

**Cumberland County Community Development Program  
2013 CDBG General Program Application  
Regional Cover Page**

**Project Title**      Regional Temporary Emergency Shelter Program

**Lead Community**      City of Westbrook

**Additional Communities**      Town of Gorham, Town of Windham

**Contact Information**      Name William D. Baker, Assistant City Administrator

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**Program Category**

Public Infrastructure/Facility       Downtown Revitalization

Public Service       Housing       Economic Development

**CDBG "National Objective"**

Low/Moderate Income:      Area-Wide       Limited Clientele

Direct Benefit:      Presumed Group DV victims  
MENTALLY ILL PERSONS      (Identify Group)

Slum/Blight:      Area-Wide       Spot Basis

**Amount of CDBG Funds Requested**      6,750

**Total Estimated Project Cost**      9,000

**Name of Authorized Official**      Mayor Colleen Hilton

**Signature of Authorized Official**      Colleen Hilton

**Appendix V: Multi-Community Application Endorsement**

**CUMBERLAND COUNTY COMMUNITY DEVELOPMENT PROGRAM**

**CDBG GENERAL PROGRAM APPLICATION – 2013**

Lead Community Applicant: CITY OF WESTBROOK

Lead Community Authorized Official MAYOR COLLEEN HILTON

Signature of Authorized Official *Colleen Hilton*

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Additional Community Applicant: TOWN OF GORHAM

Additional Community Authorized Official \_\_\_\_\_

Signature of Authorized Official PENDING

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Additional Community Applicant: TOWN OF WINDHAM

Additional Community Authorized Official \_\_\_\_\_

Signature of Authorized Official PENDING

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Additional Community Applicant: \_\_\_\_\_

Additional Community Authorized Official \_\_\_\_\_

Signature of Authorized Official \_\_\_\_\_

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Additional Community Applicant: \_\_\_\_\_

Additional Community Authorized Official \_\_\_\_\_

Signature of Authorized Official \_\_\_\_\_

## Project Summary:

Public Safety agencies in Westbrook, Windham and Gorham each face a demand for temporary emergency shelter under at least four circumstances. We seek to provide our communities with an emergency fund to provide temporary emergency shelter for a period not to exceed 48 hours, until longer term solutions to the individual or family emergency can be found.

Homelessness – when a homeless individual or family is encountered in any of our communities, particularly after hours, Portland shelters are often full and few options exist for temporary emergency shelter.

Domestic Violence Emergencies – The police in each community are faced with complex domestic violence emergencies that may displace an individual or family. These victims need time to interact with domestic violence advocates who can help the victim craft a safety plan. There is a dearth of shelters and few options for police and victims. The availability of temporary emergency shelter for DV victims will allow the police to be more effective in ensuring the safety of victims in the wake of a DV emergency.

Mental Health Emergencies – when a mental health crisis occurs the person in crisis is often transported to an emergency room. If that person fails to meet the criteria for admission to a hospital and cannot return home where the crisis originated and people feel unsafe, the police need options. Under these circumstances temporary emergency shelter is often desirable to allow the police to de-escalate the situation until outpatient resources can be identified during normal business hours.

No Heat or cooling emergencies – each community operates with cold weather or hot weather emergency protocol. Police and fire departments often respond in the middle of the night to a no heat emergency and find an individual or family, especially with children present, in housing where the temperature is dropping to unsafe levels. With no oil in the tank, no funds available for fuel and no obligation by the landlord to supply the fuel, public safety officials are faced with an obligation to act for the safety of these individuals or families. Often what is needed is temporary emergency shelter giving public safety officials adequate time to work with victims, friends and family to identify resources needed to resolve the emergency.

This Block Grant will fund temporary emergency shelter at local lodging facilities in the region that each department can access in an emergency.

## **Q.2A Convey the magnitude and severity of the issue to be addressed**

Locally the magnitude and severity of these issues warrant the allocation of resources for temporary emergency shelter. In the City of Westbrook during the calendar year of 2012 the police responded to the following volume of calls in each of these four categories; 206 domestic violence emergencies; 145 mental health emergencies; 12 homelessness emergencies; and 8 heating/cooling emergencies. Gorham Police responded to 130 no heat emergencies; 60 mental health emergencies; 53 domestic violence calls; and 10 calls dealing with homelessness. Windham responded to 126 domestic violence calls; 79 mental health emergencies; 12 number of homelessness emergencies; and 70 no heat emergencies. With the funds requested we expect to be able to provide approximately 121 shelter nights between our three communities.

National trends are reflective of local conditions and should also be considered in terms of the magnitude and severity of these issues;

### **Demographics of homelessness:**

Two trends are largely responsible for the rise in homelessness over the past 20-25 years: a growing shortage of affordable rental housing and a simultaneous increase in poverty. Persons living in poverty are most at risk of becoming homeless, and demographic groups who are more likely to experience poverty are also more likely to experience homelessness. Research indicates that families, single mothers, and children make up the largest group of people who are homeless in rural areas and thus we should be prepared to deal with them.

### **Domestic Violence and homelessness:**

Battered women who live in poverty are often forced to choose between abusive relationships and homelessness. In a study of homeless parents 22% said they had left their last place of residence because of domestic violence. A survey of homeless mothers found that 25% of the women had been physically abused in the last year.

Victim's reported that if temporary emergency shelter did not exist the consequences for them would be dire: including homelessness, loss of child custody, continued abuse or death. Their primary needs were shelter, safety information, emotional support, and help for their children.

<https://www.ncjrs.gov/pdffiles1/nij/grants/225025.pdf>

**Mental illness and homelessness:**

Persons with severe mental illness represented about 26 percent of all sheltered homeless persons.

<http://www.nationalhomeless.org/factsheets/who.html>

**Danger of heating and cooling emergencies:**

Nationally and right here in Maine lack of heating oil leads to cold weather emergencies and death as it did for a Lisbon Maine man in January of 2012. Providing temporary emergency shelter can help us prevent these deaths.

<http://bangordailynews.com/2012/01/23/news/lewiston-auburn/lisbon-man-dies-in-early-morning-fire>

As the threat of an actual winter intensifies, advocates for the poor have been worrying about how low-income households will cope with the high cost of heating oil.

<http://green.blogs.nytimes.com/2012/01/23/how-to-get-help-paying-for-heating-oil>

Health impacts also spike during excessive heat events. In one state heat emergencies during a two-week period led to 655 deaths and 1,620 excess hospitalizations, and more than 16,000 additional emergency room visits, resulting in nearly \$5.4 billion in costs. Temporary emergency shelter can help prevent those kind of catastrophic results.

<http://www.nrdc.org/globalwarming/killer-heat>

**Q.2B Identify the total number of people affected by the issue and what percentage of them are low to moderate income (Item #2 page 10)**

Based on the average size of regional households (2.5 persons per household) we estimate the number of people actually impacted by the calls for service in all four of these categories (911) to be 2,277 people. Based on our familiarity with the individuals and families involved we estimate more than 80% of the people are low to moderate income.

**Q.2C Describe to what extent the project makes in the long term measurable difference in the economic and social health of the region**

Temporary emergency shelter helps the police in each community achieve a desirable outcome in these complex social situations that is much more likely to make a measurable difference in the economic and social health of the region.

In the case of homelessness, temporary shelter provides the police with options and the victim with temporary emergency shelter and an opportunity to obtain services for the person or family affected. This reduces the likelihood that this person or family will become crime victims or suffer medical emergencies on the street. Temporary shelter increases the likelihood that people in this situation can be matched up with employment services and other services that will promote their economic and social wellbeing.

Without temporary emergency shelter, advocacy and safety planning, Domestic Violence victims and victim families stand a greater chance of becoming homeless, unemployed, victims of crime and victims of domestic homicide.

Mental health emergencies often represent dangerous and volatile situations that lead to emergency room visits, but not to hospitalization. Without temporary emergency shelter these situations can often lead to recurring conflicts, injury and death by suicide or homicide.

No heat emergencies in the winter and cooling emergencies in the summer often affect the poorest among us. Without the availability of temporary emergency shelter and the opportunity to identify alternative resources for individuals and families in these situations these cases frequently end in medical emergencies and emergency room visits and sometimes in death from hypothermia or heat exhaustion. Thus our ability to intervene in each of these social emergencies contributes to the economic and social health of the region, each in a significant way.

**Q.3A Define who will manage the grant funded project and how they will manage it?**

This project will be managed by William D. Baker Assistant City Administrator in the City of Westbrook. The Police Chiefs in each community, through their front line staff, will facilitate access to emergency shelter on an as needed basis. A report on each incident that leads to temporary emergency shelter will be provided to William Baker so that he can review the incident for compliance with program goals and ensure follow up with each agency so that sheltering is temporary and alternative resources are identified for the people involved.

**Q.3B Explain the experience of the applicant in undertaking projects of similar complexity**

Mr. Baker has served as a Police Chief in three states; as Commissioner of Public Safety in the State of Massachusetts; and as Assistant Director of International Assistance for the US Justice Department and has managed programs of greater complexity in 3 states and 40 countries.

**Q.3C Demonstrate that an ongoing commitment exists to continue the maintenance and operation of the activity**

Each participating community deals with these four social issues on an annual basis. This grant funded project will help to bring these issues into focus and help each of the police agencies involved analyze and quantify the beneficial impact of temporary emergency shelter. This will allow each member community to grasp the nature and scope of these problems and implement a sustainable approach for providing temporary emergency shelter in their community.

**Q.4A Describe the steps that have been completed or must be completed to initiate the project including community support, staffing, securing an appropriate location, marketing and networking**

Police staffing is currently assigned to handling these emergencies in each community. We have identified local hotels and coordinated their support for this program. Each department is establishing protocols (if they do not already exist) to manage access to temporary emergency shelter and the reporting requirements that follow.

**Q.4B Describe any existing and or potential impediments to project initiation**

There are no known impediments at this time.

**Q.4C List source of matching funds (appendix III)**

Matching funds will be budgeted by the City of Westbrook

**Q.4D Are funds secured?**

Funds will be secured in the 2013/2014 budget cycle.

**Q.5A Describe specifically how funds including match will be distributed between project elements?**

Given the emergency and unpredictable nature of these events we are unable to predict the distribution of funds between project elements. However, based on past experience with these issues we expect the distribution to follow the following estimated percentages: Domestic Violence 55%; Mental Health Emergencies 39%; Homelessness 4%; Heating and Cooling Emergencies 2%.

**Q.5B How was the distribution determined?**

Based on the historical volume of calls for each kind of emergency.

**Q.7A Why are the CDBG funds critical for the commencement and ultimate success of the project?**

We lack resources for temporary emergency shelter for each of these kinds of emergencies. Police agencies are convinced that having temporary emergency shelter will significantly improve the outcome in these cases and will benefit the social and economic wellbeing of the communities and the low income population most often affected by these emergencies. The CDBG funding will help us demonstrate improved outcomes and achieve community support for continuing this program with other sources of funding in the future.

**Q.7B Have you or will you seek funds from other sources, if so what are those sources?**

We may seek corporate support or other grant funding for this project as a back up to CDBG funds, but no such sources have been identified to date.

**Q.7C What is the impact on the project if CDBG funds are not received or if only partial CDBG funds are received?**

Non-funding will cause police agencies to continue their valiant effort to serve the needs to these constituencies without this valuable resource in place. Partial funding will allow us to improve our services to these constituencies, but serve fewer individuals and families.

**Q.9Ci How will low to moderate income residents in each participating community benefit from the project/activity?**

As mentioned previously low to moderate income residents are often affected to a greater degree by each of these problems. Without temporary emergency shelter the police are often helpless and without sufficient resources to manage victims successfully. This results in higher numbers of work days lost, unemployment, emergency room visits and medical emergencies, broken families and death. Having the sheltering system makes those costly and tragic consequences less likely to occur.

**Q.9Cii What role will each applicant community play in the project/activity?**

Each applicant community will manage their individual calls for service dealing with these four types of emergencies.

<b>Project Implementation Schedule</b>								
<b>Activity</b>	<b>Q #1 J - S 2013</b>	<b>Q #2 O - D 2013</b>	<b>Q #3 J - M 2014</b>	<b>Q #4 A - J 2014</b>	<b>Q #5 J - S 2014</b>	<b>Q #6 O - D 2014</b>	<b>Q #7 J - M 2015</b>	<b>Q #8 A - J 2015</b>
Contract/ Environmental Review								
Reporting	X	X	X	X				
Shelter Provided	X							
Shelter Provided		X						
Shelter Provided			X					
Shelter Provided				X				
Project Completed:				X				

Type of Funding	Match Amount	Source of Match	How is the match calculated?	Is the match secured? Please circle yes or no.	If yes, please attach relevant documentation. <sup>1</sup>	If no, please outline and attach future steps to secure match. <sup>2</sup>
Cash	Municipal Cash	Municipal	25%	Yes / <input checked="" type="radio"/> No		SEE 0.4D
	Other Cash			Yes / No		
	Other Cash			Yes / No		
	Other Cash			Yes / No		
In-Kind/ Donation	Municipal In-Kind & Donation			Yes / No		
	Other In-Kind & Donation			Yes / No		
	Other In-Kind & Donation			Yes / No		
	Other In-Kind & Donation			Yes / No		
<b>TOTAL MATCH</b>	<b>\$ 2,250</b>					

<sup>1</sup> Please feel free to attach up to 1 page of additional documentation demonstrating secured match.

<sup>2</sup> Please feel free to attach up to 1 page explaining the future steps that will be taken to secure matches.

<b>Public Service Programs</b>				
<b>Cost Category</b>	<b>CDBG Funds</b>	<b>Municipal Funds</b>	<b>Other Funds</b>	<b>Total</b>
<b>Equipment</b>				
<b>Materials/Supplies</b>				
<b>Operations</b>				
<b>Salaries</b>				
<b>Fringe</b>				
<b>Transportation</b>				
<b>Consultants</b>				
<b>Space/Rent</b>				
<b>Project Management</b>				
<b>Other – 1) Temporary Shelter</b>	6,750	2,250		
<b>Other – 2)</b>				
<b>Total Costs</b>				
<b>Provide the basis for determination of budget amounts:</b>				
<p>This budget reflects an estimated cost per night of 74.00 dollars. This yields an approximate number of temporary emergency shelter nights available with this budget of 121.</p>				