

1. Review And Accept Minutes From September 12th, 2017 Meeting

Documents:

[HHS MTG SEPT 12.JPG](#)
[SHELTER DIAGRAM 4 FOR SEPT 12.PDF](#)
[SEPT 12 SUPPORTING DOC.PDF](#)
[AMENDED HHS MINUTES FROM SEPT 12 TH.PDF](#)

2. Small Shelter Zoning: 2nd Public Hearing And Committee Vote

- Brief overview of issue background: Belinda Ray, HHS Chair
- Review proposed ordinance language: Jeff Levine, Planning & Urban Development Director (see supporting documents)
- Public Hearing (see attachment re Rules for Public Hearing)
- Committee Deliberation & Vote

Documents:

[RULES FOR PUBLIC HEARING.PDF](#)
[SMALL SHELTERS AMENDMENT FOR 10102017.PDF](#)

3. Committee Discussion: Council Guidance On New Shelter Facility

What is the best way for Council to offer guidance on new shelter design?

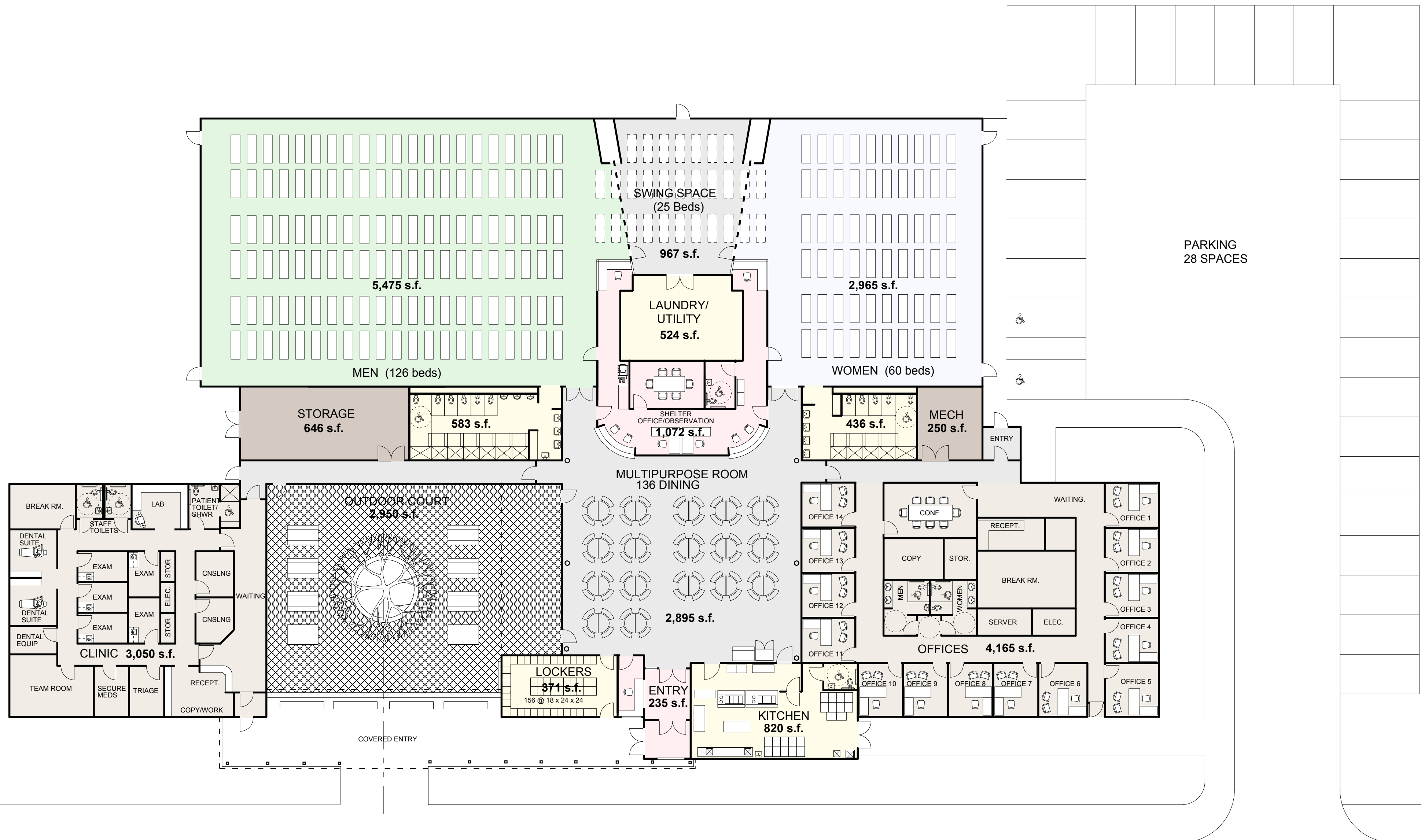
- Hold Council Workshop?
- Draft Council Resolution?
- Both? Neither? Something else?

4. Committee Review Of Meeting And Schedule & Topics For Rest Of 2017

Documents:

[HHS UPCOMING MTGS FOR 2017.PDF](#)

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0 8 16 32 48 64

DRAFT CONCEPT



5 Milk Street, Portland, ME 04101
207.774.4811 | wintonsscott.com

Homeless Shelter Portland, Maine

First Floor Concept Plan

Scale: 1" = 16'-0"

A 1

January 18, 2017
REV. 3.21.17
REV. 7.6.17
REV. 8.23.17



September 12, 2017

My name is Jim Devine and I am a member of Homeless Voices for Justice.

As someone who, fifteen years ago, spent some time at the Oxford Street Shelter, I understand that the shelter currently does not adequately suit the needs of the people who stay there. For this reason, any future plan to replace the shelter has to accommodate the needs of Portland's homeless population.

Last year, Homeless Voices for Justice staged a series of protests against the moving of DHHS from Portland to South Portland, because that move would make it harder for people to access that program. That move was approved and now people are further away from the DHHS building. With that in mind, this plan for the new shelter brings up the question of location.

Maybe having a bigger, central facility would be helpful for people, but my take on this process has been that the city should develop smaller, scattered shelter sites that are spread throughout the city, which I think would be more humane. Having smaller, scattered sites would address the fact that much of the homeless community is concentrated in the Bayside Neighborhood, where only a few services take on the enormous demand for case work, providing food and medical help, and the like.

I understand this planning is all hypothetical for now, but I think location is key and I want to reiterate that point. Any shelter the city decides to build cannot be on the outskirts of town. We don't want to create a ripple effect where people are displaced, rather than addressing the core issues that create homelessness in the first place.

It's great to look at new ideas for shelter space in Portland, but the root of homelessness is that Portland has very high rents and a lack of affordable housing options. Until that is addressed, we will continue to struggle as a city with homelessness.

Please remember that every individual at the shelter has their own needs, medical issues, and life experiences. They should be treated as individuals – with respect, dignity, and the right to adequate space.

Homeless Voices for Justice

Augusta • Brunswick • Lewiston • Portland

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David J. Jackson
Fire Chief, Fire Department

Health & Human Services Committee

September 12th, 2017 5:30 PM / State of Maine Room City Hall, Meeting Minutes

Committee Attendance:

Belinda S. Ray, Chair (District 1), Brian Batson (District 3),

City Staff Attendance:

Mayor, Ethan Strimling; City Manager Jon Jennings, Director of Health & Human Services, Dawn Stiles; Fire Chief, David Jackson; Police Chief, Michael Sauschuck; Rob Parritt, Oxford Street Shelter

AGENDA ITEM 1 – Meeting Called to Order and Minutes Reviewed:

Meeting was called to order at approximately 5:34 PM

Chair Ray moved to accept minutes from the previous meeting. The motion was seconded with all in favor.

AGENDA ITEM 2 – New Emergency Shelter Design & Planning: presentation and public hearing

Chair Ray gave an overview to the group on what the Council & Committee goals are.

Currently, committee working on two different avenues for shelters 1) emergency shelter 2) smaller shelters spread throughout the city

The Oxford Street shelter has occupancy for 154 beds with a 75 overflow.

The shelter continues meeting the maximum number on a daily basis. The committee is looking to create a new facility meeting the needs of the emergency shelter.

In 2014, a study was conducted that adding five smaller shelters would cost additional \$5 million in operational costs. The committee started this process last year and found that if a new emergency shelter was to be built it would save \$500k in operational cost alone. The committee visited Boston last year to observe similar shelters and found to be less intimidating and offered a wide scale of services that were provided.

The committee continues to work with zoning to address smaller shelters along with adding a new shelter– allowing smaller shelters (different sizes) in various zones to meet the needs of women, men, or veterans or other needs that need to be addressed.

Presentation:

Opening remarks from Dawn Stiles, Director of Health & Human Services



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Dawn gave an overview of the “best practices module” she highlighted this is just a concept/draft and then introduced Rob Parritt from Oxford Street Shelter

Best practices included:

- Peer services
- Partnering with medical services
- Mental healthcare
- Substance use services
- Employment services
- Overdose prevention
- Street Outreach
- General Assistance (vouchers)
- Security (COP staff) cameras
- Transportation (within ½ mile from metro stop)
- Advocacy/Community Outreach
- Shelter services
- Storage (lockers)
- Laundry
- Food prep and service area
- Handicap accessible bathrooms
- Parking for 20 vehicles
- Foyer/ screening area to perform security searches

Steve Weatherhead gave an overview of the design layout:

The floor plan shows permanent sleeping for 126 men & 60 women with room for 25 beds for overflow for either women and/or men. The facility would have a health clinic, 136 person dining room, designated



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Fire Chief, Fire Department

office space, outdoor courtyard, laundry room and full kitchen, this a single floor building, open 24 hours a day.

Ann Tucker & Dr. Renee are thankful to be a part of the design. They are happy to see that they will be able to have medical & mental services onsite with a door to access outside to provide privacy for their clients. Hours of operation they are not known yet

Website does have up to date information available <http://www.portlandmaine.gov/2098/Planning-for-aNew-Shelter>

The Chair opened the floor for Public Comment at this time.

Jim Devine, Homeless Voice for Justice (see handout) – the plan seems to have adequate needs, he highlighted that people need to be able to access service from Portland to So Portland to access DHHS, a new shelter cannot be located outside of town and that location is key, he does like the ideas of smaller shelters. Do need to get to the root of the problem addressing homelessness

Brian Townsend, Amistad- he supports the plan, has confidence in the parties involved, agrees to access DHHS, did express concern for consumer membership, location needs to have a real connection to the city, there are some advantages to having some healthy distances (not stumbling over needles)

Curt Sachs - volunteers at Preble street 5 hours a week, doesn't agree with winter cots use, believes not enough room between cots, this proposal does not address the needs and believes it's a joke what is being proposed (18 inches between cots) is not enough, kitchen with no walk-in coolers, looks like a residential kitchen, no serving line, administrative wing is bigger than sleeping area, not enough toilets or showers- looks like a school or a prison- not good.

Scott Monaghan - Review of state of art shelters? Can you tell us what day activities there will be? Difficult to see in a residential neighborhood, warehousing homeless- they will be cut off the rest of the city, need transportation close, Overall need to step back and do more research, need to keep occupants occupied throughout the day

Name not captured, woman from Chicago, Illinois- gave an overview of National Coalition of homelessness, need to address the needs of affordable housing, poverty, mental health issues, drug abuse, and disabilities, the model is poorly configured, and the location needs to be addressed, having smaller shelters everyone would benefit from.

Mike Studmeyer, Homeless Voices for Justice-Spoke to the fact of, Hopefully this building will have more windows, more hallways, dining room needs to be bigger, having circular tables is not efficient in a tight space, lack of public space, lack of multi-room space for hobbies, courtyard is a great idea, and bathroom does need to be bigger, angle walls



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Shawn Kerwin, Bayside- gave an overview of negative aspects of living in the Bayside area people preying on other people, this layout is easy in and out monitoring, people would be eating in one place rather than traveling from one place to another as they do now, need to carve areas for desks, shows safety outside

Dana Totman, Avesta Housing, his office is located just around the corner from the existing shelter, works with current staff and is visible to human tragedies just outside his window, moving the shelter to another location would be beneficial to the area for developing housing in the community, loves the zoning idea, this will effect on the neighborhood, development for chestnut (if shelter moves) Cumberland Ave housing is stalled until shelter moves, affordable housing will increase once shelter relocates.

Name not captured, Willow Lane, Ptld- community housing is design to set up for a short-term housing focus on small numbers, slowly things are changing but still face challenges such as alcoholic, we will get there if there is a focus on short-term stays such as 3-4 days, has to become a part of the community, supportive in the full ray of services that will be provided

Mark Swann, Preble Street- this warms the heart to know this moving forward, staff does a great work, one story thinking is helpful with efficiency in staffing-should consider having on two floors, half walls people working on sobriety need a little more space, operational budget seems too small going from overnight to 24 hour faculty you will require more staff, listing of components – is this realistic? In having providers visit -They may be a part of the beginning stages but what if funding runs out. For example, in 25 years we have had 16 agencies over time and their funding fell apart – should be realistic- you will want to be careful. This is a great process.

Carolyn S, Portland- Homeless Voice for Justice- she was homeless and lived at the Florence House, reviewed the plans, this needs to be safe while open during the day to access appointments, social services, it's hard being turned away day after day due to space, imagine being confined to a wheelchair and having to sleep on a mat. 200+ beds would be helpful, some clients will not be ready for housing right away, location needs to access, hoping transportation will be added, this will cost will be a huge chunk of money.

Sarah Michniewicz, Cedar Street, Ptld- excited on what the benefits entail, she has homeless neighbors, and she would like better for them, there is not a lot of dining space provided from this layout, location is important because the culture will not change, overwhelming, Huston Commons there is so much going on where individuals are trespassing coming from the shelters, How will you encourage engagement?

Laura Cannon, Bayside- thanked committee for the hard work, looking forward to next generation of the shelter, keys points she mentioned were - Safety factor, encouraged keeping operation costs down, Bayside is a community but it is NOT safe, people come in and drag these people down, do keep an open mind, she looks forward to the next step in this process



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Fire Chief, Fire Department

Bob Fowler, Milestones- has been a part of raising money for smaller shelters, he has one located on India Street, the has sat on Task Force Shelter Committee a few years ago it didn't seem practical. He is in support of day services, does worry about isolation encourages community space to be part of the plan

Norman Mazes- Shalom House, Thanked Rob and team for providing safe housing/ shelter and has made great strides. Currently, mats do not meet safety needs. Cots are better they provide better response for emergency needs. Would like to address the recreation areas and community space, this shelter is NOT going to meet the needs of emergency response if needed.

Lewis Salvato, Franklin Towers- Stressed the importance of this, stressed the issue of affordable housing, continued to mention the concept is great, should consider a two-story and should have more windows

Deb Market, Lives at Oxford Shelter- has many concerns for many residents, having been a part of the older generation, and wasn't brought up in this, just has a chocolate addiction, doesn't do drugs, she listens, feels this type of design is ghetto, people who are homeless are diverse – all of these people need to be addressed, need to have plenty of activities, and prejudice the homeless

Public Comment closed at 7:06 p.m.

Chair to address the questions

Committee to answer questions that were asked during the public hearing-Rob Parrit answered

1. Review best practices, and examples are available in the packet that was provided and online
2. Space, Shared space will be multi-purpose, flexible space, and would like to see more
3. Windows-this is just a diagram, please note lots of windows will be added – still would like to maintain privacy- we are still in the process of taking peoples input. As well as we will continue collecting more dialogue with smaller groups and will include homeless population on their viewpoint. As well as this will be presenting to our staff (shelter staff)
6. Regarding Kitchen space – (Dawn Stiles responded) this is just a concept, the model can change
7. Engagement, How will you get clients engaged? -Rob Parrit responded it will be easy to get people to be engaged. Shelter will have the expectation laid out that clients will have to be engaged

Committee questions at this time:



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Councilor Batson – asked regarding the facility itself, safety measures, setting protocols & procedures regarding searches of person and/or property? Do we have an idea of how to search people?

Rob Parritt- responded with currently contracted by a security co and do every 3rd and then on another night take a 4th person on one night and switch it up on other nights. Going forward there will be a separate place (large foyer) to conduct searches and also to respect privacy, as well as cameras, will be installed

Councilor Batson - asked regarding beds, amounts of? As well as the distance between them? Rob

Parritt responded that single mats can be 6" high, and doubled matted, and have to be 18" apart

Councilor Batson - How did you reach the ratio between men vs women?

Rob - 2/3 men and 1/3 women based on clients servicing now

Chair Ray – asked regarding Queuing lines where they are long now - How do you anticipate the lines going in the 24-hour shelter?

Rob -anticipates the lines will be shorter where people can stagger in and out and "we" as shelter staff are familiar with frequent clients and can servicing the lines faster

Chair - can clients stay in the shelter during the day?

Rob- would like to set-up space to work on jobs, or people that work nights can sleep in, or if they have a headache we can have them lay down

Chair- Available space if there all day - if a bed is not available during the day would there be another space they can go to? And where would that be/ please follow upon that

Chair - asked about locker/storage space?

Rob- there will be some available – some people may or may not want to utilize a locker

Chair- is the Bangor facility a single story?

Rob- they decided on a single story based at looking at the research on how to serve clients in a more efficient way, easier to staff, and no elevators to deal with or stairways

Mayor- questioned on how the cost could drop if running a 24 hr - looking for a narrative on this

Rob- would be able to more proficient with staffing etc

Mayor- What if we aren't able to provide services? And he has a Concern with multi-level building

Chair- over the past years where there is such a need for a larger shelter - will this shelter have enough beds?



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Rob- we are starting to see a trend of numbers going down (ex: 250 in 2013 and 200 in 2017)

Also, please note HUD is looking to participate in utilizing more resources to find people housing and make them successful

Councilor Batson- referencing Mark Swann working the night shift - think it is a good idea to have smaller rooms for people that work night shift - great idea - important for people to get sleep during the day

Chair- other shelters have smaller rooms off the day room - and maybe still able to staff - a possibility to look at?

The chair thanked everyone for all their hard work.

Meeting adjourned at 7:42 p.m.

Rules & Procedure for Public Testimony

Council committees use the City Council rules for public testimony. You can find the complete rules in the *Rules of Procedure for the City Council, Rule 31. Procedure for Addressing Council*. This document is available on the City Website:

<http://www.portlandmaine.gov/DocumentCenter/View/1184>

Below is a summary of the main points:

- If you wish to speak, please raise your hand or line up.
- When you are recognized by the Chair, you will have up to three (3) minutes to offer your comments. Please begin by stating your name and where you live.
- While someone is speaking, others in attendance will not interrupt.
- There should be no expressions approval or disapproval (applause, snapping, boos, hissing).
- Remarks shall be confined to the merits of the pending item.
- The Chair may limit or cut off any commentary that is not germane or that is scurrilous, abusive, or not in accord with good order and decorum.
- Any person who shall continue to violate these rules, after warning by the Chair, may be ejected for the remainder of the meeting then in progress.



Jeff Levine, AICP
Director, Planning & Urban Development Department

Memorandum

To: HHS Committee
From: Jeff Levine, Director
Date: October 5, 2017
Re: Small Shelters in Residential/Other Zones

We have been asked to look at expanding the new emergency shelter zoning language to permit smaller shelters in residential zones. Based on your feedback at your July meeting, and additional staff analysis, I offer the attached revised proposal for your consideration.

This revised ordinance is very similar to the one you saw in July. However, we have made the following changes:

- We have reduced the categories of shelter sizes from four to three. The first category is residential zones and smaller scale business zones. The second is most business and mixed-use zones. The third is the existing set of zones that permit emergency shelters;
- We have set the maximum beds per facility for each category, at 20, 40 and unlimited;
- We have clarified that design standards for emergency shelters will apply even for shelters that do not undergo site plan review.

In addition to the draft ordinance, I have attached the existing design standards. They will likely need some updating as part of this process. The Planning Board would consider updates to these standards. Also attached is a map showing the three categories of zones to your meeting.

[TO BE ADDED TO EACH ZONE WHERE SHELTERS WILL BE PERMITTED]

Sec. 14-xxx.1. Conditional uses.

The following use shall be permitted only upon the issuance of a conditional use permit, subject to the provisions of section 14-474 (conditional uses), and any special provisions, standards or requirements specified below:

(xx) xx. Emergency shelters, subject to the following conditions, in addition to the provisions of section 14-474 and the use specific standards of Section 14-474 (c) 3.

[TO BE ADDED TO THE NEW CONDITIONAL USE STANDARDS]

Sec. 14-474. Conditional uses.

...

3. *Use Specific Standards.* The following additional standards of review apply to the specific uses.

a. Emergency shelters are subject to the following conditions, in addition to the provisions of section 14-474 (c) 2. Notwithstanding section 14-474(a) or any other provision of this Code, the Planning Board shall be substituted for the Board of Appeals as the reviewing authority for any shelter ~~also subject to Level III site plan review:~~

1. The facility shall provide adequate space for conducting security searches and other assessments;
2. The facility shall be designed with a centralized shelter operations office on each level providing sight lines to sleeping areas;
3. A Management Plan adequately outlining the following areas shall be provided: Management responsibilities; Process for resolving neighborhood concerns; Staffing; Access restrictions; On-site surveillance; Safety measures; Controls for resident behavior and noise levels; and Monitoring Reports.

- i. Adequate access to and from METRO service shall be provided. The facility shall be within a ¼ mile of a METRO line, or shall be within ½ mile of a METRO line and provide adequate indoor space to permit all shelter guests day shelter, as well as implement strategies to help residents utilize transit;
 - ii. The facility shall provide on-site services to support residents, such as case management, life skills training, counseling, employment and educational services, housing assistance, or other programs;
4. Suitable laundry, kitchen, pantry, bicycle storage, and secure storage facilities for shelter stayers shall be provided on-site; and
 5. An outdoor area for guest use shall be provided on-site with adequate screening to protect privacy of guests.
 6. Design guidelines for emergency shelters may be adopted by the Planning Board. At a minimum, emergency shelters shall be sited to provide privacy for any abutting residential properties through screening, location of windows, siting of outdoor areas, and comparable factors.
 7. The number of beds permitted in an emergency shelter shall be limited as follows:

<u>Zone</u>	<u>Maximum Number of Beds</u>
<u>R-1, R-2, R-3, R-4 ,R-5, R-5a, R-6, R-6a, R-7, B-1, B-1b</u>	<u>20</u>
<u>B-2, B-2b, B-2c, B-6, B-7, IS-FBC</u>	<u>40</u>
<u>All other zones where permitted</u>	<u>No maximum</u>

City of Portland Design Manual



streams, water features, and other existing features of the site, and the solar orientation provides natural light within dwelling units, in outdoor open space and in recreation areas.

- b. Internal design character and relationship to surrounding neighborhood: The design and layout of the development and buildings exhibit a cohesive design character and complement existing development in the surrounding neighborhood by virtue of such features as architectural style, height, scale and massing, character of exterior facades and roofs, circulation, open space, landscaping, and the transition of scale and massing with the surrounding neighborhood. Buildings with more than two (2) dwelling units or greater than forty (40) feet in length shall provide variation in roof and facade character through changes in facade setback, roof configuration, and projecting or recessed building elements.
- c. Recreation and open space: All open spaces on the site shall be integrated into the development and designated on the site plan. Each development shall have the following features:
 - 1. External buffers: An effective and permanent screening from neighboring properties and roadways;
 - 2. Internal buffers: Areas planted, maintained and located in such a manner as to provide privacy between units and buildings and paved areas and screening of parking, utilities, roadways, waste collection facilities and storage facilities;
 - 3. Passive recreational open space: Open spaces, designated and improved with such features as gardens, picnic areas, walking trails; benches and lawn and seating areas;
 - 4. Active recreational open space: Open spaces designated and improved for active recreational use with facilities such as tennis courts, basketball courts, multipurpose game fields, swimming pools, and children's playgrounds; and
 - 5. Private open spaces: Open spaces designated for the individualized use of unit owners such as yards, decks and patios;

(i) TWO-FAMILY, SPECIAL NEEDS INDEPENDENT LIVING UNITS, MULTIPLE-FAMILY, LODGING HOUSES, BED AND BREAKFASTS, AND EMERGENCY SHELTERS:

- (1) **STANDARDS.** Two-family, special needs independent living units, multiple-family, lodging houses, bed and breakfasts, and emergency shelters shall meet the following standards:

- a. Proposed structures and related site improvements shall meet the following standards:
 - 1. The exterior design of the proposed structures, including architectural style, facade materials, roof pitch, building form and height, window pattern and spacing, porches and entryways, cornerboard and trim details, and facade variation in projecting or recessed building elements, shall be designed to complement and enhance the nearest residential neighborhood. The design of exterior facades shall provide positive visual interest by incorporating appropriate architectural elements;
 - 2. The proposed development shall respect the existing relationship of buildings to public streets. New development shall be integrated with the existing city fabric and streetscape including building placement, landscaping, lawn areas, porch and entrance areas, fencing, and other

streetscape elements;

3. Open space on the site for all two-family, special needs independent living unit, bed and breakfast and multiple-family development shall be integrated into the development site. Such open space in a special needs independent living unit or a multiple-family development shall be designed to complement and enhance the building form and development proposed on the site. Open space functions may include but are not limited to buffers and screening from streets and neighboring properties, yard space for residents, play areas, and planting strips along the perimeter of proposed buildings;
4. The design of proposed dwellings shall provide ample windows to enhance opportunities for sunlight and air in each dwelling in principal living areas and shall also provide sufficient storage areas;
5. The scale and surface area of parking, driveways and paved areas are arranged and landscaped to properly screen vehicles from adjacent properties and streets;
6. Two-family or multiple-family dwellings shall not be converted to lodging houses unless all units in the building have been vacant for at least one (1) year prior to the date conversion is sought or unless the individual multiple-family units are less than one thousand (1,000) square feet in size. In no event shall any single-family dwelling in the R-5 or R-6 zone be converted in whole or in part to a lodging house.

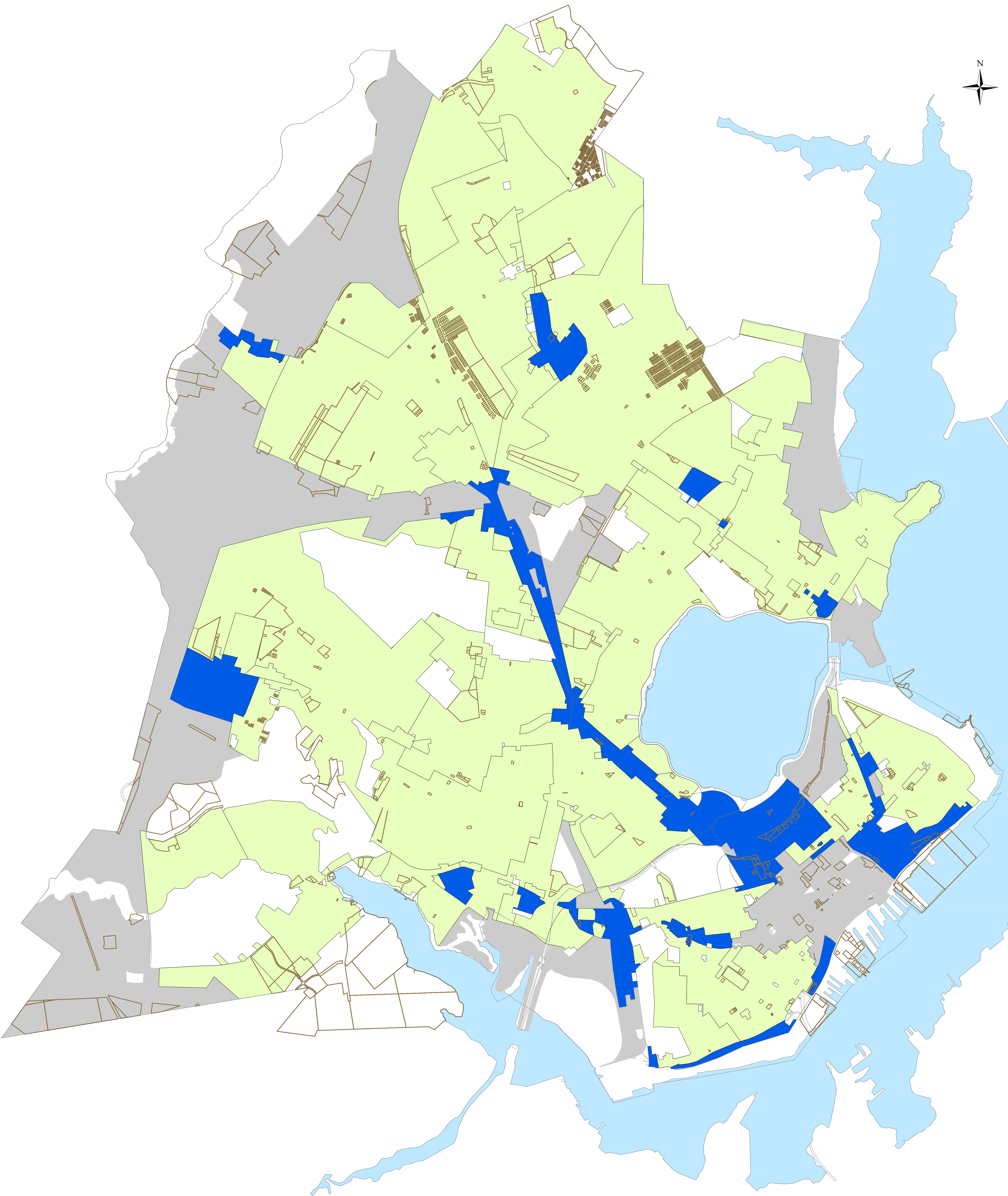
(j) MULTIPLEX AND SMALL RESIDENTIAL LOT DEVELOPMENT LOCATED IN THE R-5 ZONE

- (1) **STANDARDS.** Multiplexes and small residential lot development in the R-5 zone shall be designed to be architecturally compatible with the residential buildings in the surrounding neighborhood, as demonstrated by compliance with the R-5 Small Residential Lot Development and Multiplex Design Standards contained in Appendix 6 of this manual.

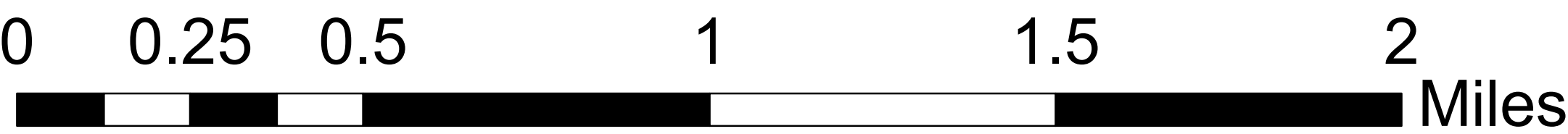
(k) SMALL RESIDENTIAL LOT DEVELOPMENT LOCATED IN THE R-6 ZONE

- (1) **STANDARDS.** Small residential lot development located in the R-6 zone on lots of ten thousand (10,000) square feet or less shall provide a high degree of architectural quality and compatibility with the surrounding neighborhood as demonstrated by compliance with the principles and standards of the R-6 Infill Development Principles and Standards, promulgated by the Planning Board and contained in Appendix 7 of this manual. Any proposal required to obtain a certificate of appropriateness under Portland's historic preservation ordinance is exempt from the R-6 design review standards.

Potential Emergency Shelter Areas



- Legend**
- City Owned Land no ROS
 - Tier 1 - Max 20 beds (Residential zones, B-1, B-1b, RP)
 - Tier 2 - Max. 40 beds (B-2, B-2b, B-2c, B-5b, B-6, B-7, IS-FBC)
 - Tier 3 - No max. beds (Areas Currently Permitting Emergency Shelters)



*For planning purposes only
Draft: August 18, 2017*

Health and Human Services Committee
Meeting Schedule, Proposed Topics for Remainder of 2017

Councilor Belinda Ray, District 1, Chair
Councilor Nick Mavodones, At-Large
Councilor Brian Batson, District 3

October 24th

Shelter Design & Planning:

- Update following community forum
- Public Hearing: Community response to changes, design

Follow-up to 10/10 discussion re: resolution, workshop, etc. if necessary

November 14th

Mandatory Paid Sick-Leave Ordinance

- Basic overview of ordinance as proposed
- Public hearing
- Committee questions and discussion, requests for information, etc.

November 28th

Bayside / Congress Street Corridor Update

- Initiatives the city has undertaken thus far
- Update on shelter community plan
- Future plans, strategies
- Advice to citizens on reporting crime and suspicious activity, public safety, etc.

December 12th

Muskie – Positive Health program transition follow-up

- GPH current status of Positive Health program
- Update on Current services at India Street
- India Street #s for Needle Exchange, STD/HIV Testing, Free Clinic

Year in review, goals for next year