questions

- 1. Assessment of the one-year goals and objectives:**
 - a. Describe the accomplishments in attaining the goals and objectives for the reporting period.**
 - b. Provide a breakdown of the CPD formula grant funds spent on grant activities for each goal and objective.**
 - c. If applicable, explain why progress was not made towards meeting the goals and objectives.**

Portland funds a wide variety of activities with HUD funding; from year to year, new or expanded activities are proposed and often funded that correspond with the overall existing goals and objectives of the Consolidated Plan.

The 2010-2015 Consolidated Plan established priority impact areas for Portland: housing, work and shop, mobility and accessibility, and safe neighborhoods. In FY2012-2013, Portland's use of federal funding aligned with these priorities as well as the guiding principles and HUD requirements, City objectives plans and goals; had measurable community impacts; focused on targeted neighborhood locations;

engaged differences and diversity; leveraged federal dollars; and demonstrated sustainability.

The majority of CDBG expenditures benefited low and moderate income persons either by providing direct housing and social services or improving the urban environment with reconstructed sidewalks, streets, parks, tree plantings and handicapped accessibility.

New rental housing construction continued to be a high priority for HOME program funds, but did not adversely impact the City's commitment to housing rehabilitation, especially as the HOME program has expanded throughout the County through the Portland-Cumberland County HOME Consortium.

In FY2012-2013 the City of Portland continued to pursue or support the applications of other entities for federal resources. When requested, certifications of consistency for HUD programs were provided in a fair and impartial manner.

A selection of key expenditures of FY 2012-2013 by category is summarized below:

- After Hours Emergency Assistance: served 1,154 persons by providing emergency assistance, which included entry to family shelter, heating oil delivery, infant formula, diapers, crisis triage, and/ or prescription medication. This assistance totaled to 1,950 hours of services for 90.7% LMI presumed benefit (homeless/elderly) recipients. The program reached 100% of its goal of providing 1,950 hours of service.
- Children's Co-op: provided 99 weeks of childcare to 13 families, 10 of which were LMI (76.9% LMI persons). They achieved 47.6% of their goal of providing 208 weeks of childcare.
- Community Policing: coordinators worked in eligible neighborhoods to help be a conduit to the Police station, serving 5,491 persons with 7,800 hours of service through 147 health, safety, and education presentations, 393 community meetings, and 531 youth programs. 79% LMI persons/100% of goal of providing 7,800 hours
- Amistad: opened their low-barrier community center on Saturdays during the year, giving persons with mental illness a community space. The center registered 345 new members and accommodated 6,927 visits on Saturdays. They reach 121.3% of their goal to accommodate 5,720 visits and served 100% LMI presumed benefit persons (mentally ill).
- Preble Street Teen Shelter: served 183 teens and provided 5,523 bed nights throughout the year. 100% LMI presumed benefit, reached 110.5% of goal of providing 5,000 bed nights.
- Milestone HOME team: provided outreach to homeless individuals in the Downtown Arts District and Bayside neighborhood through direct contact in the form of encounters, interventions and referrals to homeless individuals generally showing chronic alcohol dependence, other drug dependence and or significant mental health issues. Served 100% LMI persons and reached 102.3% of goal of providing 8,000 street encounters.

- Preble Street Resource Center : provided basic needs, including food, clothing, showers, phones etc., as well as crisis intervention and case management to solve the problems that compromise stability and cause homelessness. The Resource Center served 1,036 persons, 990 of which were Portland residents (97.9% LMI Portland residents), and provided 422,543 client contacts. They reached 120.7% of their goal of providing 422,543 client contacts.
- Preble Street Emergency Food Program: provided emergency food through soup kitchens and food pantries. Served 3,876 people (100% LMI presumed benefit) and provided 564,995 hot meals, reaching 115.6% of their goal of providing 488,750 meals.
- Behavioral Health Program: provided mental health, substance abuse and co-occurring outreach and treatment for the homeless in Portland, including psychiatry and medication assisted treatment. The program served 607 new clients and provided 6,330 encounters through 4,872 hours of services 100% of LMI persons/ 140.7% of goal of providing 6,330 encounters and 99% of goal of providing 4,875 hours of service.
- Catherine Morrill Day Nursery /Youth & Family Outreach: combined financial support and case management for low-income families who need child care but do not qualify for financial support from the Maine Department of Health and Human Services. Provided full time subsidized child care slots for children and families, serving 50 LMI (100% LMI) Portland families by providing 482 weeks of childcare and 35 meetings with a Family Support Specialist. They reached 104.9% of their goal of providing 460 weeks of childcare and 23.5% of goal of providing 150 contacts with a family support specialist.
- Portland Microenterprise Assistance Program: provided business counseling for low income women and refugees and immigrants living or doing business in Portland. Served 114 individuals, 86 of which were LMI Portland residents (75.4% LMI). They created 6 microenterprises, reaching 100% of their goal.

Please see the Community Development section for completed infrastructure improvement projects completed during program year FY2012-2013.

HOME Funds			
Allocation	Program	Accomplishment	Percent of Goal
\$447,442	COP / CC Residential Rehab Program	Owner occupied loans to 13 households in the City of Portland and 13 households in Cumberland County	90%
\$220,000	COP / CC Home ownership program	Homeownership down payment assistance through Portland's HOMEPORT program to 3 households in the City of Portland and 5 households in Cumberland County	114%

2. Describe the manner in which the recipient would change its program as a result of its experiences.

In the past, the City of Portland has spread its federal funds thinly between social service agencies and sidewalk and park projects, balanced between the eligible districts. While this method has succeeded in keeping neighborhoods and District Councilors relatively content by distributing a small amount of money for a multitude of projects, it dilutes the effectiveness of available funding, and has not allowed the Community Development grant to make a significant impact in any one area of need or area of the city. The program would have a bigger impact if funds were focused by strategic issues and by geographic location.

Over the last several years the program has shifted priorities, and identified priorities for funding. The last two years that priority has been child care. In 2012, a new Priority Task Force was created that identified workforce development as a new priority initiative. The focus of the initiative is to create sustainable workforce development programs that combine resources and build partnerships between public and private entities with a goal of moving Portland residents out of poverty into sustainable employment and financial stability. It would combine both social service and development funding to create supportive job creation.

Following on the work of the Priority Task Force, the 2013 Working Group recommended putting aside \$400,000 in CDBG funds toward this initiative- \$300,000 from Development funds and \$100,000 from social service funds. This program will be implemented in the 2014-2015 funding year.

3. Affirmatively Furthering Fair Housing:

- a. Provide a summary of impediments to fair housing choice.**
- b. Identify actions taken to overcome effects of impediments identified.**

The City of Portland completed an Analysis of Impediments to Fair Housing in 2005. An updated Analysis of Impediments (AI) to Fair Housing was approved by the City Council on June 3, 2013.

The Portland AI identified the following impediments to fair housing choice:

- Geographic concentrations of race and poverty in certain neighborhoods of the city
- Landlords in need of information regarding fair housing/accommodations for persons with disabilities
- High cost of both rental and home ownership housing

Recommended Actions:

- Actively pursue regional partnerships that work to widen the public transportation network and provide housing opportunities for a diversity of people throughout the region
- Prioritize mixed income housing developments
- Promote the development of affordable housing in a variety of locations in Portland and work to encourage other communities in the region to develop affordable housing
- Set-up a City tenant-based rental assistance program

- Create a partnership with the Cumberland County Community Development Office and local landlord associations to provide landlord awareness workshops
- Set up a housing liaison system to resolve landlord/tenant issues.

In 2010 the Greater Portland Council of Governments (GPCOG) and 26 partners were awarded a \$1.6 million grant under the federal Department of Housing and Urban Development's (HUD) Sustainable Communities Initiative. The project, Sustain Southern Maine (SSM), is aimed at stimulating more integrated regional planning to guide state, metropolitan, and local investments in land use, transportation and housing. SSM was required to complete a Regional Analysis of Impediments to Fair Housing as part of the work, covering York and Cumberland Counties. The City of Portland is a member of the Executive Committee and the Regional Housing Committee of SSM. The goals and recommendations outlined in this regional AI are complementary to those outlined in the local AI. The Executive Summary from each report is attached.

As the largest community in the Sustain Southern Maine project, HUD has recommended that the city, along with several other communities, accept and adopt the Regional AI. By adopting the Regional AI, the City of Portland will benefit from the assistance and collaboration of the communities and partners of Sustain Southern Maine and will be better able to meet its requirements under the Federal Fair Housing Act.

Staff worked closely with the members of the Regional Housing Committee in developing this report. City staff and members of SSM collected and shared information and data used in the development of both the local and regional AI. The recommended actions outlined in the Regional AI were developed with input from staff in several city departments and complement the actions outlined in the local AI. As a member of SSM, and by adopting the regional recommended actions, the city gains valuable partnerships which can be utilized in implementing several of the recommended actions in the local AI. The City Council is expected to adopt the regional AI on October 7, 2013.

Fair Housing complaints, which may be discriminatory under the Fair Housing Act, will continue to be taken by Housing and Community Development staff and referred to the Maine Human Rights Commission, where applicable. The Commission determines whether an investigation is warranted and follows up with the complainant.

Over the past year the city has received no fair housing complaints. The majority of calls received would be categorized as tenant-landlord disputes, unrelated to fair housing. For tenant-landlord issues Housing and Community Development staff references a packet provided by Pine Tree Legal: The Rights of Tenants in Maine. If the individual has further issues, staff refers them to Pine Tree Legal directly.

4. Describe Other Actions in Strategic Plan or Action Plan taken to address obstacles to meeting underserved needs.

In the City of Portland the majority of allocations for 2012-2013 addressed underserved needs of the City, including:

- o Food- \$50,000 to fund emergency food resulting in 564,995 meals to 3,876 persons
- o Safety- \$123,015 to provide community policing services in four neighborhoods which assisted 5,491 persons through 7,800 hours of service providing 147 health, safety, and education presentations, 393 community meetings, and 531 youth programs.
- o Shelter- \$30,000 to provide shelter to 183 teens, providing 5,523 bed nights plus \$40,000 to funds a day shelter that served 1,036 persons and provided 422,543 contacts
- o Child care- \$83,846 to provide childcare in three settings to 63 families and combined provided 581 weeks of subsidized child care
- o Support for persons with Mental Illness- \$19,316 to a peer support and recovery center to enable them to open on Saturdays thereby facilitating 6,927 Saturday visits to the support center
- o Health Services- \$109,928 to Healthcare for the Homeless to provide 607 individuals with assistance through 6,330 encounters and 4,872 hours of service
- o Emergency After Hours Assistance- \$28,791 to provide assistance to 1,154 clients in the evenings, on weekends and during holidays to connect them with emergency shelter, fuel assistance, diapers and infant formula, and emergency medication through 1,950 hours of service.
- o Homeless Outreach - \$75,000 to provide outreach to homeless individuals in the downtown arts district and Bayside. Outreach includes contacts, interventions, and referrals for individuals suffering from alcohol and drug dependence and mental illness.

5. Leveraging Resources

- a. *Identify progress in obtaining “other” public and private resources to address needs.*
- b. *How Federal resources from HUD leveraged other public and private resources.*
- c. *How matching requirements were satisfied.*

CDBG

For Program Year 2012-2013 Community Development Block Grant funds amounted to \$2,056,505. The City of Portland was able to leverage 3.1 times that amount through the programs and projects funded that program year, totaling \$6,346,244 in leveraged funds.

CDBG Entitlement + Program Income	\$2,056,505
Leveraged Funds	\$6,346,244
<i>Sources</i>	<i>Amount</i>
Federal Funds HUD	161,512
Federal Funds NON HUD	513,100
State Funds	942,880
City Funds	1,481,382
Private Funds	3,247,370

Housing & HOME

Housing resources are also highly leveraged. HOME and CDBG funds leveraged private bank monies for both rehabilitation and home-buyer programs. The Cumberland County HOME Consortium also leveraged HOME resources in the construction of new affordable rental housing.

Summary of Leveraged Funds Fiscal Year 2012 / 2013

Program	Funds Leveraged	Source
HomePort	\$866,143	Local Banks
Owner Occupied Rehab	\$1,020	Owner cash contributions and other Federal Funds
Multi-Family Rehab	\$-0-	Other Federal Funds
New Rental Construction	\$22,388,680	LIHTC, MSHA, Private Developer Funds
Total Leveraged Funds	\$23,255,843	

Managing the Process

1. Describe actions taken during the last year to ensure compliance with program and comprehensive planning requirements.

For social service programs, our staff ensures compliance on a monthly or quarterly basis through Performance Reporting and Fund Requisitions or Invoices from each Agency. Staff tracks the number of clients served and how many of those clients are eligible low to moderate income. Staff also tracks the disbursements and revenues of each agency. This ensures that each agency is using the Grant for the proposed use in the signed contract.

For development activity projects, federal requirements are included in contracts. Staff conducts environmental reviews for all projects, and where applicable receives the appropriate approval from the State Historic Preservation Office. Davis Bacon requirements, and Section 3 when applicable, are explained to each sub-recipient and staff presents the information and reporting requirements to contractors and sub-contractors. Before payment is released each project must submit a request for payment, supporting invoices from subcontractors and correct Davis Bacon paperwork. Onsite inspections are also typical prior to the release of funds.

To comply with comprehensive planning requirements, the City of Portland created its Five Year Consolidated Plan in 2010. This was a combined effort with several City Departments including Planning, Health and Human Services, and Public Services (combined public works and parks department). The City also worked with Portland Housing Authority, several social service providers, affordable housing developers, and neighborhood organizations. The collaborative effort led to new priorities and guidelines for ways to direct federal resources for the next five years.

Additionally, every three to five years the Portland City Council asks that our division re-examine our local priorities. The priority process involves citizen committees,

public forums, advertising and public outreach, and public meetings. The Council convened a CDBG Priority Task Force in 2008 and again in 2012. Another Working Group was created in 2012-2013 to determine how to implement the recommendations from the 2012 CDBG Priority Task Force.

The Housing and Community Development committee reviews the expenditures of HOME funds and the priority of funding one eligible activity over another. For the first time, the Committee decided to fund Tenant Based Rental Assistance for the 2013-2014 program year.

Citizen Participation

1. Provide a summary of citizen comments.

The Citizen Participation plan for last year included 1) The CDBG Annual Allocation Committee, 2) three neighborhood meetings to promote and discuss the CDBG program specifically, 3) two public council meetings, and 4) a 30 day comment period on the results of the year represented in the Consolidated Annual Performance Evaluation Report.

The recommendations for funding by the CDBG Annual Allocation Committee, the neighborhood meetings and the public hearings are provided in the Action Plan for program year 2012-2013.

The City of Portland advertised the availability of the Consolidated Annual Performance Evaluation Report in the Portland Press Herald on August 30, 2013, beginning a 30 day comment period.

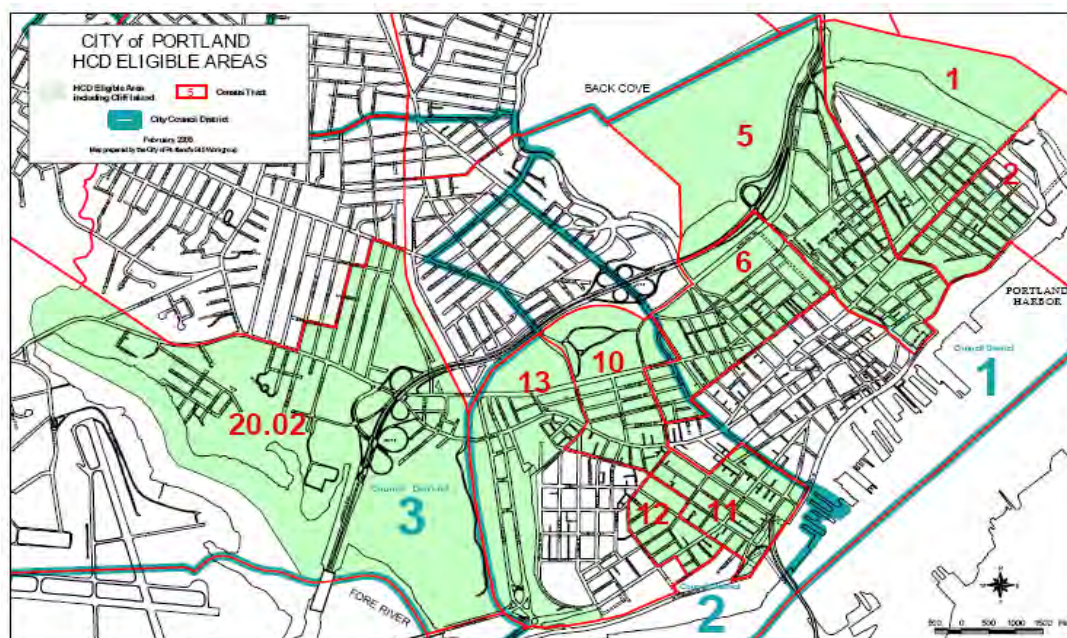
There were no citizen comments.

2. In addition, the performance report provided to citizens must identify the Federal funds made available for furthering the objectives of the Consolidated Plan. For each formula grant program, the grantee shall identify the total amount of funds available (including estimated program income), the total amount of funds committed during the reporting period, the total amount expended during the reporting period, and the geographic distribution and location of expenditures. Jurisdictions are encouraged to include maps in describing the geographic distribution and location of investment (including areas of minority concentration). The geographic distribution and expenditure requirement may also be satisfied by specifying the census tracts where expenditures were concentrated.

Amount of HUD CDBG Allocation	\$1,688,198
CDBG Program Income	\$ 110,400
Other Funds (Reprogrammed CDBG funds)	\$ 257,907
Amount of CDBG Funds Available (Allocation + Add'l funds)	\$2,056,505
Amount of CDBG Funds Committed for Program Year 2012-2013	\$2,056,505
CDBG Funds Expended during Program Year 2012-2013	\$1,748,436
Amount of HUD HOME Allocation	\$898,543
HOME Program Income	\$126,000
Other Funds (Reprogrammed HOME funds)	\$976,489
Amount of HOME Funds Available (Allocation + Add'l funds)	\$2,001,032
Amount of HOME Funds Committed for Program Year 2012-2013	\$1,007,823
HOME Funds Expended during Program Year 2012-2013	\$827,589
Amount of HUD ESG Allocation	\$168,046
Amount of ESG Funds Available	\$168,046
Amount of ESG Funds Committed for Program Year 2012-2013	\$168,046
ESG Funds Expended during Program Year 2012-2013	\$168,046

Geographic Distribution

The Community Development Block Grant and HOME Grant funds are distributed throughout the City of Portland however neighborhood improvements including sidewalks, streets and parks, plus the majority of social services are found in the City's eligible areas. The eligible areas are sections of the City that have been identified through the 2000 Census as primarily residential areas where 51% of the residents are low to moderate income individuals or households. These areas are found primarily on the peninsula in Districts 1 and 2 and parts of District 3. These areas are identified in green in the map below.



Funds Spent Geographically in Eligible Areas

A total of \$1,761,275 was spent in the eligible neighborhoods during Program year 2012-2013, including funds allocated from years 2008-2013.

- o East Bayside Neighborhood, CT-5
 - o \$3,910 to continue the North Boyd Street Trail project
 - o \$234 for the Cumberland Avenue Sidewalk project
 - o \$57,550 to improve the playground at Youth and Family Outreach playground on Cumberland Avenue
 - o \$30,151 to begin the renovations of the Preble Street kitchen and bathrooms
 - o \$12,097 to pay for the design portion of the Abyssinian Meeting House renovation on Newbury Street
- o West Bayside Neighborhood, CT-6
 - o \$3,730 to complete the Chestnut Street sidewalk project
 - o \$109,928 of social service money to fund Homeless Health Services on Portland Street
 - o \$50,000 of social service money to fund Preble Street emergency food programs
 - o \$40,000 of social service money to fund Preble Street Resource Center- or Day Shelter on Preble Street
 - o \$30,000 of social service money to fund Preble Street Teen Shelter on Preble Street
- o Parkside Neighborhood, CT-10
 - o \$117,701 on Grant Street sidewalk replacement
- o West End, CT-11, CT-12
 - o \$255,914 on Façade and window restoration of Catherine Morrill Day Nursery on Danforth Street
 - o \$18,000 to improve handicap accessibility at the Maine Irish Hertiage Center on State street
 - o \$19,316 of social service money to fund Amistad- peer support and recovery center
 - o \$990 to complete Taylor Street park
 - o \$64,085 of social service funding spent on Catherine Morill Day Nursery subsidized childcare (in partnership with Youth and Family Outreach located in CT-5)
- o St. John and Valley Street Neighborhood, CT-13
 - o \$5,665 to continue the improvements to St. John and Valley Streetscape
- o Libbytown, CT-20.02
 - o \$200 to complete the Dougherty Field Phase 2 & 3
 - o \$120 to begin the Libbytwon Trail Crossing
- o Congress Street, CT-3 (not eligible area)

- o \$75,000 of social service money to fund Milestone H.O.M.E. team to provide assistance to persons suffering with substance abuse and mental illness
 - o \$679 on façade improvements for historic preservation
- o All eligible areas
 - o \$109,961 on Handicap ramps
 - o \$13,225 on trees
 - o \$123,015 of social service money to fund Community Policing in Parkside, Midtown, Munjoy Hill, West End and the Housing Authorities
- o \$18,364 to operate our Healthy Living Health City program and conduct pro-active housing inspections in Libbytown, CT 20.02 and throughout Parkside and the Bayside neighborhoods in CT 5,6 & 10

Institutional Structure

1. Describe actions taken during the last year to overcome gaps in institutional structures and enhance coordination.

Over the last year the City of Portland carried out its Housing and Community Development Plan in partnership with the other management and delivery entities for housing and community development activities. These organizations include the City's Housing and Community Development Division, Social Services Division, the Portland Housing Authority and a network of individual non-profit housing and social service providers.

City of Portland Housing and Community Development Division administers the City's housing rehabilitation, new construction and homebuyer programs and was responsible for overseeing the budget and distribution of the City's CDBG, HOME and ESG entitlement funds, and development of the Five-Year Consolidated Plan, Annual Action Plan and CAPER.

City of Portland Social Services Division administers the General Assistance Program, the City's emergency shelters for single male adults and families, transitional housing facilities, housing location services, job readiness training and employment services and several other support activities in coordination with non-profit housing and social service agencies. The Social Services director manages the Continuum of Care.

Portland Housing Authority owns and manages ten public housing developments with 1,003 dwelling units and administers over 1,700 HUD Section 8 rental subsidies. PHA is a partner in the Family Investment Center and funds other resident initiatives to improve residents' skills and education. PHA also oversees the modernization of its developments to improve their livability.

Non-Profit Housing and Social Service Agencies play a large role in directly providing housing and services to low income and special needs populations throughout Portland. Many outside organizations are funded through the City of Portland's CDBG Program or part of the Continuum of Care, managed by the Social Service Division.

Working collaboratively, these entities implemented the City's Housing and Community Development Plan. The system's strengths include the collaborative

manner in which these diverse groups work together to maximize available resources. Portland is a large enough City to have many institutional resources, yet small enough to be able effectively communicate and collaborate.

Currently there are no gaps in types of housing and services, but there is a lack of adequate amounts of both due to insufficient resources. The City and its partners will continue to seek additional resources to improve the system's ability to meet community needs.

Monitoring

1. Describe how and the frequency with which you monitored your activities.

CDBG Social Service sub-recipients submit quarterly performance reports. Each sub-recipient is evaluated at time of submittal (quarterly) to determine whether they are serving 51% or more low to moderate income clients. No payment is released if the program is not serving the minimum benefit requirement. On a quarterly basis, staff also reviews number of clients served, number of units provided, and percentages of goals achieved.

On site monitoring of social service programs is scheduled on a rotating basis. Agencies are typically monitored every three years, depending on number of programs and staff availability.

CDBG Development Activities that are allocated to City Departments, such as sidewalks, tree, and parks, are monitored on site once during construction and at completion. Development Activities that are allocated to non-profit organizations are monitored throughout the project. Prior to payment, each funding request from an outside organization must include a request for payment, supporting documentation (such as an invoice from a contractor), certified payroll, and an onsite inspection.

CDBG and HOME Housing Projects are monitored regularly to ensure that rent levels, income guidelines and occupancy are being met. Owner occupied properties are monitored through an annual mailing to ensure owner occupancy and tenant occupancy requirements are being met. Large rental projects are monitored through annual contact with the property management staff at each project. Site inspections for large rental projects are conducted every two to three years.

Typically, tenant income certifications are completed in the spring and site inspections are completed in the fall. A schedule of site inspections completed during the 2012-2013 is noted in the HOME Section of this report. Site inspections are completed by the City's Housing Rehabilitation Specialist and include an inspection of all HOME assisted units as well as common areas and the exterior of each property.

Developers and/or their property managers provide the City with tenant income certifications on an annual basis coinciding with their reporting requirements from Maine Housing and/or tax credit monitoring/syndication organization.

2. Describe the results of your monitoring including any improvements.

Financial records, including the most recent audit, are provided at time of application. Quarterly reports, on site monitoring, fund requisitions and supporting information, are all kept in each sub-recipient's file. Social Service agencies are required to submit information for tracking funds to ensure they are clearly identified, correct and being used for the funded service.

Development Activity projects are not paid in advance and are reimbursed for funds expended and installed where applicable.

3. Self Evaluation

- a. Describe the effect programs have in solving neighborhood and community problems.**
- b. Describe progress in meeting priority needs and specific objectives and help make community's vision of the future a reality.**
- c. Describe how you provided decent housing and a suitable living environment and expanded economic opportunity principally for low and moderate-income persons.**
- d. Indicate any activities falling behind schedule.**
- e. Describe how activities and strategies made an impact on identified needs.**
- f. Identify indicators that would best describe the results.**
- g. Identify barriers that had a negative impact on fulfilling the strategies and overall vision.**
- h. Identify whether major goals are on target and discuss reasons for those that are not on target.**
- i. Identify any adjustments or improvements to strategies and activities that might meet your needs more effectively.**

The City of Portland's accomplishments over the past year in the Housing and Community Development Program have supported the overall goal of the Consolidated Plan: developing a viable community by providing decent housing, a suitable living environment and expanding economic opportunities, principally for low and moderate income persons. CDBG, HOME and ESG dollars, as well as the funds and resources they leverage, function in a more integrated way. Projects and programs are on target for meeting identified goals.

Suitable Living Environment

Neighborhood Improvement

Over the last year Portland allocated approximately 62% of its CDBG funding on public infrastructure improvements which are critical to providing a suitable living environment. New streets, sidewalks with trees, trails, re-developed recreational facilities add greatly to the livability of Portland, particularly in our older, historic, CDBG-eligible neighborhoods.

\$638,888 of neighborhood improvement (or development funds) was spent to create Suitable Living Environments including handicap ramps, tree planting, Grant Street sidewalk, Taylor Street park, St John and Valley Streetscape improvements, North Boyd Street Trail, Chestnut Street Sidewalk, Catherine Morrill Window Restoration, Maine Irish Heritage handicap access, Youth and Family Outreach Playground renovation, Preble Street Soup Kitchen

improvements, Abyssinian Meeting House, and Boys and Girls Club renovation at Riverton.

Social Services

Compared to most cities, Portland has traditionally spent a much larger amount of its CDBG entitlement on social service programs provided by both outside organizations and in-house departments - up to 33% of the grant allocation. Portland, as Maine's largest city, has the highest demand for, and widest variety of, social services provided in the state. As noted above, CDBG funds leverage significant funds in the community. While they may be a small part of any one program, they are a vital part. CDBG funded programs work collaboratively in a number of areas such as child care, homeless shelters, teen programs and other services. The social service network helps develop a viable community by assisting low and moderate income individuals and families achieve independence and self-sufficiency.

\$446,050 of social service funding was spent to create Suitable Living Environments including community policing, after hours emergency assistance, Amistad, Milestone HOME team, Healthcare for the Homeless, Preble Street emergency food and day shelter.

Decent Housing

In FY2012-2013 HOME funds continued to be made available for new rental housing. Construction on two new rental housing projects was completed in FY 2012-2013. Occupancy of the 92 newly constructed low-to-moderate income units is expected to occur during the summer of 2013.

In addition CDBG projects were also used to create decent housing, including Alpha One Access Ramps that built ramps for people who couldn't get in or out of their homes (\$9,211), Preble Street Lighthouse shelter- a teen shelter (\$30,000), Code Enforcement which improved the housing condition for various homes they inspected (\$18,363), and our rehab loan program funded from CDBG improved the quality of homes for their owners (\$114,133).

Expanding Economic Opportunity

Each year the City prioritizes areas of need; this year it was child care. The City spent \$83,846 on child care that allowed families to return to school or maintain employment, thereby assisting 63 families and providing 581 subsidized weeks of childcare.

In addition the City funded various economic development projects including microenterprise assistance and job creation. The programs included the City of Portland Business Assistance Grant Program (\$11,457 spent), Coastal Enterprises Microenterprise Assistance Program (\$15,896), and Creating Assets for Portland Artists (\$18,765), and Star East Bakery (\$3,629 spent). In addition the city completed their 2008 façade improvement program (\$679).

Project Schedule

Over the last several years the City has accumulated a number of infrastructure and physical improvement projects that have lingered from several years prior. Some of the projects were dated back to 2007. Over the last two years, the Department of Public Services (the combination of our Parks and Public Works departments) has

pro-actively been both constructing the older projects and issuing RFP's to complete the projects that cannot be done with in-house crews.

With the new IDIS reporting system and flagging we have run into additional challenges with our infrastructure projects. In order to ensure that projects are designed and completed, we have asked our Public Services Department to request design and construction costs together. If they do not begin the project immediately, the project will likely receive a flag. Projects are awarded in July. If the design for that project does not begin that fall or winter, it won't be ready to bid in the spring. The construction season in Maine is short and if a project misses that window (April-November) it gets pushed back another year. When there are one or two projects worth \$250,000 or so that don't get in the next construction schedule, they receive flags, and it becomes a timeliness issue. We have discussed this challenge with Public Services and are working to both get the existing older projects off the books and get the newly awarded projects in design immediately.

Staff has been working with Social Service sub-recipients to ensure that they are completing their programs and submitting their paperwork in a timely fashion. Over the last year, sub-recipients have greatly improved in completing all necessary paperwork.

Lead-based Paint

1. Describe actions taken during the last year to evaluate and reduce lead-based paint hazards.

Dating back to the fall of 1994 the City of Portland has received five Lead Hazard Control grants. These grants addressed lead paint hazards in 434 housing units. The most recent grant (2007) was a combination of government and community agencies dedicated to eliminating lead poisoning in children. There were three collaborators: The City of Portland, lead applicant; Cumberland County, co-applicant; and the region's Community Action Agency, PROP, as a sub-contracting organization. Although the grant funds have ended, the consortium lead hazard reduction efforts live on in the housing rehabilitation program.

In 2012-2013 the City enrolled a three unit building and a single family home into the housing rehab program. A combination of interim controls and abatement are being used to complete four Lead-Safe units. Program income generated from previous grants will be utilized. \$44,850 is being spent on abatement of these units. Properties eligible for the program include single family and owner occupied homes with household incomes at or below 80% AMI where a child under the age of six resides. Multifamily buildings are eligible if half of the tenants have incomes at or below 50% AMI and the balance have incomes at or below 80% AMI. In buildings of 5 or more units, 20% of the units may be occupied by families with incomes above 80% AMI. The program's focus is the reduction of lead-based paint hazards as well as reducing energy cost. Typical rehabilitation activities start with a lead assessment and heat loss analysis. LHC funds are utilized to remediate all lead hazards. Such work may include, replacing windows and doors, floor covering, paint stabilization, new siding and trim. Housing Rehab funds are used to weatherize and insulate. This whole house approach is consistent with HUD's Healthy Homes Model.

The City of Portland has a long standing referral agreement with the Maine Childhood Lead Poisoning Prevention Program and City of Portland Public Health Nurses. This is

the source of education, screening, environmental investigations, as well as case management services for all lead poisoned children. Through this collaboration families are referred to the Housing Program for financial assistance to remediate lead hazards. Through this referral source three families have been referred to the housing program for lead related services.

HOUSING

Housing Needs

1. Describe Actions taken during the last year to foster and maintain affordable housing.

Portland administers housing programs for housing rehabilitation, new construction of rental housing, and home ownership. Program Year 2012-2013 was the fourth year of the Cumberland County HOME Consortium (CCHC). CCHC is a partnership between the City of Portland and the communities of Cumberland County. The goal of the consortium is to expand financial resources for various eligible affordable housing activities in the region. While the City of Portland has traditionally received an annual allocation of HUD HOME funds, those funds have not been available to the communities of Cumberland County. The City of Portland retains independent operation of its HUD HOME program and acts as lead entity for consortium activities.

Housing goals and priorities were as follows:

- Assist low/moderate income homeowners with their housing rehabilitation needs through low interest loans and grants.
- Increase home ownership opportunities for low to moderate income households.
- Expand our energy and heat-loss program to more owner occupied rehab projects for low and moderate income individuals.
- Continue to assist minorities to enter into homeownership.

Specific Housing Objectives

- 1. Evaluate progress in meeting specific objective of providing affordable housing, including the number of extremely low-income, low-income, and moderate-income renter and owner households comparing actual accomplishments with proposed goals during the reporting period.***
- 2. Evaluate progress in providing affordable housing that meets the Section 215 definition of affordable housing for rental and owner households comparing actual accomplishments with proposed goals during the reporting period.***
- 3. Describe efforts to address “worst-case” housing needs and housing needs of persons with disabilities.***

The above stated priorities were reflected in the PY 2012-2013 budget approved by the City Council and the County Municipal Oversight Committee. A goal was set to enroll and assist a total of 48 dwelling units in all programs during the fiscal year. Actual enrollment was 38 units. Activities were finalized and completed at 123 units (though not in all cases the same units).

The City continues to aggressively enforce adherence to building code requirements to improve living conditions in its poorest neighborhoods. Portland's successful Lead Safe Housing program has achieved the reduction of lead hazards in 434 dwelling units since 1995. The combined efforts to reduce lead paint hazards and correct building and fire code violations have resulted in significant improvements in the health and safety of tenants and improved the quality of life for all Portland residents.

The construction of new affordable rental housing units remains a significant component of our housing program. Projects completing construction this year include phase II of Pearl Place (54 units) on Oxford Street in Portland and Elm Terrace (38 units) on High Street in Portland.

Homebuyer programs continue to be offered. We have seen an increase in demand for assistance from first time home buyers. Increased demand is due to the economy, falling home prices and low mortgage interest rates.

Table I –Budget Summary

Fund Source	FY2012 / 2013 Budget adj.	Funds Actually Spent
HOME	\$1,635,719	\$827,589
HDF	\$184,258	\$167,017
CDBG	\$-0-	\$-0-

Table II – Achievement Summary

PY2012-2013 Goals: Total Unit Enrollment	Actual Number of Units Enrolled in PY2012-2013	Units Completed PY2012-2013
54	60	137

Table III – Housing Program Summary

Program	Funding Source	Budget FY 2012/2013	Funds Expended FY 2012/2013	Enrollment Goals	Actual Enrolled	Completed Units
Owner Occupied Rehab	HOME – City	\$242,992	\$86,910	16 UNITS	14 UNITS	13 UNITS
	HOME-County	\$204,450	\$274,796	13 UNITS	17 UNITS	13 UNITS
	HDF	\$77,866	\$ 58,633	5 UNITS	22 UNITS	6 UNITS
1 st Time HomeBuyer	HOME – City	\$120,000	\$61,689	4 PROJECTS	3 PROJECTS	3 PROJECTS
	HOME – County	\$100,000	\$154,188	3 PROJECTS	4 PROJECTS	5 PROJECTS
CHDO	HOME – City	\$73,918	\$53,795	***UNITS	***UNITS	***UNITS
	HOME – County	\$60,863	\$-0-	2 UNITS	0 UNITS	0 UNITS
Affordable Housing Development	HOME - City	\$1,096,489	\$ -0-	10 UNITS	0 UNITS	92 UNITS*
	HOME-County	\$-0-	\$-0-	***UNITS	***UNITS	***UNITS
Project Staff/Admin	HOME	\$102,320	\$ 96,212	N/A	N/A	N/A
	CDBG	\$	\$218,064	N/A	N/A	N/A
	HDF	\$106,392	\$106,517	N/A	N/A	N/A

*This number reflects the completion of units at Pearl Place Phase II and Elm Terrace.

***CHDO/Affordable Housing Development enrollment goals are combined

Public Housing Strategy

1. Describe actions taken during the last year to improve public housing and resident initiatives.

Resident Services: In FY 2013 we added new services and expanded others. In Riverton Park renovations were complete for the expansion of the Boys and Girls Club, and the grand opening was held in November 2012. This project was paid for in part by CDBG funds.

In June 2013, renovations were completed and the new Riverton Health Center was opened. Portland Housing Authority is in partnership with the University of New England School of Nursing and Portland Community Health Center for this project. UNE School of nursing provides the student nurses and faculty, while PCHC provides the medical staff, equipment and supplies to operate the center. Health promotions and education are provided, as well as direct medical services. This is an important service for our residents who are primarily refugees and immigrants and almost

always underserved. We also added the CHEETA Program to the list of youth services provided by PHA. CHEETA (Community Hope through Education, Empowerment Training and Action) is a leadership development program for teens that takes place primarily during the summer, when the Study Centers are inactive. PHA has also added the services of Preble Street for case management in our elderly and disabled properties. PHA's ongoing services continue to be well received and a valuable resource for our residents; some examples include; the PHA three study centers, gardening programs, senior arts program, Boys and Girls Club programming, Soccer Start, Literacy Volunteers, Portland Adult Education, United Somali Women of Maine, East End Kids Catering, and Cultivating Community.

Fiscal Year 2013 started the second year of PHA's HUD ROSS Service Coordination Grant. The grant provides case management for families in public housing. The focus is on identifying a family's specific needs, and making the appropriate referrals. This is a three-year program supplements PHA's ongoing Family Self-Sufficiency Program.

Safety and Security: The safety and security of PHA residents remains a high priority. The Portland Housing Authority continued its commitment to fund a Community Policing Coordinator specifically for public housing. We now staff Community Policing Centers in Riverton Park and East Bayside serving the public housing developments of Riverton Park, Kennedy Park, Bayside Terrace, and Bayside East, as well as the entire East Bayside neighborhood. The Portland Police Department's increased presence in both of these neighborhoods has significantly improved the safety and security of the area.

Healthy Homes Initiative: PHA continues to invest in and implement it's healthy Home Initiative including; smoke free housing which began July 1, 2011, and the integrated pest management (IPM) program. The implementation of the IPM techniques has helped us to reduce our costs considerably while providing a safer and healthy living environment. Resident education and interaction have been the keys to this success as well. The implementation of smoke free housing has been successful, although there continue to be management challenges.

Energy Conservation: During the fiscal year 2013 PHA began the implementation of a \$4.3million Energy Performance Contract that will have an annual estimated savings of 20% in electricity, 13% in natural gas, and 22% in water use. HUD approved the project in May, the financing was completed and construction began in June. The projects will primarily benefit the residents of the housing authority by saving energy, water and money. Tenants will receive new appliances and health systems which will result in more comfortable homes. Installation of these improvements will be completed by November 2013.

Barriers to Affordable Housing

1. Describe actions taken during the last year to eliminate barriers to affordable housing.

The City of Portland has been addressing barriers to affordable housing through regulatory reform on an ongoing basis, particularly through zoning, density requirements, and neighborhood strategies.

Rail Yard Deed Restrictions

Deed restrictions prohibiting housing on the Bayside Rail Yard were released earlier. We are in the process of having the release reflected in the Maine Department of Environmental Protection environmental permit for this property which will help facilitate the redevelopment of the rail yard into a 650 to 775 unit rental housing project proposed by the Federated Companies, funded in part by Portland's BEDI/108 Grant and Loan. The rail yard is the most strategic and largest vacant property in Bayside so removal of this restriction is an important step in revitalizing the neighborhood. Since the Bayside zoning (B-7) has no restrictions on residential density, the availability of this property for housing is a critical resource.

Zoning Initiatives

Over the past several years, the City has undertaken several zoning initiatives to promote affordable housing or to reduce barriers for housing production. This year, the City enacted a zone change from R-6 to R-7 for a parcel that could serve as a model for future re-zonings to accommodate higher residential density allowed in the R-7 zone for neighborhoods on Portland's peninsula.

Past Initiatives

Previous initiatives that have been enacted by the City council include:

- Amending the B-1 and B-1b zoning text to encourage housing in on-peninsula business zones,
- Revision of the R-5 Small Lot and Infill zoning through text amendments,
- Revision of the R-7 Zone,
- Parking Requirements (Division 20),
- Incentives for the Affordable Housing Ordinance;
- Revision of the B-2 and B-2b to decrease residential parking requirements;
- Revision to the B-2 and B-2b zone to increase housing density and encourage housing in business zones.
- Revision of the B-2b zone that will help facilitate future housing development through more flexible provisions

Zoning Adjustments to Allow for Construction of Affordable Housing

- Approval of a conditional zone to allow for a 20 unit rental development for senior citizens at Danforth and High Street
- Approval of a conditional zone to allow affordable housing development on Peaks Island through an initiative called HOMESTART
- a zoning map amendment to support the development of 57 housing units that were a mix of affordable and market rate apartments

Future Possibilities

Research

- Planning staff is conducting a study of existing residential densities in the B-2 zone to determine if there are opportunities to increase residential density limits, and thus expand housing options
- Planning Staff is also conducting research on a variety of housing topics including flexibility in residential dwelling conversions, residential density,

variance provisions, disabled adult housing options and peninsula small lot development that may form the basis for future housing amendments.

- The City is undertaking a comprehensive strategy to reinvigorate Forest Avenue, a major business corridor. While no revisions have been made to the City ordinances, the strategy focuses on improving the livability and attractiveness of the area for affordable and market rate housing, including mixed use development along a corridor that has public bus service. The plan emphasizes the role of transit supported development that can enhance access to housing and employment opportunities. The zoning analysis of densities in the B-2 and B-2b zones along arterial corridors off the peninsula will also facilitate transit supportive development and will increase the capacity and opportunities for more affordable housing with access to transit and walkable jobs and services.

HOME/ American Dream Down Payment Initiative (ADDI)

- 1. Assessment of Relationship of HOME Funds to Goals and Objectives**
 - a. Evaluate progress made toward meeting goals for providing affordable housing using HOME funds, including the number and types of households served.**

Housing Rehabilitation

The Cumberland County HOME Consortium offers low interest loans, no-interest loans and grants to income eligible owner-occupants to repair their homes so that they remain safe, affordable and habitable. Repairs include replacement of deteriorated roofs, heating systems, windows, electrical repairs and insulation. Eligible properties include 1-4 unit owner occupied buildings located anywhere in Portland.

- Loan and grant recipients are eligible for up to \$15,000.00, amount can be increased if necessary.
- Financing is based on financial circumstances and ability to re-pay a loan
- A mixed financing plan of part loan/part grant is available
- Loan/grant amounts may be increased if lead hazards must be addressed

No additional changes were made this year. The PY 2012-2013 budget for owner-occupied loans and grants totaled \$447,442 with \$461,706 expended during the year. 26 units were rehabilitated utilizing HOME program funds at an average per unit cost of \$17,758 per unit.

Home Ownership – HomePort Program

The Cumberland County HOME Consortium's HomePort Program affords first time homebuyers with incomes below 80% AMI an opportunity to purchase a home. The program provides a maximum subsidy of \$30,000 for down payment, closing fees, and rehabilitation costs associated with the purchase of a single family home. Financial assistance is provided in the form of a "soft" second mortgage, providing "gap" financing making the mortgage payments affordable. Affordability is based upon the purchaser's housing and total debt ratios between 33% and 41%, respectively. The HOME mortgage repayment is deferred until the property is transferred or conveyed by the HOME assisted household. Down payment requirement is 1% of purchase price or \$1,000 whichever is greater.

The purchase price of a HomePort program property increased again this past year to the Section 203(b) Single Family Mortgage Limits. During FY2012/2013, the limit was \$256,025.00. The purchase price cap does not include rehab or lead abatement work. Housing Quality Standards (HQS) and lead hazards must be addressed in conjunction with the HomePort program. Rehabilitation funds are made available for these purposes.

In fiscal year 2012/2013 \$220,000 in HOME funds was budgeted with 7 new applicants enrolled and 8 projects completed. Total expenditures amounted to \$215,877. These funds leveraged \$866,143 in other mortgage funds for these new homeowners.

Community Housing Development Organizations (CHDO)

A minimum of 15% of HOME funds must be set-aside for Community Housing Development Organizations (CHDO). Past use of CHDO funds has been for projects such as housing for people with AIDS, a residence for teens in crisis, a supplement to local YouthBuild efforts, housing for people with disabilities and family rental housing. The form of assistance to each housing organization has varied depending upon the cash flow of the specific projects upon completion, the development costs, and the organization's demonstrated ability to effectively manage and operate housing projects.

Elm Terrace received an additional \$53,795 in CHDO funds. In PY2012-2013, \$134,781 of the CCHC's HOME allocation was set aside for CHDO projects. In the upcoming fiscal year we anticipate allocating \$183,272 to the non-profit CHDO Berry Park, for construction of 57 rental housing in a project known as 409 Cumberland Avenue.

Affordable Housing Development Program

Beginning July 1, 1999, the City embarked on an ambitious initiative engaging nonprofits and private developers to create new affordable housing. Since the completion of Unity Village in Bayside in 2000 the City's HOME and CDBG/HDF programs have provided gap subsidy funding leading to the creation of 697 units of housing.

In PY2012-2013, the CCHC budgeted \$1,096,489 in HOME funds for the creation of new construction of rental housing. In the upcoming fiscal year we anticipate allocating \$316,728 to the Avesta 409 Cumberland Avenue project.

Beneficiaries of HOME Housing Programs*

For projects financed with HOME, the following demographic statistics are provided to demonstrate the income and cultural range of people who have benefited from HOME assistance.

Race/Gender of HOME Beneficiaries		Total Beneficiaries = 34
Number	Percentage	
14	41%	White Female Head of Household
15	44%	White Male Head of Household
0	0%	African American Female Head of Household
3	9%	African American Male Head of Household
0	0%	Hispanic
2	6%	Asian

Income of HOME Beneficiaries		Total Beneficiaries = 34
Number	Percentage	
8	23%	<i>Between 0% and 30% AMI</i>
6	18%	<i>Between 31% and 50% AMI</i>
5	15%	<i>Between 51% and 60% AMI</i>
15	44%	<i>Between 61% and 80% AMI</i>

*HOME Beneficiaries – total beneficiaries (excluding Affordable Housing Development /CHDO units)

HOME Housing Program Project Expenditure Summary

See attached summary of expenditures utilizing HOME funds during PY2012-2013 program.

Cumberland County: All HOME Consortium activities that occur outside of the City of Portland are reflected in this report. Funds budgeted and expended and units enrolled and completed are summarized in Table III on page 17. Additionally, the HOME narrative noted above in 1.a. summarizes the accomplishments for the consortium as a whole. In the attachment – Home Expenditure Summary, the accomplishments are detailed separately by City and County.

2. HOME Match Report

- a. Use HOME Match Report HUD-40107-A to report on match contributions for the period covered by the Consolidated Plan program year.

The City has always been able to meet and exceed HOME match requirements (see attached HOME Match Report). Match for Program Year 2012-2013 is \$5,609,716. Please see attached HOME Match Report, 4107A.

3. HOME MBE and WBE Report

- a. **Use Part III of HUD Form 40107 to report contracts and subcontracts with Minority Business Enterprises (MBEs) and Women's Business Enterprises (WBEs).**

Marketing of Programs/Minority or Woman Owned Businesses

The City broadly markets its housing rehabilitation programs. The City advertises in newspapers, radio public service announcements, press releases, the local cable access channel and on the city's website. Technical assistance for small, woman or minority owned businesses is available through the Economic Development Department.

4. Assessments

a. Detail results of on-site inspections of rental housing.

CDBG and HOME Housing Projects are monitored regularly to ensure that rent levels, income guidelines and occupancy are being met. Owner occupied properties are monitored through an annual mailing to ensure owner occupancy and tenant occupancy requirements are being met. Large rental projects are monitored through annual contact with the property management staff at each project. Site inspections for large rental projects are conducted every two to three years.

Typically, tenant income certifications are completed in the spring and site inspections are completed in the fall. A schedule of site inspections completed during the 2012-2013 is noted below. Site inspections are completed by the City's Housing Rehabilitation Specialist and include an inspection of all HOME assisted units as well as common areas and the exterior of each property.

Developers and/or their property managers provide the City with tenant income certifications on an annual basis coinciding with their reporting requirements from Maine Housing and/or tax credit monitoring/syndication organization.

October 2012 Site Inspections Schedule: (completed); all units passed inspection.

Pearl Place Phase I (10/25/2012-3 units)
Unity at Bayside (10/25/12- 1 unit)
Bayside East (10/25/12-4 units)
Peninsula Community LP (10/25/12-2 units)
Peninsula Community LP II (10/25/12-3 units)
Peninsula Community LP III (10/25/12-5 units)
90 High Street (10/29/12-2 units)
Valley Street (10/29/12-3 units)

November 2012 Site Inspections Schedule: (completed); all units passed inspection.

Florence House (11/7/12-3 units)
Fore River (11/7/12-4 units)
Logan Place (11/7/12-6 units)
53 Danforth (11/2/12-3 units)
Walker Terrace (11/2/12-4 units)

December 2012 Site Inspections Schedule: (completed); all units passed inspection.

Iris Park Apartments (12/4/12-6 units)
Wellesley Estates (12/4/12- 4 units)
Peaks Island Senior Housing (12/5/12-3 units)

b. Describe the HOME jurisdiction's affirmative marketing actions.

As noted in the 2012-2013 Annual Action Plan the City of Portland/Cumberland County HOME Consortium has not funded any single project containing five or more HOME-assisted units. However, the City of Portland/Cumberland County HOME Consortium does require that developers receiving HOME funds for new construction provide a copy of their Affirmative Marketing Policy. Additionally, the City's Housing and Community Development Division (HCD) is currently in the process of updating the Division's Housing Policies and Procedures. As a result of this process, HCD staff will be recommending a new Affirmative Marketing Policy be forwarded to the City Council for approval along with other program policy and procedure updates.

In PY2012-2013 the City provided assistance to thirty-one (31) female heads of household and/or minority households. The City will continue its efforts to serve minority and female-headed households with its programs. A breakdown of all beneficiaries, both homebuyers and renters, is provided in subsequent sections of this report.

c. Describe outreach to minority and women owned businesses.

The City broadly markets its housing rehabilitation programs. The City advertises in newspapers, radio public service announcements, press releases, the local cable access channel and on the city's website. Technical assistance for small, woman or minority owned businesses is available through the Economic Development Department.

HOMELESS

Homeless Needs

*Please also refer to the Homeless Needs Table in the Needs.xls workbook.

1. Identify actions taken to address needs of homeless persons.

Emergency Shelter Assessment Committee (ESAC)

United Way of Greater Portland and the City of Portland formed a committee in 1987 in response to community concerns regarding the lack of shelter and ancillary supports for Portland's homeless population. The Emergency Shelter Assessment Committee (ESAC) was created to monitor the usage of shelter beds and supports to ensure that adequate services were being provided to this population. In 1996, ESAC was designated by the Portland City Council to serve as the governing entity for the City's Continuum of Care (C of C) Homeless Assistance Grant Program.

ESAC's Mission

- ESAC is a collaborative of service providers, consumers, local and state government representatives, advocates, and other interested community members working to ensure the safety and wellbeing of people who are homeless in Portland. Through planning, service coordination and advocacy, we promote a continuum of care and support for people experiencing homelessness.
- Membership is open to all interested parties and decisions are made in a consensus voting style.
- ESAC leadership is comprised of three Tri-Chairs; one person representing government, one person representing a non-profit agency, and a consumer advocate.
- ESAC meets throughout the year to plan, implement, and coordinate the services delivered under Portland's Continuum of Care. Agendas include sharing information about new initiatives, resources, discussion of emerging unmet needs, trends, and decision-making regarding how to respond to

identified concerns. *C of C* planning work occurs through standing ESAC subcommittees.

In addition, due to the drastic increase in homeless, the Portland City Council created the Task Force to Develop a Strategic Plan to Prevent and End Homelessness in November 2011. The Task Force (TF) was chaired by Suzanne McCormick, President & CEO of the United Way of Greater Portland, business community leader Jon Jennings and former City Councilor Dory Waxman. The TF was comprised of business leaders, homeless providers, content experts, public safety and representatives from our two area hospitals. The TF completed its work in October of 2012 and following a City Council Work Shop on October 15th, submitted its final report to the full City Council on November 9th. The Task Force has created an Implementation Plan comprised of four overarching Recommended Actions: 1) Retooling the Emergency Shelter System, 2) Rapid Rehousing, 3) Increased Case Management and 4) Report Monitoring. The Council charged the Public Safety, Health & Human Services Committee with the Retooling the Emergency Shelter System and Increased Case Management, and the Housing & Community Development Committee with the Rapid Rehousing components of the plan.

There are six general themes of focus: Case Management, Rapid Rehousing, Outreach, Zoning constraints, Special Population Housing and the Housing First Model.

Centralized Intake and Assessment—

The Emergency Shelter Assessment Committee has launched a new centralized intake and assessment system, as well as an ESG-funded HPRP-like program that will fund Client Navigators to work with the existing Oxford Street Shelter housing placement team to focus primarily on rapid re-housing of homeless adults. A Financial Assistance Fund will provide security deposits, rental application fees, utility deposits and payment for utility arrears. The Maine Housing-funded Stable Lives pilot will reduce recidivism by providing follow-up for up to 1 year for chronically homeless individuals and families as they exit the City of Portland Family Shelter, Oxford Street Shelter, Overflow Shelter and Preble Street. The goal is to assist consumers to retain permanent housing, access mainstream resources, improve the quality of their health and achieve self-sufficiency.

Outreach Advisory Team—

Additionally, the City of Portland has put together an Outreach Advisory Committee chaired by the Health and Human Services Director. The first meeting was held on May 22nd of this year. The committee will be working on coordinating outreach efforts to the homeless (unsheltered) and living on the streets. Outreach workers will conduct assessments and provide outreach and case management to the homeless. The outreach team works in tandem with Portland Police Department, Fire Dept, hospitals and EMT staff. During the summer months outreach services will be provided seven days per week. Preble Street staff provide outreach services from 8 - 4 PM Mon - Fri and on weekends from 8 am - noon. The Milestone Foundation Inc. HOME Team provide outreach from noon - 8:00 PM seven days per week and have use of the mobile outreach van. Oxford Street Shelter staff provide outreach to homeless encampments, parks, woods, etc. on an as-needed basis.

The largest shelter providers in Portland, Preble Street and the City of Portland, developed the new centralized intake system to undergo the following process:

Intake

It is the responsibility of shelter staff to assist each new client through the intake process. A "new client" is any person who has never been to the shelter or who has been away for more than 90 consecutive days. During intake, shelter staff will:

- Welcome the client to the shelter, acknowledging the extreme stress and possible resulting trauma that the person is experiencing having to resort to accessing a shelter and provide the client with a copy of the document, *Welcome to the Shelter*;
- Inform the client that the shelter is intended to provide temporary, emergency shelter and that professional support and services will be available to them to help them through this process;
- Reassure the client that Housing Counselors are available to assist in locating housing 7 days a week;
- Whenever possible, introduce the client to a Housing Counselor who will serve as his/her primary contact during his/her shelter stay;
- Explain the purpose of the weekly Orientation Meeting;
- Inform the client of the date, time, and location of the next Orientation Meeting;
- Determine when the client can attend the next Orientation meeting;
- Review the weekly open access hours for their Housing Counselor so that the client and Housing Counselor can develop a self-sufficiency/housing plan;
- Inform the client that the Housing Counselor will work with him/her to locate suitable stable housing.

The Shelter Support Services Team may exempt a client from the provisions of this policy at any time. Grounds for exemption may include mental health concerns, active substance abuse, unique medical needs or other unusual circumstances.

Housing/Self-Sufficiency Plan

During Orientation, shelter staff will review shelter policies and procedures, identify community resources, and introduce the clients to the team of Housing Counselors and Support Staff.

Shelter staff will clearly state that within the first week of their stay, via open access hours and appointments, each client will be provided with support services via their Housing Counselor and can begin work on a Housing/Self-Sufficiency Plan.

If this meeting is unsuccessful, the client and the Housing Counselor will attempt to meet the following week. If repeated attempts to connect are unsuccessful, the client will be directly referred to the Preble Street clinical staff for an assessment if one has not already been completed. Upon assessment, the clinical staff will make a recommendation to the client and his/her Housing Counselor regarding service referrals and housing options. A Self Sufficiency/Housing Plan can be created from this meeting. The clinical staff will follow up on and make appropriate service referrals and the Housing Counselor will continue to meet with the client regarding housing plans.

Accountability

If the Self Sufficiency/Housing Plan does not lead to helping the client locate housing, or if the client continually declines services and supports, or if appropriate housing opportunities are declined, a follow up meeting with a member of the Preble Street/Oxford Street Management team will be requested. The Preble Street/Oxford Street Management team member(s) and the client will explore reasons that are prohibiting the locating of housing. The Preble Street/Oxford Street Management

team will assist that person in addressing the barriers to housing and with the assessment input of the clinical staff, work with the client to identify appropriate housing options.

If the Preble Street/Oxford Street Management team and the clinical staff determine that the client has no mental health or addiction issues that prevent him/her from maintaining independent housing and the client has the financial ability to successfully maintain the rent, then the client will be informed that if they do not utilize support services to locate housing, the shelter may not continue to be a resource for them and that an alternative arrangement for shelter may need to be made by the client. The client will also be expected to use their own resources (regular income, general assistance, voucher, etc.) for temporary shelter if they chose not to follow through with a housing plan. This conversation will be summarized with a list of available housing options for the person via a Completion of Services letter.

2. Identify actions to help homeless persons make the transition to permanent housing and independent living.

Portland has a continuum of services for homeless persons and persons transitioning to permanent housing and independent living. The City has four primary shelters: Oxford Street Shelter for Men, the newly opened Florence House Women's Shelter, Preble Street Teen Shelter, and the City of Portland's Family Shelter. In addition there are several supportive shelters, one being Milestone, an emergency shelter for detoxification and extended care for chronic substance abusers.

In addition the city has created two "housing first" programs created through a strong partnership between Preble Street and Avesta Housing: Logan Place and Florence House.

Logan Place

The goal of Logan Place is to provide people who have lived in shelters and on the streets for much of their lives with a chance for a permanent and safe living situation that will support their stability and independence and offer them a chance for a productive and fulfilling future. Logan Place not only provides affordable housing but also helps people live independently, build community, and become good neighbors. It offers:

- independent living in fully equipped efficiency units,
- community space on each floor for group and recreational activities,
- on-site laundry for tenants, and
- convenient access to public transportation.

Avesta Housing built, owns, and maintains the building and Preble Street provides 24-hour support services to ensure that people who are making the transition to permanent independent housing will succeed. Staffs monitors the building, assists in developing and enhancing life skills, helps with activities such as household management, shopping, use of transportation, and meal preparation, and facilitate access to community resources such as health clinics, and mental health and substance abuse services.

Florence House

In April 2010 the City of Portland's first women shelter, Florence House opened. Florence House provides safe, supported permanent housing to chronically homeless women in Portland, Maine. The property was built and is owned and managed by Avesta; Preble Street provides 24-hour staffing and coordinate service provision to all tenants. The Florence House model is based on approaches to homelessness and chronic mental illness that have emerged nationally as key strategies for ending homelessness.

The building includes three types of housing designed to offer options to 60 women including:

- Efficiency Apartments for individuals who are ready to manage independently.
- A Safe Haven provides a permanent private living space for chronically homeless women who are not quite ready to maintain their own apartments and who may, with support, begin to develop trust, self-assurance, and skills to become more independent.
- A small number of Emergency Beds for immediate, short-term housing for women who are temporarily homeless because of an economic or situational crisis.

3. Identify new Federal resources obtained from Homeless SuperNOFA.

Emergency Solutions Grant Second Allocation and Additional Funds

Portland was approved to use the second allocation of ESG funds for FY 2011-2012, a total of \$41,964, to be used for client wrap-around funds to assist individuals with rental application fees, utility deposits and security deposits.

The 2012-2013 allocation of ESG Funds included an additional \$61,208 which will fund the existing Oxford Street Shelter Support Services Program which currently provides housing placement and case management services to homeless adults residing in both the Oxford Street Shelter, Community Overflow Shelter (Preble Street Resource Center) and Portland area emergency shelters.

The goal of the city of Portland Oxford Street Shelter ESG program is to help people who become homeless to quickly move into permanent housing (Rapid Re-housing) and to also prevent individuals and families living in the City of Portland from becoming homeless (prevention). The program's goal was to provide services to 125 people who were literally homeless and 25 people who were at risk of homelessness annually. In FY 2013, the program served 134 individuals and families.

Every one of these clients were assessed for barriers that threatened their housing stability; referred to appropriate mainstream resources (cash and non-cash) as determined by their housing stability plan; referred to employment, housing and/or training services and programs; and offered short-term follow-up assistance.

100 of those clients served received both financial and case management services, totaling \$41,000, including \$6,384.84 spent on preventing homelessness. Each of those 100 clients also received housing location assistance and follow-up assistance for a period of three months or more.

New Resources: The City of Portland was awarded \$225,000 in April of 2013 from Maine State Housing Authority for the Home to Stay Program. This program is funded through Federal Emergency Solutions Grant (ESG) funds which were awarded to the State of Maine. The Home to Stay Program provides services to adult and families who are homeless and are willing to and demonstrate their ability to work and action and stability plan which will lead to permanent housing and have the ability to remain stably housed. Program funds will be used to hire case managers or client navigators to assist homeless individuals with their plan which includes the location of permanent housing, employment, mainstream resource benefits and self-sufficiency. The City of Portland Social Services Division received an award of \$175,000 and Preble Street received an award of \$50,000. The Maine State Housing authority also included \$225,000 in short term rental subsidies and security deposits for Home To Stay clients as selected by the Home to Stay Program Navigators. The City of Portland's Home To Stay Program opened on August 1, 2013.

New Resource: The Community Support Team Pilot (CLIP) is collaboration between the Portland Housing Authority, Preble Street and the City of Portland. The Portland Housing Authority has committed to set aside forty (40) Section 8 housing Vouchers for Chronically homeless individual; the vouchers will be set aside on a monthly basis until the target of 40 is reached. As of September 1, 2013 four (4) individuals had been given vouchers and secured housing. The project is based on the well-established best practice of permanent supportive housing as an effective response to homelessness. Programs to Assist in Transition from Homelessness (PATH) is the funding source for the support services. Preble Street is the PATH funded agency in Portland which provides clinical case management and peer support, the City provides housing placement and case management. This program started in March of 2013.

Specific Homeless Prevention Elements

1. Identify actions taken to prevent homelessness.

Emergency Solutions Grant

Portland used ESG funds for client wrap-around funds to assist individuals with rental application fees, utility deposits and security deposits and to fund the existing Oxford Street Shelter Support Services Program, which currently provides housing placement and case management services to homeless adults residing in both the Oxford Street Shelter, Community Overflow Shelter (Preble Street Resource Center) and Portland area emergency shelters.

Rapid Re-housing and homeless prevention services were provided to an estimated 150 homeless individuals. Due to the current shelter overflow situation which exists in Portland, we estimate the majority of individuals served will be homeless individuals residing in adult shelters or in the community overflow shelter. ESG funded services will be centered on moving individuals into permanent housing as soon as possible and assisting with housing stability and necessary supports. ESG funds will be used to hire case managers who will be stationed on site at both the Oxford Street Shelter and the Overflow Shelter.

Case Managers (1.5 FTE) referred to as Client Navigators assisted with the complex process of securing rental subsidies, navigating the rental market and providing homelessness prevention services. Client Navigators worked with the existing Oxford Street Shelter housing placement team with the focus primarily on rapid re-housing of homeless adults. They made referrals to mainstream resources and assist with housing stability. The Client Navigators also managed the ESG Financial Assistance Fund which was a vital resource in assisting clients to locate permanent housing.

The objective of this program was to provide *decent housing*. The outcome *availability/ accessibility* to those who are already homeless, *sustainability* for those at risk of homelessness, and *affordability* for all. Through this program, 26 cases were provided prevention service.

Emergency Shelter Grants (ESG)

1. **Identify actions to address emergency shelter and transitional housing needs of homeless individuals and families (including significant subpopulations such as those living on the streets).**
2. **Assessment of Relationship of ESG Funds to Goals and Objectives**
 - a. **Evaluate progress made in using ESG funds to address homeless and homeless prevention needs, goals, and specific objectives established in the Consolidated Plan.**
 - b. **Detail how ESG projects are related to implementation of comprehensive homeless planning strategy, including the number and types of individuals and persons in households served with ESG funds.**

Family Shelter

The City of Portland's Health & Human Services Department, Social Services Division operates the Family Shelter, which is the largest shelter for families in the State of Maine. The Family Shelter offers both preventative services for families at risk of experiencing homelessness and support services to assist families locate housing and achieve stability. Combined, we have a total capacity of eighty-four (84) beds in an apartment style living environment. Apartments are shared by families and are furnished with beds, kitchen tables and chairs. Residents have access to telephones, cleaning supplies, transportation and other basic needs accessed through the City's General Assistance Program. Upon entrance into the shelter, each family member is assigned a Case Manager who works with families to develop self-sufficiency work plans, which will lead to permanent housing.

Preventative Family Services

Through crisis intervention, case management and advocacy, the preventative segment of our program was instrumental in preventing homelessness for 36 families this year consisting of 124 individuals. Through phone consultation we were able to assist additional families with preventative services such as advocating with their town of residency, landlord/ tenant negotiations and family reunification.

FY 12*	FY 13
22 Families/ 66 Individuals	36 Families/ 124 Individuals

*In FY 2012 preventative services to homeless families were provided through the Homeless Prevention and Rapid Re-Housing Program (HPRP). This project was funded through the American Recovery and Reinvestment Act of 2009.

Follow-Up Case Management

The Family Shelter Staff provide follow-up case management services. Case Managers meet with families once a month, or more if needed. Follow-up services consist of assisting consumer's with their budget; landlord/tenant negotiations; connecting to area resources; assist with accessing General Assistance; preventing evictions; and applying for affordable/subsidized housing. This past year 282 families were sheltered and only 26 families returned for a second stay for a 9% recidivism rate, which is an increase of 4% when compared to last year. Of the 282 families that were sheltered, 210 or 74% received follow-up case management services for at least one month after they secured housing.

Refugees/Immigrants

The Family Shelter also serves as an unofficial Welcome House for New Mainers or refugees/immigrants (which include secondary migrant refugees, asylees, asylum seekers, people pending asylum, and undocumented non-citizen). New Mainers often arrived in Maine without resources or housing, speaking limited or no English. They initially presented themselves in Portland as homeless. Refugees/immigrants tend to have very large families.

Shelter Statistics

This year, the Family Shelter provided shelter for 282 families consisting of 1,011 individuals for a total of 34,371 bed nights. Of the 282 families served, 26 families were homeless two or more occasions during this fiscal year for a 9% homeless recidivism rate.

The Shelter experienced an increase of 19% in the number of individuals served (heads of household and children) and an increase of 28% in the number of bed nights used. The average length of stay increased from 29.2 days to 34 days.

Of the 282 families served, 73 families had relocated from other states, 73 families were from other countries, 56 families were from Maine (but not Portland), and 80 families were from Portland. Of the 73 families coming from outside Maine, 54 families were secondary migrant refugee families from several different countries who had originally resettled outside the State of Maine.

Client Characteristics

<u>Age Range</u>	<u>FY 12</u>		<u>FY 13</u>	
	<i>Males</i>	<i>Females</i>	<i>Males</i>	<i>Females</i>
<i>1 year old & under</i>	11	17	19	19
<i>1 – 5 years old</i>	109	113	144	143
<i>6 – 12 years old</i>	79	82	89	99
<i>13 – 17 years old</i>	36	36	38	39
<i>18 – 30 years old</i>	49	134	47	143
<i>31 – 50 years old</i>	73	102	89	136
<i>51 – 61 years old</i>	3	3	2	4
<i>62 + years old</i>	0	1	0	0
TOTAL	360	488	428	583

	<u>FY 12</u>	<u>FY 13</u>
<i>Adults</i>	365	421
<i>Children</i>	483	590
Total	848	1,011

	<u>FY 12</u>	<u>FY 13</u>
<i>Veteran</i>	2	2
<i>Non-Veteran Adults</i>	363	419
Total Adults	365	421

<u>Length of Stay</u>	<u>FY 12</u>	<u>FY 13</u>
<i>1-30 nights</i>	169 Families or 68%	165 Families or 59 %
<i>31-60 nights</i>	67 Families or 27%	81 Families or 29 %
<i>61-90 nights</i>	8 Families or 3%	36 Families or 13 %
<i>91 + nights</i>	4 Families or 2%	0 Families
TOTAL	248 Families	282 Families

<u>Family Composition</u>	<u>FY 12</u>	<u>FY 13</u>
<i>Female Single Parent Family</i>	140 Families or 57%	147 Families or 52%
<i>Male Single Parent Family</i>	8 Families or 3%	10 Families or 4 %
<i>Two Parent Family</i>	100 Families or 40%	125 Families or 44 %
TOTAL	248 Families	282 Families

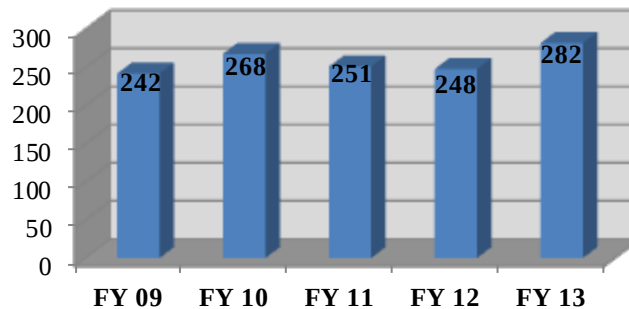
Bell Street Transitional Housing Project

In collaboration with Learning Works, the Social Services Division provides intensive, long-term case management services for four families who reside in apartments on Bell Street in Portland. Eligibility for the Bell Street Transitional Housing Project is contingent upon a family residing in a homeless shelter at the time of their application. This program is funded entirely through a Department of Housing and Urban Development (HUD) grant.

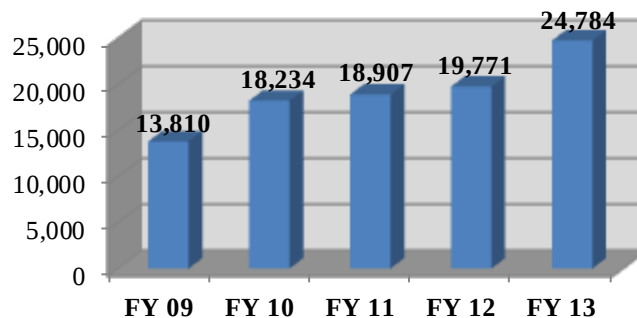
This program has served a total 6 families, which consisted of 20 individuals, in FY 13, compared to 8 families for a total of 29 individuals in FY 12, a decrease of 25% from FY 12 to FY 13. One (1) family successfully completed the program and began their path towards self-sufficiency by transitioning to permanent housing in FY 13, compared to three (3) families in FY 12, a decrease of 66% from FY 12 to FY 13. Additionally, one (1) family left the program for non-compliance in FY 13.

FAMILY SHELTER

Number of Families Served



Number of Bed Nights



Family Shelter Program	FY 09	FY 10	FY 11	FY12*	FY 13*
Number of Families	242	268	251	248	282
Number of Individuals	822	886	806	848	1,011
Number of Bed Nights	18,234	18,907	19,774	24,784	34,371
Average Family Size	3.4	3.1	3.2	3.4	3.6
Average Stay (Days)	22.2	21.3	24.5	29.2	3.4

*Includes 597 hotel bed nights in FY 2012 and 2,550 hotel bed nights in FY 2013.

Oxford Street Shelter

The City of Portland's Health and Human Services Department, Social Services Division operates the Oxford Street Shelter, which is the largest emergency shelter in the State of Maine. This low-barrier shelter provides safe, temporary housing for homeless adults. The Shelter offers a variety of support services to assist homeless individuals enhance their self-esteem, secure housing, and work towards a self-sufficiency plan.

The shelter has a capacity of one hundred and fifty-four (154) mats used for sleeping. This year the shelter has experienced a greater number of clients requesting special accommodations due to medical issues which require the use of cots/roll-away beds. This has reduced the shelter capacity to an average of one

hundred and forty (140) beds. Hours of operation are Monday-Friday 6:00 PM – 8:00 AM daily, and weekend/holidays from 1:00 PM – 8:00 AM.

The Oxford Street Shelter also operates an off-site Community Overflow Shelter at the Preble Street Resource Center which has a capacity of seventy-five (75). The Community Overflow Shelter is open daily from 8:00 PM – 7:30 AM. In addition to the overflow shelter, the General Assistance (GA) waiting room is used as a warming center that seats up to seventy-five (75) clients. The GA waiting room is used when the Oxford Street Shelter and the Community Overflow Shelter reach full capacity. Consumers use the warming center as a waiting area until a shelter bed is available.

Shelter Statistics

In FY 2012, the Shelter staff located **permanent housing for 554 homeless**, 417 men and 137 women, (including 62 Veterans and 123 chronically homeless individuals). This intensive outreach approach is very successful in terms of the long-term outcomes, with an 8.6% recidivism rate (returned to Oxford Street Shelter within the same year). Staff works with area landlords, subsidized housing programs, and other area resources on behalf of homeless clients. They assisted clients in making applications for benefits programs, rental applications, employment applications and other important linkages to help move them towards self-sufficiency.

The Oxford Street Shelter served 1,696 men and 470 women for a total of 2,166 individuals (unduplicated numbers) in FY 13. This represents an increase of 9.6% compared to the 1,603 individuals served last year. The shelter provided 85,494 bed nights in FY 13, which represents an increase of 8.1% in bed usage compared to the 69,619 bed nights provided in FY 12.

A significant number of individuals were new to the Shelter system this year. Statistics indicate that 26% of consumers (563) were considered new individuals who had never utilized Oxford Street Shelter prior to this year.

The Chronic homeless population as defined by the U.S. Department of Housing & Urban Development (HUD) is another statistic tracked at the Oxford Street Shelter. A total of 707, or 32.6% of the individuals that stayed at the Oxford Street Shelter were identified as Chronically Homeless. In FY 2013 a total of 615 individuals or 30% of all individuals that stayed at the Shelter were identified as Chronically Homeless.

Year Served	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013
Chronically Homeless	31%	34%	29%	30%	30%

The average length of stay from men and women at the Oxford Street Shelter indicated the following:

<u>Length of Stay</u>	<u>FY 12</u>	<u>FY 13</u>	<u>FY 13 - Men</u>	<u>FY 13 - Women</u>
<i>1-3 nights</i>	<i>697 or 34 %</i>	<i>679 or 31 %</i>	<i>516 or 30 %</i>	<i>163 or 35 %</i>
<i>4- 60 nights</i>	<i>1049 or 50 %</i>	<i>1,043 or 48 %</i>	<i>820 or 48 %</i>	<i>223 or 47 %</i>
<i>61-121 nights</i>	<i>193 or 9 %</i>	<i>240 or 11 %</i>	<i>192 or 11 %</i>	<i>48 or 10 %</i>
<i>122-243 nights</i>	<i>94 or 5 %</i>	<i>146 or 7 %</i>	<i>118 or 7 %</i>	<i>28 or 6 %</i>
<i>243 – 365 nights</i>	<i>46 or 2 %</i>	<i>58 or 3 %</i>	<i>50 or 3 %</i>	<i>8 or 2 %</i>
TOTAL	2,079	2,166	1,696	470

The average length of stay at the Shelter is still under 60 days. A total of 1,722 individuals, or 79%, of all clients served, stayed at the Shelter between 1-60 days. The Shelter continues to be a permanent residence for a core group of clients with mental health/substance abuse issues. A total of 204, or 9%, of clients served stayed at the Shelter between 122-365 days.

Who We Serve

The Oxford Street Shelter serves adult men and women with a variety of underlying issues, which contribute to their homelessness, and each case is unique and complex. The average age of our male and female clients is between 41 and 55 years old.

The average age breakdown at the Oxford Street Shelter indicated the following:

<u>Age Range</u>	<u>FY 12</u>	<u>FY 13</u>	<u>FY 13 - Men</u>	<u>FY 13 - Women</u>
<i>18-24 years old</i>	<i>286 or 14 %</i>	<i>255 or 12 %</i>	<i>189 or 11 %</i>	<i>66 or 14 %</i>
<i>25-30 years old</i>	<i>287 or 14 %</i>	<i>357 or 16 %</i>	<i>261 or 16 %</i>	<i>96 or 20 %</i>
<i>31-40 years old</i>	<i>511 or 24 %</i>	<i>566 or 26 %</i>	<i>449 or 27 %</i>	<i>117 or 25 %</i>
<i>41-55 years old</i>	<i>767 or 37 %</i>	<i>743 or 34 %</i>	<i>602 or 35 %</i>	<i>141 or 30 %</i>
<i>55 + years old</i>	<i>229 or 11 %</i>	<i>245 or 11 %</i>	<i>195 or 11 %</i>	<i>50 or 11 %</i>

For many individuals who experience persistent mental health and/or substance abuse problems, employment and stable housing are long-term goals that can be worked on with support staff from the Shelter.

Based on self-reporting, 47% of shelter clients experience mental illness, 60% struggle with substance abuse issues, and 31% experience a physical disability or illness. Many of our clients with significant mental health issues deny having any problems and refuse any form of medication or support.

Year Served	FY 2010	FY 2011	FY 2012	FY 2013
Clients Indicating Substance Abuse	43%	39%	38%	60%

The Oxford Street Shelter serves a growing population of homeless veterans. In FY 2013, we served 199 veterans, comprising 9.2% of the total individuals served, totaling 8,535 bed nights. Last year, we served 219 veterans, comprising 11% of the total individuals served, totaling 9,981 bed nights.

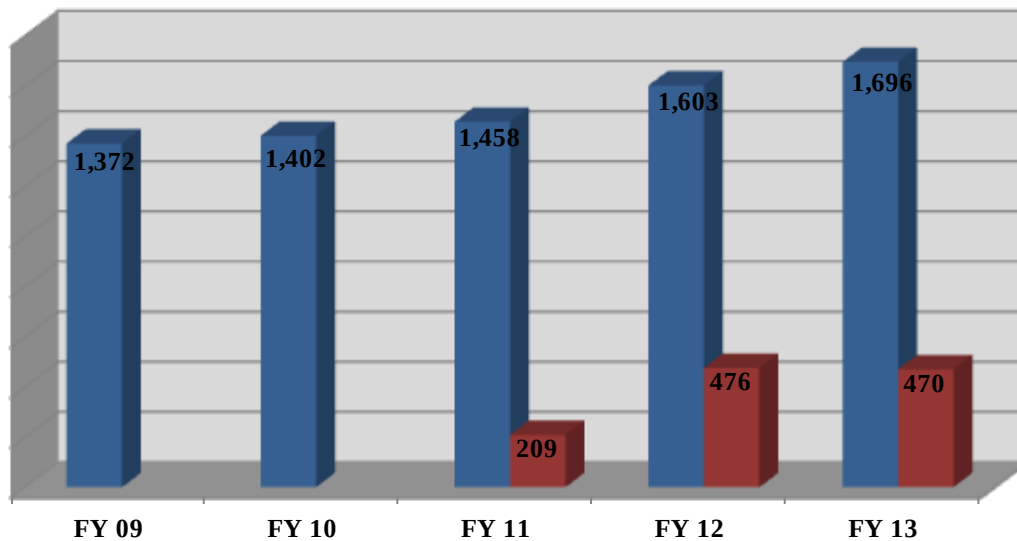
<i>Year Served</i>	<i>FY 2012</i>	<i>FY 2013</i>
<i>Total # of Individuals</i>	<i>219</i>	<i>199</i>
<i>Total # of Bed Nights</i>	<i>9,981</i>	<i>8,535</i>
<i>Chronically Homeless</i>	<i>89 or 41% of all veterans</i>	<i>82 or 41% of all veterans</i>

The "Residency Summary" graph, which indicates the last known address of our new clients, shows that 1,201 individuals, or 69% of the population came from Maine, and 643 individuals, or 37% of the population served came from other states. Of the 1,201 Maine clients, 597, or 50% are Portland residents, and 604, or 50% come from other Maine cities.

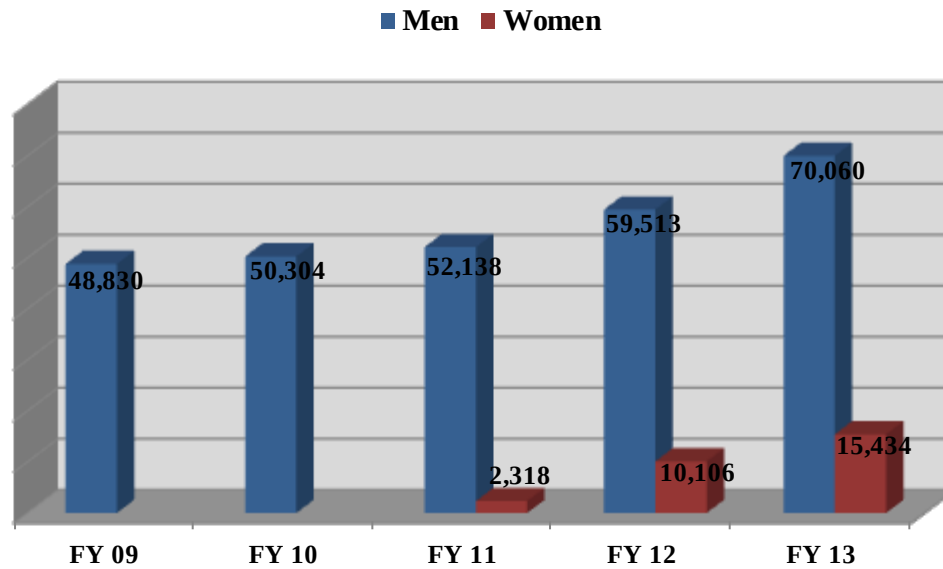
Based on self-reporting, 481 intakes or 26% of all intakes, reported being homeless for the first time in FY 2013. An Intake is defined as an individual who has not stayed at the Shelter for a period of three (3) months/90-days or longer.

OXFORD STREET SHELTER FY 2012

■ Men ■ Women



The above chart displays the unduplicated number of individuals served.



The above chart represents the total number of bed nights used per fiscal year.

*As of January 20, 2011 Oxford Street began sheltering women as a means of overflow for Preble Street Women's Shelter. Thus, the above information includes statistics for men and women.

3. Matching Resources

- a. Provide specific sources and amounts of new funding used to meet match as required by 42 USC 11375(a)(1), including cash resources, grants, and staff salaries, as well as in-kind contributions such as the value of a building or lease, donated materials, or volunteer time.

There are four program plus administration funded by Emergency Solutions Grant.

Program	Final 2010- 2011	Final 2011- 2012	Final 2012- 2013	Proposed 2013- 2014
1. Homeless Healthcare Indigent Care	\$37,582	\$37,582	\$37,582	\$28,993
2. Family Shelter Essential Services	\$28,187	\$28,327	\$28,327	\$21,853
3. Family Shelter: Homeless Prevention and Rapid Rehousing	\$28,187	\$28,326	\$28,326	\$21,853
4. Oxford Street Shelter: Homeless Prevention and Rapid Rehousing	\$0	\$41,964 (2 nd Alloc.)	\$61,208	\$44,860
5. Administration and HMIS (7.5% allowed beginning 2011-2012)	\$0	\$11,043 (2 nd Alloc)	\$12,603	\$5,600
Total	\$93,956	\$147,242	\$168,046	\$123,159

1) Family Shelter: Essential Services and Homeless Prevention and Rapid Rehousing	
Emergency Shelter Grant, Family Shelter Essential Services	\$28,327
Emergency Shelter Grant, Family Shelter Homeless Prevention	\$28,326
2) Oxford Street Shelter: Homeless Prevention and Rapid Rehousing:	
Emergency Shelter Funds 2011-2012, 1.5 case managers	\$41,964.00
Emergency Shelter funds 2012-2013, Client wrap around funds	\$36,759.48
City of Portland General Assistance 2012-2013 Client wrap around funds	\$41,000.00
City of Portland 2012-2013 (Fringe benefits)	\$17,389.00
City of Portland 2012-2013 (Supervise, admin, accounting)	\$21,655.00
City of Portland 2012-2013 (Office space)	\$3,560.00
City of Portland 2012-2013 (In-kind case management staff)	\$18,604.00
City of Portland 2012-2013 (Administrative costs)	<u>\$11,043.00</u>
Total	<u>\$191,974.48</u>

4. State Method of Distribution

Not applicable.

5. Activity and Beneficiary Data

- a. *Completion of attached Emergency Shelter Grant Program Performance Chart or other reports showing ESGP expenditures by type of activity. Also describe any problems in collecting, reporting, and evaluating the reliability of this information.*
- b. *Homeless Discharge Coordination*
 - i. *As part of the government developing and implementing a homeless discharge coordination policy, ESG homeless prevention funds may be used to assist very-low income individuals and families at risk of becoming homeless after being released from publicly funded institutions such as health care facilities, foster care or other youth facilities, or corrections institutions or programs.*
- c. *Explain how your government is instituting a homeless discharge coordination policy, and how ESG homeless prevention funds are being used in this effort.*

Foster Care Discharge Protocol: Maine Department of Health & Human Services (Maine DHHS) is the state agency administering foster care. In the last 6 years Maine DHHS has implemented new policies that reduce placement of children outside the home. Instead, Maine DHHS emphasizes family reunification and kinship care. These policies have reduced the number of children in foster care overall, which in turn has reduced the numbers of youth requiring discharge from foster care. Foster care placement does still occur, however, and the state has developed policies and procedures for helping youth transition safely to independence. The attached document is a summary of policies relevant to reducing use of foster care, and to

transition planning for youth aging out of the system. The policies include 1)V.D-7. Relative Placement and Kinship Care Including Fictive Kin; 2)IX.A. Permanency Guardianship; 3)V.K. Education Beyond High School; 4)V.L-1. Extension/Termination of Care at Age 18; and 5)V. T. Maine Title IV-E Independent Living Program.

Health Care Discharge Protocol: Maine's Statewide Homeless Council (which has common membership with all three of the state's CoCs) has been working closely with hospitals to develop language governing discharge of homeless people with health issues from hospitals. Some of the largest hospitals in the state, including Maine Medical Center and Spring Harbor (a private psychiatric hospital) were actively involved in these discussions. The attached Guidelines, although labeled "Draft", have been approved by the Statewide Homeless Council, and are within weeks of being formally signed off on by Maine Department of Health & Human Services (Maine DHHS). Through contracts with homeless services providers, Maine DHHS funds most of the case managers who would be assisting with discharge planning and implementation. The last remaining step is to obtain formal approval from the Maine Hospital Association, which we anticipate will occur within the next couple of months. These Guidelines apply to all three of Maine's CoCs. The Guidelines instruct hospitals to begin the discharge planning process as soon as possible after hospital admission. Patients are to be discharged with clothing appropriate to the weather, with a specific plan in place for access to required medications/supplies. Each Maine hospital and each community discharge location will be responsible for designating an appropriate member of its management team to be responsible and accountable for assuring ongoing compliance with these guidelines.

Mental Health Discharge Protocol: Riverview and Dorothea Dix are Maine's two publicly-financed mental health institutions. Both institutions have adopted a discharge planning process that begins at admission and is pursued during the hospital stay to connect clients back to community supports. The treatment team includes the client, community support providers, family and friends, and other natural supports. The team works with the client to identify housing and services which will support ongoing recovery once discharged. Placement options include residential treatment facilities, permanent housing, other community living arrangements, or returning home to friends or family. Neither institution supports or advocates for discharge to homelessness or to an emergency shelter. Letters from these two institutions are attached. In addition, the Portland CoC has signed a written memorandum of agreement with Spring Harbor, a private psychiatric hospital, pledging to work together to ensure that hospital patients are not discharged to the streets or shelters. Hospital discharge staff work closely with CoC homeless providers prior to discharge to develop a housing plan that supports recovery and prevents homelessness. In the MOA Spring Harbor pledges to "Make every effort to avoid discharging consumers directly to emergency shelters, and to work cooperatively with shelters on developing case management plans."

Corrections Discharge Protocol: This MOA was signed in 2005 by Maine State Housing Authority (MaineHousing), the Maine Department of Corrections, and the Maine Re-Entry Network, and remains in effect. It enhances housing-related opportunities and services to offenders ages 18 and older who are currently or were formerly incarcerated through strengthened collaborations among the three signing agencies. The MOA details the responsibility of the Reentry Specialists in working with offenders in pre-release planning. MaineHousing can offer RAC+ (rental housing vouchers) that help support housing tenure until recipients become employed and self-sufficient. These partnerships have worked well to prevent release from correctional facilities to homelessness, and the follow-up described here also helps to sustain housing tenancies once prisoners are released. In addition to the Maine corrections discharge MOA, the Portland CoC has negotiated a separate Cooperative Agreement with the Long Creek Youth Development Center (juvenile detention center), the Portland Police Department, and the Cumberland County Jail. These Agreements pledge these agencies to "work cooperatively with agencies involved in the Portland Continuum of Care system to ensure that support services are provided to homeless individuals." They also require them to make every effort to avoid discharging consumers directly to emergency shelters, and to work cooperatively with shelters within the City of Portland on developing case management plans."

COMMUNITY DEVELOPMENT

Community Development

Actual Administration Spent:	\$ 352,115
Administration Cap Amount:	\$ 359,720

Administration Cap Calculation

Entitlement:	\$ 1,688,198
Program income:	<u>\$ 110,400</u>
Total:	\$ 1,798,598

Entitlement + Program Income:	\$ 1,798,598
Administration 20% Cap:	<u>x 0.20</u>
Administration Cap:	\$ 359,720

Community Development

- 1. Assessment of Relationship of CDBG Funds to Goals and Objectives**
 - a. Assess use of CDBG funds in relation to the priorities, needs, goals, and specific objectives in the Consolidated Plan, particularly the highest priority activities.**
 - b. Evaluate progress made toward meeting goals for providing affordable housing using CDBG funds, including the number and types of households served.**
 - c. Indicate the extent to which CDBG funds were used for activities that benefited extremely low-income, low-income, and moderate-income persons.**

In FY2012-2013, Portland's use of CDBG funding corresponded closely to the goal and priorities established in the 2010-2015 Consolidated Plan. The primary goal is to build strong, self-sustaining neighborhoods. The priorities focus on housing, work and shop, mobility and accessibility, and safe neighborhoods. Additionally programs and projects would need to comply with the City's Guiding Principles, by being consistent with city plans and coordinated with city departments, providing a measurable community impact, location specific, address diversity, give priority to lower incomes, leverage federal funding, and be sustainable. The majority of CDBG expenditures (not counting Administration) benefited low and moderate income persons either by providing direct housing and social services or improving the urban environment with reconstructed sidewalks, streets, parks, tree plantings and handicapped accessibility. New rental housing construction continued to be a high priority, as well as housing rehabilitation.

Over the past program year CDBG Social Service programs had a goal of serving 9,414 individuals, of which 8,259 would be low to moderate income as defined by HUD, thus serving 87.7% LMI. Portland's Social Service Programs exceeded their goal by 141% serving 13,268 individuals. Of the 13,268 served, 11,543 or 87% are classified as LMI.

As stated in the introduction, social service programs funded by CDBG for this program year Included:

Community Development Block Grant Social Service Funds			
Allocation	Program	Accomplishment	Percent of LMI / Percent of Goal
\$64,085	Catherine Morrill/ YFO CD1321	Combines financial support & case management for those low-income families who need child care & do not qualify for financial support from Department of Health and Human Services for the State. Catherine Morrill and Youth and Family Outreach provide full time subsidized child care slots for children and families. Families can access subsidized care while they are trying to access other stable subsidy sources, from the State DHHS. Also families have access to a family support specialist to help them access other resources. As of December 2012 the two child care facilities provided 206 full time weeks of subsidized child care and 23 contacts or consultations with the family support specialist. The program served 50 low to moderate income Portland families by providing 482 weeks of childcare and 35 meetings with a Family Support Specialist.	100% LMI persons/ 104.9% of goal of providing 460 weeks of childcare and 23.5% of goal of providing 150 contacts with a family support specialist.
\$123,015	City of	Coordinators work in eligible neighborhoods to	79% LMI

	Portland Community Policing CD1322	help be a conduit to the Police station. They know the neighbors and neighborhoods. They serve the community through their hours stationed in the respective neighborhood offices, providing health safety and education presentation, attending community meetings and leading youth programming. As of December 2012 the program has served 30778 persons, provided 3930 hours, 63 health safety and education presentation, attended 179 community meetings and led 313 youth programs. By Census tract residents served reside in CT1415, CT2 327, CT5 861, CT10 212, CT11 192, CT12 135, CT13 855, CT21.01 30, Public Housing 50. 5491 persons served. 7800 hours of service provided through 147 health, safety, and education presentations, community meetings, and youth programming.	persons/100% of goal of providing 7,800 hours
\$19,761*	Children's Co-Op CD1323	Served 13 families, 10 of which were LMI. 99 weeks of childcare.	76.9% LMI persons/ 47.6% of goal of serving 208 weeks of childcare (program closed in February)
\$28,791	City of Portland After Hours Emergency CD1324	Served 1154 persons by providing occurrences of emergency assistance, which included entry to family shelter, heating oil delivery, formula, diapers, crisis triage, and/ or prescription medication. This included 1950 hours of services.	90.7% LMI presumed benefit (homeless/elderly) 100% of goal serving 1950 hours of service
\$109,928	City of Portland Behavioral Health Program CD1325	Provides mental health, substance abuse and co-occurring outreach and treatment for the homeless in Portland. It includes psychiatry and medication assisted treatment. The behavioral health program served 607 new clients and provided 6330 encounters through 4872 hours of services.	100% of LMI persons/ 140.7% of goal of providing 6,330 encounters and 99% of goal of providing 4,875 hours of service.
\$50,000	Preble Street Emergency Food	Provided emergency food to persons who are hungry through soup kitchens and food pantries. The program serves meals at three locations: Resource Center, Florence House	100% LMI presumed benefit/ 115.6% of goal of

	Program CD1326	and Teen Center. Served 3876 people and provided 564,995 hot meals.	providing 488,750 meals.
\$40,000	Preble Street Resource Center CD1327	Open 8am to 6pm November to march and 8am - 3pm April to October to meet basic needs: food, clothing, showers, phones etc and to provide crisis intervention and case management to solve the problems that compromise stability and cause homelessness. The Resource center served 1036 persons, 990 of which were Portland residents. Preble Street provided 422,543 client contacts.	97.9% LMI Portland residents/120.7 % of goal of providing 422,543 client contacts
\$75,000	Milestone HOME Team CD1328	Provides outreach to homeless individuals in the Downtown Arts District and Bayside neighborhood. They provide direct contact in the form of encounters, interventions and referrals to homeless individuals generally showing chronic alcohol dependence, other drug dependence and or significant mental health issues. The HOME team focuses on Congress Street from Monument Square to Longfellow Sq, Bayside and the Old Port.	100% of LMI persons and 102.3% of goal of providing 8,000 street encounters.
\$30,000	Preble Street Lighthouse CD1329	Served 183 teens and provided 5,523 bed nights throughout the year.	100% LMI presumed benefit, 110.5% of goal of providing 5,000 bed nights
\$19,316	Amistad CD1330	CDBG funding allows Amistad to open their low barrier community center of Saturdays during the year. This gives persons with mental illness a place they can feel at home. The project registered 345 new members and accommodated 6,927 visits on Saturdays.	100% LMI presumed benefit, 121.3% of goal of 5,720 visits.
\$30,000-\$15,896 spent	CEI Portland Microenterprise Assistance Program CD1315	Provides intensive business counseling for individuals interested in starting and/or expanding small business by drawing on CEI's existing internal infrastructure. PMAP will target low income women and refugees and immigrants living or doing business in Portland. As of July 24, PMAP has served 114 individuals, 86 of which were LMI Portland residents. They created 6 microenterprises.	75.4% LMI persons, 100% of goal of creating 6 microenterprises.

All development projects funded for program year 2012-2013 were not completed by June 30, 2013. However several projects that had been funded in the past began

construction, continued construction, or were completed within this program year. The listing of open projects, funds spent this program year, and their status is in the table below.

Project	Year / Code	Budget	Money spent 2012-2013	Spent to Date 6/30/13	Status
Façade Improvement Program	2007/CD0844	84,856	679	84,856	100% complete
Taylor Street Park	2008/CD0911	104,495	990	104,495	100% complete
Grant Street Sidewalk	2008/CD0916	215,000	117,701	201,622	94% complete
Alpha One Ramp Access	2008/CD0919	25,000	25,000	25,000	100% complete
Alpha One Ramp Access	2009/CD1019	25,000	4,746	20,253	19% complete
Handicap Access Ramps	2009/CD1011	53,000	8,765	53,000	100% complete
St John St Improvements Design & Construction	2009/CD1014	50,000	297	42,801	86% complete
Valley St Improvements Design & Construction	2009/CD1015	50,000	5,368	20,745	41% complete
Handicap Ramps ARRA	2009/CD1055	36,960	36,960	36,960	100% complete
Rehab Loan Program	2010/CD1108	75,000	75,000	75,000	100% complete
North Boyd Street Trail	2010/CD1111	179,725	3,910	20,283	11% complete
Chestnut Street	2010/CD1117	59,638	3,730	59,638	100% complete
Handicap Ramps	2010/CD1118	53,000	48,789	49,108	93% complete
Rehab Loan Program	2011/CD1208	39,133	39,133	39,133	100% complete
Handicap Ramps	2011/CD1212	49,375	13,150	13,150	27% complete
Tree Planting	2011/CD1213	16,113	3,312	16,113	100% complete
Portland Business Assistance Grant	2011/CD1214	99,375	11,457	11,457	11.5% complete
Boys & Girls Club Renovation	2011/CD1215	94,375	99,437	94,375	100% complete
Catherine Morrill Window Restoration	2011/CD1216	74,932	74,932	74,932	100% complete
HNS Administration	2012/CD1301	218,064	218,064	218,064	100% complete

Citizen Participation	2012/ CD1302	12,000	4,395	4,395	36% complete
Finance Audit	2012/ CD1303	10,000	10,000	10,000	100% complete
CDBG Planning	2012/ Cd1304	98,031	98,031	98,031	100% complete
Historic Preservation Planning	2012/ CD1305	21,625	21,625	21,625	100% complete
Code Enforcement	2012/ CD1306	17,556	17,556	17,556	100% complete
Handicap Ramp Upgrade	2012/ CD1308	50,625	2,295	2,295	5% complete
Tree Planting	2012/ CD1309	15,000	9,913	9,913	66% complete
Youth & Family Outreach Playground Upgrade	2012/ CD1313	57,550	57,550	57,550	100% complete
Preble Street Kitchen Improvements	2012/ CD1314	61,096	30,151	30,151	49% complete
CEI Microenterprise Asst	2012/ CD1315	30,000	15,896	15,896	53% complete
Creating Portland Assets	2012/ CD1316	24,250	18,765	18,765	77% complete
Star East Bakery	2012/ CD1317	45,000	3,629	3,629	8% complete
Catherine Morrill Window Improvements	2012/ CD1318	188,270	180,982	180,982	96% complete
Maine Irish Heritage Center Handicap Accessibility	2012/ CD1319	27,700	18,000	18,000	65% complete
Abyssinian Meeting House Restoration	2012/ CD1320	117,987	12,097	12,097	10.2% complete
Catherine Morrill/ Youth & Family Outreach Child care subsidy program	2012/ CD1321	64,085	64,085	64,085	100% complete
Community Policing	2012/ CD1322	123,015	123,051	123,015	100% complete
Children's Co-Op	2012/ CD1323	19,761	19,761	19,761	100% complete
After Hours Emergency Program	2012/ CD1324	28,791	28,791	28,791	100% complete
Behavioral Health Program	2012/ CD1325	109,928	109,928	109,928	100% complete
Preble Street Emergency Food Program	2012/ CD1326	50,000	50,000	50,000	100% complete
Preble Street Resource Center	2012/ CD1327	40,000	40,000	40,000	100% complete

Milestone	2012/ CD1328	75,000	75,000	75,000	100% complete
Preble Street Lighthouse	2012/ CD1329	30,000	30,000	30,000	100% complete
Amistad Peer Support & Recover Program	2012/ CD1330	19,316	19,316	19,316	100% complete

Please note: Projects spending less than \$250 in the program year are not listed on the chart above.

Affordable Housing Goals

Three of our housing programs utilize CDBG and/or Housing Development Funds (HDF). The HDF fund capitalized from program income is now used as a revolving fund to finance loan programs. Programs include the Owner Occupied Rehabilitation Loans and Grants, Multi-family Rehab and Affordable Housing Development.

Affordable Housing Development Program

As outlined in the HOME Program narrative above, in 1999, Portland embarked on a new effort to encourage non-profits and private developers to build new affordable rental housing. Financing terms for new construction loans are negotiated between the developer and City staff. Loan terms can be due on sale at no interest or low interest loans may be provided depending upon projected cash flow, subsidy needed, and ability to acquire financing from other sources.

The 33-unit Unity Village project located in the Bayside neighborhood was the first project completed. Island View Apartments, a 70-unit mixed income rental development; Wellesley Estates a 45-unit mixed income rental development; Iris Park Apartments, with 30 units for the blind or visually impaired; Walker Terrace, a 40-unit mixed-income apartment building at 730 Congress Street in the West End; have all utilized HDF funds for land acquisition and infrastructure improvements. No new projects were funded in Fiscal Year 2012/2013 utilizing HDF/CDBG funds.

Beneficiaries of CDBG and HDF Funded Housing Programs

In this section of the report a summary of the income levels, race, and gender of homeowners and tenants that have benefited from CDBG funded program activity is provided.

Race/Gender of CDBG/HDF Beneficiaries		Total Beneficiaries = 6
Number	Percentage	
1	16%	White Female Head of Household
0	0%	White Male Head of Household
1	16%	African American Female Head of Household
2	34%	African American Male Head of Household
0	0%	Hispanic
2	34%	Asian

Income - CDBG/HDF Beneficiaries		Total Beneficiaries = 6
Number	Percentage	
0	0%	<i>Between 0% and 30% AMI</i>
5	84%	<i>Between 31% and 50% AMI</i>
0	0%	<i>Between 51% and 60% AMI</i>
1	16%	<i>Between 61% and 80% AMI</i>

CDBG Expenditures that Benefited Low Income Individuals

It is estimated that 87% of the FY 2012-2013 CDBG funding benefited moderate, low and very low income persons. Of the 13,268 qualifying persons who were served, 11,543 qualified as low income. Approximately 4,484 would be categorized as low income, 1,392 very low income and 5,667 extremely low income.

2. Changes in Program Objectives

- a. Identify the nature of and the reasons for any changes in program objectives and how the jurisdiction would change its program as a result of its experiences.

Faced with a growing demand for resources and a dwindling stream of funding, the City of Portland decided to redefine how federal Community Development Block Grant (CDBG) dollars are allocated to emphasize, to the greatest extent possible, successful and measurable outcomes. A task force was formed and through a public process concluded that the focus should be on: Sustainable Workforce Development that moves Portland residents out of poverty into sustained employment. The objectives of the program are: 1) Invest in businesses with Portland locations to enable them to expand and create jobs, as eligible by HUD regulations and 2) provide a continuum of services to increase a Program Participant's professional capacity, financial stability, and ability to maintain employment, through: Career Advancement, Financial Stability Services, and Job Retention Support Services. 66% of job openings are to be filled by low to moderate income Portland residents with the priority given to homeless individuals, new Americans and single parent head of households.

3. Assessment of Efforts in Carrying Out Planned Actions

- a. Indicate how grantee pursued all resources indicated in the Consolidated Plan.
- b. Indicate how grantee provided certifications of consistency in a fair and impartial manner.

c. Indicate how grantee did not hinder Consolidated Plan implementation by action or willful inaction.

Over the past year, City of Portland staff worked with each sub-recipient to complete projects within the program year. All funded social service projects during program year 2012-2013 were complete during the program year.

Community Development staff has been working with Public Services and other city departments to spend funds allocated for this program year and in the past. In order to complete a number of open projects Public Services have put forth a concentrated effort to either complete the projects with its own construction crew, or competitively bid the projects.

Portland's City Manager provided certifications for consistency with the Consolidated Plan for programs and projects offered by Portland Housing Authority, as requested and verified.

The City's Housing and Community Development Division fully endorses the Consolidated Plan and the Planning process. No employee or elected official hindered the Consolidated Plan implementation.

4. For Funds Not Used for National Objectives

- a. Indicate how use of CDBG funds did not meet national objectives.**
- b. Indicate how did not comply with overall benefit certification.**

Not applicable. All funds were utilized toward National Objectives.

5. *Anti-displacement and Relocation – for activities that involve acquisition, rehabilitation or demolition of occupied real property*

- a. *Describe steps actually taken to minimize the amount of displacement resulting from the CDBG-assisted activities.***
- b. *Organizations who occupied properties subject to the Uniform Relocation Act or Section 104(d) of the Housing and Community Development Act of 1974, as amended, and whether or not they were displaced, and the nature of their needs and preferences.***
- c. *Describe steps taken to ensure the timely issuance of information notices to displaced households, businesses, farms, or nonprofit organizations.***

Not applicable. We did not undertake any CDBG-assisted activities which resulted in displacement or required relocation.

6. *Low/Mod Job Activities – for economic development activities undertaken where jobs were made available but not taken by low- or moderate-income persons*

- a. *Describe actions taken by grantee and businesses to ensure first consideration was or will be given to low/mod persons.***
- b. *List by job title of all the permanent jobs created/retained and those that were made available to low/mod persons.***
- c. *If any of jobs claimed as being available to low/mod persons require special skill, work experience, or education, provide a description of***

steps being taken or that will be taken to provide such skills, experience, or education.

All jobs are part of our Business Assistance Program. Program participants are required to post their jobs openings at the Portland Career Center, the primary assistance program to help low to moderate income persons find jobs in Portland. It is located within a CDBG eligible area and is walkable or busable from all CDBG eligible areas.

Job types	Permanent FT/ PT	Created/ Retained
Hair dresser	FT	Created
Hair dresser	FT	Created
Tech support	FT	Created
Tech support/ office	FT	Created

7. Low /Mod Limited Clientele Activities – for activities not falling within one of the categories of presumed limited clientele low and moderate income benefit

- a. Describe how the nature, location, or other information demonstrates the activities benefit a limited clientele at least 51 % of whom are low- and moderate-income.***

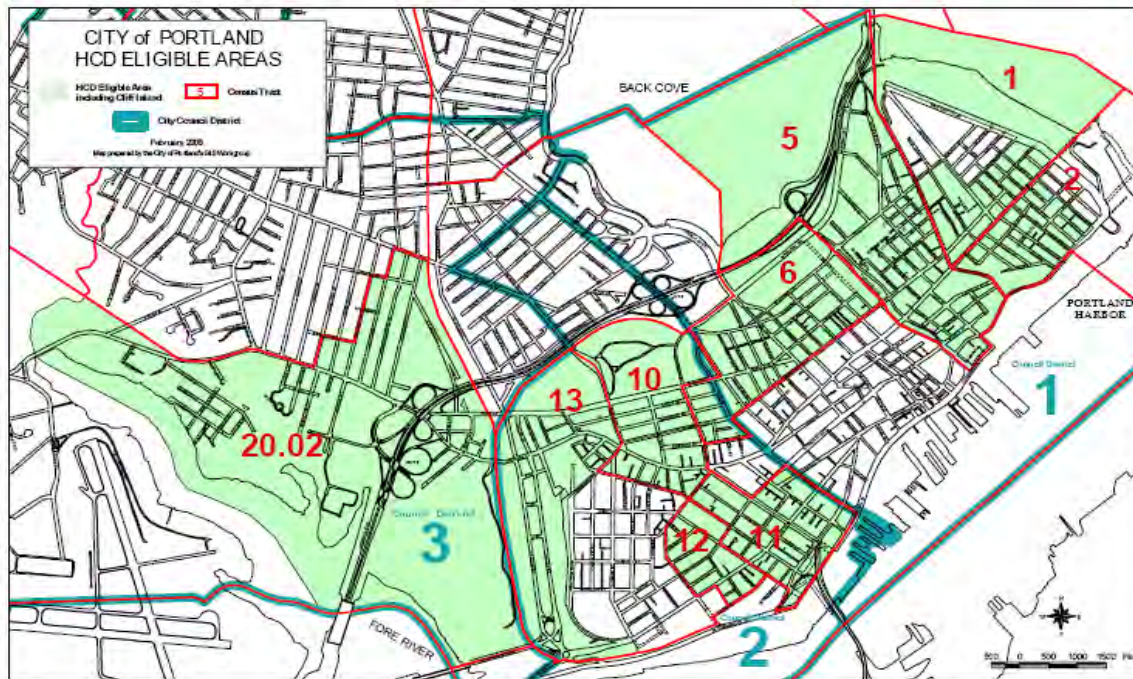
Low to Moderate Limited Clientele

In three (2) social service programs and one economic development project a portion of their clients are low to moderate income. Each program must keep records on the income of their clients who are eligible for the CDBG funded program. Each quarter the sub-recipients submit a performance report that indicates how many new persons are served in that quarter. Each program must serve at least 51% low and moderate income persons in order to receive funds. Each sub-recipient keeps files on all of the clients that they serve.

Some Development projects were also funded on low to moderate income limited clientele basis, including Job Creation.

The following chart lists the projects that expended funds in 2012-2013 based on Low to Moderate Income Limited Clientele (LMLC) or Low to Moderate Income Presumed Benefit (LMPB).

Project	Year / Code	Budget	Money spent 2012-2013	Status	Eligibility
Alpha One Ramp Access	2008/ CD0919	25,000	25,000	100% complete	LMPB
Alpha One Ramp Access	2009/ CD1019	25,000	4,746	19% complete	LMPB
Handicap Access Ramps	2009/ CD1011	53,000	8,765	100% complete	LMPB
Handicap Ramps ARRA	2009/ CD1055	36,960	36,960	100% complete	LMPB
Rehab Loan Program	2010/ CD1108	75,000	75,000	100% complete	LMLC
Handicap Ramps	2010/ CD1118	53,000	48,789	93% complete	LMPB
Rehab Loan Program	2011/ CD1208	39,133	39,133	100% complete	LMLC
Handicap Ramps	2011/ CD1212	49,375	13,150	27% complete	LMPB
Portland Business Assistance Grant	2011 /CD1214	99,375	11,457	11.5% complete	LMLC
Youth & Family Outreach Playground Upgrade	2012/ CD1313	57,550	57,550	100% complete	LMLC
Preble Street Kitchen Improvements	2012/ CD1314	61,096	30,151	49% complete	LMPB
CEI Microenterprise Asst	2012/ CD1315	30,000	15,896	53% complete	LMLC
Creating Portland Assets	2012/ CD1316	24,250	18,765	77% complete	LMLC
Star East Bakery	2012/ CD1317	45,000	3,629	8% complete	LMLC
Catherine Morrill/ Youth & Family Outreach Child care subside program	2012/ CD1321	64,085	64,085	100% complete	LMLC
Children's Co-Op	2012/ CD1323	41,496	19,761	47% complete	LMLC
After Hours Emergency Program	2012/ CD1324	28,791	28,791	100% complete	LMPB
Behavioral Health Program	2012/ CD1325	109,928	109,928	100% complete	LMPB
Preble Street Emergency Food Program	2012/ CD1326	50,000	50,000	100% complete	LMPB
Preble Street Resource Center	2012/ CD1327	40,000	40,000	100% complete	LMPB
Milestone	2012/ CD1328	75,000	75,000	100% complete	LMPB
Preble Street Lighthouse	2012/ CD1329	30,000	30,000	100% complete	LMPB
Amistad Peer Support & Recover Program	2012/ CD1330	19,316	19,316	100% complete	LMPB



Low to Moderate Income Area Benefit

There are seven neighborhoods that are eligible, where 51% of the residents are low or moderate income according to the 2000 Census. Those neighborhoods are: Munjoy Hill (CT-1,2), Bayside East (CT-5), Bayside West (CT-6), Parkside (CT-10), West End (CT-11,12), St. John/Valley Street (CT-13) and Libbytown (CT-20.02). These areas highlighted in the map above in green. Other areas considered to be eligible for CDBG funds based on an area wide benefit are those located on Portland Housing Authority Properties.

There is one **social service program** that expended funds in 2012-2013 by CDBG that serves the residents of an eligible neighborhood. Descriptions of the programs and who they serve are listed below.

- o The *Community Policing Coordinators* reach out to residents and provide a centralized, neighborhood-oriented resource for community members to obtain information about available services or seek assistance with a problem. The program serves all of our eligible neighborhoods plus the Portland Housing Authority properties through five coordinators. There are community policing coordinators located in Munjoy Hill that also serves East Bayside, Midtown which serves West Bayside, Parkside who also serves St. John/Valley neighborhoods, and West End.

The following **development projects** are located in the eligible neighborhoods or on Portland Housing Authority Properties. The following table indicates the projects expended in the 2012-2013 program year.

Project	Year / Code	Budget	Money spent 2012-2013	Status	Census Tract
Taylor Street Park	2008/ CD0911	104,495	990	100% complete	CT-12
Grant Street Sidewalk	2008/ CD0916	215,000	117,701	94% complete	CT-10
St John St Improvements Design & Construction	2009/ CD1014	50,000	297	86% complete	CT-13
Valley St Improvements Design & Construction	2009/ CD1015	50,000	5,368	41% complete	CT-13
North Boyd Street Trail	2010/ CD1111	179,725	3,910	11% complete	CT-5
Chestnut Street	2010/ CD1117	59,638	3,730	100% complete	CT-6
Tree Planting	2011/ CD1213	16,113	3,312	100% complete	All eligible Census Tracts
Boys & Girls Club Renovation	2011/ CD1215	94,375	99,437	100% complete	Portland Housing Authority
Code Enforcement	2012/ CD1306	17,556	17,556	15% complete	Focus CT-5, 6, & 10
Tree Planting	2012/ CD1309	15,000	9,913	66% complete	All eligible Census Tracts
Maine Irish Heritage Center Handicap Accessibility	2012/ CD1319	27,700	18,000	65% complete	CT-11
Abyssinian Meeting House Restoration	2012/ CD1320	117,987	12,097	10.2% complete	CT-5
Community Policing	2012/ CD1322	123,015	123,051	100% complete	All eligible Census Tracts

Note: The Façade Improvement program was funded based on spot blight and historic preservation, not low to moderate income area basis.

8. Program income received

- Detail the amount of program income reported that was returned to each individual revolving fund, e.g., housing rehabilitation, economic development, or other type of revolving fund.**
- Detail the amount repaid on each float-funded activity.**
- Detail all other loan repayments broken down by the categories of housing rehabilitation, economic development, or other.**
- Detail the amount of income received from the sale of property by parcel.**

During the Program Year 2012-2013, \$114,821.21 was received in program income for the CDBG program.

CDBG Program Income: Please see the attached Schedule of Program Income which details the CDBG program income derived from monthly rent payments from on the Fore River Parking Company. Reference to these funds is also made on HUD 4949.3. FY2012-2013 expenditures were in line with budget allocations outlined in the FY 2012-2013 Annual Action Plan.

During the Program Year 2012-2013 \$113,307 was received in program income for HDF.

HDF Program Income: Please see the attached Schedule of Program Income which details the HDF program income derived from CDBG housing program income. Please also see HUD 4949.3 Line 5.a.

As a result of the HUD CPD Monitoring Report received by the City of Portland on October 27, 2011, the city was required to expend the balance in the HDF account prior to drawing down any CDBG entitlement funds set aside for housing rehab project costs.

Funds expended, units enrolled and completed are summarized in Table III Housing Program Summary on page 18. Additionally, the CDBG narrative above includes a summary of the accomplishments for the program. In the attachment HDF Expenditure Summary, the accomplishments are detailed.

The Housing Development Fund (HDF) is a program income account derived from CDBG housing loan repayments. Program income funds are tracked on a monthly basis through the city's accounting system. Program income is budgeted yearly as part of the City's annual budget process and budget allocations are reported to HUD in the Annual Action Plan.

During the Program Year 2012-2013 \$247,038 was received in program income for the HOME Program.

HOME Program Income: Please see the attached Schedule of HOME Program Income for both City HOME funds and County HOME funds included with this memo. FY2012-2013 expenditures were in line with budget allocations outlined in the FY 2012-2013 Annual Action Plan. The attached Schedule of HOME Program Income details program income received on a monthly basis for both the City and County. Program income funds are tracked on a monthly basis through the city's accounting system. Program income is budgeted yearly as part of the annual budget process and budget allocations are reported to HUD in the Annual Action Plan. The amount of County program income received from the beginning of the Consortium (2009) through June 30, 2013 is less than \$3,100. Because of the small sum of money, the County program income has not been previously allocated.

9. Prior period adjustments – where reimbursement was made this reporting period for expenditures (made in previous reporting periods) that have been disallowed, provide the following information:

- a. The activity name and number as shown in IDIS;
- b. The program year(s) in which the expenditure(s) for the disallowed activity(ies) was reported;
- c. The amount returned to line-of-credit or program account; and

- d. Total amount to be reimbursed and the time period over which the reimbursement is to be made, if the reimbursement is made with multi-year payments.

Not applicable.

10. Loans and other receivables

- a. **List the principal balance for each float-funded activity outstanding as of the end of the reporting period and the date(s) by which the funds are expected to be received.**

Not Applicable

- b. **List the total number of other loans outstanding and the principal balance owed as of the end of the reporting period.**

CDBG Total Number of Loans Outstanding: 103
Principal Balance Owed as of 06.30.2013: \$2,646,601
(These totals include deferred or forgivable loan totals mentioned in c. below)

HOME Total Number of Loans Outstanding: 378
Principal Balance Owed as of 06.30.2013: \$7,313,368
(These totals include deferred or forgivable loan totals mentioned in c. below)

- c. **List separately the total number of outstanding loans that are deferred or forgivable, the principal balance owed as of the end of the reporting period, and the terms of the deferral or forgiveness.**

CDBG Total Number of Deferred or Forgivable Loans: 59
Principal Balance Owed as of 06.30.2013: \$1,111,973

HOME Total Number of Deferred or Forgivable Loans: 327
Principal Balance Owed as of 06.30.2013: \$6,477,071

Terms: The majority of these loans have a 10-year forgiveness schedule (49 CDBG loans and 194 HOME loans). The remainder are due on sale loans (10 CDBG loans and 133 HOME loans).

- d. **Detail the total number and amount of loans made with CDBG funds that have gone into default and for which the balance was forgiven or written off during the reporting period.**

None

- e. **Provide a List of the parcels of property owned by the grantee or its subrecipients that have been acquired or improved using CDBG funds and that are available for sale as of the end of the reporting period.**

None

11. Lump sum agreements

- a. *Provide the name of the financial institution.*
- b. *Provide the date the funds were deposited.*

- c. Provide the date the use of funds commenced.*
- d. Provide the percentage of funds disbursed within 180 days of deposit in the institution.*

Not applicable.

12. Housing Rehabilitation – for each type of rehabilitation program for which projects/units were reported as completed during the program year

- a. Identify the type of program and number of projects/units completed for each program.*
- b. Provide the total CDBG funds involved in the program.*
- c. Detail other public and private funds involved in the project.*

Housing Rehabilitation - Owner Occupied Loans and Grants

The City offers low interest loans and grants to income eligible owner-occupants to repair their homes so that they remain safe, affordable, and habitable. Repairs include replacement of deteriorated roofs, heating systems, windows, electrical repairs and insulation. Eligible properties include 1-4 unit owner occupied buildings located anywhere in Portland.

- Loan and grant recipients are eligible for funding up to \$15,000, amount can be increased if necessary.
- Financing is based on financial circumstances and ability to re-pay a loan
- A mixed financing plan of part loan, part grant is common
- Loan/grant amounts may be increased if lead hazards must be addressed.

The FY2012/2013 budget allocated \$77,866 owner occupied loans and grants. Six units were rehabilitated utilizing \$58,633 in HDF/CDBG funds at an average per unit cost of \$9,772.

13. Neighborhood Revitalization Strategies – for grantees that have HUD-approved neighborhood revitalization strategies

- a. Describe progress against benchmarks for the program year. For grantees with Federally-designated EZs or ECs that received HUD approval for a neighborhood revitalization strategy, reports that are required as part of the EZ/EC process shall suffice for purposes of reporting progress.*

Not applicable.

Antipoverty Strategy

- 1. Describe actions taken during the last year to reduce the number of persons living below the poverty level.**

Through the City's HOME program housing opportunities are provided for individuals and families at varying income levels. HOME funds are used to build new affordable rental housing for low and moderate-income families and individuals. During FY 2012-2013 construction was completed on two new projects which created 92 new

affordable rental housing units. Occupancy of both projects is expected to occur during the summer of 2013.

Home Ownership opportunities are available for low and moderate income first time homebuyers allowing families to build wealth. \$185,972 was spent on the HOMEPORT program in the City of Portland and throughout Cumberland County.

Owner Occupied Rehabilitation is available for low and moderate-income homeowners many of whom are elderly and/or disabled. Rehabilitation enables owners to remain in their homes. Over the last year \$468,853 was spent on the owner-occupied rehabilitation program in the City of Portland and throughout Cumberland County.

In addition, CDBG funds were used to fund three child care facilities, which served 60 families and provided 690 weeks of subsidized child care and 35 meetings with a family support specialist. This assistance helped families through obtain or maintain a job when going through a difficult situation, whether applying for a state funded voucher, or experiencing illness, or other challenge that could jeopardize other program subsidies or their ability to maintain employment.

NON-HOMELESS SPECIAL NEEDS

Non-homeless Special Needs

*Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.

1. Identify actions taken to address special needs of persons that are not homeless but require supportive housing, (including persons with HIV/AIDS and their families).

Through our non-profit social service organizations we have served a number of non-homeless special needs including persons with disabilities

Persons with Disabilities

The City of Portland used their CDBG funds to pay for a program at Amistad that serves persons with mental illness. The program was open five days a week. With the CDBG funds they were able to open on Saturdays, thereby allowing members to attend their low barrier Support and Recovery Center an additional 5,720 additional visits throughout the year.

Additionally CDBG funded the creation of ramps for persons with disabilities through a residential ramp building program, Alpha One. This enabled the individuals to increase their mobility and gain some independence from loved ones and caretakers.

Specific HOPWA Objectives

*Please also refer to the HOPWA Table in the Needs.xls workbook.

- 1. Overall Assessment of Relationship of HOPWA Funds to Goals and Objectives**
Grantees should demonstrate through the CAPER and related IDIS reports the progress they are making at accomplishing identified goals and objectives with HOPWA funding. Grantees should demonstrate:
 - a. That progress is being made toward meeting the HOPWA goal for providing affordable housing using HOPWA funds and other resources for persons with HIV/AIDS and their families through a comprehensive community plan;*
 - b. That community-wide HIV/AIDS housing strategies are meeting HUD's national goal of increasing the availability of decent, safe, and affordable housing for low-income persons living with HIV/AIDS;*
 - c. That community partnerships between State and local governments and community-based non-profits are creating models and innovative strategies to serve the housing and related supportive service needs of persons living with HIV/AIDS and their families;*
 - d. That through community-wide strategies Federal, State, local, and other resources are matched with HOPWA funding to create comprehensive housing strategies;*
 - e. That community strategies produce and support actual units of housing for persons living with HIV/AIDS; and finally,*
 - f. That community strategies identify and supply related supportive services in conjunction with housing to ensure the needs of persons living with HIV/AIDS and their families are met.*
- 2. This should be accomplished by providing an executive summary (1-5 pages) that includes:**
 - a. Grantee Narrative**
 - i. Grantee and Community Overview**
 - (1) A brief description of your organization, the area of service, the name of each project sponsor and a broad overview of the range/type of housing activities and related services**
 - (2) How grant management oversight of project sponsor activities is conducted and how project sponsors are selected**
 - (3) A description of the local jurisdiction, its need, and the estimated number of persons living with HIV/AIDS**
 - (4) A brief description of the planning and public consultations involved in the use of HOPWA funds including reference to any appropriate planning document or advisory body**
 - (5) What other resources were used in conjunction with HOPWA funded activities, including cash resources and in-kind contributions, such as the value of services or materials provided by volunteers or by other individuals or organizations**
 - (6) Collaborative efforts with related programs including coordination and planning with clients, advocates, Ryan White CARE Act planning bodies, AIDS Drug Assistance Programs, homeless assistance programs, or other efforts that assist**

persons living with HIV/AIDS and their families.

ii. Project Accomplishment Overview

- (1) A brief summary of all housing activities broken down by three types: emergency or short-term rent, mortgage or utility payments to prevent homelessness; rental assistance; facility based housing, including development cost, operating cost for those facilities and community residences**
- (2) The number of units of housing which have been created through acquisition, rehabilitation, or new construction since 1993 with any HOPWA funds**
- (3) A brief description of any unique supportive service or other service delivery models or efforts**
- (4) Any other accomplishments recognized in your community due to the use of HOPWA funds, including any projects in developmental stages that are not operational.**

iii. Barriers or Trends Overview

- (1) Describe any barriers encountered, actions in response to barriers, and recommendations for program improvement**
- (2) Trends you expect your community to face in meeting the needs of persons with HIV/AIDS, and**
- (3) Any other information you feel may be important as you look at providing services to persons with HIV/AIDS in the next 5-10 years**

b. Accomplishment Data

- i. Completion of CAPER Performance Chart 1 of Actual Performance in the provision of housing (Table II-1 to be submitted with CAPER).**
- ii. Completion of CAPER Performance Chart 2 of Comparison to Planned Housing Actions (Table II-2 to be submitted with CAPER).**

Frannie Peabody Center (FPC) is a private, nonprofit organization committed to compassionate care for the community infected with and affected by HIV and AIDS in Maine. FPC addresses the impact of the disease on an individual by providing case management and support services to people living with HIV/AIDS (PLWHA) in southern Maine. FPC is dedicated to preventing the spread of HIV by promoting awareness and risk-reduction through prevention education, outreach, and anonymous HIV antibody testing services in Cumberland and York counties. FPC's statewide HOPWA housing program provides rental subsidies, and short-term rent, mortgage and utility assistance to PLWHA to obtain or maintain stable, permanent housing.

FPC, founded in 2002, is the largest community-based organization serving PLWHA in Maine. Until recently, FPC represented a merger of Portland's The AIDS Project, est. 1985 and Peabody House, founded in 1997, two organizations with longstanding, progressive histories in HIV/AIDS services in Maine. For the past 20 years, FPC has been providing medical case management services to more than half of all PLWHA in the state who are engaged in case management.

In 2012, the Maine CDC estimated that there were 1,654 people living with diagnosed HIV infection in the state (the total estimated cases is 1,741 including individuals who do not know their HIV status). Of those, FPC's ten case managers served 400 clients, approximately half of all people living with HIV/AIDS who are engaged with case management services in Maine in 2012.

In 1994, FPC was awarded its first federal, competitive HOPWA grant from the US Department of Housing & Urban Development. FPC now serves as the grantee for all three competitive HOPWA grants and one special project of national significance (SPNS) HOPWA grant.

FPC's Client Services program, coupled with the HOPWA Housing program, aims to increase housing stability and decrease the number of chronically homeless people living with HIV/AIDS (PLWHA). FPC's case managers provide support, transportation, and coordination of care for PLWHA to help them obtain and maintain stable housing and health. Case managers help clients prioritize and achieve their goals, link to FPC services, medical care, housing, and other community resources and information.

Since 1994, FPC's Housing program has utilized HOPWA and other state and local funding to provide critical support to address the housing and residential needs of people living with HIV/AIDS in Maine. Frannie Peabody Center administers the HOPWA Housing program in collaboration with all of the HIV case management organizations in Maine. Shalom House, which provides housing and support services to adults living with severe mental illness, serves as project sponsor for FPC's tenant based rental subsidy program.

FPC's HOPWA Housing program is funded primarily through three competitive three-year HOPWA grants.

Housing Outreach to Rural Maine utilizes HOPWA resources in collaboration with Ryan White Part B and Part C to provide tenant-based rental assistance; short-term assistance with rent, mortgage, and utility payments; security deposits; and related supportive services to low-income PLWHA statewide.

Housing Initiative to House and Serve Targeted Populations focuses on providing tenant-based rental assistance; short-term assistance with rent, mortgage, and utility payments; security deposits; and related supportive services to low-income PLWHA in the City of Portland and Cumberland County who:

- have a history of mental illness;
- have a history of substance abuse;
- have been incarcerated or are recently released from corrections;
- and/or are homeless or at great risk of homelessness.

Housing Outreach to Racial and Ethnic Minorities provides rental subsidies and case management to city residents. Services are targeted primarily toward Spanish speakers and immigrants and refugees from Africa.

Maine HIV Integrated Housing & Planning Project is an initiative to improve coordination of housing and care for vulnerable populations. It also supports the Obama Administration's Opening Doors Strategy to prevent and end homelessness.

Integrated HIV/AIDS Housing Plan initiative, announced in 2011, provides supportive services to facilitate transition to permanent housing to households with families and individuals living with HIV/AIDS. The goal of the program is to develop cross program approaches in HIV care and more effectively and efficiently assist vulnerable households with HIV, by comprehensively integrating local services and streamlining service delivery with housing authorities and other public agencies. This project offers supportive case management and housing assistance over three years to at least 30 households statewide. A critical goal of this project involves bringing together Public Housing Authorities (PHAs), continuum of care, homelessness councils and other key stakeholders. Together, we aim to collaborate and develop model strategies to expand linkages between providers and close a service gap for disadvantaged people living with HIV/AIDS.

The lead jurisdiction, the City of Portland, has included persons with HIV/AIDS and their families in their metropolitan-wide action plan for addressing prioritized needs. Frannie Peabody Center acts as grantee, administering the Portland-targeted grant. All data collection, reporting, review and oversight is completed by Frannie Peabody Center and its Board of Directors, including the annual progress report (APR).

With cuts to funding at both a federal and state level for HIV/AIDS case management and prevention services, setting community initiatives, such as housing, for people living with HIV prioritizes the most critical needs. Evidence shows that housing and targeted supportive services increase housing stability, improve health outcomes and reduce the spread of HIV.

The case management and supportive services provided as part of the HOPWA program in Maine are funded by the Maine CDC's Ryan White Program, MaineCare targeted case management, United Way of Greater Portland and in-kind services from area clinics and other case management agencies serving Northern and Central Maine. The AIDS Drug Assistance Program (ADAP), local shelters and substance abuse facilities provide in-kind support toward medication and emergency needs for HOPWA clients. We anticipate continued depletion of the funding Maine needs to service people living with HIV/AIDS, especially within the ADAP, due to increased burdens placed on the program from clients ineligible for MaineCare and unable to afford private health insurance premiums.

There were 287 people served statewide by FPC's HOPWA Housing program the last year (1/1/12 – 12/31/12). Of those accessing housing services, 114 (40%) were Portland residents. Clients with income falling below the federal poverty level (FPL) make up 2/3 of the population. In addition to serving 35 clients who meet HUD's definition of chronic homelessness, FPC also served 52 individuals with some other history of homelessness.

Tenant-based rental assistance (TBRA) for the three grants aimed to serve 121 clients with rental subsidies. There were 152 clients with TBRA in the last year. Statewide, the HOPWA grants have a waitlist with 109 people waiting as long as 30 months. Of those 109 clients, 39 (37%) are waiting for housing in Portland.

There were 124 clients statewide who accessed Short-term Rent, Mortgage and Utility assistance last year. There were 18 clients statewide who accessed permanent housing placement services, in the form of security deposits (outside of accessing a subsidy) and application fees, in the last year.

OTHER NARRATIVE

Include any CAPER information that was not covered by narratives in any other section.

FORECLOSURES

City of Portland /County of Cumberland FORECLOSURES

The HCD office works with citizens experiencing foreclosure or who have questions concerning the process. Staff refers them to the appropriate counseling and financial assistance services offered throughout the City.

Maine foreclosure rates continue to run behind the national totals. However, while the national rate has been declining, the foreclosure rate in Maine has increased from 2% to 9% in the last year. According to national rankings available through July, 2013, the foreclosure rate for Portland is 5% and Cumberland County is 9%. Overall, the foreclosure rate in Maine (9%) is slightly below the national (10%) average. These percentages are based on a comparison of foreclosure filings to the total number of housing units in each geographical area. Approximately 1 in every 1,833 housing units (approximately 19 housing units) in Portland and 1 in every 1,100 housing units (approximately 126 housing units) in Cumberland County have received a foreclosure filing. The fact that Maine has experienced a slower economic recovery than many other states may be a factor in the increase in foreclosure filings state-wide.

Pine Tree Legal Assistance continues to provide the Foreclosure Assistance Project with funding provided by the Office of the Maine Attorney General and the Maine Bar Foundation. This is a statewide project within Pine Tree Legal Assistance, to expand the capacity to respond to the foreclosure crisis. This initiative includes providing trainings & presentations to low-income individuals and agencies that work with low-income individuals. PTLA staff educates on avoiding predatory lending schemes for potential homeowners, provides information for existing homeowners not in foreclosure, as well as information for homeowners already in foreclosure. PTLA also provides direct representation of clients who are in foreclosure.

Another valuable resource for homeowners facing foreclosure or bankruptcy is the HomeOwnership Center established by Avesta Housing in 2012.

In 2009, the Maine State Legislature enacted a comprehensive set of laws directing the Bureau of Consumer Credit Protection to administer the State's foreclosure prevention program. Services provided by this program include sending out information packets to Maine homeowners who were in default on their mortgages, establishing contracts with nonprofit agencies to provide counselors to assist consumers in the foreclosure process and intervening on behalf of consumers to ensure their legal rights were preserved in the loan modification, short sale, foreclosure or auction process.



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Economic Development Department

Gregory A. Mitchell, Director

MEMORANDUM

TO: Chair and Members of the Housing and Community Development Committee
Mark Rees, City Manager

FROM: Greg Mitchell, Economic Development Director
Jeff Levine, Planning and Urban Development Director
Mary Davis, Housing and Community Development Division Director

DATE: September 20, 2013

SUBJECT: 2013 HCDC Updated Committee Calendar; Work Plan for 2013

Attached, as a standing communication on your agenda, is the updated Committee Calendar – in a clean format and a marked revision format - from the version presented at your August 14 meeting.

The Work Plan, also attached, has not changed; it is a reference document.

2013 HOUSING & COMMUNITY DEVELOPMENT COMMITTEE CALENDAR

As of September 20, 2013

January

Nathan Clifford School Sale Approach
Continue City TIF Policy revision discussion
2013 Draft HCDC Work Plan discussion
Congress Square/Executive Session Discussion

February

For Review and Comment: Annual Housing Program Budget
For Review, Comment and Approval: Annual Housing RFP
Finalize Committee Work Plan and Calendar
Discuss Homelessness Task Force "Rapid Rehousing" Recommendations
GPEDC Business Prospect Protocol
Commercial Lease Discussion for Maine State Pier/Executive Session

March

Communication: CDBG funding recommendations from Committee & City Manager. CDBG recommendations to Council for final approval, typically during the end of March/ beginning of April
60 Portland Pier executive session discussion; public discussion and sent to City Council.
Revised HCDC Work Plan and Calendar discussion
Housing Program Budget Recommendation to City Council
Review of Affordable Housing RFP Draft
Zoning Issues Communication/Discussion

April

B-1/B-2 zones
Maine State Pier/Ocean Terminal Lease action/Executive Session Discussion
Possible sale of City-owned property on Riverside Street/Executive Session Discussion
Opportunity Alliance's Transfer of Ownership of Rental Property to Avesta
Communication – Update on Rapid Re-Housing Strategy
Communication – Update on the effects of cuts to CDBG Applicants
Review of Analysis of Impediments to Fair Housing
Congress Square Proposal/Only Item on April 24, 2013 Agenda/Public Comment to be taken at May 29 HCDC Meeting and will again be sole item on agenda.

May

CDBG Working Group Report – Review and Recommendation to City Council
Portland Technology Park Update and Phase 2 expansion discussion
Inventory of City-owned properties for possible housing sites/Start Discussion
Review and approval of Annual Housing RFP
Maine State Pier/Ocean Terminal Lease action/Executive Session Discussion
Congress Square Park/Only Item to be on May 29, 2013 Agenda – for Public Comment and possible recommendation to City Council.

June

12th Meeting

Communication: Annual Action Plan, due to HUD June 14
Maine State Pier/Ocean Terminal Lease action/Possible Executive Session Discussion
Executive Session Discussion for:
Possible City acquisition of property for City Use

Possible sale of City-owned Riverside Street Property
Congress Square Park/ Sale Negotiations

26th Meeting

For Review and Comment/ Recommendation to Council if necessary: Recommendations for improvement to CDBG process.

R-6/R-7 zones and Next Steps

Island View Loan Modifications public action in form of recommendation

Maine State Pier/Ocean Terminal Lease action/Possible Executive Session Discussion

Executive Session Discussion: Congress Square Park/Sale Negotiations
Federated Midtown Project Negotiations

July

August

Congress Square continued discussion and/or action

Appropriation and Financing Recommendation to support City property acquisition for City department consolidation plan

Housing Development RFP – review of proposals received

Updates on R6/R7 zoning reviews

September

Updates on B2 zoning review

For Review and Comment: Consolidated Annual Performance Evaluation Report (CAPER) due to HUD September 30.

Regional Analysis of Impediments to Fair Housing

Thompson's Point Transit Oriented TIF Amendments

Nathan Clifford School – Property Disposition Process and Authorize City Staff to negotiate a Purchase and Sale Agreement.

Update on B2 Zoning Work

Executive Session: Possible sale of City property on Riverside Street

October

Communication: CDBG Application is available.

Annual City wide TIF District Activity Report

Housing Liaison Program Update

Housing First Pre-Development RFP – Review Draft

Tenant Based Rental Assistance Program update

Wilmot Street property disposition discussion

Nathan Clifford School-Action

Thompson's Point Transit Oriented TIF Amendments - Action

November

Communication: Application deadline. Beginning of Annual CDBG Application Review by CDBG Allocation Committee

Possible Nathan Clifford School RFP Results/Developer Proposals

Review City sites for residential development or sale including former Adams School property

Pearl Place TIF district amendment discussion

Update on Parking in B-3, B-6, and B-7/Sustainable Transportation Fund

Start Downtown TIF District discussion

December

Review and adopt HCDC Annual Accomplishment Report
Continue Downtown TIF District discussion and possible action
Presentation on B2- and R6/R7 zone reviews for possible action
Start discussion related to Riverside Street area wide needed public infrastructure status and improvements.

2013 HOUSING & COMMUNITY DEVELOPMENT COMMITTEE CALENDAR

As of ~~September 20~~~~August 12~~, 2013

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August

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Updates on R6/R7 zoning reviews

September

~~Review City sites for residential development or sale including former Adam School property~~

~~Housing First Pre-Development RFP – Review Draft RFP~~

Updates on B2 zoning review

~~Tenant Based Rental Assistance – program update~~

~~Pearl Place TIF district amendment discussion~~

~~Wilmot Street property disposition discussion~~

~~Start Downtown TIF District discussion~~

Permitting Update

For Review and Comment: Consolidated Annual Performance Evaluation Report (CAPER) due to HUD September 30.

Regional Analysis of Impediments to Fair Housing

Thompson's Point Transit Oriented TIF Amendments

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Update on B2 Zoning Work

Executive Session: Possible sale of City property on Riverside Street

~~Executive Session: Possible sale of City property in Western Prom area.~~

October

Communication: CDBG Application is available.

~~Continue Downtown TIF District discussion and possible action~~

~~Update on Parking in B-3, B-6, and B-7/Sustainable Transportation Fund~~

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Housing and Community Development Committee (HCDC)

Committee Charge, Priorities, and Work Plan for 2013

May 2013

HCDC Committee Charge

Per the Mayor's December 30, 2011 Memorandum to the City Council, the HCDC Committee charge includes:

This Committee shall develop and recommend to the City Council policies that will promote balanced development in the city including residential, commercial, and industrial uses. In that capacity, the Committee shall make recommendations regarding plan review, zoning, CDBG and HOME allocations, TIF zones, and other development tools that the City has available to it.

*City Departments: Economic Development and Planning
Primary Staff Coordinators: Greg Mitchell, Economic Development Director; Jeff Levine, Planning and Urban Development Director; and, Mary Davis, Housing and Community Development Division Director*

2012 City Council Priorities Aligned with the HCDC Committee Responsibilities

The following priorities have been established by the City Council:

Goal A: Development

Portland's future development should enhance and balance the city's needs for adequate and affordable housing, a diversified tax base by promoting commercial and industrial development, and being the home for a large array of educational, recreational, cultural, and artistic institutions.

Objectives

A1. Promote housing production by removing regulatory barriers, providing or expanding financing programs, and investigating the use of City owned land for housing purposes.

A2. Review, and, if appropriate, make changes to the Tax Increment Financing Policy and other tools that might be available to promote development.

A3. Implement the recommendations of the City Economic Development Plan.

A4. Support and assist in the successful development of following projects while ensuring neighborhood involvement: Thompson Point, Bayside, Downtown (Old Port, Waterfront, Arts District), University of New England.

A5. Review and improve CDBG Consolidated Plan and Use of Funds as required by Federal Regulations every three years.

A6. Begin looking at the feasibility of moving the Department of Public Services out of Bayside.

Goal C: Service Delivery

The City of Portland and its employees shall practice the highest levels of customer service ensuring that all interactions with the City should be courteous, helpful, effective, timely, and fair.

Objectives

C1. Improve the permitting and inspections process so that it is more streamlined, coordinated, and timely, including guaranteed response times and online permitting.

2013 PLANNED ACTIVITIES

A. Housing and Community Development Division Work Plan

Priority – CDBG Priority Review

Follow-through with the CDBG Working Group tasked with implementing the 2012 CDBG Priority Setting Force Report (approved by Council on 9/5/12).

Priority – Implementation of Housing Investment Policy

Development and review annual RFP for Housing Investment.

Priority – Discuss and Develop Strategy for Homelessness Task Force “Rapid Rehousing” Recommendations that were referred to HCDC

Priority – Zoning issues.

1.) R-6 Zone

R-6 and R-7 zones should be examined to see if some R-6 areas should be rezoned R-7, such as at Danforth and York Street, High Street, and in Bayside. Some other changes to the R-6 and R-7 zones should also be considered to permit increased densities. Alternative solutions to accomplish the same goals more universally should also be explored.

2.) B-1 and B-2 Map Amendments

B-1 and B-2 zones on the peninsula have been updated so the R-7 density applies (435 square feet of land area per dwelling unit is required). HCDC will work with staff to look at whether similar changes make sense elsewhere.

3.) B-6, B-7 and B-3 Residential Parking Requirements

There are no specific parking requirements for B-6 and B-7; determined by Planning Board based on a parking analysis. B-3 requires one space per unit. Parking exceptions for historic structures and affordable housing applies in all 3 zones. These requirements should be examined in the larger context of the Sustainable Transportation Fund as an option for developers in these and other districts.

Priority – Review of the Condominium Conversion Fee

Review a possible change that would tie the fees to the number of units lost.

B. Economic Development Work Plan

City Real Estate Sale or Lease

- Adams School – Remaining Property – Determine best approach to sell remaining property.
- Riverside Property – Remaining developable property includes 11+ acres. Decide whether or not to market for sale.
- Congress Square Park – HCDC met on August 8, 2012, to receive a communication from staff on the outcomes of the Congress Square Redesign Study Group and Committee requested a revised proposal from Rockbridge. Awaiting a revised proposal from Rockbridge.
- Portland Technology Park – Park road and utility infrastructure is under construction with expected completion in 2013. Site marketing will become active in early 2013. Property marketing and sales approach discussion needed.
- Thames Street Property – Property is available for sale to support large scale private sector mixed use opportunities.
- Portland Ocean Terminal – Currently working with marine dependent commercial tenant prospects to secure possible new tenants.
- 60 Portland Pier – Property title research underway to verify city ownership for possible lease or sale.
- Nathan Clifford School - City Council approved process under way to solicit proposals from interested developers to support possible sale and reuse options.

- Sale of City property, i.e., parking lots, for residential use.
- Plan for reuse options of the former Reed School – work with the School Dept.

Review Existing TIF Districts

- Bayside TIF – review for possible amendments to expand the TIF district.
- Pearl Place TIF for possible TIF amendments discussed with Councilor Donoghue for the City to capture TIF funds for child pre-school care.
- Thompson Point TIF – need to prepare plan for use of future Transit Oriented Development (TOD) TIF tax revenue – Responsibility rests with the Transportation, Sustainability, and Energy Committee. Transit planning scope of work being prepared under direction of the Transportation & Energy Sustainable Committee.
- Arts TIF District – review for possibly converting this to a Downtown TIF District.

City TIF Policy

Annually present and discuss a report of TIF district activity including an assessment of TIF district capacity related State acreage and value limitations.

Wilmot Street Property Disposition – Need to resolve City ownership.

Riverside Street – Review needed infrastructure improvements.

Stormwater Regulations and Development – Review possible effects of regulations on development.

Houses of Worship – Review of re-use of houses of worship that may be closing.

Open Space Process – Review of the process of determining where open space should be for what use.

Portland Economic Development Plan Implementation

Mayor leading implementation having monthly meetings with stakeholders of the Portland Economic Development Plan. Provide accomplishment update to the City Council.

City Permitting and Inspection Streamlining

Consultant hired under the direction of the City Manager and Planning Director. Mayor and City Manager taking the lead.