

City of Lewiston

2020-2024 DRAFT Consolidated Plan

I. Overview

The U.S. Department of Housing and Urban Development (HUD) provides annual grants on a formula basis to entitlement cities and counties to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low and moderate income persons.

As a result, HUD requires all jurisdictions receiving CDBG funding to identify and address community challenges by completing regular plans and reports to determine needs, priorities, goals, and strategies, that results in a funding strategy that addresses the community's needs. These plans are divided into three components: Consolidated Plan, Annual Action Plan, and Consolidated Annual Performance Evaluation Report. The five (5) year Consolidated Plan (Con Plan) is the overarching document intended to bring big-picture goals and strategies for how to address community priorities. The Annual Action Plan (AAP) is a one year document that identifies specific projects and activities for funding. The Consolidated Annual Performance Evaluation Report (CAPER) is an annual report on the progress made on the projects and activities identified in the AAP and the Con Plan.

The City of Lewiston has been an entitlement community since 1974 when the Community Development Block Grant (CDBG) program was established, and the following document identifies the City's priority goals and strategies based on data collected for the community needs assessment and evaluated by the Citizens Advisory Committee (CAC) for inclusion in the City's 2020-2024 Con Plan.

The City has identified a high priority need for public services including homeless and special needs populations, affordable housing, economic opportunities, and infrastructure and public facilities. The goals and strategies align with other community plans including Legacy Lewiston (LL), Choice Neighborhood Transformation Plan (CNTP), EPA Environmental Justice Collaborative Problem Solving Grant (EPA-EJCPS), and Analysis of Impediments to Fair Housing Choice (AI).

The City has established the following goals to meet these needs:

Goal 1: Provide essential public services to improve quality of life for individuals and families with low-moderate incomes, including special needs populations and those experiencing homelessness or at risk of becoming homeless.

To meet this goal the City will fund non-profit agencies and organizations to support community members including the homeless, those at risk of being homeless and special needs populations with a variety of services that are inclusive for residents of all ethnic and cultural backgrounds.

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Goal 2: Increase, maintain, and improve the supply of safe and affordable housing for individuals and families with extremely low to moderate incomes.

To meet this goal, the City will fund affordable housing acquisition, historic rehabilitation, code enforcement, demolition of dilapidated structures with reconstruction, and homebuyer assistance. These activities will be carried out through the City’s rehabilitation programs with direct assistance to the homeowner or investor owner and nonprofit partnerships.

Goal 3: Create economic opportunities for individuals and families with low-moderate incomes.

To meet this goal, the City will fund businesses through its economic development programs directly to entrepreneurs wanting to establish their business, with extra support for transportation, child care; investors and business owners that want to rehabilitate, improve or expand their business, and match CDBG for brownfield redevelopment. The outcome of this goal is to create and retain jobs.

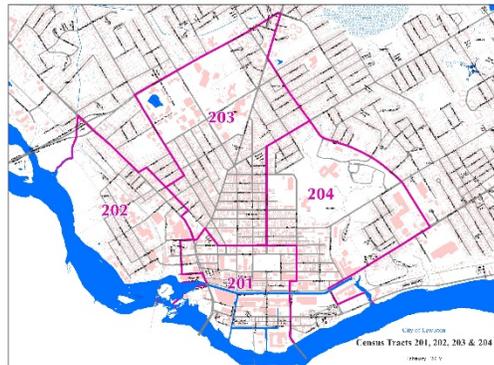
Goal 4: Preserve and improve public facilities and infrastructure that serve low to moderate-income neighborhoods or special needs residents.

To meet this goal, the City will fund infrastructure reconstruction, rehabilitation, to parks, streets, sidewalks, etc. in our target area. These activities will be carried out by the Public Works Department. Additionally, the City will fund activities relating to public facility rehabilitation and improvement. These activities will be carried out by non-profit owners/developers.

II. Geographic Priorities – 91.415, 91.215(a)(1)

A. Geographic Priority Areas (Target area Maps)

Target Area:
Census Tracts 201,
202, 203, and 204
NRSA:
Census Tracts 201,
203, and 204
Choice
Neighborhood:
Census Tracts 201,
203, and 204



Map 1: Target Area Census Tracts (see appendix A)

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B. General Allocation Priorities (Describe the basis for allocating investments geographically)

As described in the Needs Assessment, the geography of the City includes an outer ring comprised of primarily of owner-occupied single family housing (Census Tracts (CT) 205-209) and an inner circle of very dense multifamily rental housing (CT 201-204). The majority of the funding received from CDBG goes into the Census Tracts 201-204, which are our lowest income neighborhoods and an area designated as the CDBG Target Area. New data indicates that Census Tract 202, while still considered in the CDBG Target area for this Consolidated Plan, is changing. It is comprised of a higher number of owner-occupied single family properties (1-4 units) than in the other census tracts and the median income is rising. It remains a qualified CT with over 51% of neighborhood residents considered low to moderate income. In February 2017, the City received a Choice Neighborhood Planning and Action Grant that identified Census Tracts of 201, 203, and 204 as the Choice Neighborhood. In 2018, following the boundaries identified in the Choice Neighborhood, HUD designated Census Tracts 201, 203, and 204 a Neighborhood Strategy Revitalization Area (NRSA).

The City intends to allocate 75% of its funding in the NRSA; 20% of its funding in Census Tract 202; and 5% of its funding city-wide to address housing needs of persons that are low to moderate income homeowners.

III. Priority Needs – 91.415, 91.215(a)(2) (Goals, Strategies and Data)

1	Priority Need Name	Provide Essential Public Services	
	Priority Level	High	
	Population	Children (17 and under) Young Adults (ages 18-24) Adults (ages 25-61) Elderly (age 62+) Veterans Persons living with HIV	Families with Children Persons with Disabilities Victims of Domestic Violence Persons Experiencing Homelessness Persons with Low/Extremely Low Incomes
	Geographic Areas Affected	Census Tracts 201, 202, 203, 204 City-wide	
	Associated Goals	Provide essential public services to improve quality of life for individuals and families with low-moderate incomes, including special needs populations and those experiencing homelessness or at risk of becoming homeless.	

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Description	<p>The following strategies will focus our funding priorities to the greatest community need. Some strategies align with other community plans including Legacy Lewiston (LL) and the Choice Neighborhood Transformation Plan (CNTP).</p> <p>Grow an environment that supports health and wellness among community members. Goal 6, CNTP (including, but not limited to, access to health services, centralize resources for homeless in a one-stop shop, access to quality and nutritious food, navigation services to persons experiencing homelessness or at-risk of becoming homeless)</p> <p>Expand gap funding for flexible low barrier loans/grants to support emergency needs in coordination with current community initiatives. (including, but not limited to, utility and security deposit)</p> <p>Grow individual education outcomes. Goal 8, CNTP (including, but not limited to, English language learning, early childhood, peer to peer education, job skills)</p> <p>Encourage agencies to coordinate services for persons experiencing homelessness. (LL)</p> <p>Address barriers to safe, decent, affordable housing. (including, but not limited to, tenant education, landlord meetings)</p> <p>Support distribution of materials on affordable housing and fair housing at conferences, workshops, and other public venues.</p>
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Basis for Relative Priority	<p>1. Homelessness is a pervasive issue in Lewiston. Lewiston General Assistance has identified 169 persons experiencing homelessness, of whom 26% identify as chronically homeless. Lewiston Police Department has identified an additional 62 persons who had contact with law enforcement between January and October of 2019. These numbers only include adults experiencing homelessness. It is estimated there are 200 youth experiencing homelessness in Lewiston. Disparate services, as well as the invisible nature of the majority of the homeless population, make it difficult to provide consistent assistance and services to individuals experiencing homelessness or at risk of homelessness (see appendix for definition). Preventing homelessness requires more than additional shelter beds. It requires helping the individuals and families to find new permanent housing. Without a stable address, it is impossible for people to get to work regularly, stay healthy, or plan for the future. This is why the Lewiston Auburn Alliance for Homeless Services (LAASH) calls for a “housing first” (see appendix for definition) strategy that finds permanent housing for people as a first step towards making a better future.</p> <p>2. Only 21% of individuals over 25 within the target area have a degree beyond high school. Ten percent of individuals have less than a 9th grade education. Our target area also contains immigrants with advanced degrees, experience, and credentials which are not considered valid in the United States, as well as asylum seekers currently awaiting approval to work.</p> <p>3. The poverty rate for the City of Lewiston is 15.3%. In the target area, this is significantly higher, particularly for children. One third of children under 18 in Lewiston live in poverty. In the target area, over half of children under 18 live in poverty; Census Tracts 201 and 204 have under 18 poverty rates of over 70%.</p> <p>4. Twenty percent of Lewiston residents have a disability; in the CDBG Target Area (CT 201, 202, 203, 204) that number increases to 58%, with the largest percentage of those experiencing a cognitive or ambulatory difficult. The greatest number (46%) of housing discrimination complaints in Maine are based on disability.</p> <p>5. Cost burden is by far the most severe housing burden faced in Lewiston. Over one quarter (27%) of owners pay more than 30% of household income(HHI) to housing expenses, while 45% of renters pay more than 30% of income to housing expenses. Within the target area, 85% of units are renter occupied. Of renter occupied units in the downtown, 63% are cost burdened, paying over 30% of HHI to housing expenses. Of renter occupied units in the downtown, 63% are cost burdened. Forty-three percent are severely cost burdened, paying over 50% of their expenses to housing costs.</p> <p>6. Lewiston is home to more than 6000 immigrants and asylum seekers. The immigrant populations have been significantly undercounted in the Census; this affects the City data around language, poverty, and race. According to ACS data, 82% of Lewiston residents speak English only. Of the remaining 18% who speak a language other than English, 14% speak English very well, while 4% speak little English. The largest category of other languages spoken is “Other Indo-European” with the greatest number of speakers over the age of 65 (42% of the</p>
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	<p>total speakers of a language other than English). Lewiston is home to an aging, French speaking Franco-American population who likely are the largest percentage of this age and language category. A large number of residents ages 18-64 also speak other Indo-European language (32% of total speakers of language other than English). Within this age category, are over 400 speakers of Spanish and 400 individuals who speak what is categorized as “other languages”, which includes Somali, Arabic, and most other African and American Indian languages. Of the population who speak a language other than English, only 7.4% are under the age of 18 (under age 5 is not counted); this percentage represents 1.4% of the total Lewiston population 5 and older only.</p> <p>7. Lack of access to childcare, insufficient transportation options, and lack of job training opportunities were identified in the CDBG Consolidated Plan Survey as significant barriers for Lewiston residents. By focusing outreach and financial support on agencies who plan to meet these needs, we can fill community gaps and provide greater economic opportunity. Discussions during the public meetings with the Citizens Advisory Council also revealed, in addition to child care, a paucity of options for daytime adult care.</p> <p>8. In Lewiston, 15% of families live under the poverty limit. In the CDBG target area, this percentage ranges from 28% to 47%. For children under age 18, these percentages increase significantly: 33% city-wide, 53%-76% in the CDBG Target Area. Within the CDBG Target area, between 21% and 37% of seniors (age 65+) live in poverty compared to 12% city-wide. Census Tracts 201 and 204 are recognized as having some of the highest concentrations in Maine of minority populations living in poverty. Within the CDBG Target area, 100% of American Indian families live in poverty. Census Tracts 201, 203, and 204 each have over 85% of people who identify as two or more races living in poverty. In Census Tract 201, 100% of Hispanic/Latino families live in poverty, while in 203 90% live in poverty. Census Tract 202 does not have a significant number of non-white individuals except those which identify as two or more races, 62.8% of whom live in poverty.</p> <p>9. Only 7 owner-occupied households are considered overcrowded (greater than 1 occupant per room) in the city of Lewiston, although it should be noted that all 7 are severely overcrowded (greater than 1.5 occupants per room). None of these owner-occupied units are within the CDBG Target Area. There are 156 units in the city which house between 1.01 and 1.5 occupants per room, which fits the definition of overcrowded, but not severely. Of the 156 overcrowded units 114 of them (73%) are renters within the Target Area. There are 96 severely overcrowded renter-occupied units city-wide; 63% of them are within the target area.</p>

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2	Priority Need Name	Safe and Affordable Housing	
	Priority Level	High	
	Population	Children (17 and under) Young Adults (ages 18-24) Adults (ages 25-61) Elderly (age 62+) Veterans Persons living with HIV	Families with Children Persons with Disabilities Victims of Domestic Violence Persons Experiencing Homelessness Persons with Low/Extremely Low Incomes
	Geographic Areas Affected	Census Tracts 201, 202, 203, 204 City-wide	
	Associated Goals	Increase, maintain, and improve the supply of safe and affordable housing for individuals and families with extremely low to moderate incomes.	
	Description	<p>The following strategies will focus our funding priorities to the greatest community need. Some strategies align with other community plans including Legacy Lewiston (LL) and the Choice Neighborhood Transformation Plan (CNTP).</p> <p>Increase the number of owner occupied properties. 5.1 (CNTP)</p> <p>Grow an inventory of safe, healthy, code compliant, and sustainable housing that provides housing choices for all. Goal 4 (CNTP)</p> <p>Remove lead and eliminate incidents of childhood lead poisoning. 1.2 (CNTP)</p>	

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Basis for Relative Priority	<p>1. Within the target area, 85% of units are renter occupied. The Choice Neighborhood Transformation Plan (CNTTP) identified that residents would like paths to ownership. Approximately half of land use in the target area contains 1 to 3 unit structures, creating viable opportunity for residents, with support, to invest within the community.</p> <p>2. Lead is a significant issue for families in Lewiston. The CNTTP identified “Lead-free by 2043” as the number one goal and desire of the Choice Neighborhood, which encompasses three of the CDBG Target Area census tracts. Lewiston has 16,063 total housing units. Of these, 3,916 were built pre-1940 and 6,823 were built pre-1978. Within the target area, 93% of units were built pre-1980. The age of the housing stock, along with poor maintenance, significantly increases the likelihood that units contain lead hazards. Lewiston’s percentage of children diagnosed with elevated blood levels is 6.3%, more than twice the state percentage.</p> <p>3. With a rental vacancy rate of 3.6% and a home ownership vacancy rate of 0.5%, Lewiston is in need of increased housing opportunities. A number of vacant units exist in the upper floors of mixed-use buildings in the downtown commercial core. Vacant lots comprise 9% of the downtown land use, creating opportunities for infill projects of many types, including townhouses, duplexes, and triple decker structures.</p> <p>4. Only 35% of downtown buildings received a good or excellent rating in the Choice Neighborhood Transformation Plan’s Internal and External Building Condition assessment. The assessment was based on observational data as well as code violation and lead abatement data. Over one quarter of the buildings received a distressed or failing rating.</p> <p>5. Homelessness is a pervasive issue in Lewiston. Lewiston General Assistance has identified 169 persons experiencing homelessness, of whom 26% identify as chronically homeless. Lewiston Police Department has identified an additional 62 persons who had contact with law enforcement between January and October of 2019. These numbers only include adults experiencing homelessness. It is estimated there are 200 youth experiencing homelessness in Lewiston. Preventing homelessness requires helping the individuals and families to find new permanent housing. Without a stable address, it is impossible for people to get to work regularly, to stay healthy, or to plan for the future. This is why the Lewiston Auburn Alliance for Homeless Services (LAASH) calls for a “housing first” strategy that finds permanent housing for people as a first step towards making a better future. A number of groups have been identified as hard-to-house including, but not limited to, persons in re-entry from jail, persons in recovery or currently addicted, and persons listed on the sex offender registry.</p>

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3	Priority Need Name	Economic Development	
	Priority Level	High	
	Population	Children (17 and under) Young Adults (ages 18-24) Adults (ages 25-61) Elderly (age 62+) Veterans Persons living with HIV	Families with Children Persons with Disabilities Victims of Domestic Violence Persons Experiencing Homelessness Persons with Low/Extremely Low Incomes
	Geographic Areas Affected	Census Tracts 201, 202, 203, 204 City-wide	
	Associated Goals	Create economic opportunities for individuals and families with low-moderate incomes.	
	Description	<p>The following strategies will focus our funding priorities to the greatest community need. Some strategies align with other community plans including Legacy Lewiston (LL) and the Choice Neighborhood Transformation Plan (CNTP).</p> <p>Grow pathways to thrive and economic mobility for all. Goal 9 (CNTP) (build businesses to create new jobs, support small businesses startups and entrepreneurs, provide workforce training and education support, expand daycare services)</p> <p>Leverage CDBG funding to support redevelopment of Brownfield Sites.</p> <p>Invest in various types of commercial properties to reduce blight, support historic preservation, and partner with housing programs to create residential units on upper floors of mixed-use properties. Include broadband in building rehabilitation. (CNTP and LL)</p>	

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	Basis for Relative Priority	<p>1. Lack of access to childcare, insufficient transportation options, and lack of job opportunities were identified in the CDBG Consolidated Plan Survey as the most significant barriers to economic opportunity for Lewiston residents. By focusing outreach and financial support on businesses and entrepreneurs who plan to meet these needs, we can fill community gaps and provide economic opportunity through job creation.</p> <p>2. The City recently received \$500,000 in EPA Brownfield Clean Up dollars, specifically to be used for the clean-up of Bates Weave Shed (Mill #5). The City of Lewiston acquired the Bates Mill Complex for non-payment of taxes by the Bates Manufacturing Company in 1997. Since taking ownership of the complex, the city has received more than \$2.6 million in EPA Brownfield Clean up dollars. By partnering the EPA grants with CDBG funds and private investment, the buildings have been redeveloped for office, restaurant, and residential uses. The total real and personal property valuation in the complex generates over one million in annual property tax revenue (\$1,038,994). More than 1000 people work in the complex. Bates Mill #5 is the last of the buildings to be redeveloped.</p> <p>3. With a rental vacancy rate of 3.6% and a home ownership vacancy rate of 0.5%, Lewiston is in need of increased housing opportunities. A number of vacant units exist in the upper floors of mixed-use buildings in the downtown commercial core. By investing in mixed-use buildings with CDBG funds, both economic and housing opportunities can be created, allowing residents to live closer to where they work.</p>	
4	Priority Need Name	Public Facilities and Infrastructure	
	Priority Level	Low	
	Population	Children (17 and under) Young Adults (ages 18-24) Adults (ages 25-61) Elderly (age 62+) Veterans Persons living with HIV	Families with Children Persons with Disabilities Victims of Domestic Violence Persons Experiencing Homelessness Persons with Low/Extremely Low Incomes
	Geographic Areas Affected	Census Tracts 201, 202, 203, 204 City-wide	
	Associated Goals	Preserve and improve public facilities and infrastructure that serve low to moderate-income neighborhoods or special needs residents.	

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Description	<p>The following strategies will focus our funding priorities to the greatest community need. Some strategies align with other community plans including Legacy Lewiston (LL) and the Choice Neighborhood Transformation Plan (CNTP).</p> <p>Provide safe, warm and welcoming spaces in all seasons for those experiencing homelessness 6.3 (CNTP)</p> <p>Improve key connections to, from, and within the neighborhood to other city assets 2.3d (CNTP) (sidewalks, park improvements, buses, signage)</p> <p>Expand public access to broadband (CNTP and LL)</p> <p>Provide construction funding for public facilities that serve at least 51% low-moderate income or special needs persons.</p>
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Basis for Relative Priority	<p>1. Insufficient public transportation, inaccessible or missing sidewalks, and park safety were identified in the CDBG Consolidated Plan Survey as the most significant infrastructure barriers for Lewiston residents.</p> <p>2. Twenty percent of Lewiston residents have a disability; in the CDBG Target Area (CT 201, 202, 203, 204) that number increases to 58%, with a significant percentage experiencing a cognitive or ambulatory difficult. Many of the persons with ambulatory difficulties are unable to use the sidewalks, particularly in the winter, to access basic needs such as food and health care. The Lewiston Public School system bussing policy states that children in grades K-6 who live within one mile of their school are expected to walk. That increases to 1.25 miles for high school students. Several of the major routes to these schools lack sidewalks.</p> <p>3. Seventy-five percent of households in Lewiston have a broadband subscription. Within the target area, only CT 202 has a higher percentage of households with a broadband subscription than the City as a whole. In census tract 201, less than half of the households have access to broadband.</p> <p>4. A large number of low-barrier jobs are available outside of the downtown. The bus routes are not sufficient to meet this need, particularly for those who work weekends or 2nd and 3rd shifts.</p> <p>5. Homelessness is a pervasive issue in Lewiston. Lewiston General Assistance has identified 169 persons experiencing homelessness, of whom 26% identify as chronically homeless. Lewiston Police Department has identified an additional 62 persons who had contact with law enforcement between January and October of 2019. These numbers only include adults experiencing homelessness. It is estimated there are 200 youth experiencing homelessness in Lewiston. Preventing homelessness requires helping the individuals and families to find new permanent housing. Without a stable address, it is impossible for people to get to work regularly, to stay healthy, or to plan for the future. This is why the Lewiston Auburn Alliance for Homeless Services (LAASH) calls for a “housing first” strategy that finds permanent housing for people as a first step towards making a better future. A number of groups have been identified as hard-to-house including, but not limited to, persons in re-entry, persons in recovery or currently addicted, and persons listed on the sex offender registry.</p>
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IV. Anticipated Resources – 91.420(b), 91.215 (a)(4), 91.220(c)(1,2)

Program	Uses of Funds	Expected Amount Available Year 1		
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	Source of Funds		Annual Allocation \$	Program Income \$	Prior Year Resources \$	Total \$	Expected amount Available Remainder Con Plan	Narrative Description
CDBG	Federal	Admin & Planning Housing Public Services Public Infrastructure & facilities Economic Development	Estimated \$890,000		Estimated \$100,000	Estimated \$990,000	Estimated \$3.56 M	Includes Entitlement, Projected Program Income and Carryover from prior year
Other	Revolving Loan Fund (RLF)	Housing and Economic Development Loans		Estimated \$185,000	Estimated \$610,000	Estimated \$795,000	Estimated \$3.18M	RLF recapitalized by return of principal from loans

A. Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied

The City has experienced cuts in its allocation over the recent past and recognizes that its funding is not sufficient to address all of the priority needs. The City maximizes match and leverage by combining programs and partnering with entities that receive state, federal and local funding. In its economic development and housing programs, a match is required for investor owners and CDBG funding is used to only fund the gap. The City’s commercial lending program requires a 50/50 private match and the City’s housing program requires a 10% match from investor owners.

B. Describe publically owned land or property located within the Jurisdiction may be used to address the needs identified in the plan

Vacant lots comprise 9% of downtown land use, creating opportunities for infill projects of all types including townhouses, duplexes, and triple decker structures. The intention is to convey the parcels at a reduced cost to non-profit housing developers to create mixed income housing.

V. Institutional Delivery Structure – 91.415, 91.215(k)

A. Explain the institutional structure which the jurisdiction will carry out its consolidated plan including private industry, non-profit organizations, and public institutions.

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Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
City of Lewiston Economic and Community Development; Department, Public Works; Finance Department; Social Services; Code and Planning Department	Government	Non-homeless special needs Economic development homelessness planning ownership rental neighborhood improvements public services public facilities	Jurisdiction
Lewiston Housing Authority	PHA	Public Housing Rental non-profit developer	Jurisdiction
MAINE STATE HOUSING AUTHORITY	PHA	Public Housing Rental	State
COMMUNITY CONCEPTS, INC.	Non-profit organization CAP Agency	Ownership Rental non homeless services	Lewiston-Auburn
COASTAL ENTERPRISES, INC.	Developer	Ownership Rental	Jurisdiction
Androscoggin Valley Council of Governments	Regional organization	Non-homeless special needs	Region
Raise Op Housing Cooperative	Non-profit Housing Developer	Ownership	Jurisdiction
Lewiston Auburn Alliance for Services to the Homeless	Other	Homelessness	Lewiston-Auburn
Social Agencies	Non-profit organizations	Public services Homeless special needs	Lewiston-Auburn
Maine Continuum of Care c/o MSHA	Other	Homeless	State
DHHS-CDC	Government	Assessment and identification of children with eblls	State
Maine Department of Labor	Government	Services, Education, Employment Disabilities	State
Community Clinical Services	Non-profit Health organizations	Non-homeless, homeless special needs	Jurisdiction

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Western Maine Community Action	CAP Agency –Other Governmental	Transportation	Lewiston-Auburn
Healthy Neighborhoods	Grass Root	Services, non-homeless special needs, planning food access	Lewiston

B. Assess Strengths and Gaps in the Institutional Delivery System

The delivery system is well-coordinated and organized. The organizations listed above as well as many other non-profit, governmental and quasi-governmental agencies work together to provide a comprehensive array of services in the City. The City and the non-profits work closely together to foster collaboration and improve the existing services. Unfortunately these services are not sufficient in addressing the amount of need in the community, especially the growing population of homeless individuals and families. There is a shortage of services, such as emergency housing, due to the lack of funding. There is no public shelter located in Lewiston-Auburn that receives funding from the State of Maine Continuum of Care. There has been a decline in funding available due to cuts to the City, Counties and State. Additionally, there is an increase in administrative burden to meet public and private sector requirements. The following section will provide more detail on the strengths and gaps in the delivery system and ways in which the community intends to address these gaps.

C. Availability of services targeted to homeless persons and persons with HIV and mainstream services

Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV
Homelessness Prevention Services			
Counseling/Advocacy	X	X	
Legal Assistance	X	X	
Mortgage Assistance			
Rental Assistance	X	X	
Utilities Assistance			
Street Outreach Services			
Law Enforcement	X	X	
Mobile clinics			
Other Street Outreach Services	X	X	
Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV

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Supportive Services			
Alcohol & Drug Use	X	X	
Child Care	X	X	
Education	X	X	
Employment and Employment Training	X	X	
Healthcare	X	X	
HIV/AIDS			
Mental Health Counseling	X	X	
Transportation	X	X	
Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV
Other			
Other			
Navigator Services		X	

D. Describe how the service delivery system including, but not limited to, the services listed above meet the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth)

The Lewiston Auburn Alliance for Services to the Homeless (LAASH) works to improve access to services and housing for persons who are homeless or at risk, shares information and strengthens cooperation among local agencies and homeless providers, identifies gaps in services, increases public awareness about homeless issues, and seeks funding to service the homeless and at-risk. On June 5, 2019, a convening of homeless persons, advocates, service providers, policy makers identified a lack of centralized services as a barrier toward serving persons experiencing homelessness or those at risk of homelessness.

E. Describe the strengths and gaps of the service delivery system for special needs population and persons experiencing homelessness, including, but not limited to, the services listed above

The Lewiston Auburn 10 Year Plan to End Homelessness identified difficulty locating assistance and navigating services (including for health, mental health, employment, and housing) as a problem for homeless persons, particularly for families and domestic violence survivors.

Homeless service providers describe the challenge of keeping people housed, and the need for case management to help with jobs, budgets and basic needs. For persons without a mental health or disability diagnosis, supportive services can be difficult to access unless there is a crisis.

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On June 5, 2019, a convening of homeless persons, advocates, service providers, policy makers identified a lack of centralized services as a barrier toward serving persons experiencing homelessness or those at risk of homelessness.

F. Provide a summary of the strategy for overcoming gaps in the institutional structure and service delivery system for carrying out a strategy to address priority needs

Preventing homelessness requires more than additional shelter beds. It requires help for people to get their lives together and to connect with jobs, as is described in the recommendations with regard to poverty above. It also requires helping the individuals and families to find new permanent housing. Without a stable address, it is impossible for people to get to work regularly, stay healthy, or

plan for the future. This is why the Lewiston Auburn Alliance for Homeless Services (LAASH) calls for a “housing first” strategy that finds permanent housing for people as a first step towards making a better future. Additionally, LAASH called for the creation of a warming center to serve as a hub for resource provision and services.

VI. Goals – 91.415, 91.215(a)(4)

A. Goal Summary Information

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Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
	Provide Essential Services Fair Housing	2020	2024	Non-Housing Community Development	Census Tracts 201, 202, 203, and 204, and Citywide	Public Services	CDBG	Public services activities other than L/M Housing Benefit: 2,500 persons assisted Homelessness Prevention 1,000 persons assisted Public services activities for L/M Income Housing Benefit 50 households assisted Tenant Based Rental Assistance (Emergency) 10 Households assisted Fair housing outreach & education for renters and owners 500 persons
	Increase, Maintain & Improve Affordable Housing	2020	2024	Affordable Housing	Census Tracts 201, 202, 203, and 204, and Citywide	Affordable Housing	CDBG & RLF	Rental Housing Rehabilitated 300 units Owner housing Rehabilitated 250 units Direct assistance to Homebuyers 5 households assisted Dilapidated/derelict housing demolished 2 buildings Housing Code enforcement 250 Housing Units
	Create Economic Opportunities	2020	2024	Economic Development Slum Blight	Census Tracts 201, 202, 203, and 204, and Citywide	Economic Development Non-housing	CDBG	Jobs Created or Retained 5 jobs Façade treatment/commercial building rehab 5 businesses assisted Brownfield remediated 5 acres remediated

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	Public Facilities and Infrastructure	2020	2024	Public facilities and infrastructure improvements	Census Tracts 201, 202, 203, and 204, and Citywide	Public Facilities Improvements	CDBG	Public Facility for L/M Housing Benefit 10 households assisted Public facility other than L/M Housing Benefit 500 persons assisted Infrastructure improvement projects – 8 projects
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B. Goal Descriptions

Goal 1: Provide essential public services to improve quality of life for individuals and families with low-moderate incomes, including special needs populations and those experiencing homelessness or at risk of becoming homeless.

- Grow an environment that supports health and wellness among community members. **Goal 6** (including, access to health services, centralize resources for homeless in a one-stop shop quality and nutritious food, expand navigation services to persons that at-risk of becoming homeless)
- Expand gap funding for flexible low barrier loans/grants to support emergency needs in coordination with current community initiatives. (including utility and security deposit)
- Grow individual education outcomes. **Goal 8** (English language learning, early childhood, peer to peer education, job skills)
- Encourage agencies to coordinate services for persons experiencing homelessness.
- Address barriers to safe, decent, affordable housing. (tenant education, landlord meetings)
- Support distribution of materials on affordable housing and fair housing at conferences, workshops, and other public venues.

Goal Outcomes/Indicators:

- **Public Services other than Low/Moderate housing benefit - 2,500 persons assisted**
- **Homeless Prevention – 1,000 persons assisted**
- **Public Services for Low/Moderate Income Housing Benefit – 50 households assisted**
- **Tenant Based Rental Assistance (Emergency gap funding) – 10 households assisted**
- **Fair housing outreach and education for renters and owners – 500 persons assisted**

Goal 2: Increase, maintain, and improve the supply of safe and affordable housing for individuals and families with extremely low to moderate incomes.

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- Grow an inventory of safe, healthy, code compliant, and sustainable housing that provides housing choices for all. **Goal 4**
- Increase the number of owner occupied properties. **5.1**
- Remove lead and eliminate incidents of childhood lead poisoning. **1.2**

Goal Outcomes/Indicators:

- **Rental housing rehabilitated (includes lead hazard control)– 300 housing units**
- **Owner housing rehabilitated (includes lead hazard control and weatherization) – 250 housing units**
- **Direct assistance to homebuyers – 5 households assisted**
- **Dilapidated/derelict housing demolished – 2 buildings demolished**
- **Code enforcement with rehab – 250 housing units**

Goal 3: Create economic opportunities for individuals and families with low-moderate incomes.

- Grow pathways to thrive and economic mobility for all. **Goal 9** (build businesses to create new jobs, support small businesses startups and entrepreneurs, provide workforce training and education support, expand daycare services)
- Leverage CDBG funding to support redevelopment of Brownfield Sites.
- Invest in various types of commercial properties to reduce blight and partner with housing programs to create residential units on upper floors of mixed-use properties.

Goal Outcomes/Indicators:

- **Jobs created or retained – 5 jobs**
- **Façade treatment/commercial rehabilitation – 5 businesses assisted**
- **Brownfields remediated – 5 acres remediated**

Goal 4: Preserve and improve public facilities and infrastructure that serve low to moderate-income neighborhoods or special needs residents.

- Provide safe, warm and welcoming spaces in all seasons for those experiencing homelessness **6.3**
- Improve key connections to, from, and within the neighborhood to other city assets **2.3d** (sidewalks, park improvements, buses, signage)
- Expand public access to broadband (**comp plan & choice**)
- Provide construction funding for public facilities that serve at least 51% low to moderate income or special needs persons.

Goal Outcomes/Indicators:

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- **Public facility for L/M Housing benefit – 10 households assisted**
- **Public facility other than L/M housing benefit –500 persons assisted**
- **Infrastructure improvement – 8 projects assisted**

C. Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.315(b)(2)

The City of Lewiston intends to serve 3,500 households. Based on past experience certain programs serve residents who are considered to be extremely low income while other programs and services lend themselves to persons in the higher income category. Based on this information and knowledge of the program participants, the City anticipates the following:

Extremely low income households expected to be served: 1,400 or 40%

Low income households expected to be served: 1,225 or 35%

Moderate income households expected to be served: 875 or 25%

VII. Lead-based Paint Hazards - 91.415, 91.215(i)

A. Actions to address LBP hazards and increase access to housing without LBP hazards

Old housing has a greater likelihood of having lead paint. Lead poisoning is the leading health risk for children in Lewiston. Lewiston has 16,063 total housing units. Of these, 3,916 were built pre-1940 and 6,823 were built pre-1978. Within the target area, 93% of units were built pre-1980. The age of the housing stock, along with poor maintenance, significantly increases the likelihood that units contain lead hazards. Lewiston’s percentage of children diagnosed with elevated blood levels is 6.3%, more than twice the state percentage. The City received a \$5.2 million (\$600,000 is Healthy Homes) Lead Hazard Control and Healthy Home grant which will require a local lead grant match into each unit from CDBG estimated at \$122,750 annually. The actual level of CDBG match required may vary as the grant funds are disbursed and the count of units made lead safe and healthy in Lewiston are known.

B. How are the actions listed above integrated into housing policies and procedures?

The past lead grant practice created units that were considered lead-safe by encapsulating or scraping and painting affected areas. The lead remained in the unit, creating a risk of exposure if the surface was disturbed. Going forward, within the target area, efforts will be made to, as much as is reasonable, incorporate lead-free rehabilitation into lead abatement properties. Beginning in July 2020, all children ages one and two will be screened for elevated blood levels.

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This may help identify areas of concern, allowing the unit to be remediated before a child reaches blood levels at which the child would be considered poisoned. In order to meet this increased need, the City will provide RRP training, State Lead Worker Certification, and Worker Protection to contractors and Section 3 residents living in Lewiston to build contractor capacity. Additionally, efforts will be made to replace old, deteriorating housing stock with lead-free, modern housing stock on currently vacant lots.

Anti-Poverty Strategy - 91.415, 91.215(j)

A. Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families

In Lewiston, 15% of families live under the poverty limit. In the CDBG target area, this percentage ranges from 28% to 47%. For children under age 18, these percentages increase significantly: 33% city-wide, 53%-76% in the CDBG Target Area. Within the CDBG Target Area, between 21% and 37% of seniors (age 65+) live in poverty compared to 12% of seniors city-wide. Census Tracts 201 and 204 are recognized as having some of the highest concentrations in Maine of minority populations living in poverty. Within the CDBG Target Area, 100% of American Indian families live in poverty. Census Tracts 201, 203, and 204 each have over 85% of people who identify as two or more races living in poverty. In Census tract 201, 100% of Hispanic/Latino families live in poverty, while in 203 90% live in poverty. Census tract 202 does not have a significant number of non-white individuals except those which identify as two or more races, 62.8% of whom live in poverty. The following goals, programs, policies, and strategies will focus our funding priorities to the greatest community need. Some strategies align with other community plans including Legacy Lewiston (LL) and the Choice Neighborhood Transformation Plan (CNTP).

Goal: Provide essential public services to improve quality of life for individuals and families with low-moderate incomes, including special needs populations and those experiencing homelessness or at risk of becoming homeless.

By supporting the educational and job training efforts in our community, we will assist families with low-incomes in gaining skills and knowledge that can increase their economic well-being.

- Grow an environment that supports health and wellness among community members. **Goal 6, CNTP** (including, access to health services, centralize resources for homeless in a one-stop shop, provide quality and nutritious food, expand navigation services to persons that are at-risk of becoming homeless)
- Expand gap funding for flexible low barrier loans/grants to support emergency needs in coordination with current community initiatives. (including utility and security deposit)
- Grow individual education outcomes. **Goal 8, CNTP** (English language learning, early childhood, peer to peer education, job skills)

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- Encourage agencies to coordinate services for persons experiencing homelessness. (LL)

Goal: Create economic opportunities for individuals and families with low-moderate incomes.

Lack of access to childcare, insufficient transportation options, and lack of job opportunities were identified in the CDBG Consolidated Plan Survey as the most significant barriers to economic opportunity for Lewiston residents. By focusing outreach and financial support on businesses and entrepreneurs who plan to meet these needs, we can fill community gaps and provide economic opportunity through job creation. The City’s Microenterprise program will help individuals to gain capacity, skills, and materials to start or grow a business that creates jobs for people with low-incomes. We will specifically target our outreach strategies toward individuals who may want to start a business that will address a childcare or transportation need, or will start a business that will employ individuals with low incomes.

B. How are the Jurisdiction poverty reducing goals, programs, and policies coordinated with this affordable housing plan

The City will partner with Lewiston Housing Authority to provide information about job training opportunities, available services, and the microenterprise program to public housing residents. The City will also partner with neighborhood organizations including, but not limited to, Healthy Androscoggin, Community Concepts, Community Credit Union, and Healthy Neighborhoods to reach out to current Target Area residents about funds available to help with housing rehabilitation, rental assistance, and homeownership assistance.

VIII. Monitoring – 91.230

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

The Director, Community Development Coordinator, and the Grants Accountant monitor the activities funded under the Consolidated Plan as follows:

- A Sub-recipient Agreement is executed with all entities approved for funding. The agreement is in compliance with 2CFR and includes all applicable regulations.
- During the pre-application phase, training sessions are mandatory and include the requirements of the program, frequency of reporting, outcome measures, and other requirements as applicable.
- A desk audit is performed by the Grants Accountant at each draw to make sure that the supporting documents are submitted with the draw. The Community Development Coordinator

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reviews each report to make sure that income and race and ethnicity data is provided.

- The Administrative Assistant documents insurance and continued residency data on an annual basis.
- At least quarterly activities are reviewed to ensure compliance and that the reporting reflects the goals and objectives of the Con Plan.
- At least quarterly, City staff run periodic performance reports in IDIS to monitor funded activities.
- The Community Development Coordinator and Grants Accountant conduct periodic site visits for sub-recipients and contractors to ensure compliance. Each program identifies the frequency of the visit.

For CDBG activities conducted with other City Departments, an Interdepartmental Agreement is executed to delineate roles and responsibilities of each department. City staff follow a City adopted procurement policy that identifies the cross cutting regulations, minority business outreach, etc. On all bid procured activities, CDBG staff provide the HUD required language and wage rates for the bid package. The City maintains a log of names and addresses of contact persons in our Ethnic-based Community Organizations and state registered Women, Disabled, -and Minority Business Enterprises to make sure that they are included in the notifications from the City. The City is in the process of updating its Section 3 policies and procedures and have hired a consultant to help create HUD compliant policies and procedures.

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Appendix A: Maps

Map 1: Target Area Census Tracts

