

Cumberland County Community Development Program
2014 CDBG General Program Application
Community Cover Page

Project Title Gray Village Monument Square Project

Lead Community Town of Gray

Additional Communities _____

Contact Information Name Elizabeth Humphrey

Address 24 Main Street, Gray, ME 04039

Email ehumphrey@graymaine.org Tel (207) 657-3112

Program Category

Public Infrastructure/Facility X Downtown Revitalization X

Public Service _____ 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 \$240,000

Total Estimated Project Cost \$725,000

Name of Authorized Official Deborah Cabana, Town Manager

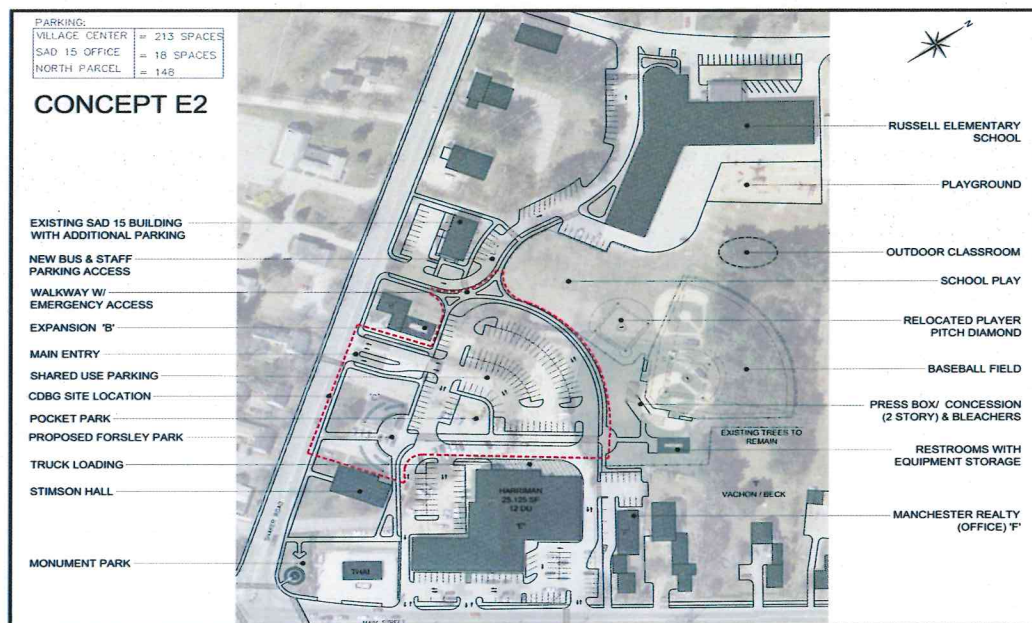
Signature of Authorized Official 

2014 General Application Questions

1. Provide a brief summary of the proposed project. - 10 points.

Project Summary –

The project will build upon a previously awarded 2010 CDBG Planning Grant, which helped create a master plan for revitalizing an area in Gray Village called Monument Square. This grant will support implementation of the Monument Square Master Plan by bringing together the private and public resources needed for implementation. Monument Square includes a mix of uses including Douglas Field (primarily used as a Little League baseball field serving Gray and New Gloucester), Russell Elementary School, the MSAD15 Superintendent's office, a shopping plaza with upstairs apartments, barber shop, real estate office, single family homes and municipal properties - Stimson Hall, former Town Hall and former Post Office. The latter two buildings are vacant and are functionally obsolete. (The CDBG project area is outlined in red.)



What will be built? The Town will demolish the deteriorating former Post Office and Town Hall. The Town will also create a landscaped gateway entrance to these properties off of Shaker Road (Rt. 26) bordered by a new community park in place of the removed municipal buildings. Under a cooperative agreement, the Town will build new, lighted parking and septic facilities on land owned by the Town and abutters. These improvements will support the expansion of both new and existing commercial and multi-family rental space in Monument Square. The Town will also make streetscape improvements to enhance the appearance and pedestrian accessibility of the Village area, including upgraded sidewalks along Shaker Road (an extension of a previously CDBG-funded project).



Who will manage the projects? This project will be managed by the Town of Gray and its Town Engineer, Gorrill-Palmer Consulting Engineers.

Who will be served by the project? This project will serve Gray residents, especially those residing in and near Monument Square. Residents, along with local business owners, workers, and visitors will benefit from improved office, retail services and residential housing opportunities, enhanced pedestrian safety and the creation of vibrant community spaces.

This proposed project will work concurrently with a larger, privately-funded, plan to upgrade Douglas Field into a state-of-the-art ball field to serve youth through the SAD15 School District, Gray Recreation Department, and the Gray-New Gloucester Little League. Planned upgrades also include improvements to Russell School to promote child safety, such as a new separated bus access, parking and fencing. Owners of an 8-acre, largely vacant, parcel that abuts Monument Square at its northern edge have also been involved in the master planning process and are exploring options such as elderly housing, medical offices and bicycle/pedestrian connectivity between centers of activity within the Village center. Taken together, these exciting plans promise to transform Gray's Village.

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.

Gray has a rich history, and as its many lovely buildings suggest, the Village was once the primary focus of commercial activity and community

life. In the last 20 years, engineers expanded roadways through the Village to facilitate increased automobile traffic flow. Since then, there has been a pattern of continued disinvestment in buildings, increased vacancies and diminished pedestrian activity.

Critical to the opportunity now facing us is that the Town of Gray owns three of these declining properties in the project area. Stimson Hall is on the National Register of Historic Places; however, structural issues and awkward internal configurations limit its functionality for adaptive re-use. In 2010, the Town completed a \$2.5 million renovation of the former historic Pennell Institute on Main Street as its new municipal complex. This move left the old town office vacant on Shaker Road. The Town purchased the old Post Office after a new facility was built in the south end of the Village and it has been vacant for over a decade. Attempts to sell these Town-owned properties have been unsuccessful. Lack of parking and inadequate septic infrastructure, have been challenges to revitalization efforts. The proposed project is a direct result of a past CDBG planning study. The Town is thrilled to see plans coming to fruition and is confident they will stimulate additional public and private investment and lead to economic and community growth.

b. Identify the total number of people affected by the issue.

The revitalization of Gray Village will positively affect the general quality of life for all the citizens of the community, but even more so for Village residents. In the project area, 45 percent of residents meet the low to moderate income household criteria. For these households and individuals, downtown revitalization addresses economic obsolescence in their neighborhoods, provides opportunities for services, and provides quality of place within close proximity to their homes.

c. Describe to what extent the project makes in the long-term measurable difference in the economic and social health of the region; and (d.) How the project relates to the community's long-range planning and capital improvement needs.

Both Gray's Comprehensive Plan and the 2006 Gray Village Master Plan envision the Village as a lively hub for residents, visitors, workers, and shoppers who can get around by foot, bicycle and vehicle.

In 2010, Gray received a CDBG Planning Grant focused specifically on Monument Square. Recommendations from that planning study directly led to the most recent Monument Square Master Plan. Gray has also participated in several other Village projects within the last year – a CDBG-funded Hancock Block Planning Study, the Sustain Southern Maine Pilot Community Study and the Gray Bike/Pedestrian Plan

spearheaded by the Gray Community Endowment. Recently, Gray also participated in GPCOG's Brownsfield Assessment Program. Each project is an integral part of an overall economic development strategy designed to support new/expanding businesses and activity centers within the Village. One outcome of this is that the MDOT and Town have been partnered to improve the crosswalk within the Village between Fiddleheads Arts and Science Center/Charter School and the James W. Russell elementary school. This will facilitate the safe movement of children between these two facilities.

The Town is confident that the Monument Square project will build on other planning efforts and investments and serve as a catalyst for future investments and growth, both public and private.

3. Management of the proposed activity – 10 points

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

The Town Engineer will provide construction oversight of the project. The Town's Economic Development Director and financial staff will provide administrative support for the grant funding.

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

The Town of Gray successfully completed the Clark Block project on Main Street, where sidewalks were upgraded, overhead utilities placed under ground, and building facades revitalized. Historic Pennell Institute was restored and is now the new Municipal Building. Other Village projects include pedestrian landings at major intersections, crosswalks and sidewalk upgrades.

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

Since 2007, Gray has been pursuing implementation of the Gray Village Master Plan including the Clark Block revitalization project, the restoration of Pennell Institute, infrastructure improvements, and various Village planning studies. This demonstrates the Town of Gray's commitment and ability to maintain and operate public buildings and infrastructure.

4. Readiness of Project to Proceed – 20 points

Describe the steps that have been completed or must be completed to bring the project to construction start. These may include: site control, design,

engineering, cost estimates, procurement of permits, testing, consultations concerning life safety, ADA, or other special requirements, traffic studies, zoning, Planning Board approval.

A 2010 CDBG Planning Study initially targeted architectural, engineering and environmental assessments in Monument Square and was expanded to include abutters, additional stakeholders and a closer look at septic, wastewater and parking capacities.

Completed:

- Stakeholder master planning process and design with town and other privately-owned property stakeholders.
- A joint workshop with the Town Council and Planning. The Town Planner confirmed potential zoning modifications would not pose any issues.
- A public forum and hearings.
- Town Engineer review of the scope of work and project infrastructure opinions of cost.
- Commitment of stakeholders in support of project (formal documents to be completed).

To Be Completed:

- Legal agreements among stakeholders regarding deeds, covenants, and restriction and wastewater documents for this Public-Private Partnership.
- Adoption of conceptual Master Plan by Town Council.
- Application/approval of DEP stormwater permit (if required).
- Preparation of construction/bid plans and supporting documentation.
- Planning Board approvals as necessary for site work elements.

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

This Town of Gray is moving aggressively to complete the remaining items so that the project is shovel ready when funding is approved.

Community sponsored applicants require a threshold 20% match in cash, donated land or building materials, or contracted project development services.

The Town of Gray, along with the Liberty Family Foundation (LFF), will provide a 67% match in order to show its level of commitment to completing this project. The source of the match will include private funds from the LFF and municipal funds from the Northbrook TIF account designated for Village infrastructure improvements, as well as, funds from the sale of town properties. Upon approval of grant funding, the Town will provide an item on

the ballot to authorize the expenditure of the municipal funds referenced above.

5. **Budget for project** – (See *Appendix IV*) - 5 points
6. **Implementation schedule for project:** (Please see *Appendix III*) - 5 points
7. **Need for CDBG program funds - 15 points**

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

The CDBG award will leverage public and private investments which began with a 2010 CDBG Planning Study bringing the planning process full circle to the implementation phase. CDBG investment is critical in this implementation process to remove buildings, create shared parking and septic, and create a community park. These investments lay the foundation for future private sector investment as existing businesses are able to expand and new businesses are able to form.

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

The Town of Gray intends to fund this project with a mix of CDBG and local funds. The ability for this project to move forward is due to the generosity of the LFF, who has committed to privately invest \$1 million to the Monument Square Master Plan effort. The LFF will contribute \$160,000 to this local match.

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

The project is a result of a past CDBG Planning Study which recommended the removal of buildings, infrastructure improvements and the need for public-private partnerships. Lack of funding has prohibited the Town from moving forward. The LFF grant represents an unprecedented opportunity for the Town. Without CDBG funds, the Town will not be able to move forward with this critical project and the LFF investment will be jeopardized as well. The ability to gain CDBG funding will allow the Town to complete its commitment to the overall master plan.

8. **Distress Score - 3**
9. **Multi-Jurisdictional Bonus – N/A**

Project Implementation Schedule									
Activity	Q #1 J – S 2014	Q #2 O – D 2014	Q #3 J – M 2015	Q #4 A – J 2015	Q #5 J – S 2015	Q #6 O – D 2015	Q #7 J – M 2016	Q #8 A – J 2016	
Contract/ Environmental Review	X								
Reporting		X	X	X	X	X	X	X	
Project Survey	X								
Project Design	X								
Release Project Bids	X								
Receive Bids	X								
Council Award of Contract	X								
Construction		X	X	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. ¹	If no, please outline steps to secure match. ²
Cash	Municipal Cash	\$325,000	Northbrook TIF account and portion of sale of Town properties	Gray will provide 45% match in order to show its level of commitment to the project.	Yes <u>No</u>		Town will provide item on ballot releasing municipal funds.
	Other Cash	\$160,000	Liberty Family Foundation.	The Gray-based non-profit has commitment \$1 million to the total master plan, which includes 22% in contribution to this grant.	<u>Yes</u> No	See attached	
In-Kind/ Donation	Municipal In-Kind & Donation	\$			Yes / No		
	Other In-Kind & Donation	\$			Yes / No		
TOTAL MATCH		\$485,000					

¹ Please feel free to attach up to 1 page of additional documentation demonstrating secured match.

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

Appendix IV: Budget

<u>Construction Projects</u>				
Cost Category	CDBG Funds	Municipal Funds	Other Funds	Total
Design/Engineering			\$60,000	\$60,000
Land Costs				
Materials/Supplies				
Construction Costs	\$237,500	\$320,000	\$100,000	\$657,500
Project Management	\$2,500	\$5,000		\$7,500
Other				
1.				
2.				
3.				
4.				
Total Costs	\$240,000	\$325,000	\$160,000	\$725,000
<p>Provide the basis for determination of budget amounts:</p> <p>Budget provided by Licht Environmental Design and reviewed by Town Engineers, Gorrill-Palmer Consultant Engineers.</p>				

PARKING:	
VILLAGE CENTER	= 213 SPACES
SAD 15 OFFICE	= 18 SPACES
NORTH PARCEL	= 148

CONCEPT E2



LANDSCAPE ARCHITECT:



ENGINEER:



PROJECT MANAGER:



MONUMENT SQUARE - GRAY, MAINE

DECEMBER 2013

GRAPHIC SCALE



25 FRANKLIN STREET, SUITE 100, PORTLAND, ME 04101
TEL: 207.772.1500 FAX: 207.772.1501

201 COMMERCIAL STREET, SUITE 100, PORTLAND, ME 04101
TEL: 207.772.1500 FAX: 207.772.1501





TOWN OF GRAY

6 Shaker Road
Gray, Maine 04039
townmanager@graymaine.org

CERTIFICATION OF THE TOWN CLERK TOWN OF GRAY

I, Deborah S. Cabana, do hereby certify that I am the Town Clerk of the Town of Gray, Maine and that a duly called meeting of the Gray Town Council held January 21, 2014, at which five members of the Town Council were present and voting throughout, certify that Order #077-14 regarding approval of a proposed memorandum of understanding between the Liberty Family Foundation and the Town of Gray as well as Order #078-14 regarding approval of a the proposed application to the 2014 CDBG Program was approved as follows:

#77-14 To Review and Act Upon a Memorandum of Understanding for the Proposed Monument Square Masterplan Gray Village Between the Liberty Family Foundation and the Town of Gray.

Ordered, the Gray Town Council approves the proposed a Memorandum of Understanding for the Proposed Monument Square Masterplan Gray Village Between the Liberty Family Foundation and the Town of Gray and further authorizes and directs the Town Manager to sign said MOU.

#78-14 To Review and Act Upon a Proposed Application to the Cumberland County Community Development Block Grant Program for a Funding Grant to Continue the Revitalization of Gray Village. Funding Would Include Removal of the Old Post Office and Town Hall Buildings and Directly Related Improvements, Construction of a New Access Way to the Site Off of Shaker Road, Construction of a Shared, Public Parking Lot with Lighting, Upgrades to Septic and Stormwater Infrastructure, Landscaping, Walks and Curbing. The Project Will Involve CDBG Funds, Liberty Family Foundation Funds and Local Town Matching Funds.

Ordered, the Town Council authorizes and directs the Town Manager to submit a CDBG application to Cumberland County for a \$725,000 project grant to continue the revitalization of Gray Village, as outlined in the Monument Square Master Plan, through the removal of the old post office and town hall buildings and directly related improvements, construction of a new access way to the site off of Shaker Road, construction of a shared, public parking lot with lighting, upgrades to septic and stormwater infrastructure, landscaping, walks and curbing. Project funding will include \$160,000 from the Liberty Family Foundation and \$325,000 in local matching funds (proposed funds of \$125,000 from the Northbrook TIF and \$200,000 from the sale and reacquisition of the old post office and old town hall buildings).

Deborah S. Cabana, Town Clerk

Dated at Gray, Maine

This 22nd day of January 2014