



Cumberland County, Maine

**Consolidated Annual Performance &
Evaluation Report**

For

**HUD Program Year
2023**

July 1, 2023 – June 30, 2024

**Community Development Office
Cumberland County Executive Department
142 Federal Street, Portland, Maine
Tel. 207-619-1036**

CR-05 - Goals and Outcomes

Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)

This could be an overview that includes major initiatives and highlights that were proposed and executed throughout the program year.

2023 was a great year for wrapping up projects. The Cumberland County Community Development Office oversaw the progress and completion of a variety of public infrastructure, public facility, housing, public service using both CDBG and the remaining CBDG-CV funds. Attached to this document is a summary table of all projects that were completed or under construction during program year 2023. Cumberland County is very please with the work that has been done through the subrecipients this past year.

Comparison of the proposed versus actual outcomes for each outcome measure submitted with the consolidated plan and explain, if applicable, why progress was not made toward meeting goals and objectives. 91.520(g)

Categories, priority levels, funding sources and amounts, outcomes/objectives, goal outcome indicators, units of measure, targets, actual outcomes/outputs, and percentage completed for each of the grantee's program year goals.

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Community Planning and Admin	Non-Housing Community Development	CDBG: \$	Other	Other	6	2	33.33%			
Economic Development	Non-Housing Community Development	CDBG: \$	Jobs created/retained	Jobs	25	10	40.00%			
Economic Development	Non-Housing Community Development	CDBG: \$	Businesses assisted	Businesses Assisted	5	0	0.00%			

Housing Rehabilitation	Affordable Housing	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	4				
Housing Rehabilitation	Affordable Housing	CDBG: \$	Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	Households Assisted	5	1	20.00%			
Housing Rehabilitation	Affordable Housing	CDBG: \$	Rental units rehabilitated	Household Housing Unit	30	0	0.00%			
Housing Rehabilitation	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	150	62	41.33%	74	29	39.19%
Public Facilities and Infrastructure	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	25000	9850	39.40%	22100	4735	21.43%
Public Facilities and Infrastructure	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	122				

Public Services	Homeless Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	10000	10617	106.17%	5375	6818	126.85%
Public Services	Homeless Non-Housing Community Development	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	50	40	80.00%	50	43	86.00%
Public Services	Homeless Non-Housing Community Development	CDBG: \$	Homeless Person Overnight Shelter	Persons Assisted	0	0		0	0	
Public Services	Homeless Non-Housing Community Development	CDBG: \$	Homelessness Prevention	Persons Assisted	750	93	12.40%	200	185	92.50%

Table 1 - Accomplishments – Program Year & Strategic Plan to Date

Assess how the jurisdiction's use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan, giving special attention to the highest priority activities identified.

The program funded public facilities, public infrastructure, housing programs, public services, which are all high priority goals in the 2022-2026 Cumberland County Consolidated Plan. By having a broad list of priorities enables the program to meet the various needs of all of our communities. All of the County's 2023 projects are complete or on track for a timely completion. One of the obstacles that that Cumberland County faces is the short construction season for outdoor infrastructure projects. In assessing the accomplishments thus far, the County is on

track for the next 3 years of the 2022-2026 Consolidated Plan goals.

CR-10 - Racial and Ethnic composition of families assisted

Describe the families assisted (including the racial and ethnic status of families assisted).

91.520(a)

	CDBG
White	1,086
Black or African American	113
Asian	16
American Indian or American Native	15
Native Hawaiian or Other Pacific Islander	1
Total	1,231
Hispanic	17
Not Hispanic	1,214

Table 2 – Table of assistance to racial and ethnic populations by source of funds

Narrative

In keeping with the overall demographics of Cumberland County (excluding the City of Portland, which is not in our entitlement jurisdiction) the majority of people served by our programs were white and non hispanic. However, several of the public service and public facilities activities are located South Portland and Westbrook which are two of the more diverse Cities in Maine. There are several activities that fell under the LMA category. This category does not collect the racial and ethnic composition of the people being served. The location of the area wide benefit tend to serve a more diverse population than the make up of Cumberland County as a whole. Cumberland County was able to fund new programs that target specific minority groups that were disproportionately affected by Covid-19.

CR-15 - Resources and Investments 91.520(a)

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	1,897,478	2,512,967

Table 3 - Resources Made Available

Narrative

In Program Year 2023, the CDBG program expended \$2,512,967.35 according to the PR07 report. Of that \$2,512,967.35 there was \$1,174,701.77 from PY23 funds. The remainder of the amount expended during the PY23 program year came from prior year construction projects

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
City of South Portland	33	33	Set-aside community
Cumberland County	23	23	Entitlement Jurisdiction
Eligible Census Block Groups	34	34	Block Groups
Town of Bridgton	9	9	Set-aside community

Table 4 – Identify the geographic distribution and location of investments

Narrative

Cumberland County attempts to fund public service activities that service low/moderate income individuals in need of assistance regardless of their geographic location. With that said, a few of our funded public service project are neighborhood or community specific. For example, the HUB is South Portland primarily serves the residents in the neighborhood, who are primarily individuals of color, new americans, and low income. Overall the County's funding distribution alignes with our low/mod income census blocks.

Leveraging

Explain how federal funds leveraged additional resources (private, state and local funds), including a description of how matching requirements were satisfied, as well as how any publicly owned land or property located within the jurisdiction that were used to address the needs identified in the plan.

Cumberland County requires the twenty three communities competing for funding to have a 20% match for CDBG grants. The South Portland & Bridgton set-asides require 10% matching funds. The matches can either be funds or in-kind services. Most of the towns contribute municipal funds or staff time to projects. Many towns and cities are able to use the CDBG funds as match funds for various MDOT and recreation related projects. Many of the public service programs use the CDBG funds as match funds toward private grants.

CR-20 - Affordable Housing 91.520(b)

Evaluation of the jurisdiction's progress in providing affordable housing, including the number and types of families served, the number of extremely low-income, low-income, moderate-income, and middle-income persons served.

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	0	0
Number of Special-Needs households to be provided affordable housing units	0	0
Total	0	0

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	60	20
Number of households supported through Acquisition of Existing Units	0	0
Total	60	20

Table 6 – Number of Households Supported

Discuss the difference between goals and outcomes and problems encountered in meeting these goals.

The County used PY23 CDBG funds for a Habitat for Humanity Critical Home Repair Program, which had a goal of assisting 60 homes, the actual outcome was only 20 homes for PY23. Habitat made a change to their approach by surveying the entire home to fix larger problems to eliminate repeat visits to the same homes. This coupled with higher material costs made it so less homes were rehabbed, but were done at a higher quality.

The City of South Portland funded Greater Portland Family Promise; which works to pair up families/individuals experiencing homelessness with landlords who are able and willing to rent to them. They had a goal of serving 50 families and were able to assist 43, which is particularly impressive given the unpresident lack of available housing in Cumberland County.

Discuss how these outcomes will impact future annual action plans.

Cumberland County plans to continue working with organizations that improve the quality of existing affordable housing, both rental and home ownership. We also plan to continue our partnership with organizations that help families maintain their current affordable housing and find affordable housing when needed.

The continued work with non-profit organizations such as Opportunity Alliance, and Greater Portland Family Promise to help move as many families out of homelessness and into permanent housing as quickly as possible. These organizations not only work towards moving families out of homelessness but assist with keeping them in their homes.

Include the number of extremely low-income, low-income, and moderate-income persons served by each activity where information on income by family size is required to determine the eligibility of the activity.

Number of Households Served	CDBG Actual	HOME Actual
Extremely Low-income	101	Reported by Portland
Low-income	15	Reported by Portland
Moderate-income	4	Reported by Portland
Total	120	Reported by Portland

Table 7 – Number of Households Served

Narrative Information

Between the housing related programs: Habitat Home Repair, Opportunity Alliance and Greater Portland Family Promise- Housing assistance; a total of 120 households received repairs to their homes, were moved into permanent housing or received assistance to stay in their home. The number of extremely low income families is particularly high due to the two programs that exclusively work with families experiencing homelessness or are at risk of homelessness.

CR-25 - Homeless and Other Special Needs 91.220(d, e); 91.320(d, e); 91.520(c)

Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through:

Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs

City of Portland continues to have the highest concentration of homeless individuals in Cumberland County, this correlates with the high level of services and resources available to individuals in need. In Program Year 2023 Cumberland County used the remainder of CDBG-CV funds to support the role of the resettlement coordinator with outreach and resource assistance to individuals and families that were homeless, at risk of homelessness, or sleeping in temporary living situation.

The County's Community Development office strives to coordinate with and participate in all outreach efforts happening through non-profit providers as well as GA offices and community outreach centers across the County. In the Greater Portland Area, the homeless prevention public service providers hold coordination meetings in an effort to eliminate duplication of efforts and well as find and resolve any gaps in the continuum of care for homeless individuals and families

Addressing the emergency shelter and transitional housing needs of homeless persons

City of Portland is the primary provider of homeless services, shelter, and homeless outreach for the region and for Cumberland County. Due to the Covid-19 Pandemic as well as an increase in asylum seekers arriving in Portland, the Portland Shelters have set up overflow sites at hotels/motels in the surrounding Greater Portland Area communities, particularly South Portland and Scarborough. In an effort for Cumberland County to help the City of Portland with the unprecedented number of individuals and families arriving at their shelters on a daily basis, Cumberland County has funded a Resettlement Coordinator using CV funds.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs

The Community Development Office used PY23 CDBG funds to fund a homelessness study in Scarborough, particularly to address the analyze the gaps and better address the needs of people experiencing homelessness. Cumberland County Community Development Office has an ongoing study

being done into the needs of homeless individuals living in the Lake Region.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

The resettlement coordinator is responsible for helping to move families out of the overflow shelters (hotels) and into permanent housing. The housing shortage in Cumberland County poses many challenges to families and individuals finding housing. This position was funded through CV through PY2023 and has since transitioned to another funding source to continue the work throughout Cumberland County. The County dedicates all of our HOME funds to the creation and retention of affordable housing units. Opportunity Alliance Homeless Prevention program worked with individuals and families on what their needs were to stay in their current homes. TOA provided financial and case management assistance for a variety of issues.

CR-30 - Public Housing 91.220(h); 91.320(j)

Actions taken to address the needs of public housing

The South Portland Housing Authority, and Westbrook Housing Authority are within the Cumberland County entitlement jurisdiction (The City of Portland is its own entitlement jurisdiction and the Town of Brunswick, which has a housing authority, has opted out of our entitlement jurisdiction, but participates in the HOME Consortium). South Portland Housing Authority has accessed HOME funds for two new affordable housing projects and expansions in the last program year. CDBG funds were used toward an affordable 55+ housing project in Bridgton that was completed in 2023 PY.

Actions taken to encourage public housing residents to become more involved in management and participate in homeownership

The South Portland Housing Authority has a Resident Advisory Board, which represents residents and meets regularly to discuss operations, management, and property improvements. Residents are also informed whenever changes in policies or procedures are proposed and are invited to comment prior to implementation.

Each of the Westbrook Housing Authority properties has Resident Councils, which meet monthly to address operations management, and maintenance. Residents are informed of any changes via monthly meetings and newsletters. Additionally, two residents serve on the Westbrook Housing Authority's Board of Commissioners.

Both housing authorities have Family Self Sufficiency programs that provide matching funds in escrow to help families save for homeownership over a five year period. The Westbrook Housing Authority also has a homeownership program that provides qualifying families with assistance on their mortgage payments.

Actions taken to provide assistance to troubled PHAs

None of the PHAs in the CCEJ are designated as "troubled."

CR-35 - Other Actions 91.220(j)-(k); 91.320(i)-(j)

Actions taken to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment. 91.220 (j); 91.320 (i)

In Maine, county government does not make land use policy or have authority over land use and related policies in individual municipalities. Cumberland County Community Development does participate in regional planning efforts such as Sustain Southern Maine and initiatives of the Greater Portland Council of Governments (GPCOG). Additionally, a study was recently completed that looked at barriers and land use zoning limitations that do not currently allow for building sizes typical of Affordable Housing development projects. The outcomes of this study along with the recently completed Analysis of Impediments to Fair Housing study commissioned by Cumberland County and the City of Portland will help to set goals and priorities that will address these issues.

Actions taken to address obstacles to meeting underserved needs. 91.220(k); 91.320(j)

The County has been and is still in the process of completing a study on the needs of the homeless population in Scarborough and the Lakes Regions. The continuous obstacle is the financial resources diminishing which is a need for permanent affordable housing infrastructure.

Actions taken to reduce lead-based paint hazards. 91.220(k); 91.320(j)

In program year 2019, the City of Portland/Cumberland County HOME Consortium received a \$2.6 million Lead Hazard Control grant from HUD. This grant is in addition to the \$1.8 million the City and Cumberland County received in 2016.

In the Cumberland County entitlement jurisdiction, the City of Westbrook remains a priority community because of its plethora of old multi-family housing and low-income population. Additionally, all housing rehab projects are conducted with lead-safe practices and comply with lead-based paint requirements. If paint is disturbed, it is presumed to be lead paint and appropriate clean-up and dust-free practices must be followed. All contractors must have the EPA Firm Certification to Conduct Lead-Based Paint Activities and/or Renovations. Each worker must be trained in lead-safe practices.

Actions taken to reduce the number of poverty-level families. 91.220(k); 91.320(j)

Cumberland County Community Development continues to fund public services and housing programs. Services include, food pantries, homelessness prevention, housing navigators, financial and English language classes, domestic violence services, neighborhood centers, and youth programs. Housing programs include housing rehabilitation and installation of handicap ramps to allow individuals and aging seniors and individuals with limited mobility to remain safely in their homes longer.

Actions taken to develop institutional structure. 91.220(k); 91.320(j)

The Community Development Municipal Oversight Committee (MOC) is a unique institution in the region, and the state, in that it connects all of our member communities and encourages multi-jurisdictional collaboration. Because of the way government is structured in Maine, municipalities mostly operate on their own with little regional cohesion. MOC meetings give the communities in our jurisdiction a forum to share ideas, compare experiences, and find opportunities to work together with common purpose.

Actions taken to enhance coordination between public and private housing and social service agencies. 91.220(k); 91.320(j)

Since 2013, the Portland Housing Authority, South Portland Housing Authority, and Westbrook Housing Authority continue to participate in the Maine Centralized Section 8/HCV Waiting List. Maine Affordable Housing Coalition hosts large meetings and conferences that brings such agencies together to discuss common problems.

Identify actions taken to overcome the effects of any impediments identified in the jurisdictions analysis of impediments to fair housing choice. 91.520(a)

The comprehensive study listed a variety of impediments, with each area being unique. For example, zoning and lack of public infrastructure such as sewer and water make it very difficult to build affordable housing in more rural areas of the county, where as the Greater Portland area has a lack of affordable units available. The full report, including a table of action steps is available on the County's website as well as in the Community Development Office.

CR-40 - Monitoring 91.220 and 91.230

Describe the standards and procedures used to monitor activities carried out in furtherance of the plan and used to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements

CDBG Staff does monthly and quarterly monitoring of all CDBG projects. If there is a new sub recipient there is more hands on check-ins and meetings to assure that tracking is being done correctly. This PY there were no issues with any of the returning sub-recipients that required an in depth monitoring.

Citizen Participation Plan 91.105(d); 91.115(d)

Describe the efforts to provide citizens with reasonable notice and an opportunity to comment on performance reports.

A Public Notice was placed in the September 13th edition of the Portland Press Herald, informing the public of the 15 day public comment period on the CAPER. The draft CAPER was placed on the Cumberland County CDBG website and was made available for viewing at the Cumberland County Offices. Staff also presented the CAPER report as part of the Sept. 11th Commissioner's meeting which is advertised and open to the public.

CR-45 - CDBG 91.520(c)

Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.

No program objectives changed during PY2023. There is still a continuous need for coordination between public services providers and the need for the creation of more affordable housing in 2023, but efforts are being made to address both areas..

Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants?

No

[BEDI grantees] Describe accomplishments and program outcomes during the last year.

CR-45 - CDBG 91.520(c)

Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.

No program objectives changed during PY2023. There is still a continuous need for coordination between public services providers and the need for the creation of more affordable housing in 2023, but efforts are being made to address both areas..

Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants?

No

[BEDI grantees] Describe accomplishments and program outcomes during the last year.

CR-58 – Section 3

Identify the number of individuals assisted and the types of assistance provided

Total Labor Hours	CDBG	HOME	ESG	HOPWA	HTF
Total Number of Activities	1	0	0	0	0
Total Labor Hours	3,353				
Total Section 3 Worker Hours	1,892				
Total Targeted Section 3 Worker Hours	0				

Table 8 – Total Labor Hours

Qualitative Efforts - Number of Activities by Program	CDBG	HOME	ESG	HOPWA	HTF
Outreach efforts to generate job applicants who are Public Housing Targeted Workers					
Outreach efforts to generate job applicants who are Other Funding Targeted Workers.					
Direct, on-the job training (including apprenticeships).	1				
Indirect training such as arranging for, contracting for, or paying tuition for, off-site training.					
Technical assistance to help Section 3 workers compete for jobs (e.g., resume assistance, coaching).					
Outreach efforts to identify and secure bids from Section 3 business concerns.					
Technical assistance to help Section 3 business concerns understand and bid on contracts.					
Division of contracts into smaller jobs to facilitate participation by Section 3 business concerns.					
Provided or connected residents with assistance in seeking employment including: drafting resumes, preparing for interviews, finding job opportunities, connecting residents to job placement services.					
Held one or more job fairs.					
Provided or connected residents with supportive services that can provide direct services or referrals.					
Provided or connected residents with supportive services that provide one or more of the following: work readiness health screenings, interview clothing, uniforms, test fees, transportation.					
Assisted residents with finding child care.					
Assisted residents to apply for, or attend community college or a four year educational institution.					
Assisted residents to apply for, or attend vocational/technical training.					
Assisted residents to obtain financial literacy training and/or coaching.					
Bonding assistance, guaranties, or other efforts to support viable bids from Section 3 business concerns.					
Provided or connected residents with training on computer use or online technologies.					
Promoting the use of a business registry designed to create opportunities for disadvantaged and small businesses.					
Outreach, engagement, or referrals with the state one-stop system, as designed in Section 121(e)(2) of the Workforce Innovation and Opportunity Act.					

Other.					
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Table 9 – Qualitative Efforts - Number of Activities by Program

Narrative

In program year 2023, we had one project under construction that was over the \$200,000 mark triggering Section 3. Cumberland County goal is to disperse our development funds to as many towns/cities as possible, while still having the ability to see a project through start to finish. The amount of CDBG dollars going to each construction project averages around \$75,000-125,000 per project.