

**Cumberland County Community Development Program**  
**2018 CDBG General Program Application**  
*Community Cover Page*

**Project Title**      Depot Street Sewer Repair Project

**Lead Community**      Windham

**Additional Communities**      \_\_\_\_\_

**Contact Information**      Name      Tony Plante

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**Program Category**

Public Infrastructure/Facility      X      Downtown Revitalization      \_\_\_\_\_

Housing      \_\_\_\_\_      Economic Development      \_\_\_\_\_

**CDBG “National Objective”**

**Low/Moderate Income:**      Area-Wide      X      Limited Clientele      \_\_\_\_\_

**Direct Benefit:**      Presumed Group      \_\_\_\_\_ (Identify Group)

**Slum/Blight:**      Area-Wide      \_\_\_\_\_      Spot Basis      \_\_\_\_\_

**Amount of CDBG Funds Requested**      \$250,000

**Total Estimated Project Cost**      \$560,000

**Name of Authorized Official**      Anthony Plante, Town Manager

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

## 2018 General Application Questions

Respond to the narrative questions in a maximum of six pages (economic development & non-economic development project applications) or seven pages (multi-jurisdictional project applications.)

1. Provide a **brief summary** (400 words maximum) of the proposed project.  
- 10 points.

Focus your answer on issues *such as, but not limited to*: What will be built? What will happen? Where will it happen? Who's in charge? Who will be served?

In Depot Street, South Windham Village, the Portland Water District will install a new sewer pump station and upgrade an existing siphon line to a new force and gravity main. The PWD will also replace the existing 8 inch distribution water main with a new 8 to 12 inch water main and construct a new 16 to 24 inch transmission main. This work is an important feature of the Portland Water District's Capital Improvement Plan and will greatly increase development potential in South Windham for property owners and the Town.

The fiscal responsibility for the sewer improvement portion of this project falls on sewer ratepayers in the affected area, all of whom live within the 4803 2 census block in which 51.34% of the residents are Low/Moderate Income. The increase in sewer assessments necessary to pay for these improvements would place a severe financial burden on these Village residents. CDBG funding for this project would be used to mitigate the financial burden of the sewer improvements on these ratepayers.

In an interrelated and concurrent project the Town of Windham will provide a full depth reconstruction of approximately 1,100 feet of Depot Street from Main Street (Route 202) to High Street, located in the South Windham Village, adjacent to the Presumpscot River. The finished road will consist of 11 foot travel lanes, 2 foot shoulders and 5 foot sidewalks with granite curbing on both sides of the road. Decorative lighting and benches will provide pedestrian amenities. Plans include the construction of a closed drainage system with catch basins and underdrain. Construction of the road, sidewalks, and stormwater management will enhance vehicular and pedestrian safety and create a sense of place, while controlling stormwater run-off to the Presumpscot River. The cost of this Town of Windham project is approximately \$433,000.

2. Provide a response to the four questions below defining and justifying the **need for the activity**. - 20 points
  - a. Convey the magnitude and severity of the issue to be addressed.

The Depot Street Sewer in South Windham was installed in 1987 and is primarily an undersized 4" siphon that was installed to service portions of Depot, High Street and Androscoggin Streets. The siphon is a constant maintenance problem. Despite increased efforts of bi-weekly cleaning and weekly checks, there have been three Sanitary Sewer Overflows (SSOs) which were documented by the Department of Environmental Protection through notices of violations in recent years. Along with this, the 4" siphon has reached its flow capacity which is limiting the growth and development in the village.

Replacement of the siphon with a new Depot Street pumping station (phase 1) and associated piping will provide the following advantages to the town:

- Removal of an existing maintenance problem and future potential SSOs
- Provides local sewer capacity for future growth of the area
- Provides the ability replace an existing 30 year-old pumping station with the new Depot Street pumping station at a later date (phase 2)

Affordability of these sewer improvements is a major concern to the Town and area ratepayers. Windham sewer users pay amongst the highest rates in the Portland Water District's territory with only Cape Elizabeth customers paying a slightly higher base rate. These high rates, arising from a very small customer base of 54 and previous improvements to the system that eliminated direct flow into the Presumpscot River continue to be a financial burden to the residents of the South Windham Village.

- b. Identify the total number of people affected by the issue.
  - i. Out of the total number of people affected, identify the number of people from low/moderate income households.

There are 54 Portland Water District sewer customers representing approximately 225 residents currently affected by the sewer rehabilitation needs in Depot Street. These 225 residents live within Census tract: 004803; Block group: 2.

Within this South Windham community Census Block (004803 – 2) there are 1,150 Low to Moderate Income people out of 2,240 residents. The area has a Low/Moderate Income ratio of 51.34% and falls within the 2018 CDBG Exception Rule of eligible Census Blocks. The overall improvements, while focused on the Depot Street neighborhood will benefit all residents of the village and the surrounding neighborhoods, with an improved and higher capacity sewer system as well as the safety and convenience the streetscape improvements will provide.

- c. Describe to what extent the project makes in the long-term measurable difference in the economic and social health of the region.

The residents of the South Windham Village have been subjected to abandoned mills and commercial structures, loss of jobs from those businesses leaving, deteriorating housing stock and blighted conditions along the Route 202 corridor for four decades. The closure of the Keddy Mill (steel fabrication) and Rich Tool and Die in the 1970s resulted in the direct and indirect loss of hundreds of jobs. The Keddy Mill remains vacant and has been placed in the US EPA's Superfund program, and the expansive Rich Tool & Die facility is only partially utilized. As a result, the South Windham Village community as a whole has suffered with a lack of employment opportunities, housing and commercial building degradation, and an overall decrease in the quality of life of its residents. The Town of Windham is working to move the redevelopment of this once thriving village forward and this sewer rehabilitation project, along with the concurrent Depot Street reconstruction will be a major step in that direction. This project will prepare the village for increased residential and commercial growth as area properties are rehabilitated and the once thriving Keddy Mill property's environmental contamination is remediated and returned to the village economy.

- d. Construction related activities: Convey how the project relates to the community's long-range planning and capital improvement needs.

After a decade of discussion culminating in 1998 with "A Plan for the Revitalization of South Windham/Little Falls Village.", Windham, along with the neighboring town of Gorham, has been calling for a more active, vibrant and commercially active village through the reuse of the existing mill buildings, public access to the Presumpscot River and the provision of more village-scale commercial uses. In 2011, a CDBG funded project resulted in streetscape improvements along Main Street in the village. Windham also specifically addressed these same desires in the 2003 Comprehensive Plan and heard more of the same in the 2014 Community Visioning Forums and 2014 Community Survey in support of the 2016 Comprehensive Plan Update adopted on June 13, 2017. The Depot Street Sewer Project, along with the reconstruction of Depot Street being undertaken simultaneously by the Town of Windham, will provide a vital infrastructure upgrade for the Village allowing for both commercial and residential growth in the future.

3. Provide a response to the three questions concerning **management of the proposed activity** – 10 points

- a. Define *who* will manage the grant funded project and *how* they will manage it.

The Town Manager, Finance Director, and Public Works Director comprise the management team. Their combined oversight will manage the administrative, fiscal and construction aspects of this project. The Portland Water District's management and construction services teams will provide project management of the sewer rehabilitation project.

- b. Explain the experience of the applicant in undertaking projects of similar complexity.

The Town's management team possesses 85 years of combined experience with grants, grant application, management, reporting, fiscal oversight and project supervision having successfully managed multiple Federal, State, and County grant funded construction projects. The Portland Water District has successfully managed water and wastewater construction projects throughout its service area.

- c. Demonstrate that an ongoing commitment exists to continue the maintenance and operation of the activity or facility.

The Portland Water District, under contract with the Town of Windham operates and maintains the sewer system in the South Windham Village and will continue to do so upon completion of this project. The Town of Windham will maintain the Depot Street road and sidewalk improvements through its regular Public Works Department budget and work plan.

4. Demonstrate that the project is **ready to proceed** – 20 points

For construction related projects:

The Depot Street Sewer Rehabilitation and Road – Sidewalk Project is proceeding through the following steps. Construction of the project will commence upon final engineering, a successful bid process, and contracting.

Financing:

The Portland Water District has included the Depot Street Sewer Rehabilitation Project in its Capital Improvement Plan including engineering costs. The Town of Windham has included the Depot Street Road Repair and Sidewalk Project within the Public Works Department's budget including engineering costs.

Engineering:

The Portland Water District and the Town of Windham have entered into agreement to jointly engineer the combined Depot Street project. Gorrill-Palmer Engineering has provided preliminary engineering and will continue to final engineering during the early part of 2018.

- Describe any existing and/or potential impediments to project initiation.

There are no known impediments to proceeding with this project.

For projects requiring a match:

County sponsored projects do not require a match. Community sponsored applicants require a threshold 20% match in cash, donated land or building materials, or contracted project development services. In-kind contributions are allowed, but need to be documented, quantifiable services for work performed.

Please see Match sheet for amounts and sources of matching funds.

5. **Budget for project.** Fill in the attached budget form *and provide the basis for determination of budget amounts (Appendix IV).* - **5 points**

Please see Appendix IV for budget.

**Applications will not be accepted without a completed budget.**

6. **Implementation schedule** for project: Fill in the attached schedule form (*Appendix III*). - **5 points**

Please see Project Implementation Schedule attached.

7. **7A) NON-ECONOMIC DEVELOPMENT ONLY**

Provide a response to the three questions demonstrating the **need for CDBG program funds** - **15 points**

- a. Why are CDBG funds critical for the commencement and ultimate success of the project?

As described above, the purpose of this CDBG request is to minimize the impact of this sewer improvement project on South Windham Village resident ratepayers of the Portland Water District. The ratepayers of the Portland Water District's Sewer System are directly responsible for ongoing operations and maintenance, including repairs and replacements of wastewater infrastructure. The below "Summary of Impact of CDBG Grant" developed in association with Portland Water District information

provides the average annual impact of this project on the 54 customers in the Village. While there will be some variability of specific impacts on each customer, the chart below shows that without CDBG funding the average annual impact would be over \$1100 in years 3 and 4. With the CDBG funding as requested the average annual impact would be reduced by well over \$600. This \$600 alone represents almost a 100% increase in the current base rate of \$48.84/month or \$586 annually, which would be a significant hardship for the resident customers in the Village.

**Summary of Impact of CDBG Grant:**

	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Additional Costs:</b>					
Without \$250,000 CDBG Grant	\$ 1,492	\$ 18,699	\$ 62,857	\$ 61,795	\$ 60,590
With \$250,000 CDBG Grant	\$ 1,457	\$ 9,686	\$ 26,814	\$ 26,529	\$ 26,186
<b>Annual Difference</b>	<b>\$ 35</b>	<b>\$ 9,013</b>	<b>\$ 36,043</b>	<b>\$ 35,266</b>	<b>\$ 34,404</b>
<b>Average Customer Impact</b>					
Without \$250,000 CDBG Grant	\$ 27	\$ 334	\$ 1,122	\$ 1,103	\$ 1,082
With \$250,000 CDBG Grant	\$ 26	\$ 173	\$ 479	\$ 474	\$ 468
<b>Annual Difference</b>	<b>\$ 1</b>	<b>\$ 161</b>	<b>\$ 643</b>	<b>\$ 629</b>	<b>\$ 614</b>

- b. Have you, or will you, seek funds from other sources? If so, what are those funding sources?

The Town of Windham will be applying impact fees from previous developments to the overall sewer, road and sidewalk project as well as looking for every opportunity to share construction costs with the Portland Water District to minimize the costs borne by Village sewer ratepayers. The Town is in discussion with a private developer to obtain a land donation to locate the new pump station and is working to develop sewer connection fees for new users.

- c. What is the impact on the project if CDBG funds are not received or if only partial CDBG funds are received?

The Depot Street Sewer Rehabilitation Project will be completed with or without CDBG funds or if partial funding is received. The direct impact of no or reduced funding will be on the 54 ratepayers within the South Windham Village as described above in Section 7A a.

**7. 7B) ECONOMIC DEVELOPMENT ONLY**

**Economic Development/Job Creation Related Projects Only – 15 points**

N/A

8. **Distress Score**

Each community will be **assigned** a score from **0 to 10 points** based upon two factors:

Windham's assigned distress score is 7 points.

9. **Multi-Jurisdictional Bonus**

N/A



<b><u>Project Implementation Schedule</u></b>								
<b><u>Activity</u></b>	<b>Q #1 J – S 2018</b>	<b>Q #2 O – D 2018</b>	<b>Q #3 J – M 2019</b>	<b>Q #4 A – J 2019</b>	<b>Q #5 J – S 2019</b>	<b>Q #6 O – D 2019</b>	<b>Q #7 J – M 2020</b>	<b>Q #8 A – J 2020</b>
Contract/ Environmental Review	X							
Reporting		X	X	X	X	X	X	X
Final Engineering	X							
Project Bidding	X							
Construction		X	X	X	X			
<b>Project Completed:</b>					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	\$			Yes / No		
	Other Cash	\$240,000	PWD Sewer Ratepayer	Based on Annual Sewer Assessment	<u>Yes</u> / No	Portland Water District/Town of Windham Contract	
	Other Cash	\$60,000	Sewer Connection Fee	Estimated \$1,000 per unit served	Yes / <u>No</u>		Additional discussion with private developer
	Other Cash	\$			Yes / No		
In-Kind/ Donation	Municipal In-Kind & Donation	\$			Yes / No		
	Other In-Kind & Donation	\$10,000	Private Land donation	Value of land or easement donation for pump station	Yes / <u>No</u>		Additional discussion with private developer
	Other In-Kind & Donation	\$			Yes / No		
	Other In-Kind & Donation	\$			Yes / No		
<b>TOTAL MATCH</b>		\$310,000					

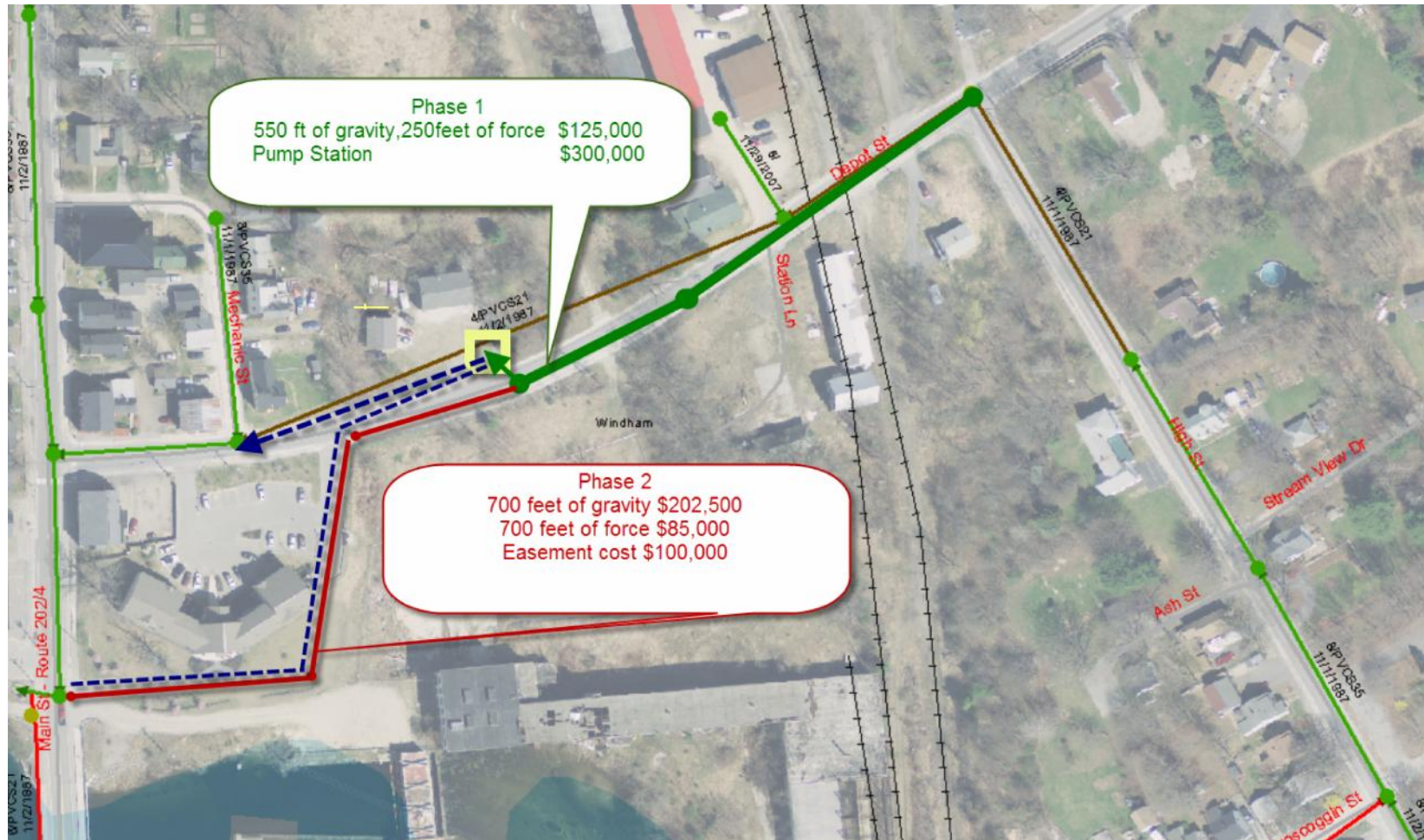
<sup>1</sup> Please feel free to attach up to 1 page of additional documentation demonstrating secured match.

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

## Appendix IV: Budget

<b><u>Construction Projects</u></b>				
<b>Cost Category</b>	<b>CDBG Funds</b>	<b>Municipal Funds</b>	<b>Other Funds</b>	<b>Total</b>
<b>Design/Engineering</b>			50,000	50,000
<b>Land Costs</b>			10,000	10,000
<b>Materials/Supplies</b>				
<b>Construction Costs</b>	250,000		250,000	500,000
<b>Project Management</b>				
<b>Other</b>				
<b>1.</b>				
<b>2.</b>				
<b>3.</b>				
<b>4.</b>				
<b>Total Costs</b>	250,000		310,000	560,000
<b>Provide the basis for determination of budget amounts:</b>  <b>Construction cost estimates based on preliminary engineering completed by the Portland Water District.</b>				

## Proposed Depot Street Pump Station – Removal of Siphon



### Project Phasing

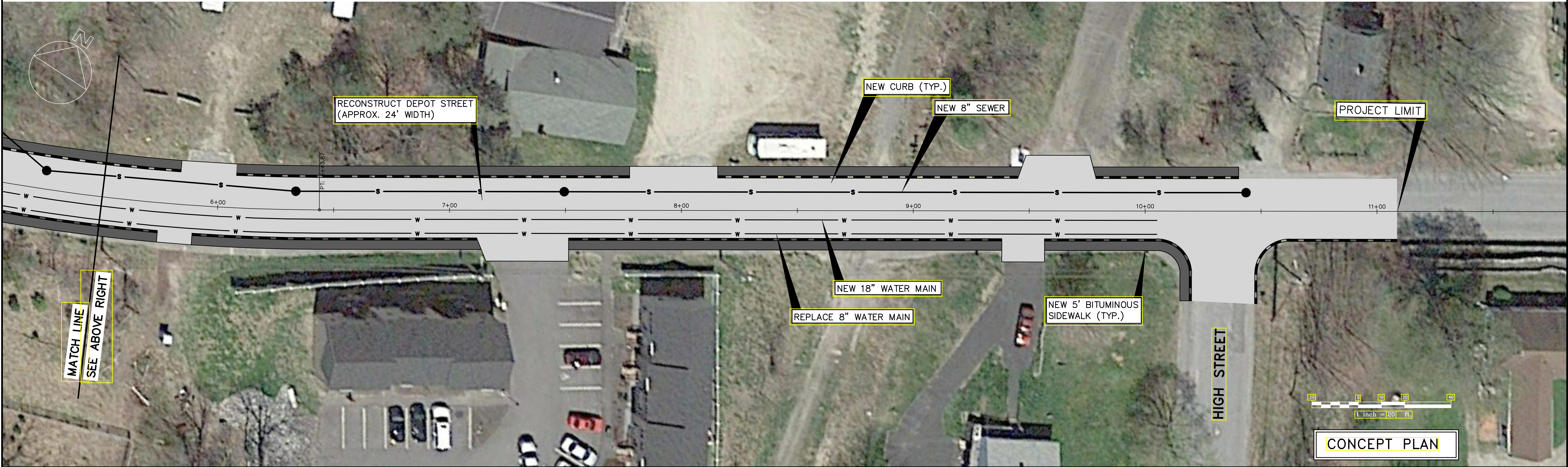
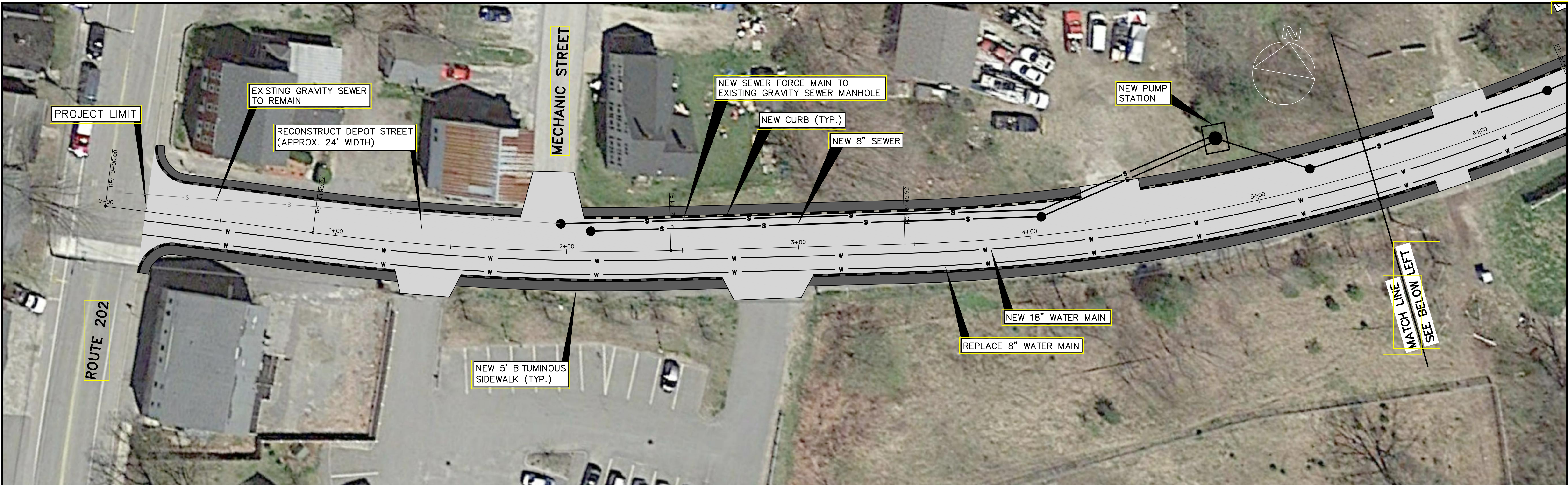
2018 -Engineering

2019 – Phase 1 - In conjunction with Depot Street Road Improvements remove siphon and replace with Pump Station and associated piping.

2020 (or future year)- Phase 2- Install gravity and force main along or through Keddy Mill site and remove route 202 pump station.

**NOTE: Estimated costs in figure from 2016 Portland Water District Capital Improvement Plan. PWD has confirmed Phase 1 estimated cost increase to \$500,000**





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Rev.	Date	Revision

Issued For	Date	By

Design: GWK	Draft: LAN	Date: NOV 2016
Checked: WCH	Scale: 1"=20'	Job No.: 2786.33
File Name: 2786.33-CONCEPT.dwg		
This plan shall not be modified without written permission from Gorrill Palmer(CP). Any alterations, authorized or otherwise, shall be at the user's sole risk and without liability to GP.		



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Drawing Name:	CONCEPT PLAN
Project:	Depot Street Reconstruction Windham, Maine
Client:	Town of Windham 8 School Road, Windham ME 04062

Drawing No.
1