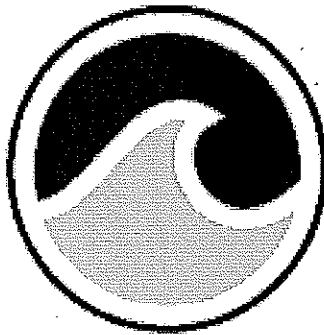


# **2014 Consolidated Annual Performance and Evaluation Report (CAPER)**

**(May 1, 2014 - April 30, 2015)**

## **Community Development Block Grant Oshkosh, WI**



**OSHKOSH**  
**ON THE WATER**

**Prepared for:**

**U.S. Department of Housing and Urban Development**

**Executive Summary****GRANTEE:** City of Oshkosh, Wisconsin**CON PLAN PERIOD:** May 1, 2010 to April 30, 2015**PERIOD COVERED BY CAPER:** May 1, 2014 to April 30, 2015

This CAPER describes Community Development Block Grant (CDBG) funded activities undertaken in the City of Oshkosh during the 2014 Program Year, which ran from May 1, 2014 to April 30, 2015.

During the program year, a total of \$861,690.02 in CDBG funds were expended on activities identified in the 2014 Action Plan as part of the 2010-2015 Consolidated Plan. HUD requires a minimum of 70-percent of CDBG expenditures benefit low and moderate income (LMI) persons or households over a three-year reporting period. The 2014 Program Year is the fifth year under the 2010-2015 Consolidated Plan. The expenditures for 2014 on their own are over 94 percent beneficial to LMI persons.

During the 2014 Program Year, a total of \$687,946.83 was expended on activities qualifying as benefiting LMI persons/households. The tables below summarize expenditures of the program year as well as detailing expenditures over the three-year period. Additional details are found throughout this document.

<b>PY 2014 PROGRAM YEAR TOTAL EXPENDITURES</b>	
Total Expended	\$ 861,690.02
Central City & Community Facilities	\$ 37,775.73
Housing & Neighborhood Development	\$ 598,876.11
Public Services	\$ 89,070.45
Planning & Administration	\$ 135,967.73
Total Expended less Planning & Administration	\$ 725,722.29
Total Expended on LMI Activities	\$ 687,946.83
Percentage benefit to LMI persons/households in 2014 (total expended - planning & administration)/total expended on LMI activities	94.79%

**General Questions**

- 1) **Assessment of the one-year goals and objectives**
  - a) Describe the accomplishments in attaining the goals and objectives for the reporting period.
  - b) Provide a breakdown of the CPD formula grant funds spent on grant activities for each goal and objective.
  - c) If applicable, explain why progress was not made towards meeting the goals and objectives.
  
- 2) Describe the manner in which the recipient would change its program as a result of its experiences.

For the purposes of this CAPER, all funds and activities and accomplishments relate to the Community Development Block Grant program only, as these are the only CPD formula grants the City of Oshkosh receives.

Throughout this document are the specific accomplishments of how funds were spent during the 2014 Program Year, including the Needs tables in the Appendix.

In summary, 21 owner-occupied housing rehabilitation projects were completed, which was more than the goal of 15 units per year in the Annual Action Plan and the 2010-2015 Consolidated Plan.

Even though the City implemented a new Rental Rehabilitation Program in 2010, rehabilitation project requests were lacking as they have been for the past few years. Two projects were completed during the 2014 Program Year, rehabilitating two units -- making it short of the five (5) unit goal identified in the Annual Action Plan and the 2010-2015 Consolidated Plan.

We continued to see accomplishments in designated Neighborhood Redevelopment Areas. Since the start of the program, the City has used CDBG and Redevelopment Authority funds to rehabilitate homes, clear blighted properties and land-bank parcels for future redevelopment.

One of the current and past program year's goals was to explore a contract with an existing neighborhood development organization such as a NeighborWorks affiliate or possibly organizing a local prototype to assist with setting up formal neighborhood associations and assisting with community organizing. In 2010, the City established an agreement with Neighborhood Housing Services of Southeast Wisconsin, which expanded their NeighborWorks charter from Kenosha and Racine to Oshkosh, now called NeighborWorks Badgerland. January 1, 2011 saw the start of that collaboration with the establishment of a steering committee. By the end of the 2012 program year, the steering committee hired a full time staff person, found office space, worked with two established neighborhood associations and assisted three additional neighborhoods with starting associations, implemented a Good NEIGHBOR Grant Program for exterior improvements, offered first time homebuyers assistance through their eHome program and assisted with multiple neighborhood events/projects. During the 2014 Program Year, NeighborWorks rehabbed a blighted duplex and sold it to a first time homebuyer, and assisted with multiple neighborhood events/projects.

Oshkosh continued the success of its public service programming with 10 programs funded through the Public Service Consortium and support of the Fair Housing Council.

During Program Year 2014, the City of Oshkosh did not acquire any properties with CDBG funds. Demolition was completed on four previously acquired properties.

**3) Affirmatively Furthering Fair Housing:**

**a) Provide a summary of impediments to fair housing choice.**

During the 2012 Program Year, the City completed an Analysis of Impediments to Fair Housing Choice. The following impediments were identified:

Administrative Impediments (Public and Private)

- The public's poor understanding of fair housing rights and complaint procedures
- Inadequate support for non-English speaking residents

Regulatory Impediments (Public)

- Misleading fair housing ordinance

Quality Impediments (Private)

- Poor condition of housing stock

Supply Impediments (Private)

- Inadequate supply of appropriate housing for residents with disabilities

Transportation Impediments (Public)

- Lack of adequate transportation options in some parts of the city

Financial Impediments (Private)

- Lack of loans to minorities

The study summarized the following actions to be taken to address the impediments identified:

**b) Identify actions taken to overcome effects of impediments identified.**

Activities undertaken by contracted services – In 2014, the Fair Housing Center of Northeast Wisconsin (FHCNW) received \$12,500 in CDBG funds. FHCNW is the local affiliate of the Metropolitan Milwaukee Fair Housing Council. FHCNW investigated 2 fair housing complaints as follows:

PY 2014 FAIR HOUSING COMPLAINTS					
Date	Race	Sex	Number in Family	Income Level	Basis of Complaint
5/30/14	White	Female	3	Extremely low	Familial status
3/30/15	White	Female	1	Extremely low	Disability

**Referral Services For Clients with Non-Fair Housing Inquiries**

During the reporting period, 25 persons received fair housing referral services for non-fair housing issues (e.g. evictions/terminations, leases, repair/code violations, subsidized housing, tenant rights, emergency housing, security deposits, financial assistance, assistance to landlords, etc). FHCNW assisted persons with non-fair housing inquiries by making referrals to organizations such as Wisconsin Department of Agriculture, Trade and Consumer Protection; Legal Action of Wisconsin and the Oshkosh/Winnebago County Housing Authority.

## Technical Assistance

PY 2014 FAIR HOUSING TECHNICAL ASSISTANCE PROVIDED	
January 2015	Assistance to housing provider about immigrant status
January 2015	Assistance regarding reasonable accommodations for persons with disabilities
February 2015	Occupancy standards
March 2015	Marital status as a protected class
April 2015	Use of emotional support animals for persons with disabilities

## Fair Housing Presentations

The staff of the FHCNW conducted 3 fair housing presentations during the program year reaching a total of 31 individuals. It should be noted that FHCNW staff also conducted two additional presentations reaching 35 persons within the City; however, those presentations were funded separately.

## Fair Housing Trainings

As part of the collaborative effort between the Appleton, Neenah and Oshkosh CDBG jurisdictions, one fair housing training event was conducted for members of the housing industry in each of the communities. The trainings covered in-depth information about local, state and federal fair housing laws; how to make reasonable accommodations and modifications for tenants with disabilities; advertising rental units in compliance with fair housing laws; non-discriminatory negotiation with prospective tenants, etc. Attendees learned how to implement fair housing practices at every stage of a housing transaction, from showing available units to terminating tenancies. These presentations reached 62 owners and managers of rental property.

## Interagency Meetings

During the program year, FHCNW staff participated in 9 interagency meetings including meetings with the Oshkosh Collaboration Work Group, the Winnebago Land Housing Coalition and the Oshkosh/Winnebago County Housing Authority.

Activities undertaken by City – The City is assertive in its efforts and takes affirmative steps to inform those groups considered to be in greater risk of experiencing housing discrimination (families headed by single parents, female head of households, minority families and individuals, the elderly and the disabled) about the availability of funds for owner and renter occupied rehabilitation projects, emergency assistance and public service support services. During the reporting period, the City rehabilitated 11 homes with female head of household, 2 homes with a disabled resident and nine homes with elderly residents. There were 21 completed owner-occupied rehabilitations.

City staff also took in complaints and answered fair housing inquiries by tenants, rental property owners, and others and made appropriate referrals, when needed.

### **Distribution of Fair Housing Education Materials**

Fair housing education material describing protected classes and prohibited practices delineated in local, state and federal fair housing laws was distributed in the form of brochures and flyers printed in English, Spanish and Hmong.

#### **4) Describe Other Actions in Strategic Plan or Action Plan taken to address obstacles to meeting underserved needs.**

City staff is an active participant in the monthly meetings of the Winnebagoland Housing Coalition, which is the Continuum of Care for the area. This coalition includes members from United Way, the Oshkosh/Winnebago County Housing Authority, Habitat for Humanity, and several other housing related service providers such as ADVOCAP, The Salvation Army, Wisconsin Public Service, and the American Red Cross.

In the 2014 Program Year, discussion took place regarding the City's planning efforts. Several internal City departments such as Public Works, Forestry, and Police have participated in implementation and planning efforts including neighborhood watch and neighborhood planning and rehabilitation. Planning Division staff coordinates between these departments as well as acting as the liaison for NeighborWorks. With Planning staff coordinating implementation with other departments and outside agencies, the obstacles are being addressed on tailored approach versus a one-size fits all approach.

#### **5) Leveraging Resources**

- a) Identify progress in obtaining "other" public and private resources to address needs.**
- b) How Federal resources from HUD leveraged other public and private resources.**

During the reporting period, CDBG funds were used to leverage additional public service funds as the City continued to partner in the collaborative with the Winnebago County-Brighter Future funding, the Oshkosh Area United Way, and the Oshkosh Area Community Foundation. These four entities comprise the Public Services Consortium, which had a total of \$95,000 available for public service activities in 2014, of which \$75,000 was CDBG funds and \$20,000 was from the United Way and the Oshkosh Area Community Foundation. Winnebago County's program did not receive funding from the County in 2014.

Ten programs were funded with City CDBG dollars, two programs were funded by the United Way, and two programs were funded by Oshkosh Area Community Foundation grants.

The following table shows the amount of the City CDBG allocation used and the amount of other leveraged funds (\$3,581,414) used for the programs (as presented in their application for funds).

<b>Subrecipient</b>	<b>CDBG funds</b>	<b>Total Program Budget</b>
ADVOCAP Bridges Emergency Assistance Program	\$10,000	\$192,490
ADVOCAP Winnebago County Nutrition Program	\$12,500	\$1,272,714
Christine Ann Domestic Abuse Services	\$7,500	\$533,465
Oshkosh Area Community Pantry	\$2,500	\$468,750
Day by Day Warming Shelter	\$7,500	\$232,600
Winnebago County Literacy Council	\$7,500	\$43,467
UW-Oshkosh Living Healthy Community Clinic	\$10,000	\$377,105
Tri-County Dental Clinic	\$7,500	\$113,516
Clarity Care	\$7,500	\$117,597
Oshkosh Seniors Center	\$2,500	\$229,710
<b>Total Funds</b>	<b>\$75,000</b>	<b>\$3,581,414</b>

**c) How matching requirements were satisfied.**

There were no projects associated with the City's use of entitlement funds that required matching funds.

**Managing the Process**

**1. Describe actions taken during the last year to ensure compliance with program and comprehensive planning requirements.**

The City of Oshkosh's Department of Community Development is the lead agency responsible for administering the programs covered by the 2010-2015 Consolidated Plan and the 2014 Action Plan. The Department of Community Development sub-contracts with public service providers individually and through the Public Service Consortium. Staff from these individual agencies is responsible for administering their own programs and reporting required information to the Department of Community Development. One such provider is the Oshkosh/Winnebago County Housing Authority which provides administrative services related to the Homebuyer Assistance Program.

In order to keep Oshkosh residents familiar with the CDBG program and to ensure compliance with program and comprehensive planning requirements, City staff provides a 15 day public comment period and presents the annual CAPER to the Plan Commission. The meeting is broadcast on the local cable access television station. It is done to show success stories for the program year and to familiarize the Plan Commission and television audience with the CDBG program. Additionally, mass mailings and discussions on Oshkosh Community Access Television will be conducted to showcase the rehabilitation programs.

In the development of this plan, applications are solicited for non-public service projects. A public informational meeting is each year at City Hall to present the estimated Annual Plan for the coming program year. This meeting also serves to answer questions and solicit comments. The estimated Annual Plan for the next program year is then presented to the Plan Commission during a regularly scheduled meeting and a recommendation is forwarded to the Common Council, who in turn approves, denies or modifies the recommended CDBG allocations for the next program year.

## **Citizen Participation**

### **1. Provide a summary of citizen comments.**

#### **PENDING PUBLIC COMMENT PERIOD**

- 2. In addition, the performance report provided to citizens must identify the Federal funds made available for furthering the objectives of the Consolidated Plan. For each formula grant program, the grantee shall identify the total amount of funds available (including estimated program income), the total amount of funds committed during the reporting period, the total amount expended during the reporting period, and the geographic distribution and location of expenditures. Jurisdictions are encouraged to include maps in describing the geographic distribution and location of investment (including areas of minority concentration). The geographic distribution and expenditure requirement may also be satisfied by specifying the census tracts where expenditures were concentrated.**

The first opportunity for citizen comment was the ability to contact staff directly following a legal notice published in the Oshkosh Northwestern on July 13, 2015 explaining this CAPER. The CAPER was available for review at the Department of Community Development, Planning Services Division office and on the City of Oshkosh website ([http://www.ci.oshkosh.wi.us/Community\\_Development/Planning\\_Services/index.asp](http://www.ci.oshkosh.wi.us/Community_Development/Planning_Services/index.asp)) A comment period of not less than 15 days was provided to receive comments prior to the submittal to the Department of Housing and Urban Development.

The City made the report available in order to show the public the funds that were available and how they were spent during the 2014 Program Year. The CAPER also demonstrated to the public how program income was used to further the goals and objectives of the 2010-2015 Consolidated Plan.

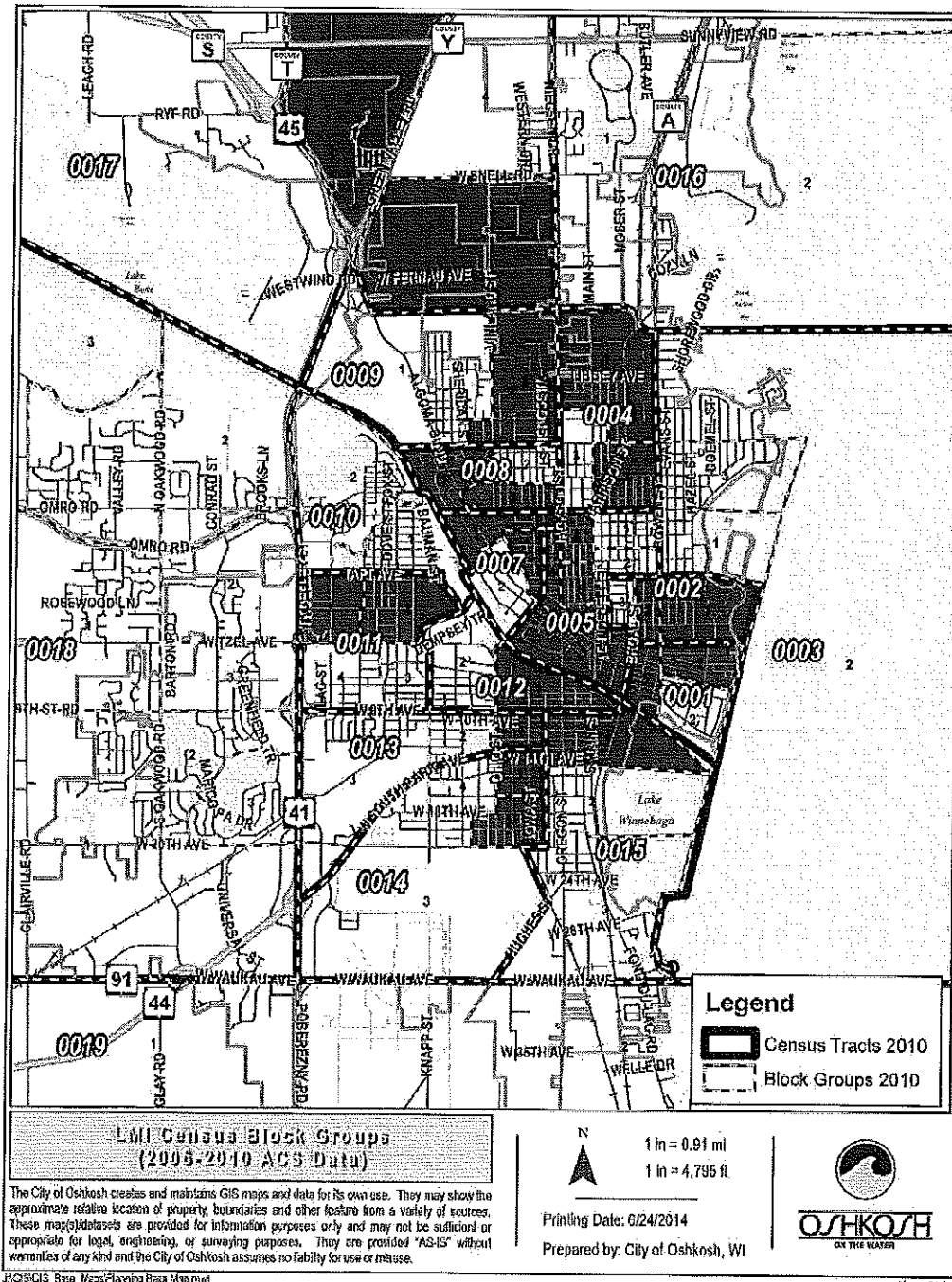
#### **PENDING PUBLIC COMMENT PERIOD**

The second opportunity for citizen comment was at the July 21, 2015 Plan Commission meeting where the CAPER was presented with opportunity for public comment. Staff highlighted the funds available and the 2014 spending results/performance information.

#### **PENDING PUBLIC COMMENT PERIOD**



As included throughout the CAPER document, assistance in Oshkosh was directed primarily to low and moderate income census tracts and block groups, as shown on the following map:



Within these geographic areas, priority was given to the following:

- Areas with higher density and areas with high concentrations of rental housing
- Areas most significantly affected by foreclosure and housing abandonment
- Priority areas identified in the City Comprehensive Plan, 2005-2025

### Areas of Minority Concentration

Census block groups with over 150 persons answering with a "Non-White" race in the 2010 Census are shown in the table below. After excluding census block groups with institutionalized populations such as the State of Wisconsin Correctional Facility, the University of Wisconsin-Oshkosh student housing, the Winnebago County Mental Health Institution, and the Park View Health Center, the block groups with the greatest racial/minority concentrations are as follows:

<b>AREAS WITH HIGHEST NUMBER OF RACIAL/MINORITY CONCENTRATIONS</b>		
<b>Geographic Area</b>	<b>Number of Non-White Alone</b>	<b>Percent of Non-White Alone in Block Group</b>
Census Tract 5, Block Group 3	157	8.91
Census Tract 5, Block Group 2	192	23.53
Census Tract 5, Block Group 6	152	16.10
Census Tract 2, Block Group 3	179	20.62
Census Tract 3, Block Group 2	265	12.28
Census Tract 9, Block Group 2	170	9.09
Census Tract 10, Block Group 2	152	9.72

Source: 2010 U.S. Census

These block groups are predominately located in the Central City area.

### **Institutional Structure**

**1) Describe actions taken during the last year to overcome gaps in institutional structures and enhance coordination.**

The actions taken this year were continuations of commitments City staff has made to overcome gaps among institutional structures. The City continues to work with the Oshkosh Area United Way and the Oshkosh Area Community Foundation on coordination and supervision of CDBG and other funds for public service activities and programs through the "Public Service Consortium." This joint coordination effort was implemented to avoid unnecessary duplication of efforts in providing financial awards to service providers.

Also, in 2010-2011 program year, the City worked to establish an agreement for a satellite office of Neighborhood Housing Services of Southeast Wisconsin (dba NeighborWorks Badgerland), a private nonprofit corporation that strengthens neighborhoods and improves lives by revitalizing housing, enhancing neighborhood character, and promoting and preserving homeownership. This was a multi-year endeavor and NeighborWorks Oshkosh began work in January 1, 2011, which saw the start of that collaboration with the establishment of a steering committee. By the end of the 2012 program year, the steering committee hired a full time staff person, found office space, began their first housing rehabilitation project, worked with two established neighborhood associations and assisted three additional neighborhoods with starting associations, implemented a Good NEIGHBOR Grant Program for grants for exterior improvements, and assisted with multiple neighborhood events/projects.

The City, along with the Oshkosh Area Community Foundation, budgeted funds and actively sought and recruited Neighborhood Housing Services of Southeast Wisconsin to consider expansion into the Oshkosh area.

In addition, City staff has had a close working relationship with the local Habitat for Humanity and ADVOCOP to create the institutional capacity to undertake and complete projects.

## **Monitoring**

### **1. Describe how and the frequency with which you monitored your activities.**

Monitoring actions are conducted to ensure the timeliness of spending. Quarterly and annual reports are required for all funded activities. When these reports are submitted they are reviewed in accordance with their contract and filed for records. If quarterly reports are not made on time or the subrecipient is not meeting the requirements of their contract, Department of Community Development staff will contact and/or meet with the subrecipients for a coordination meeting and closely monitor progress to meet the requirements of their contract. Continued failure of reporting may affect funding possibilities in future program years and/or may require more stringent reporting accountability.

Public service applicants submitted quarterly reports that are most often submitted with quarterly invoices for payments against the CDBG grant thereby helping to ensure timeliness of expenditures of grant funds by the City. Grant funds for public service activities/organizations under the Public Service Consortium are distributed to the subrecipient in a quarterly payment. Staff reviews the quarterly reports and contacts applicants as needed to clarify any information as well as to address timeliness of invoices. Other agencies that were awarded contracts, such as the Fair Housing Center of Northeast Wisconsin, are also required to submit reports with their invoices, showing progress towards goals as outlined in their contract. Visits to the subrecipients were conducted and discussions regarding success, failure and hindrances to performance took place. Annual reports summarizing programs and beneficiaries are required from these public service agencies in order to avoid reporting duplicate accomplishments.

Housing rehabilitation activities were monitored during the rehabilitation period before, during and after construction. Generally, contractors get several payments during a rehabilitation project. Payment is withheld until the contractor has satisfactorily completed the work including obtaining the appropriate required permits. When it is determined that the work is satisfactorily completed and after securing the owners signature on a payment request form, payment to the contractor is released. No final payment is made for a project until the contractor has satisfactorily completed the work in accordance with the contract and the work complies with all City codes as determined by the appropriate inspectors.

### **2. Describe the results of your monitoring including any improvements.**

Monitoring during the program year went smoothly as many of the agencies, contractors used and programs funded are those that are familiar with the CDBG program and its reporting requirements. Public service organizations that are funded for the first time sometimes have difficulty interpreting what data the City and HUD are looking for and need coaching in that area. In addition, first time contractors in the housing rehabilitation programs often need extra attention by staff. Reporting forms that more easily convey data requirements also help to receive adequate information and avoid confusion, especially on income and racial differentiation. Improvements as a result of monitoring and revisions/alterations to forms used in reporting as well as one-on-one and group training all assisted in a smooth dissemination of data from subrecipients to the City.

### 3. Self Evaluation

- a. Describe the effect programs have in solving neighborhood and community problems.
- b. Describe progress in meeting priority needs and specific objectives and help make community's vision of the future a reality.
- c. Describe how you provided decent housing and a suitable living environment and expanded economic opportunity principally for low and moderate-income persons.
- d. Indicate any activities falling behind schedule.
- e. Describe how activities and strategies made an impact on identified needs.
- f. Identify indicators that would best describe the results.
- g. Identify barriers that had a negative impact on fulfilling the strategies and overall vision.

CDBG funds continued to be targeted in the 2014 Program Year for neighborhoods that have approved neighborhood associations, and this targeted effort will continue throughout the next consolidated plan period. Coordination between the Inspections Division and the owner and rental rehabilitation program was also an important element in that LMI individuals are assisted with long-term code compliance. The ongoing years of inspection and correction requests have resulted in many positive impacts for code compliance which make a significant impact on improvement of neighborhood image, maintenance of perceived and actual property values, assistance in fostering neighborhood identity, and a sense of community "ownership."

Maintaining the existing housing stock was identified as one of the highest priorities in the City of Oshkosh 2005-2025 Comprehensive Plan and is identified within each individual program year. The City continues to strive for this goal through the owner and renter-occupied rehabilitation programs.

Needs were identified in the "Needs" tables in the 2010-2015 Consolidated Action Plan and the impacts to these needs are summarized here:

Identified Need: Housing (Renter) – Even though the City implemented a new Rental Rehabilitation Program in 2013, rehabilitation project requests were lacking as they have been the past few years with only two rental rehabilitation projects completed in the 2014 program year. Once again the rental rehabilitation program was short of the five (5) unit goal identified in the Annual Action Plan and five (5) unit goal in the 2010-2015 Consolidated Plan. The City hopes to create a more suitable number of rental rehabilitation projects and increase the number of rental units rehabilitated for functionality and new units created.

Identified Need: Housing (Owner) – 23 owner-occupied houses were rehabilitated in the 2014 program year, with a total of 57 persons occupying these 23 households. The housing rehabilitation program helps to maintain existing housing stock and keeps homes in safe and good condition for LMI homeowners. Given the financing structure of the zero-interest, zero payment loans, the LMI owner is not burdened with loan payments, which allows more income to be expended on other suitable living environment necessities. Payment of the rehabilitation loan is made at the owners/borrowers discretion or when the house changes ownership, whichever comes first. Additionally, \$20,980 in grants were given to 7 of the completed housing rehabilitation projects to reduce lead-based paint hazards.

Identified Need: Homeless Needs (Individuals and Families) –

ADVOCAP deals with homelessness through its Homeless Programs Department and is taking the leadership role in actively pursuing, obtaining and administering federal funding to address local homeless needs. The agency has a HUD Supportive Housing Program (Supportive Services Only) award to provide intensive case management and wraparound services to work with homeless persons and families access permanent housing, obtain employment or increased income and achieve greater self-sufficiency through their overcoming barriers. The agency also serves as the fiscal agent for state-funded homeless prevention programs (State of Wisconsin HUD ESG, State Transitional Housing and State Homeless Prevention Program Funds). ADVOCAP has two units of transitional housing (16<sup>th</sup> Street & Mt Vernon Homes) and coordinates a twice a year point-in-time survey of homelessness in the area, which local agencies participate in.

ADVOCAP serves also operates a homeless prevention program known as the “Bridges Emergency Assistance Program”, which provides assistance to LMI persons who had temporary emergency needs related to rental and utility payments, bus passes, gas vouchers, car repairs, work boots, insurance application fees and vouchers. In 2014, 1,644 LMI individuals were assisted by this program.

Christine Ann Domestic Abuse Services Inc. (CADASI) operates a 35-bed shelter for female victims of domestic violence and their children and counseling services, case management and supportive services for women, men and children. In 2014, CADASI provided counseling and shelter for 841 persons; with 284 individuals being from Oshkosh, with 158 of these being children.

Day by Day Warming Shelter operates a 20-bed seasonal emergency shelter that serves a small but definite population of persons (men and women) with no other sheltering options in the community. In 2014, Day by Day provided shelter for 147 individuals and served more than 7,000 meals. The Shelter also provides additional services that include medical triage, AA and NA on-site meetings.

Father Carr’s Place 2B operates an emergency shelter which has two facilities (Bethlehem Inn with 75 beds for men and Holy Family Villa with 75 beds for women and children along with a food pantry and free medical clinic adjacent to the shelter.

Legal Action of Wisconsin, through its Oshkosh office, provides legal services to those at risk of homelessness or who have issues related to overcoming their homelessness through state and federal funding. Their services include, but are not limited to, housing issues such as eviction defense, abusive landlord practices, administrative hearings relating to public and subsidized housing, housing conditions and habitability, access to affordable housing and foreclosure.

Salvation Army provides emergency motel vouchers during periods when the shelters are full. They also provide rent and utility help for those unable to access American Red Cross services.

- Identified Need: Public Services – In 2014, ten agencies programs were funded through the Public Service Consortium which assisted 47,622 LMI individuals.

Identified Need: Non-Homeless Special Needs (Housing and Supportive Services) – In 2014, nine elderly, 11 female head of household and 2 disabled households benefited from the owner-occupied rehabilitation program this year. Additionally, the public service programs assisted LMI, disabled, elderly and other qualified persons with fair housing help, housing assistance, in-home meals, emergency shelter and assistance, medical assistance, job skill training and literacy skills, as well as sexual abuse treatment. The City and its involvement in the Public Service Consortium has been extremely successful and far outpaces the goals identified in the 2010-2015 Consolidated Plan and annual action plan.

Two main indicators best describe our results: number of owner-occupied rehabilitated units and number of persons served with public service programs. Additionally, forward progress through property inspections and resulting home and property improvements indicate a steady positive affect the general removal of blighting influences and improved suitable living conditions, whether physical or societal, for LMI areas and persons.

Barriers identified that had a negative impact on fulfilling the strategies and overall vision of the City included unexpected staff turnover as well as the low number of rental unit owners interested in the rehabilitation of their properties.

**h. Identify whether major goals are on target and discuss reasons for those that are not on target.**

Goals have been realized for the majority of our program activities within the consolidated plan timeline though they may have been short or long in any particular program year. This includes the rehabilitation program for the city's owner-occupied units and the substantial activity in the public service realm. Progress made in implementing neighborhood initiatives has been steady as has the progress made with redevelopment plans and negotiations that will act as a guide to address and direct the purchase of blighted property.

**i. Identify any adjustments or improvements to strategies and activities that might meet your needs more effectively.**

As in the last program year – we will continue to make adjustments to make activities more effective, including increases in funding for the public service portion of the CDBG budget, as this program has demonstrated its continued success and expansion in the past through not only block grant funds but also by continuing to leverage larger amounts of unrelated funds.

Other steps to increase the effectiveness of the Oshkosh CDBG program include stronger use of the neighborhood initiative programs including contracting or creating a neighborhood rehabilitation and advocacy agency to assist with LMI neighborhood organizing resulting in blight influence removal and the physical rehabilitation of owner and renter-occupied homes. Greater coordination and assertiveness on the City's part in relation to the rental rehabilitation program will hopefully increase activity in that program. Additionally, continued action associated with redevelopment plans in the South Shore Redevelopment Area and other Central City LMI areas provide specific locally supported guidance for removal of blight and provision of area for investment and improvement.

**Lead-based Paint**

**1) Describe actions taken during the last year to evaluate and reduce lead-based paint hazards.**

Throughout the year, the City continued to implement applicable HUD lead paint regulations in owner and renter-occupied housing rehabilitation projects. The Department of Community Development will cooperate with the County Health Department to provide CDBG rehabilitation assistance to income qualified owner-occupied households with children who have elevated blood lead levels. The Department of Community Development's Housing Rehabilitation Specialist is trained to use the City's XRF lead testing machine. The Department will continue to maintain the XRF machine using CDBG funds.

Staff from the County Health Department visit the homes of children where there have been reported cases of elevated blood lead levels. Staff will then provide information on how to clean lead hazard reduction and childhood lead poisoning.

Additionally, all contractors used to perform lead hazard reduction work must be trained and certified by the State in a lead hazard reduction discipline and associated with a certified lead company. The City prefers to work with State Certified general contractors as part of their housing improvement programs, as most projects disturb lead based paint or control/abate lead paint hazards. However, the general contractor may subcontract the lead work to a certified lead subcontractor.

During the 2014 Program Year, \$20,980 was spent on grants to reduce lead-based paint hazards in seven of the 21 completed housing rehabilitation projects. The lead-based paint funds were made available as grants for the benefit of low and moderate income owners and not included as part of the deferred rehabilitation loan.

<b>PY 2014 LEAD ABATEMENT GRANTS</b>				
<b>Address</b>	<b>Lead Grant</b>	<b>Extremely Low Income</b>	<b>Very Low Income</b>	<b>Low (Moderate) Income</b>
443 W South Park	\$ 4,155	X		
1014 Grand	\$ 2,360	X		
649 Mt Vernon	\$ 2,275		X	
1314 Babbitz	\$ 1,110			X
1820 Hubbard	\$ 315			X
1807 Oregon	\$ 765			X
738 Oak	\$ 10,000		X	
	<b>\$ 20,980</b>	<b>2</b>	<b>2</b>	<b>3</b>

## HOUSING

Please also refer to the Housing Needs Table in the Appendix.

### Housing Needs

- 1) **Describe actions taken during the last year to foster and maintain affordable housing.**

CDBG funds are used to foster and maintain affordable housing primarily through the owner-occupied and rental rehabilitation programs. These programs directly foster and maintain affordable housing in the requirements associated with CDBG dollars.

Additionally, the City supports the Homebuyer Assistance Program through the Oshkosh/Winnebago County Housing Authority, in which all participants in the program are low and moderate (LMI) homebuyers. After completion of the program, participants are eligible for purchase assistance funds based on whether household income is extremely low, very low, or low (moderate) income. The prospective homes are inspected and are eligible for rehabilitation when needed. The purchase assistance, inspections, and rehabilitation are all actions that eliminate financial hurdles for LMI persons becoming homeowners. Inspections and rehabilitation are measures taken to ensure new homeowners are making sound investments and not overburdening themselves with maintenance issues. Owner-occupied projects must meet applicable building and housing codes and the payment is not released until the contractor has completed all activities identified in the Scope of Work for the property.

When emergencies arise for LMI households, the City uses CDBG funds to provide emergency funding for these types of repairs (e.g., leaking roof or furnace outage in winter) to maintain a safe and suitable living environment.

### Specific Housing Objectives

- 1) **Evaluate progress in meeting specific objective of providing affordable housing, including the number of extremely low-income, low-income, and moderate-income renter and owner households comparing actual accomplishments with proposed goals during the reporting period.**

The following are specific objectives the City aimed to achieve in the 2014 program year:

#### **Objective 1. Rehabilitate fifteen (15) owner-occupied units for LMI households.**

In the 2014 Program Year 23 projects were completed using CDBG funds. The following table summarizes the accomplishments of this program:



**2014 OWNER OCCUPIED HOUSING REHABILITATION PROGRAM**

Address	Purchase Assistance	Lead Grant	Project Cost	# in Household	LMI Census Tract or Block Group
443 W South Park		\$4,155	\$10,075	1	
508 Madison St			\$21,433	4	X
639 Grove St			\$29,517	3	X
633 Waugoo Ave			\$33,965	2	X
1014 Grand St		\$2,360	\$27,215	2	X
1240 Ontario St			\$8,150	2	X
649 Mt Venron St		\$2,275	\$17,810	1	X
805 E Irving Ave			\$21,326	5	X
572 Monroe St			\$10,035	1	X
1234 Eastman St			\$27,350	1	X
1314 Babbitz Ave		\$1,110	\$14,620	1	X
715 Bismarck Ave			\$11,176	2	X
2014 Oregon St			\$8,085	2	X
1417 Grove St			\$8,000	5	X
1820 Hubbard St		\$315	\$7,804	1	X
1807 Oregon St		\$765	\$13,388	1	X
732 W 18th Ave			\$9,105	3	X
302 Hudson Ave			\$2,200	4	X
1528 Plummer St			\$5,045	1	X
738 Oak St	\$10,000	\$10,000		9	X
653 Monroe St			\$3,423	3	X
432 W 14th Ave			\$20,389	1	X
1634 Walnut St	\$10,000			2	x
	\$20,000	\$20,980	\$310,111	57	

**Objective 2. Rehabilitate/create five (5) renter-occupied units for LMI households.**

Providing affordable housing options is also done through the rental rehabilitation program. Two rental rehabilitation projects were completed during this program year. Two new units were created at 667 Bowen Street, which is an owner occupied property; one unit was rehabilitated at 200 E. Irving Avenue. No additional applications were received in the program year due to an apparent lack of interest in the program.

**Objective 3. Provide support for the Homebuyer's Assistance Program by the Housing Authority.**

CDBG funds are provided for first time homebuyer's purchase assistance and rehabilitation projects. First time homebuyer assistance was provided to two first time homebuyers. One of these projects required lead reduction work.

**Objective 4. Assist a nonprofit organization in the establishment of neighborhood associations, housing rehabilitation projects, general review of the housing and neighborhood improvement programs and broader neighborhood improvement activities.**

In 2010, the City worked with the Oshkosh Area Community Foundation to establish an agreement for a satellite office of Neighborhood Housing Services of Southeast Wisconsin, a private nonprofit corporation that strengthens neighborhoods and improves lives by revitalizing housing, enhancing neighborhood character and promoting and preserving homeownership. This expanded their NeighborWorks charter from Kenosha and Racine to Oshkosh, now called NeighborWorks Badgerland.

This was a multi-year endeavor and NeighborWorks Badgerland began work January 1, 2011 with the establishment of a steering committee. By the end of the 2014 program year, NeighborWorks worked with established neighborhood associations, implemented a Good NEIGHBOR Grant Program for grants for exterior improvements, and assisted with multiple neighborhood events/projects.

**2) Evaluate progress in providing affordable housing that meets the Section 215 definition of affordable housing for rental and owner households comparing actual accomplishments with proposed goals during the reporting period.**

The rental and owner-occupied rehabilitation units are to be occupied by LMI tenants but do not meet, nor were they required to meet, the definition of affordable housing, as provided in Section 215.

**3) Describe efforts to address "worst-case" housing needs and housing needs of persons with disabilities.**

In 2014, worst-case housing needs were addressed through public service activities. The funding of organizations that include the ADVOCAP Bridges Emergency Assistance Program and the Christine Ann shelter address worse case needs as a support network for those in unfit housing or finding themselves displaced.

Accessibility is considered in all physical projects undertaken or assisted by the City using CDBG dollars. In the owner and rental rehabilitation programs, handicapped accessibility is listed and announced as an eligible activity that is encouraged. Owner and renter-occupied sites that are selected are evaluated as to the need or requirements for improvements that enhance or increase accessibility. Though no public improvement projects were conducted in the 2014 program year, physical improvements associated with the housing rehabilitation program will always include either the reconstruction or the installation of accessible features. Non-physical efforts to improve the living conditions of the handicapped include financing of the UWO Living Healthy Community Clinic, which services many disabled persons in need of help with daily and often unmet health services.

## **Public Housing Strategy**

### **1) Describe actions taken during the last year to improve public housing and resident initiatives.**

The Oshkosh/Winnebago County Housing Authority works to promote and deliver adequate and affordable housing and suitable living environments free from discrimination. Their mission is to promote and ensure safe, decent, and affordable housing for their participants, as well as provide owners and developers with an opportunity to rehabilitate and develop affordable housing.

Formed in 1970, the Housing Authority owns, manages and maintains 616 apartments or homes that are subsidized with rents based on 30% of adjusted incomes. The properties range from single family homes to 14-story high rise buildings. Affordable housing opportunities are available for families, singles, disabled, and elderly low-income applicants. The Authority also administers over 400 Housing Choice Vouchers, owns and maintains four group homes, coordinates a family self-sufficiency program, and delivers a home ownership program.

The Housing Authority recognizes their participants as their primary focus, works in partnership with community and government organizations to promote affordable housing options, acts as an agent of change when performance is unacceptable, continues to strive for public trust and confidence through good communication and being responsive to the needs of their participants and the community, and identifies and works to eliminate barriers that prevent it from achieving their goals as a housing authority.

### **Local Objectives:**

The Admissions and Continued Occupancy Plan for the Public Housing Program is designed to achieve the following objectives:

- Provide improved living conditions for very low and low income families while maintaining their rent payments at an affordable level;
- Operate a socially and financially sound public housing agency that provides drug-free, decent, safe, and sanitary housing with a suitable living environment for residents and their families;
- Avoid concentrations of economically and socially deprived families in any one of their public housing developments;

- Lawfully deny the admission of applicants, or the continued occupancy of residents, whose habits and practices reasonably may be expected to adversely affect the health, safety, comfort or welfare of other residents or the physical environment of the neighborhood, or create a danger to our employees;
- Attempt to house a tenant body in each development that is composed of families with a broad range of incomes and rent-paying abilities that is representative of the range of low-income families in our jurisdiction;
- Promote upward mobility opportunities for families who desire to achieve self-sufficiency;
- Facilitate the judicious management of the PHA inventory and efficient management of PHA staff; and
- Ensure compliance with Title VI of the Civil Rights Act of 1964 and all other applicable Federal laws and regulations so that the admissions and continued occupancy are conducted without regard to race, color, religion, creed, sex, national origin, handicap, or familial status, sexual preference, or age.

The Housing Authority strategy to meet affordable housing needs in the city is to tirelessly pursue its mission and objectives. The Authority embraces a vibrant private sector and supports developments that create a range of new residential opportunities across all market segments. Where the private market doesn't provide adequate options for low-income households, the Authority will pursue programs and resources to supplement the market.

The Oshkosh Housing Authority continues to enhance the buildings and services that improve the physical and social environment at the Public Housing developments.

The Housing Authority has 338 public housing units with a mix of 70 apartments that are two bedroom units to five bedroom units. There are 268 units designated for the elderly and disabled population. Public Housing is funded by federal dollars through The Department of Housing And Urban Development (HUD) Operation Subsidy, Capital Funds and tenant rent.

OHA also owns 193 units of multi-family housing with a mix of 121 units for elderly and disabled and 72 units for families. These units are funded with a Housing Assistance Payment from HUD and tenant rent.

Court Tower Apartments, a 14 story building, underwent a \$20 million renovation which concluded in December 2013. The building transformed from 157 one-bedroom apartments to 104 apartments with 11 efficiency and 93 two-bedroom apartments. The main dining room was renovated and made a bit smaller, allowing for a theater. There is also a separate lounge area with a fireplace and coffee bar. An exercise room overlooking beautiful Lake Winnebago and the Fox River, plus a library with computers and other common area spaces for residents to gather were added amenities. Balconies were added to some of the apartments. 12 fully handicap accessible units were added to this building. All units were either enlarged or redesigned for better mobility in the unit and ease of maintenance for the resident.

Mainview Apartments will now be known as Raulf Place Apartments bringing back the theme of Raulf Place Hotel and Theater, built in 1928. The building was converted into public housing apartments in 1982. Renovation started in 2012, using HUD Capital Funds, turning 111 one bedroom apartments into 17 two-bedroom and 87 one-bedroom modern apartments. The old theater section has been renovated with energy solar tubes bringing natural light into a previously dim area. All units were either enlarged or redesigned for better mobility in the unit and ease of maintenance for the residents. Remodeling of the dining room, theater and exercise room should be completed by the end of 2015. This building designated historic and has an allocation of Historic Tax Credits.

The Housing Authority also owns 70 scattered family sites which consist of 26 two bedroom, 26 three bedroom, 12 four bedroom apartments or home and 6 five bedroom homes. While the agency has done a pretty good job of keeping up with day to day repairs, many of these units will now start seeing some modernization, roof replacement and other needed upgrades using future capital finds now that Raulf Place is almost complete.

### **Barriers to Affordable Housing**

#### **1) Describe actions taken during the last year to eliminate barriers to affordable housing.**

The following were specific objectives the City aimed to achieve in the 2014 program year:

#### **Objective 2. Homeownership assistance by Oshkosh/Winnebago County Housing Authority through the provision of funds for administration, lead paint compliance, and purchase assistance.**

CDBG funds were used to support the Homebuyer Assistance Program through the Oshkosh/Winnebago County Housing Authority. This program has been in place for over 10 years and has successfully moved several households from the Section 8 Voucher and Public Housing programs into homeownership. All participants in the program are LMI homebuyers. After completion of the program, participants are eligible for purchase assistance funds based on whether household income is extremely low, very low, or (low) moderate income. The prospective homes are inspected and are eligible for rehabilitation dollars, when needed. The purchase assistance, inspections, and rehabilitation are all actions that eliminate financial hurdles for an LMI homeowner getting into a home. The inspections and rehabilitation are measures taken to ensure the owners are making a sound investment.

#### **Objective 3. City implementation of Neighborhood Improvement initiatives as outlined in the Comprehensive Plan, which are designed to improve the overall condition of older neighborhoods in LMI Census tracts and include some educational opportunities for residents of the area.**

The City's 2005-2025 Comprehensive Plan calls for the following actions to ensure affordable housing availability:

- Work with public and private housing providers to plan for the development of additional housing units affordable to low and moderate income owners and renters as needed and to secure additional subsidies for rental of existing privately owned units.
- Promote opportunities and programs to provide owner and rental options for low and moderate income residents.

The City's 2005-2025 Comprehensive Plan also calls for the following action to maintain and rehabilitate the City's existing housing stock and the surrounding areas containing this housing:

- Continue housing rehabilitation programming which provides assistance to low and moderate-income persons in upgrading their housing and in purchasing and improving properties in older neighborhoods.
- Encourage Downtown/Central City residential development through rehabilitation or new construction.
- Implement "Neighborhood Improvement Strategies" in specific geographic areas for neighborhood and housing issues.
- Develop program and encourage owners to convert non-competitive rental property back to owner-occupied structures.
- Create a rehabilitation code for pre-existing conditions on historic properties.

**Objective 4. Funds granted to Fair Housing Center of NE Wisconsin for tenant counseling.**

As part of the contract with the Fair Housing Center of Northeast Wisconsin, funds support staff providing technical assistance, counseling and education related to housing issues, as recommended in the current Analysis of Impediment to Fair Housing Choice document.

**HOME/ American Dream Down Payment Initiative (ADDI)**

The section is not applicable to the City of Oshkosh.

**HOMELESS**

**Please also refer to the Homeless Needs Table in the Appendix.**

**Homeless Needs**

- 1) **Identify actions taken to address needs of homeless persons.**
- 2) **Identify actions to help homeless persons make the transition to permanent housing and independent living.**

The City of Oshkosh does not receive any private or public funds to address homeless needs or to help homeless persons make the transition to permanent housing and independent living. Since there are already a number of public and private organizations providing these homeless services in the community, the City does not provide direct homeless assistance or identify specific planned actions to end and/or prevent chronic homelessness. However, funds within City CDBG Public Service expenditures were allocated to Christine Ann Domestic Abuse Services and the Homebuyer Assistance Program, which directly address homelessness and its

prevention. In addition, members of the WinnebagoLand Housing Coalition provide services such as rental and utility assistance, emergency shelter support services, transitional housing support, transportation, day services and subsidized housing.

Homeless service providers include ADVOCAP, American Red Cross of East Central Wisconsin Christine Ann Domestic Abuse Services, Day by Day Warming Shelter, Father Carr's Place 2B, Legal Action of Wisconsin and The Salvation Army.

ADVOCAP deals with homelessness through its Homeless Programs Department and is taking the leadership role in actively pursuing, obtaining and administering federal funding to address local homeless needs. The agency has a HUD Supportive Housing Program (Supportive Services Only) award to provide intensive case management and wraparound services to work with homeless persons and families access permanent housing, obtain employment or increased income and achieve greater self-sufficiency through their overcoming barriers. The agency also serves as the fiscal agent for state-funded homeless prevention programs (State of Wisconsin HUD ESG, State Transitional Housing and State Homeless Prevention Program Funds). ADVOCAP has two units of transitional housing (16<sup>th</sup> Street and Mt. Vernon Homes) and coordinates a twice a year point-in-time survey of homelessness in the area, which local agencies participate in.

Christine Ann Domestic Abuse Services Inc. (CADASI) operates a 35-bed shelter for female victims of domestic violence and their children and counseling services, case management and supportive services for women, men and children. In 2014, CADASI provided counseling and shelter for 841 persons; with 284 individuals being from Oshkosh, with 92 of these being children.

Day by Day Warming Shelter operates a 25-bed seasonal emergency shelter that serves a small but definite population of persons (men and women) with no other sheltering options in the community. In 2014, Day by Day provided shelter for 146 individuals and served more than 7,000 meals. Also in 2013, Day by Day expanded their hours by 2 hours each day, opening at 6 pm. The Shelter also provides additional services that included medical triage, AA and NA on-site meetings.

Father Carr's Place 2B operates an emergency shelter which has two facilities (Bethlehem Inn with 75 beds for men and Holy Family Villa with 75 beds for women and children along with a food pantry and free medical clinic adjacent to the shelter

Legal Action of Wisconsin, through its Oshkosh office, provides legal services to those at risk of homelessness or who have issues related to overcoming their homelessness through state and federal funding. Their services include, but are not limited to, housing issues such as eviction defense, abusive landlord practices, administrative hearings relating to public and subsidized housing, housing conditions and habitability, access to affordable housing and foreclosure.

Salvation Army provides emergency motel vouchers during periods when the shelters are full. They also provide rent and utility help for those unable to access American Red Cross services.

### **3) Identify new Federal resources obtained from Homeless SuperNOFA.**

No new federal resources were obtained from the Homeless SuperNOFA.

#### **Specific Homeless Prevention Elements**

##### **1) Identify actions taken to prevent homelessness.**

The City of Oshkosh does not receive any private or public funds to prevent homelessness. Since there are already a number of public and private organizations providing homeless services in the community, the City does not provide direct homeless assistance or identify specific planned actions to end and/or prevent chronic homelessness.

The WinnebagoLand Housing Coalition serves as the Continuum of Care (CoC) in this area (Southern Winnebago County, primarily the Oshkosh area) dealing with homeless issues and staff from the Department of Community Development are active participants. The group meets monthly to discuss housing issues and needs, including homelessness in the area, coordinate delivery of services, and provide in-service training on housing topics. These meetings are held the first Wednesday of each month and increase awareness of services available and enhance referrals. The group includes homeless service providers, local government, Housing Authority, United Way, faith-based groups, and others concerned with housing issues. The group also includes the local elected State Representative to the Assembly.

Coordination and delivery of homeless services is provided through a Homeless Service Providers Network as part of that Continuum of Care. ADVOCAP serves as the lead agency within the Network, which also includes Christine Ann Domestic Abuse Services (CADASI), American Red Cross of East Central Wisconsin, Legal Action of Wisconsin, and The Salvation Army – Oshkosh Corps. ADVOCAP also serves as lead agency and fiscal agent for consolidated applications for HUD ESG/THP and HPP funds. Additionally, ADVOCAP serves as lead agency for participation in the Balance of State Continuum of Care organization.

A Memorandum of Understanding by those homeless service providers requesting HUD ESG funds details the working relationship between agencies. The Homeless Service Providers Network meets every other month and monthly when necessary, to coordinate services, identify unmet needs, and plan wraparound services to meet the needs of clients. ADVOCAP provides staff support to conduct point in time surveys of homeless needs, prepare annual needs assessment and prioritization of unmet needs, and write grants for joint homeless activities. Joint training activities are also planned to benefit participating agencies. The Homeless Service Provider Network also provides an opportunity for sharing information about services to the homeless. More emphasis on tracking service gaps is a priority initiative. Services are also coordinated through contact between agency staff. The WinnebagoLand Housing Coalition created a Case Managers task group in 2010 to facilitate communication between case managers from the different agencies involved in providing homeless services. Also, The Salvation Army and American Red Cross staff communicates over those requesting rent assistance to avoid duplication of services. ADVOCAP takes the lead role for homeless prevention services for those at-risk through its Bridges program. Through this program, those at risk are able to get financial assistance once every two years for rent and utility help. An



Advisory Committee representing other agencies, faith-based groups and concerned individuals provides recommendations. The committee includes other members of the Homeless Service Providers Network. The Salvation Army will provide rent help where persons may be ineligible for help through ADVOCAP's program to avoid duplication of efforts. ADVOCAP and CADASI provide rent/security deposit assistance for clients in their programs. Agencies also work closely with Legal Action of Wisconsin to provide opportunities for clients to work with Legal Action staff to deal with legal issues affecting their homelessness and self-sufficiency.

Homeless service providers also maintain continuing contact with other agencies that may not be active members of the housing coalition to facilitate homeless participants accessing services in a timely manner or to assure appropriate referral of persons by other agencies to the homeless service providers. This includes local law enforcement agencies, county mental health agencies, and Family Services. As an example, participants in the motel voucher program through Salvation Army will receive counseling support through Family Services. Both the Oshkosh Police Department and the mental health program within the Winnebago County Department of Human Services have made presentations at the monthly housing coalition meetings to foster dialogue on how to best address needs involving homeless persons.

Father Carr's Place2B emergency shelter in Oshkosh has become an active member in the Winnebagoland Housing Coalition. The Father Carr emergency shelter has two facilities with 75 beds (one for men and the other for women and children) along with a food pantry, bakery sharing program and a free community clinic adjacent to the shelter. Since Father Carr's has become involved with the housing coalition, there has been increased communication, referrals for service, and joint activities involving homeless service providers such as ADVOCAP, CADASI, Salvation Army, and others with the emergency shelter. ADVOCAP provides outreach services at the shelter and enrolls interested participants in its Homeless Assistance Program who are then able to receive intensive case management and supportive services. The shelter has minimal case management for those residing there. Other than the paid administrator, the emergency shelter is staffed by volunteers, which, can, at times, limit the capability of the shelter to provide shelter and supportive services to the residents, who are able to remain as long as they desire so long as shelter rules are followed.

Christine Ann Domestic Abuse Services, Inc.(CADASI) provides outreach services to those who are victims of domestic violence in the county and operates the Christine Ann shelter in Oshkosh. The agency also provides case management and supportive services to those in transitional housing through Sienna Corp. ADVOCAP provides two transitional housing units in Oshkosh through agency-owned properties. Homeless outreach is also provided through the Salvation Army, which has its center near the downtown area. Persons are referred to local shelters or served through Corps programs if shelter is unavailable.

The structure of the coalition also promotes other opportunities for communication on issues affecting those who are homeless or at risk of homelessness and create public awareness. In 2010, the Winnebagoland Housing Coalition launched a web site to talk about coalition activities, programs, upcoming meetings and other pertinent information.

Written goals of the Winnebagoland Housing Coalition for 2012-2014 included:

- Promote public and private funds to expand affordable housing opportunities and supportive services
- Educate agencies on legislative issues that impact affordable housing
- Educate public officials about housing issues
- Identify issues regarding emergency housing and homelessness in the community
- Adopt in-service agendas and endorse solutions to emergency housing issues and homelessness

As a prevention strategy, an area of emphasis is providing more employment-related services to help persons move from shelter into permanent housing. ADVOCAP has staff within its Employment & Training Department that helps homeless clients in ADVOCAP's Homeless Assistance Programs and will provide more intensive services through requested funding in this proposal. Clients are also actively involved in using services of the local job centers to assist them with obtaining employment.

Present discharge planning policies include those released from institutions who have mental health and/or substance abuse crisis issues going to Summit House, a facility owned by the local housing authority and staffed by the county. Policies are reviewed annually by the CoC to identify ways to better serve homeless persons.

The following priorities as to homeless needs were adopted by the Homeless Service Providers Network of the Winnebagoland Housing Coalition:

1. Case Management with wraparound services to access mainstream resources including outreach, life skills training and budget counseling/financial literacy.
2. Temporary shelter to address homelessness
  - a. Emergency shelter
  - b. Transitional housing
  - c. Motel vouchers for those unable to access shelter
  - d. Warming shelter
3. Financial assistance to obtain/maintain housing
  - a. Homeless prevention to avoid eviction
  - b. Rent/security deposit help to move into housing
  - c. Legal services to avoid becoming homeless
  - d. Rent assistance while in permanent housing because of inadequate income
4. Income stability
  - a. Employment and training services, including job readiness and job coaching
  - b. Obtain economic supports, public benefits (SSI, Food Share, SSDI) and supplemental income (child support)
  - c. Legal services to assist with applications

5. Essential Services including financial help to address unmet needs
  - a. Transportation
  - b. Medical/health related
  - c. Dental care
  - d. Substance abuse
  - e. Mental health
  - f. Education
  - g. Child care
  - h. Personal needs (food, clothing, household goods)
  
6. Accessing/maintaining permanent affordable and decent housing
  - a. Subsidized housing (Section 8, tax credits)
  - b. Fair housing
  - c. Permanent supportive housing for chronic homeless
  - d. Moving expenses

An additional priority of the coalition was to continue supporting a warming shelter in Oshkosh that serves a small but definite population of persons with no other sheltering options in the community. The coalition supported the establishment of a new non-profit called Day by Day Warming Shelter in 2012, which is responsible for the development and operation of the shelter. The Day by Day Warming Shelter added an important level to the continuum of care in this area by providing a safe setting to a vulnerable homeless population. The coalition found a location in the Most Blessed Sacrament Parish.

Both the WinnebagoLand Housing Coalition and the Homeless Service Providers Network discuss homeless prevention activities and strategies. Data regarding those using homeless services (except Father Carr's shelters) is entered into the State Homeless Management Information System (HMIS) known as Wisconsin ServicePoint.

Also see the Continuum of Care (CoC) Housing Inventory Chart and Homeless Service Activities (Appendix D). The needs inventory was derived from a 2014 point in time survey conducted by Homeless Service Providers Network of the WinnebagoLand Housing Coalition.

### **Emergency Solutions Grants (ESG), State Transitional Housing & State Homeless Prevention Program Grants**

The City of Oshkosh does not receive or utilize any grants for homelessness prevention, shelters, supportive services or transitional housing. However, in 2014, area agencies receive funding in the amount of \$117,238 from the State of Wisconsin HUD ESG, State Transitional Housing and State Homeless Prevention Program Funds (July 1, 2013-June 30, 2014) for the Oshkosh area for homeless prevention, transitional housing and emergency shelter operational support and supportive services to help homeless persons move into permanent housing.

## COMMUNITY DEVELOPMENT

Please also refer to the Community Development Table in the Appendix.

### Community Development

- 1) **Assessment of Relationship of CDBG Funds to Goals and Objectives**
  - a) **Assess use of CDBG funds in relation to the priorities, needs, goals, and specific objectives in the Consolidated Plan, particularly the highest priority activities.**
  - b) **Evaluate progress made toward meeting goals for providing affordable housing using CDBG funds, including the number and types of households served.**
  - c) **Indicate the extent to which CDBG funds were used for activities that benefited extremely low-income, low-income, and moderate-income persons.**

During the program year, a total of \$861,690.02 in CDBG funds were expended on activities identified in the 2014 Action Plan. During the 2014 Program Year, a total of \$687,946.83 was expended on activities qualifying as benefiting LMI persons/households. HUD requires a minimum of 70 percent of CDBG expenditures benefit low and moderate income (LMI) persons or households. The expenditures for 2014 on their own are over 94 percent beneficial to LMI persons. Additional details are found throughout this document as well as in the appendix.

While the owner rehabilitation program did not create/provide affordable housing, it did maintain housing choice for LMI households. The number and types of households served are shown in the following table:

PY 2014 PERSONS SERVED BY HOUSING REHABILITATION PROGRAMS		
Number of Units by Type of Households	Number of Units	Purchase Assistance
Owner		
Extremely Low Income	5	0
Low Income	7	1
Moderate Income	11	2
<b>Total</b>	<b>23</b>	<b>2</b>
Rental		
Extremely Low Income	1	
Low Income	1	
Moderate Income	0	
<b>Total</b>	<b>2</b>	

CDBG funds benefited LMI persons not only through affordable housing projects but through its public service programming, as well. LMI participants were benefited through the following programs:

<b>PY 2014 LMI PERSONS SERVED BY PUBLIC SERVICES</b>			
<b>Public Service Agency</b>	<b>Program</b>	<b>Allocation</b>	<b>LMI Individuals Benefiting</b>
ADVOCAP	Winnebago County Nutrition Program	\$12,500	2,728
ADVOCAP	Bridges Emergency Assistance	\$10,000	1,644
Christine Ann Domestic Abuse Services	Shelter & counseling services	\$ 7,500	284 Oshkosh residents 557 non-Oshkosh residents
Day by Day Warming Shelter	Warming shelter	\$ 7,500	146
Oshkosh Area Community Pantry	Food & nutritional need services	\$ 2,500	28,651
UW-Oshkosh Living Healthy Community Clinic	Living Healthy Community Clinic	\$10,000	792
Winnebago County Literacy Council	English classes	\$ 7,500	234
Tri-County Community Dental Clinic	Free dental clinic	\$ 7,500	9,130
Clarity Care	Home health care	\$ 7,500	76
Oshkosh Seniors Center	Wellness programming	\$ 2,500	3,937
<b>Total Served</b>			<b>47,622</b>

**2) Changes in Program Objectives**

- a) Identify the nature of and the reasons for any changes in program objectives and how the jurisdiction would change its program as a result of its experiences.**

No changes in program objectives occurred during the program year.

**3) Assessment of Efforts in Carrying Out Planned Actions**

- a) Indicate how grantee pursued all resources indicated in the Consolidated Plan.**

Funding resources identified in the 2010-2015 Consolidated Plan were primarily CDBG funds and these funds were used to implement the activities identified in the Plan. The City does not currently receive ESG, HOPWA, HOME or other funds.

**b) Indicate how grantee provided certifications of consistency in a fair and impartial manner.**

There were no requests for certifications of consistency for the 2014 Program Year.

**c) Indicate how grantee did not hinder Consolidated Plan implementation by action or willful inaction.**

The City did not hinder implementation of the 2010-2015 Consolidated Plan by action or willful inaction.

Instead, the City completed the following:

- o Adoption of the 2014 Annual Plan that was part of a public hearing/meeting process;
- o Monitoring the progress of 2014 subrecipients in accordance with their individual grant proposals; and
- o Monitoring the implementation of 2014 projects where City staff is the responsible party (i.e. Housing Rehabilitation, Central City Redevelopment).

**4) For Funds Not Used for National Objectives**

**a) Indicate how use of CDBG funds did not meet national objectives.**

The only funds not used for National Objectives were for administrative costs, which are permitted expenditures of CDBG funds.

**b) Indicate how use of CDBG funds did not comply with overall benefit certification.**

All CDBG funds used, with the exception of funds used for administrative costs, complied with overall benefit certification.

**5) Anti-displacement and Relocation – for activities that involve acquisition, rehabilitation or demolition of occupied real property**

- a) Describe steps actually taken to minimize the amount of displacement resulting from the CDBG-assisted activities.
- b) Describe steps taken to identify households, businesses, farms or nonprofit organizations that occupied properties subject to the Uniform Relocation Act or Section 104(d) of the Housing and Community Development Act of 1974, as amended, and whether or not they were displaced, and the nature of their needs and preferences.
- c) Describe steps taken to ensure the timely issuance of information notices to displaced households, businesses, farms, or nonprofit organizations.

The City considers property occupancy in the design and implementation of programs and projects to minimize, if not prevent, displacement. During the program year, no households, businesses, farms or non-profits were displaced or relocated.

**6) Low/Mod Job Activities – for economic development activities undertaken where jobs were made available but not taken by low- or moderate-income persons**

- a) Describe actions taken by grantee and businesses to ensure first consideration was or will be given to low/mod persons.
- b) List by job title of all the permanent jobs created/retained and those that were made available to low/mod persons.
- c) If any of jobs claimed as being available to low/mod persons require special skill, work experience, or education, provide a description of steps being taken or that will be taken to provide such skills, experience, or education.

During the program year, the City did not undertake any economic development activities where jobs were made available.

**7) Low/Mod Limited Clientele Activities – for activities not falling within one of the categories of presumed limited clientele low and moderate income benefit.**

- a) Describe how the nature, location, or other information demonstrates the activities benefit a limited clientele at least 51% of who are low- and moderate-income.

The Public Service Funding Consortium funded 10 programs with City CDBG funds that benefited LMI persons/households. Following is a summary of each program highlighting the number of LMI persons served and accomplishments achieved with the program:

ADVOCAP – “Winnebago County Nutrition Program” provided 46,735 meals for 2,728 low and moderate income individuals at congregate meals sites or through the delivery of the meals to the person’s residence when the individual is homebound in 2014.

ADVOCAP – “Bridges Emergency Assistance Program” provides assistance to low and moderate income persons who had temporary emergency needs related to rental and utility payments, bus passes, gas vouchers, car repairs, work boots, insurance application fees and vouchers. In 2014, 1,644 low and moderate income individuals were assisted by this program.

Christine Ann Domestic Abuse Services Inc. (CADASI) operates a 35-bed shelter for female victims of domestic violence and their children and counseling services, case management and supportive services for women, men and children. In 2014, CADASI provided counseling and shelter for 841 persons; with 284 individuals being from Oshkosh, with 92 of these being children.

Day by Day Warming Shelter operates a 20-bed seasonal emergency shelter that serves a small but definite population of persons (men and women) with no other sheltering options in the community. In 2014, Day by Day provided shelter for 146 individuals and served more than 7,000 meals.

Oshkosh Area Community Pantry – “Food & Nutritional Need Program” provided a food resource for 28,651 low and moderate income individuals in 2014.

University of Wisconsin-Oshkosh / “Healthy Living Community Clinic” provided cost-effective medical care and prescriptions to 792 individuals. This includes non-emergency treatment of illnesses or injuries management of chronic conditions and lab tests.

Winnebago County Literacy Council offered English as a Second Language classes to 234 low to moderate income individuals, of which 177 were adults and 57 were children.

Tri-County Community Dental provided free dental clinic services to 9,130 low and moderate income children. The program was offered in a collaboration between Tri-County and the Oshkosh Area School District.

Clarity Care provided 'Help At Home' services to 76 low to moderate income individuals, with 564 hours of supportive home care and bath aide.

Oshkosh Seniors Center offered a 'Seven Dimensions of Wellness' program to 3,937 low to moderate income individuals aged 50 and older that focused on basic human needs of older adults.

Activities not falling into the categories of the presumed limited clientele low and moderate income benefit, such as Central City redevelopment activities associated with slum and blight removal, are determined to be of greater than 50 percent benefit to LMI individuals based on census tract and block group information. This establishes a low and moderate income area where more than half of the residents are LMI. It is then assumed that the benefits of the activities are a benefit to all of the residents of said area. Housing rehabilitation and public service activities that do not have presumed limited clientele are documented for benefit as to income levels, family sizes, race/ethnicity and nature of activity within application submittal requirements and quarterly/annual reporting.

**8) Program income received**

- a) Detail the amount of program income reported that was returned to each individual revolving fund, e.g., housing rehabilitation, economic development, or other type of revolving fund.**

The City did not participate in any revolving loan program. Program income received is spent on the next eligible expenditure.

- b) Detail the amount repaid on each float-funded activity.**

The City did not participate in any float-funded activities.

- c) Detail all other loan repayments broken down by the categories of housing rehabilitation, economic development, or other.**

During the Program Year, approximately \$201,565 was received in program income from loan repayments from thirteen properties and fees.



<b>PY 2014 PROGRAM INCOME</b>	
<b>Address</b>	<b>Amount</b>
<b>Housing Rehabilitation</b>	
114 E Irving Ave	\$39,325
218 W 20th Ave	\$13,402
732 Oak St	\$18,799
1308 Otter Ave	\$25,068
814 Jackson St	\$25,602
661 W 10th Ave	\$14,590
15 E Nevada Ave	\$3,972
2034 Doty St	\$41,493
554 Evans St	\$2,000
1903 Simpson St	\$2,415
626 W 18th Ave	\$2,400
716 Oregon St	\$12,199
Fees	\$300
<b>Total</b>	<b>\$201,565</b>

No other program income was received.

**d) Detail the amount of income received from the sale of property by parcel.**

The property at 114 E. Irving Avenue was sold in 2014 for \$39,325. It is the owners intent to make additional improvements to the house and retain it as a single family home.

**9) Prior period adjustments – where reimbursement was made this reporting period for expenditures (made in previous reporting periods) that have been disallowed, provide the following information:**

No reimbursements were made for disallowed expenditures from prior program years.

**10) Loans and other receivables**

**a) List the principal balance for each float-funded activity outstanding as of the end of the reporting period and the date(s) by which the funds are expected to be received.**

The City did not participate in any float-funded activities.

**b) List the total number of other loans outstanding and the principal balance owed as of the end of the reporting period.**

At the end of the program year, the total number of loans outstanding and the principal balance is as follows:

<b>PY 2014 OWNER OCCUPIED REHAB PROGRAM OUTSTANDING LOAN BALANCES</b>		
Single-unit deferred housing rehabilitation loans		
	Loans Outstanding	291
	Principal Balance	\$4,056,617
Multiple-unit deferred housing rehabilitation loans		
	Outstanding Loans with future payment	4
	Outstanding Loans with no future payment (if all conditions are met)	4
	Total Outstanding Loans	\$272,858
Principal Balance of all Outstanding Loans		<b>\$4,329,475</b>

- c) List separately the total number of outstanding loans that are deferred or forgivable, the principal balance owed as of the end of the reporting period, and the terms of the deferral or forgiveness.

For single-unit housing loans, all are deferred loans with no balance due (or owed) as of the end of the program year.

For the multiple-unit housing loans, all are deferred loans with no balance due (or owed) as of the end of this program year.

There are, however, outstanding loans with payments due in future program years as the following table demonstrates:

<b>RENTAL REHAB PROGRAM OUTSTANDING LOANS WITH FUTURE PAYMENTS</b>		
Address	Final Payment	Due Date
501 N. Main St.	\$90,000	January 9, 2019
913 Oregon St.	\$60,000	When sold
123 Mill St	\$12,858	August 24, 2017
332 Hudson St	\$20,000	September 4, 2027
<b>TOTAL</b>	<b>\$122,918</b>	
<b>RENTAL REHAB PROGRAM OUTSTANDING LOANS THAT HAVE NO FUTURE REPAYMENT</b>		
448 N. Main St.	(\$99,992)	
415-417-419 N. Main St	(\$22,524)	
421 N. Main St.	(\$59,996)	
646 Grand St.	(\$34,997)	
<b>TOTAL</b>	<b>(\$217,509)</b>	

- d) Detail the total number and amount of loans made with CDBG funds that have gone into default and for which the balance was forgiven or written off during the reporting period.

Two loans had to be written off due to bankruptcy and/or foreclosure.

- 1917 Roosevelt Avenue in the amount of \$5,542.50
- 1827 Jefferson Street in the amount of \$4,808.

- e) Provide a list of the parcels of property owned by the grantee or its subrecipients that have been acquired or improved using CDBG funds and that are available for sale as of the end of the reporting period.

PROPERTIES OWNED BY CITY THAT HAVE BEEN ACQUIRED OR IMPROVED USING CDBG FUNDS AND AVAILABLE FOR SALE		
ADDRESS	PREVIOUS USE	PROPOSED USE
15 W 7 <sup>th</sup> Ave	Single-family residential	Land bank for non-residential
14 W 8 <sup>th</sup> Ave	Single-family residential	Land bank for non-residential
30 W 8 <sup>th</sup> Ave	Commercial	Land bank for non-residential
126 W 9 <sup>th</sup> Ave	Single-family residential	Single-family residential
510 Campus Pl	Single-family residential	Single-family residential
211 Dawes St	Single-family residential	Single-family residential
661 Jefferson St	Commercial/industrial	Land bank for multi-family
665 Jefferson St	Two-family residential	Land bank for multi-family
669 Jefferson St	Single-family residential	Land bank for multi-family
673 Jefferson St	Single-family residential	Land bank for multi-family
679 Jefferson St	Two-family residential	Land bank for multi-family
683 Jefferson St	Two-family residential	Land bank for multi-family
421 E Lincoln Ave	Vacant lot	Single-family residential
512 Grand St	Single-family residential	Single-family residential
125 W 6 <sup>th</sup> Ave	Two-family residential	Land bank for non-residential
127 W 6 <sup>th</sup> Ave	Two-family residential	Land bank for non-residential
131 W 6 <sup>th</sup> Ave	Single-family residential	Land bank for non-residential
139 W 6 <sup>th</sup> Ave	Single-family residential	Land bank for non-residential
123 W 8 <sup>th</sup> Ave	Single-family residential	Land bank for non-residential
1909 Jefferson St	Single-family residential	Open space
1614 Spruce St	Single-family residential	Single-family residential
107 W 8 <sup>th</sup> Ave	Single-family residential	Land bank for non-residential
654 Frederick St	Single-family residential	Single-family residential
118 W Parkway Ave	Single-family residential	Open space
136 W 9 <sup>th</sup> Ave	Single-family residential	Land bank for non-residential
675 Jefferson St	Single-family residential	Land bank for multi-family
235 Ida Ave	Single-family residential	Open space
1841 Jefferson St	Single family residential	Single family residential
W Custer Ave., vacant lot	Vacant lot	Single family residential
2332 Jefferson St	Single family residential	Single family residential
1125 N Main St	Single family residential	Single family residential
349 W 7th Ave	Single family residential	Single family residential

No lots were acquired during the reporting period utilizing CDBG funds. However, of the lots previously purchased with CDBG funds, several are part of assembly of a larger parcel for future redevelopment

**11) Lump sum agreements**

The City did not enter into any lump sum agreements.

**12) Housing Rehabilitation – for each type of rehabilitation program for which projects/units were reported as completed during the program year**

- a) Identify the type of program and number of projects/units completed for each program.
- b) Provide the total CDBG funds involved in the program.
- c) Detail other public and private funds involved in the project.

In the 2014 Program Year, 23 projects/units within the owner-occupied rehabilitation program were completed using CDBG funds. A total of \$351,091 in CDBG funds were expended (\$20,980 for lead abatement, \$310,111 for rehabilitation, \$20,000 downpayment assistance). No other public or private funds were involved in these 23 projects.

Two rental rehabilitation projects were completed in 2014. A total of \$52,658 in CDBG rental rehabilitation funds was expended on two rental units (one owner-occupied upper unit; one single family rental unit).

**13) Neighborhood Revitalization Strategies – for grantees that have HUD-approved neighborhood revitalization strategies**

The City of Oshkosh does not have any designated Neighborhood Revitalization Strategy Areas (NRSA).

**Antipoverty Strategy**

**1) Describe actions taken during the last year to reduce the number of persons living below the poverty level.**

As identified in the 2014 Action Plan, the City does not use its CDBG funds to provide direct services to reduce the number of families with income below the poverty line. In considering the factors affecting poverty that may be impacted by the existing housing programs of the City, it appears that coordination of production and preservation of affordable housing as well as the Public Service programs and services targeted to special needs populations benefit and help to reduce the numbers of families below the poverty level. While these activities may not increase the income of these persons, the activities aid in reducing their cost burden.

The City will be reducing the housing cost burden on these households to some extent in completing rehabilitation projects on properties owned by households below the poverty level limits. The reduction in housing cost burden will result from actions that reduce energy costs and reduce the cost of repairs needed to keep the home in habitable condition. The City recognizes that while this in itself will not increase the level of income of these households, it will make more domestic funds available to cover other expenses.

Additionally, the City requires owner-occupants applying for CDBG housing rehabilitation programs who have a large volume of debt to participate in free budget counseling as a condition of housing rehabilitation loan approval. This policy is based on the position that the rehabilitation loan is a partnership effort with the City and bringing the house into livable condition while attempting to ensure that the owner is in a financial position to keep up the home may reduce the possibility of the house falling into future disrepair.

## NON-HOMELESS SPECIAL NEEDS

Please also refer to the Non-Homeless Special Needs Table in the Appendix.

### Non-Homeless Special Needs

- 1) Identify actions taken to address special needs of persons that are not homeless but require supportive housing, (including persons with HIV/AIDS and their families).

The "Non-Homeless Special Needs" table summarizes beneficiaries of various actions taken over the year. Those in the "Housing Need" category were beneficiaries of those receiving housing rehabilitation funds and those in the "Supportive Services" were beneficiaries through the Public Service Consortium.

Through the Public Services Funding Consortium, 47,622 low and moderate income individuals' special needs were addressed.

### Specific HOPWA Objectives

The City of Oshkosh is not an Entitlement community for HOPWA.

## OTHER NARRATIVE