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CITY OF BIDDEFORD, MAINE

Consolidated Annual Performance and Evaluation Report

Year 5

July 1, 2012 – June 30, 2013

**U.S DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
COMMUNITY DEVELOPMENT BLOCK GRANT
ENTITLEMENT PROGRAM**



The following is the required annual report submitted to the U.S. Department of Housing and Urban Development on what was accomplished in Year 5 of our Five Year Consolidated Plan. I have included the City's Entitlement Mission Statement, and Priorities, Objectives and Actions that are targeted yearly to meet the City's goals in the program.

The City's Entitlement Mission Statement is as follows:

“To create a Strategic Plan for the next five years that continues to enhance the community and economic development of the City of Biddeford through targeted public facility and infrastructure improvements, social services, housing, economic development projects, and activities that benefit residents, including low to moderate income persons and special needs population groups.”

Objectives and Outcomes

The following are the priorities, objectives and outcomes for the Year 5 Action Plan as listed in the Five Year Consolidated Plan that was completed on June 30th, 2013. Priorities are listed in the order in which they rank (highest Priority #1, etc.) Each was also addressed within the Consolidated Plan and were part of the multifaceted approach to continue to address the City's issues. Detailed projects and programs for this past year which are the actions taken to address these are reported in detail in their respective sections of the CAPER.

Priority 1 - To eliminate slum and blight in the downtown area through infrastructure and public facilities improvements that benefit LMI neighborhoods.

HUD OBJECTIVE – CREATING A SUITABLE LIVING ENVIRONMENT

Outcome – Improving sustainability by promoting viable communities

Objective 1 - Increase access and provide public facilities that provide for the health and safety of LMI neighborhoods.

- Actions:
1. Implement sidewalk and other street improvements, street paving, ADA improvements and beautification projects in LMI neighborhoods for safe and adequate access to services and facilities.
 2. Implement park and vacant lot developments in LMI neighborhoods for safe and adequate recreation needs.

HUD OBJECTIVE – CREATING ECONOMIC OPPORTUNITIES

Outcome – Improving sustainability by promoting viable communities

Objective 2 - Increase business attraction and the elimination of slum and blight through the implementation of downtown improvements.

- Actions:
1. Provide loan/grant assistance to commercial property owners in the downtown core along with design assistance for a Downtown Program.
 2. Develop a plan for redevelopment of the mills and adjacent downtown area.

Priority 2 - To provide a strategy to meet the increasing need for transitional to affordable and supportive housing.

HUD OBJECTIVE – PROVIDING DECENT HOUSING

Outcome – Improving availability or accessibility of units

Objective 1 - Increase the supply of affordable housing for low to moderate-income persons.

- Actions:
1. Consider making the City's "surplus" and/or tax acquired real estate available for the development of affordable housing.
 2. Consider revisions to the City's zoning and land use standards which would provide incentives, e.g. density bonuses for the development of affordable housing.
 3. In partnership with other public/private parties, explore the adaptive re-use and redevelopment of non-residential properties, e.g. mills, into affordable housing.

Objective 2 - Increase opportunities for homeownership for low and moderate income persons.

- Actions:
1. Consider a partnership with other public/private organizations to pool resources to help finance home ownership, e.g. down payments, loan assistance, mortgage interest rate write-downs, and other financing mechanisms.

Objective 3 - Preserve and upgrade the City's housing stock serving low to moderate income persons.

- Actions:
1. Consider establishment of low interest loan programs to help finance the rehabilitation of the City's downtown housing stock.
 2. Undertake a systematic and concentrated program of code enforcement to ensure life - safety standards are met and to prevent blighting influences on neighborhoods.
 3. Provide funding to low to moderate income homeowners for improvements comprised of energy conservation.

Priority 3 - Implement strategies to aid the elderly and special needs populations in access to information and services to increase health and safety and reduce reliance of the City's overburdened Health and Welfare Department that can only provide minimal assistance.

HUD OBJECTIVE – CREATING A SUITABLE LIVING ENVIRONMENT

Outcome – Improving availability or accessibility of units or services

Objective 1 - Improve the health and safety of the elderly.

Actions: 1. Provide for an outreach elderly advocate through the City's Health and Welfare Department to assist the elderly in accessing programs and services such as Medicare D.

Priority 4 - Provide educational and work opportunities for homeless persons, LMI and special needs populations that provide avenues to obtain jobs and/or better paying jobs.

HUD OBJECTIVE – CREATING ECONOMIC OPPORTUNITIES

Outcome – Improving availability or accessibility of units or services

Objective 1 - Increase the economic prosperity of low to moderate income persons and their ability to afford housing and health and safety amenities.

- Actions: 1. Provide opportunities for very low to moderate income persons to participate in a representative payee program and time bank to enhance their ability to have access to affordable housing.
2. Provide child care and youth programs that increase the opportunity for low to moderate income persons to attend educational and training programs, while providing enrichment programs for youths of all ages.
3. Link local programs to institutions that would be the "next step" for low to moderate income persons and implement training and educational programs that become available for low to moderate to moderate income persons.

Priority 5 - To reinforce and strengthen the emergency shelter and transitional housing system that is already in place which includes housing, counseling, education and a wide variety of homeless, special needs and LMI assistance.

Objective 1 - Assist and work with the City's Health and Welfare Department, volunteer organizations and agencies to seek collaborative efforts to assist homeless, LMI and special needs populations in Biddeford.

Actions: 1. Encourage network meetings of area resources and services.

* The following falls under all priority listings and pertains to special needs populations thus giving it a stand alone Objective and Action.

Objective 1 - Provide for a seamless network of social services and assistance for special needs populations.

Actions: 1. Continue to gather all social service information and examine gaps in existing systems for all special needs population groups (includes diagnostic, rehabilitative, educational, housing and work opportunities).

The City's number one priority excluding housing was infrastructure. This need was followed by housing and public services.

Year 5 Projects are reported in detail below under their respective objectives and actions. Also listed are any projects from Year 5 proposed for reallocation and/or to be carried over from Year 5. The report is based on the Year 5 allocation of \$402,901 plus any additional carryover from Year 4. Funding is carried over if a project is delayed, under implementation, or cancelled. The City is currently in the beginning of the Year 1 Action Plan (July 1st, 2013 to June 30th, 2014) of our new Five Year Consolidated Plan. The following is the Year 5 project report, funds expended and carried forward, and/or to be reallocated.

Infrastructure

Priority 1 - To eliminate slum and blight in the downtown area through infrastructure and public facilities improvements that benefit LMI neighborhoods.

HUD OBJECTIVE – CREATING A SUITABLE LIVING ENVIRONMENT
Outcome – Improving sustainability by promoting viable communities

Objective 1 - Increase access and provide public facilities that provide for the health and safety of LMI neighborhoods.

Actions: 1. Implement sidewalk and other street improvements, street paving, ADA improvements and beautification projects in LMI neighborhoods for safe and adequate access to services and facilities.

Accomplished Actions: Retainage/Closeout of South and Green Street Sidewalk Project, Main Street Sidewalk Project, and Construction of Lower Main Street Sidewalks

In Year 5, sidewalk payment of retainage and closeout of the sidewalk projects on South and Green Streets and Main Street were completed. Reconstruction of Lower Main Street sidewalks from Water Street to Alfred Street was conducted in Year 5.

Funding Amount: \$278,615.21

Funding Expended: \$278,615.21
Total To Carry Forward: \$0
Total Number of Persons Served: 6,051
Total LMI Served: 3,632

Parks

Accomplished Actions: Diamond Match Park Final Design/Engineering & land preparation for Williams Court Park Addition

Two park projects benefited by CDBG funding for parks. First, the City owns the Diamond Match property which is a large parcel of land located along the Saco River in Census Tract 252_01 Block Group 4. The City of Biddeford began restoration planning in 2005 by assessing the condition of the site through a Brownsfields Development Grant. Woodard & Curan completed Phase 1 and 2 of site assessments at the property and Maine Department of Environmental Covenants in April 2008 with final deed recording taking place in November of 2008. The City plans to convert this former industrial site into a public park with the park becoming part of the “river walk” trail system along the river. In Year 5 final design and engineering was completed and a full flood zone environmental review began. The park will retain, to the extent possible, the natural character of the riverside habitat by retaining indigenous trees and shrubs, limiting site clearing, and utilizing granite slabs (currently at the site) for development into an amphitheater with seating. The park design also includes walking paths, an outdoor amphitheater, open space, and river views, and will be free and open to the public. Its location in an LMI Census tract allows residents access to recreational activities and an increased quality of life for residents. In addition, the neighboring Census Tract 252-01 Block Group 1 is comprised of the highest LMI percentage in the City (85.9%) and residents who live in this area are within walking distance to the park.

Another park project was located at 56 South Street. The City Council purchased a dilapidated house and land at 56 South Street, and designated it become part of Williams Court Park that is an adjacent park. CDBG funds conducted the lead and asbestos surveys and abatement, and also paid for demolition of the house. Design and engineering, and construction will take place in Year 1 of the new Consolidated Plan.

Funding Amount: \$61,888 with carryover from Year 4 = \$162,448 Total
Funding Expended: \$52,802.19
Total To Carry Forward: \$109,646.06
Total Number of Persons To Be Served: 4,271

Economic Development

Priority 1 - To eliminate slum and blight in the downtown area through infrastructure and public facilities improvements that benefit LMI neighborhoods.

HUD OBJECTIVE – CREATING ECONOMIC OPPORTUNITIES

Outcome – Improving sustainability by promoting viable communities

Objective 2 - Increase business attraction and the elimination of slum and blight through the implementation of downtown improvements.

Actions: 1. Provide loan/grant assistance to commercial property owners in the downtown core along with design assistance for a Downtown Program.

Accomplished Actions: One loan to a Downtown Micro Enterprise created two part time jobs

A Micro Enterprise is typically a commercial enterprise with 5 or fewer employees including the owner. A micro enterprise loan provides credit to establish, stabilize or expand an eligible micro enterprise. The loan can also be used for technical assistance and or to provide general support to the business including equipment and renovations. The owner, or at least 51% of the new employees, must be low or moderate income. The business must be located within the City of Biddeford.

This program in Year 5 provided funding to encourage the development and location of one micro enterprise within the City. Specific program guidelines continue to be followed by the Economic and Community Development Department working in partnership with the Biddeford Saco Economic Development Corporation. This program enabled two part time positions to be created in a newly opened business in the downtown.

Funding Expended: \$20,000

Total To Carry Forward: \$0

Total Number of Persons To Be Served: 2 (one full time equivalent)

Total LMI To Be Served: 2 (one full time equivalent)

Community Development

Priority 3 - Implement strategies to aid the elderly and special needs populations in access to information and services to increase health and safety and reduce reliance of the City's overburdened Health and Welfare Department that can only provide minimal assistance.

HUD OBJECTIVE – CREATING A SUITABLE LIVING ENVIRONMENT

Outcome – Improving availability or accessibility of units or services

Objective 1 - Improve the health and safety of the elderly.

Actions: 1. Provide for an outreach elderly advocate through the City's Health and Welfare Department to assist the elderly in accessing programs and services such as Medicare D.

Accomplished Actions: 271 Additional Seniors Assisted in a Senior Advocate Program

The Southern Maine Agency on Aging (SMAA) in coordination with the City of Biddeford continued to provide an Senior Information Specialist who met with additional Biddeford seniors (65+) at easily accessible locations within Biddeford, performed home visits when necessary; and made phone contact when most practical for any senior in need. The program expanded to assist an additional 271 seniors in Year 4.

The advocate assessed and enrolled Biddeford seniors and disabled in entitlement programs which included, but were not limited to the following: Medicare Part D, MaineCare, Veteran's Benefits, Food Stamps, Tax and Rent Rebate Program, Medicare Buy In, Maine RX, Fuel Assistance, and general Health Insurance Counseling.

Funding Amount: \$22,500

Funding Expended: \$22,500

Total To Carry Forward: \$0

Total Number of Persons Served: 271

Total LMI Served: 271

Priority 4 - Provide educational and work opportunities for homeless persons, LMI and special needs populations that provide avenues to obtain jobs and/or better paying jobs.

HUD OBJECTIVE – CREATING ECONOMIC OPPORTUNITIES

Outcome – Improving availability or accessibility of units or services

Objective 1 - Increase the economic prosperity of low to moderate income persons and their ability to afford housing and health and safety amenities.

Actions: 2. Provide child care and youth programs that increase the opportunity for low to moderate income persons to attend educational and training programs, while providing enrichment programs for youths of all ages.

Accomplished Actions: Youth Art Program benefited 27 Youths

A summer art program served additional children ages 11 to 16 and was held at the Canopy Park Resource Center and Joyful Harvest Neighborhood Center, located in LMI Census Tracts by the ArtVan Program. The crux of the program was the creation of the art work for the Bacon Street Festival that was held on August 4th, 2013 on Bacon Street. The art work was comprised of

recycled materials and consisted of large and small sculptures, as well as hanging and flat pieces. The program implements social skill building strategies in a safe and mentored setting that allows children to explore creative outlets and work with others on projects.

Funding Amount: \$4,433
Funding Expended: \$4,433
Total To Carry Forward: \$0
Total Number of Persons Served: 27
Total LMI Served: 25

Accomplished Actions: 19 teens participated in a pilot after school program designed to build social and mentoring skills

The Joyful Harvest Neighborhood Center launched a new teen drop in program in September 2012, coinciding with the start of the 2012-13 school year. The program ended in mid-June at the conclusion of the 2012-13 school year. The daily program was supervised by a program coordinator for Joyful Harvest and other Joyful staff members assisted throughout the school year.

The program served a total of 19 unduplicated teens who participated over the school year. A stable core of teens dropped by the Center regularly and were involved in the center. In April 2013 the teens collaborated with the younger kids and staff and put on a talent show that was open to the public. The teens created the idea for the show themselves and worked together as a team, strengthening the soft skills that are necessary in the world at large. In May 2013, the teens even set up a lemonade stand to help raise money for the center. By the end of the school year, we saw a noticeable difference in teens taking an active role in assisting with the younger kids and serving as peer mentors.

Funding Amount: \$4,000
Funding Expended: \$4,000
Total To Carry Forward: \$0
Total Number of Persons Served: 19
Total LMI Served: 19

3. Link local programs to institutions that would be the "next step" for low to moderate income persons and implement training and educational programs that become available for low to moderate to moderate income persons.

Accomplished Actions: 278 LMI Residents Assisted With Employment Skills and Opportunities

The Christ Episcopal Church – Seeds of Hope Career Center assisted 278 additional clients in Year 5 with employment skills, including computer skills, resume writing, career planning, job

searches, interview preparation, clothing or interview/work, marketing materials for self employment options, assistance with access to critical resources for self sustainability including food and shelter, etc. The Center reported that 228 of the participants were extremely low income and 50 were low income. The Center continues its ongoing coordination with Goodwill Industries Workforce Solutions as one of their Good Prospects Center affiliates, and liaisons with Biddeford General Assistance, York County Community Action, and the Maine Career Center in Springvale.

The Center also coordinates with the Biddeford-Saco Chamber of Commerce and with local businesses to raise awareness of the program and those ready to work. The Center has reported success with some persons finding work and helping others. Many of the clients participated in the Biddeford Open Net free wireless Internet access outreach provided by the Center. With the number of people seeking employment in the Biddeford area, and with the closing of the Career Center in Saco, the resources to help people with resume development, on-line applications, interviewing skills, etc. are now only located in Portland and Springvale. This is unreachable for people without transportation. In addition, with the successful advent of new business attraction and retention in Biddeford it has proved beneficial to prepare Biddeford's workforce for employment in these entities.

Funding Amount: \$11,000
Funding Expended: \$11,000
Total To Carry Forward: \$0
Total Number of Persons Served: 278
Total LMI Served: 278

Accomplished Actions: Representative Payee Program assisted 163 Biddeford Residents

The Representative Payee Program was implemented by The Maine Way Inc., a transitional housing entity in Biddeford. This service expanded in Year 5 to work with 163 additional Extremely Low Income (156) or Low (7) Income clients who receive SSDI and/or SSI. Generally, clients seek transitional housing with finances in a state of disarray. They are often severely behind in rent payments or had been served with an eviction notice and CMP disconnection notices. The Maine Way worked with clients to bring payments current and provide stable housing. The Maine Way developed financial agreements with the clients and worked with Social Security to maintain the client's benefits. Clients in the program learned budgeting skills and were encouraged to access community and other social services. The program helped a number of clients attain self-sufficiency in handling finances and/or recognize skills for employment opportunities.

Funding Amount: \$20,500
Funding Expended: \$20,500
Total To Carry Forward: \$0
Total Number of Persons Served: 163
Total LMI Served: 163

Housing

Priority 2 - To provide a strategy to meet the increasing need for transitional to affordable and supportive housing.

HUD OBJECTIVE – PROVIDING DECENT HOUSING

Outcome – Improving availability or accessibility of units

Objective 1 - Increase the supply of affordable housing for low to moderate-income persons.

Actions: 1. Consider making the City's "surplus" and/or tax acquired real estate available for the development of affordable housing.

Objective 2 - Increase opportunities for homeownership for low and moderate income persons.

Actions: 1. Consider a partnership with other public/private organizations to pool resources to help finance home ownership, e.g. down payments, loan assistance, mortgage interest rate write-downs, and other financing mechanisms.

Objective 3 - Preserve and upgrade the City's housing stock serving low to moderate income persons.

Actions: 1. Consider establishment of low interest loan programs to help finance the rehabilitation of the City's downtown housing stock.

3. Provide funding to low to moderate income homeowners for improvements comprised of energy conservation.

Accomplished Actions: Housing Program prepares for rehabilitation of 70 South Street

In Year 5, \$100,00 was allocated to the Housing Program with the Biddeford Housing Authority. The Year 5 allocation is being carried over into the new Year 1 Action Plan, except for \$247.50, since no suitable building was available for purchase and rehabilitation, etc. However, during Year 5, 70 South Street was purchased with Neighborhood Stabilization Program funds from the sale of 7 Williams Court (Program Income). The \$247.50 was for publication of a site specific ER review Finding of No Significant Impact. The City conducted a site specific ER review since additional CDBG funds might be necessary to conduct the rehabilitation. The Biddeford Housing Authority successfully was awarded a grant from the Maine State Housing Authority to conduct the rehabilitation so no additional CDBG funds would be necessary. This enabled funding to be carried for additional projects in the new Year 1 Action Plan. Several buildings are now under consideration for purchase and rehabilitation. In addition, \$1,799.02 is being carried into the new program year due to a balance in the housing fund.

Funding Amount: \$100,000
Funding Expended: \$0
Total To Carry Forward: \$101,799.02
Total Number of Units: 0
Total LMI Served: 0

Other Funding

Administration

Funding Amount: \$80,580
Funding Expended: \$80,580
Total To Carry Forward: \$0

A total of approximately \$238,835 is expected to be carried over from Year 5 that includes approximately \$109,646 in park improvements and \$101,799 in housing projects. The majority of the carryover is comprised of the Diamond Match Park property that is in Flood Plain Review and negotiations for a housing project.