

# **CITY OF OSHKOSH 2015 – 2019 Consolidated Plan**

**for the  
Community Development Block Grant Program**





## Executive Summary

### ES-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

#### 1. Introduction

The 2015-2019 Consolidated Plan is a five-year strategic plan that outlines the goals of the City of Oshkosh's Community Block Grant (CDBG) Program which is funded by the U.S. Department of Housing and Urban Development (HUD). The primary goal of the City's CDBG Program is to create a vibrant community through assistance to low-and-moderate-income households by providing suitable living environments, decent affordable housing opportunities, expanded economic opportunities, and supportive services related to residential, financial and social stability.

The City of Oshkosh has prepared the Plan for prioritizing the allocation of housing and other assistance monies that may become available from the federal government over a five-year period from May 1, 2015 to April 30, 2019. The Plan seeks to promote a comprehensive approach to address urban issues, improve accountability to achieve results and include a strong element for citizen participation.

#### 2. Summary of the objectives and outcomes identified in the Plan Needs Assessment Overview

The following is a summary of the goals and outcomes from the Strategic Plan section:

GOAL: Improve and maintain housing stock

OUTCOME: 85 owner occupied homes rehabilitated

GOAL: Homebuyer assistance

OUTCOME: 10 first time homebuyers receive down payment assistance

GOAL: Rental rehabilitation

OUTCOME: 10 rental units rehabilitated

GOAL: Neighborhood revitalization

OUTCOME: 10,000 persons assisted through various public and private property improvements

GOAL: Public services

OUTCOME: 100,000 persons assisted through provision of various public services

### **3. Evaluation of past performance**

Over the past five years the City of Oshkosh has designated approximately 55% of its CDBG funds towards housing activities, 12% for public service activities and 17% for administration and planning activities. Based upon the strong performance of the City programs and subrecipients allocated funds during this time period, the City used these levels of funding as a guide when deciding upon goals for the next five years. The staff involved in the administration of the CDBG funds and the process used in allocating funds underwent changes during the past five years and these changes will help create focus and continuity in meeting goals, tracking outcomes and ensuring effectiveness of activities funded by the CDBG Program.

#### **4. Summary of citizen participation process and consultation process**

The City used internet-based surveys and held public meetings to gather input from citizens about the use of CDBG funds. To encourage citizen involvement, the survey was advertised using the City's website, the Planning Services Division Facebook page, a newspaper notice, the posting of a notice in City Hall and a press release. A total of seventy responses were received from the Community Wide Needs Survey. During its development, the Plan was discussed at publicly noticed meetings where public comment is always welcome. A public hearing will also be held at the Plan Commission meeting on March 17 and the Common Council meeting on March 24 to allow citizens to voice their comments before voting on approval of the Plan. Any comments received during the comment period and the public hearings at the Plan Commission and Common Council meetings will be included in the plan before submitting to HUD.

Over the past several months, City staff also consulted with representatives from area agencies participating in the WinnebagoLand Housing Coalition. These agencies provide a wide spectrum of services in the community and represent needs of many different segments of the population to ensure future CDBG programming meets the needs of the community.

#### **5. Summary of public comments**

The results of the Community Wide Needs Survey that was completed by 70 citizens is attached as Exhibit B. The results of the Stakeholders Needs Survey is attached as Exhibit C.

The City did not receive any public comments during the public hearings in March 2015. Also no written comments were received during the 30 day public comment period for review of the Consolidated Plan.

#### **6. Summary of comments or views not accepted and the reasons for not accepting them**

No comments were rejected. Please see comments received from the Community Wide Needs Survey in Exhibit B and the Stakeholders Needs Survey in Exhibit C.

#### **7. Summary**

The City of Oshkosh's 2015-2019 Consolidated Plan has been prepared as a guide for the expenditure of CDBG funds based upon input from citizens and local agencies regarding the needs of the community and use of funds; an assessment of needs in the community related to housing and community development and an analysis of the area's market create a picture of the environment in which the program will be administered. The input gather, needs assessment and market analysis was used to create a plan that identifies priority needs, and lays out the goals and expected outcomes to be met by the City's CDBG Program over the next five years.



## The Process

### PR-05 Lead & Responsible Agencies 24 CFR 91.200(b)

**1. Describe agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source**

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
Lead Agency	OSHKOSH	
CDBG Administrator	OSHKOSH	Community Development Department
HOME Administrator		

**Table 1 – Responsible Agencies**

### Narrative

The City of Oshkosh has designated its Community Development Department as the lead agency responsible for administration of the Community Development Block Grant (CDBG) program and associated reports. The Department is also the major public agency responsible for administering programs addressed in the Consolidated Plan, except for Homeless Programs. The Continuum of Care (CoC) for Homeless Programming is the WinnebagoLand Housing Coalition with ADVOCAP as the local non-profit agency taking the leadership role in administration.

The City works with numerous community-based organizations, partners, businesses, other funders, as well as City of Oshkosh departments, to plan, develop, implement and evaluate activities outlined in this plan.

The Community Development Department with consultation from diverse groups and organizations developed this Consolidated Plan. Affordable housing, economic development, strong and healthy neighborhoods, and public service activities were identified as key needs.

### Consolidated Plan Public Contact Information

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## **PR-10 Consultation - 91.100, 91.200(b), 91.215(I)**

### **1. Introduction**

Consultation on development of the plan began in 2014 and was achieved through the use of an online survey, interviews and public hearings. Efforts were made to consult agencies that provide a wide range of services so that a clear picture of community needs would be available during development of the plan. Over 50 community leaders or members of stakeholder groups were invited to take an online survey. Twenty-four responses were received.

On a scale of 1 to 5, with 1 being least important and 5 most important, respondents ranked the importance of funding eligible activities as follows:

- The addition of affordable transitional and permanent supportive housing units that support a diverse population.
- Rehabilitation of existing owner-occupied and rental housing units occupied by low-to-moderate income households.
- Neighborhood revitalization activities that create a vibrant community.

When asked about the level of need for services for the next five years, (Decrease, Remain the Same, Increase) the results were as follows:

- The need for mental health, substance abuse and domestic violence supportive services will increase over the next five years.
- Based on the age of existing housing stock and the number of cost burdened households the need for rehabilitation and production of affordable housing units will continue to increase.
- There will be a continued need over the next five years to eliminate slum/blight conditions within existing neighborhoods.

**Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(I)).**



During the development of this Plan and throughout the performance of the community's Community Development Block Grant (CDBG) obligation, City staff consults with the Oshkosh/Winnebago County Housing Authority and the Winnebagoland Housing Coalition.

The Oshkosh/Winnebago County Housing Authority's mission is to promote adequate and affordable housing, economic opportunity and a suitable living environment free from discrimination. The Authority's staff are key participants in the preparation of the Consolidated Plan as well as Annual Action Plans and Consolidated Annual Performance and Evaluation Reports (CAPERs).

The Winnebagoland Housing Coalition has representatives from various housing and social service organizations including public and assisted housing providers and private and governmental health, mental health and service agencies. A representative from the City of Oshkosh Community Development Department meets monthly with the Coalition to obtain input from those focusing on housing and services related to individuals with disabilities, victims of domestic abuse, veterans, homeless, elderly persons, etc.

**Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness**

The Winnebagoland Housing Coalition is the name of the Continuum of Care (CoC) serving the Oshkosh area. A representative from the City of Oshkosh Community Development Department meets monthly with the Coalition to obtain input from those focusing on housing and services related to individuals with disabilities, victims of domestic abuse, homeless, elderly persons, etc. The process used by the COC to identify and prioritize homeless needs includes an annual review of previous year's services provided, bi-annual point-in-time survey of homelessness and a review of homeless client input and case notes by homeless service providers.

**Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards and evaluate outcomes, and develop funding, policies and procedures for the administration of HMIS**

The City of Oshkosh does not receive or utilize emergency shelter grants within its jurisdiction. However, ADVOCAP, as the lead agency administering ESG funds, participates and consults with members of the Winnebagoland Housing Coalition, of which the City of Oshkosh is an active member. Annually, ADVOCAP consults with the Winnebagoland Housing Coalition to determine how ESG funds can be utilized to meet the needs of individuals in the Oshkosh area.

**2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdictions consultations with housing, social service agencies and other entities**

**Table 2 – Agencies, groups, organizations who participated**

1	<b>Agency/Group/Organization</b>	Oshkosh/Winnebago County Housing Author
	<b>Agency/Group/Organization Type</b>	PHA
	<b>What section of the Plan was addressed by Consultation?</b>	Public Housing Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Executive Director of the Housing Authority was interviewed and consulted with regarding relevant sections of the Consolidated Plan. There was also discussion on how the City and Housing Authority could work together collaboratively.
2	<b>Agency/Group/Organization</b>	Winnebagoland Housing Coalition
	<b>Agency/Group/Organization Type</b>	Local CoC
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Public services
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	CD staff attended monthly meetings; informed group of stakeholders on-line survey and requested input on City activities. Hope is to avoid duplicative services
3	<b>Agency/Group/Organization</b>	City of Oshkosh Economic Development
	<b>Agency/Group/Organization Type</b>	Other government - Local Grantee Department
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Economic Development Specialist was consulted in regard to economic development strategies and initiatives that are currently in place or may be undertaken in the next five years.
4	<b>Agency/Group/Organization</b>	Greater Oshkosh Economic Development Corp.
	<b>Agency/Group/Organization Type</b>	non-profit private public economic development corporation
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	GO-EDC is a new non-profit corporation working with the community to provide leadership, direction, coordination & services to advance economic development in the greater Oshkosh area
5	<b>Agency/Group/Organization</b>	Winnebago County Health Department
	<b>Agency/Group/Organization Type</b>	Other government - County
	<b>What section of the Plan was addressed by Consultation?</b>	Lead-based Paint Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Winnebago County staff was consulted about actions being taken to evaluate children affected by lead based paint hazards.
6	<b>Agency/Group/Organization</b>	ADVOCAP, INC.
	<b>Agency/Group/Organization Type</b>	Services-Elderly Persons Services-homeless Services-Education Services-Employment Services - Victims Foundation
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Non-Homeless Special Needs HOPWA Strategy Anti-poverty Strategy CoC
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Staff was consulted regarding various sections of the Plan and how the City and Advocap can collaborate and make better use of limited funds.
7	<b>Agency/Group/Organization</b>	City of Oshkosh Public Works Department
	<b>Agency/Group/Organization Type</b>	Other government - Local

	<b>What section of the Plan was addressed by Consultation?</b>	Public facilities / infrastructure
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Staff was consulted in regard to the types of infrastructure improvements planned for the next five years. The 2015-2019 Capital Improvements Program was also reviewed for planned improvements
8	<b>Agency/Group/Organization</b>	Neighborhood Associations
	<b>Agency/Group/Organization Type</b>	neighborhood organization Neighborhood Organization
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Neighborhood initiatives
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Resident leaders from several of the neighborhood associations were consulted on the City's current and future use of funds to create strong and healthy neighborhoods.
9	<b>Agency/Group/Organization</b>	Day by Day Warming Shelter
	<b>Agency/Group/Organization Type</b>	Non-profit
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Executive Director was consulted regarding the increased need for warming shelters and special needs groups.
10	<b>Agency/Group/Organization</b>	NeighborWorks Badgerland
	<b>Agency/Group/Organization Type</b>	CBDO
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Neighborhood initiatives

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Discussions on how NeighborWorks can continue & expand on its role in developing, expanding, & organizing neighborhood planning activities and homebuyer education program
11	<b>Agency/Group/Organization</b>	HABITAT FOR HUMANITY OF OSHKOSH INC.
	<b>Agency/Group/Organization Type</b>	non-profit
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Non-Homeless Special Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Discussed Habitat's continued role in construction of new affordable housing for LMI households
12	<b>Agency/Group/Organization</b>	Metropolitan Milwaukee Fair Housing Council
	<b>Agency/Group/Organization Type</b>	non-profit
	<b>What section of the Plan was addressed by Consultation?</b>	Fair housing
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Discussion on how the Fair Housing Center's Appleton satellite office could expand training opportunities for landlords, tenants, PHA staff
13	<b>Agency/Group/Organization</b>	Oshkosh Public Service Consortium
	<b>Agency/Group/Organization Type</b>	Business and Civic Leaders
	<b>What section of the Plan was addressed by Consultation?</b>	Public Services
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Consortium, consisting of the Oshkosh Area United Way, Oshkosh Area Community Foundation and City of Oshkosh, will continue to collaborate to disburse funding to public service agencies

**Identify any Agency Types not consulted and provide rationale for not consulting**

All appropriate agencies were consulted.

**Other local/regional/state/federal planning efforts considered when preparing the Plan**

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	Winnebagoland Housing Coalition	The 2013 Status Report provides an overview of homeless clients serviced by the Winnebagoland CoC and areas for improvement in the future.

**Table 3 – Other local / regional / federal planning efforts**

**Describe cooperation and coordination with other public entities, including the State and any adjacent units of general local government, in the implementation of the Consolidated Plan (91.215(l))**

The City of Oshkosh collaborates with the Oshkosh/Winnebago County Housing Authority (OHA) on its first time homebuyer program. OHA offers the first time homebuyer classes and approves the prospective homebuyer. Based on need, the City provides downpayment assistance with CDBG funds. The City also provides a housing rehabilitation loan for repairs if needed. This allows the Housing Authority to use other funds to support activities in other municipalities throughout Winnebago County. The City anticipates collaborating with the OHA to develop additional ADA compliant units for LMI homeowners.

**Narrative (optional):**

The City of Oshkosh Redevelopment Authority assisted the Oshkosh/Winnebago Housing Authority by spot blighting a deteriorated former manufacturing facility to permit the Housing Authority to apply for tax credits for redevelopment of a portion of the site for public housing. The City has been in discussion with a local homeless shelter provider regarding expansion of their facility. City staff participates in Winnebagoland Housing Coalition meetings which is a valuable forum used to communicate ongoing or developing issues within the community, especially in terms of housing, homelessness and the needs of special populations. City staff will use these discussions to evaluate needs in terms of how CDBG funds may be able to fund activities to assist with these issues.

Additional local plans considered when preparing this Consolidated Plan include:





## **PR-15 Citizen Participation**

### **1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting**

City of Oshkosh residents were invited to participate in an online Community-Wide Needs Survey during the months of January and February 2015 to assist the City with prioritization of community development and housing needs. The survey was available online from January 14 - 30. The online survey was extended to February 20 to afford everyone an opportunity to participate. The survey was available in English and Spanish. Paper copies of the survey were available at City Hall and the Oshkosh Seniors Center or a resident could request a paper copy be mailed to their home. Availability of the survey was announced via press release. Information about the survey was posted on the City's website, the Community Development Planning Services Division webpage and Facebook page. Also, an email was sent to all City employees, the Winnebagoland Housing Coalition members, the local UMOS office, and the local Hmong office, as well as resident leaders of Neighborhood Associations.

There were 70 respondents to the survey. The survey asked respondents for opinions on the current state of their neighborhood and how CDBG funds should be spent for public services, housing and community development activities. Respondents were also allowed to answer open ended questions about the use of CDBG funds. Their responses are included in Exhibit B.

Summary of the responses:

- 87% of respondents were homeowners and 59% have lived in Oshkosh for over 20 years.
- 63% always feel safe in their neighborhood.
- 91% of respondents felt it was very or somewhat important to use funding to support housing for disabled households.
- 71% felt funding should be used for slum/blight elimination is very important.
- 85% of respondents felt it was very or somewhat important to use funding to support rehabilitation of existing housing units.

In addition to the survey, public hearings were held in conjunction with the development of the Plan. Notices about the public hearings were published in the Oshkosh Northwestern two weeks prior to the hearing. The notice is posted in City Hall in a public area. In addition, the notice was emailed to subrecipients and stakeholder agencies that have interest in the use of public funds.

### Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
1	Internet Outreach	Non-targeted/broad community	70 respondents	Please see the summary above. Also see Exhibit B and Exhibit C	All comments were accepted	
2	Public Meeting	Non-targeted/broad community	No individuals spoke at the public hearing held March 12, 2015	No comments received	All comments were accepted	
3	Public Meeting	Non-targeted/broad community	Plan Commission public hearing. No individuals spoke at the public hearing held March 17, 2015	No comments received. See Exhibit D for an excerpt from the Plan Commission minutes of March 17.	None	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
4	Public Meeting	Non-targeted/broad community	Common Council public hearing. No individuals spoke at the public hearing held March 24, 2015	No comments received. See Exhibit E for an excerpt from the Common Council minutes of March 24.	None	

**Table 4 – Citizen Participation Outreach**

# Needs Assessment

## NA-05 Overview

### Needs Assessment Overview

Quality affordable housing is a concern of the City of Oshkosh. While housing quality, race, and non-housing factors play a role in the City's housing needs, the age of housing stock in the City is a challenge. Moreover, the limited supply of affordable housing makes challenges like homelessness and racial inequity in housing even more difficult to address.

Economic development and employment needs associated with this Plan relate primarily to the need to enhance neighborhood vitality. This need is addressed through support for additional employment opportunities and support for new and existing businesses.

Neighborhood needs associated with this Plan relate primarily to strengthening and enhancing the health of neighborhoods. This need is addressed through support for strategic investments in community assets and amenities, as well as other planning and revitalization efforts.

## NA-10 Housing Needs Assessment - 24 CFR 91.205 (a,b,c)

### Summary of Housing Needs

Analysis of data provided in the following sections indicates that minority, elderly and rental households are affected disproportionately by housing problems in comparison to households in Oshkosh as a whole. The analysis is supported by feedback gathered from area agencies during development of this plan.

Demographics	Base Year: 2000	Most Recent Year: 2011	% Change
Population	62,916	65,823	5%
Households	24,019	25,060	4%
Median Income	\$37,636.00	\$43,203.00	15%

**Table 5 - Housing Needs Assessment Demographics**

**Data Source:** 2000 Census (Base Year), 2007-2011 ACS (Most Recent Year)

### Number of Households Table

	0-30% HAMFI	>30-50% HAMFI	>50-80% HAMFI	>80-100% HAMFI	>100% HAMFI
Total Households *	3,315	3,635	5,125	3,190	9,795
Small Family Households *	750	850	1,330	1,185	5,410
Large Family Households *	65	80	290	260	775
Household contains at least one person 62-74 years of age	394	610	1,000	390	1,195
Household contains at least one person age 75 or older	470	880	845	205	600
Households with one or more children 6 years old or younger *	470	314	644	470	1,050
* the highest income category for these family types is >80% HAMFI					

**Table 6 - Total Households Table**

**Data Source:** 2007-2011 CHAS

## Housing Needs Summary Tables

### 1. Housing Problems (Households with one of the listed needs)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
<b>NUMBER OF HOUSEHOLDS</b>										
Substandard Housing - Lacking complete plumbing or kitchen facilities	10	90	30	4	134	10	4	15	4	33
Severely Overcrowded - With >1.51 people per room (and complete kitchen and plumbing)	35	0	25	0	60	0	10	0	0	10
Overcrowded - With 1.01-1.5 people per room (and none of the above problems)	20	45	10	0	75	0	10	10	0	20
Housing cost burden greater than 50% of income (and none of the above problems)	1,455	550	15	0	2,020	570	295	280	15	1,160
Housing cost burden greater than 30% of income (and none of the above problems)	395	1,255	470	10	2,130	160	265	680	415	1,520

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Zero/negative Income (and none of the above problems)	125	0	0	0	125	40	0	0	0	40

**Table 7 – Housing Problems Table**

Data 2007-2011 CHAS  
Source:

2. Housing Problems 2 (Households with one or more Severe Housing Problems: Lacks kitchen or complete plumbing, severe overcrowding, severe cost burden)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
<b>NUMBER OF HOUSEHOLDS</b>										
Having 1 or more of four housing problems	1,525	685	80	4	2,294	575	320	310	20	1,225
Having none of four housing problems	820	1,910	2,355	1,380	6,465	235	720	2,375	1,785	5,115
Household has negative income, but none of the other housing problems	125	0	0	0	125	40	0	0	0	40

**Table 8 – Housing Problems 2**

Data 2007-2011 CHAS  
Source:

3. Cost Burden > 30%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
<b>NUMBER OF HOUSEHOLDS</b>								
Small Related	445	480	80	1,005	145	180	375	700
Large Related	60	45	10	115	0	15	110	125
Elderly	215	540	160	915	385	285	195	865

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Other	1,200	845	240	2,285	200	105	275	580
Total need by income	1,920	1,910	490	4,320	730	585	955	2,270

**Table 9 – Cost Burden > 30%**

Data 2007-2011 CHAS  
Source:

4. Cost Burden > 50%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
<b>NUMBER OF HOUSEHOLDS</b>								
Small Related	310	90	0	400	125	110	110	345
Large Related	60	10	0	70	0	0	30	30
Elderly	125	270	0	395	275	115	85	475
Other	1,020	275	15	1,310	170	70	55	295
Total need by income	1,515	645	15	2,175	570	295	280	1,145

**Table 10 – Cost Burden > 50%**

Data 2007-2011 CHAS  
Source:

5. Crowding (More than one person per room)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
<b>NUMBER OF HOUSEHOLDS</b>										
Single family households	20	35	35	0	90	10	10	10	0	30
Multiple, unrelated family households	0	0	0	0	0	0	10	0	0	10
Other, non-family households	35	10	0	0	45	0	0	0	0	0
Total need by income	55	45	35	0	135	10	20	10	0	40

**Table 11 – Crowding Information – 1/2**

Data 2007-2011 CHAS  
Source:



	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Households with Children Present	0	0	0	0	0	0	0	0

**Table 12 – Crowding Information – 2/2**

Data Source  
Comments:

**Describe the number and type of single person households in need of housing assistance.**

According to 2011-13 ACS data, there are 25,618 occupied housing units of which 35.7% are occupied by single person households. The same data shows that 28.7% of owner households are single person households and that 43.9% of renter households are single person households.

**Estimate the number and type of families in need of housing assistance who are disabled or victims of domestic violence, dating violence, sexual assault and stalking.**

The City of Oshkosh does not have an accurate estimate of families in need of housing assistance who are disabled or victims of domestic violence, dating violence, sexual assault and stalking. However, the City of Oshkosh Analysis of Impediments to Fair Housing Choices (AI) did find that the greatest number of recorded complaints over the past 5+ years were related to disability. According to the AI, there are limited options for disabled residents, especially low-income disabled residents, because newer accessible units tend to be more expensive than older, inaccessible units.

**What are the most common housing problems?**

The most common housing problems are housing cost burden greater than 30% of income for renter and owner households. Similarly, renters and owners with 0-30% AMI have the highest percentage of having 1 or more of the severe housing problems.

**Are any populations/household types more affected than others by these problems?**

In Renter households, “Small Related”, followed by “Other”, has the greatest number of households with a cost burden of greater than 30%. Within Owner households, “Small Related”, followed by “Elderly”, has the greatest number of households with a cost burden of greater than 30%

**Describe the characteristics and needs of Low-income individuals and families with children (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered 91.205(c)/91.305(c)). Also discuss the needs of formerly homeless families and individuals who are receiving rapid re-housing assistance and are nearing the termination of that assistance**

Low-income persons who are at risk of homelessness are assisted through partnerships between the City and non-profit agencies that provide financial assistance and supportive services including mediation with landlords, housing counseling and in some cases security deposits and help with identifying new housing units and employment opportunities. Additionally, The City of Oshkosh is a member of the Winnebagoland Housing Coalitoin Continuum of Care. ADVOCAP is the local non-profit agency taking the leadership role in actively pursuing, obtaining and administering federal funding to address local homeless needs and is very effective in that role.

**If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates:**

Not applicable

**Specify particular housing characteristics that have been linked with instability and an increased risk of homelessness**

The following characteristics may indicate instability and an increased risk of homelessness, according to the At Risk of Homelessness definition that was published by HUD in the interim Emergency Solution Grant program rule on December 5, 2011.

An individual or family that:

- has moved because of economic reasons two or more times during a 60 day period
- is living in the home of another because of economic hardship
- has been notified that their right to occupy their current housing or living situation will be terminated within 21 days

- living in a hotel or motel and the cost is not paid for by charitable organizations or government programs
- lives in single-room occupancy or efficiency apartment unit in which there resides more than two persons or lives in a larger housing unit in which there resides more than one and a half persons per room
- is exiting a publicly funded institution or system of care

Additional characteristics that have indicated increased risk of homelessness include households or individuals with severe housing cost burden (housing costs over 50% of household income) and individuals or families living in a home in such a condition as to be considered hazardous per City Ordinance and not having sufficient resources available to make the necessary repairs. Substance abuse, mental illness, unstable job history, prior evictions, criminal background, poor money management, and domestic violence are also housing characteristics that have been linked with instability and may cause and increased risk of homelessness.

## **Discussion**

The City of Oshkosh has historically focused CDBG funding expenditures on housing related activities. While continued use of funds for housing is expected, special attention to minority, special needs, elderly and rental households may be considered.

## NA-15 Disproportionately Greater Need: Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction

The City of Oshkosh housing market is predominately comprised of white householders. A disproportionately greater need exists when the members of a racial or ethnic group at an income level experiences housing problems at a rate greater than 10% of the income level as a whole. The housing problems are: lacks complete kitchen or plumbing facilities, more than one person per room, a cost burden greater than 30% of housing income.

### 0%-30% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,735	555	125
White	2,465	525	100
Black / African American	15	10	0
Asian	90	10	25
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	155	10	0

**Table 13 - Disproportionally Greater Need 0 - 30% AMI**

Data Source: 2007-2011 CHAS

\*The four housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than one person per room,
4. Cost Burden greater than 30%

### 30%-50% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,665	1,170	0

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
White	2,500	1,125	0
Black / African American	30	0	0
Asian	70	4	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	50	40	0

**Table 14 - Disproportionally Greater Need 30 - 50% AMI**

Data Source: 2007-2011 CHAS

\*The four housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than one person per room,
4. Cost Burden greater than 30%

#### 50%-80% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,510	3,635	0
White	1,390	3,505	0
Black / African American	15	55	0
Asian	100	25	0
American Indian, Alaska Native	0	4	0
Pacific Islander	0	0	0
Hispanic	4	50	0

**Table 15 - Disproportionally Greater Need 50 - 80% AMI**

Data Source: 2007-2011 CHAS

\*The four housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than one person per room,
4. Cost Burden greater than 30%

**80%-100% of Area Median Income**

<b>Housing Problems</b>	<b>Has one or more of four housing problems</b>	<b>Has none of the four housing problems</b>	<b>Household has no/negative income, but none of the other housing problems</b>
Jurisdiction as a whole	440	2,985	0
White	430	2,835	0
Black / African American	0	4	0
Asian	8	4	0
American Indian, Alaska Native	0	10	0
Pacific Islander	0	0	0
Hispanic	0	105	0

**Table 16 - Disproportionally Greater Need 80 - 100% AMI**

Data Source: 2007-2011 CHAS

\*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

**Discussion**

## NA-20 Disproportionately Greater Need: Severe Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction

A disproportionately greater need exists when the members of a racial or ethnic group at a given income level experiences severe housing problems at a greater rather (ten percentage points or more) than the income level as a whole. Severe housing problems include lack of complete kitchen facilities, lack of complete plumbing facilities, more than 1.5 persons per room, cost burden over 50% of income.

### 0%-30% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,030	1,260	125
White	1,915	1,085	100
Black / African American	15	10	0
Asian	50	50	25
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	45	115	0

**Table 17 – Severe Housing Problems 0 - 30% AMI**

Data Source: 2007-2011 CHAS

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

### 30%-50% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	875	2,955	0

<b>Severe Housing Problems*</b>	<b>Has one or more of four housing problems</b>	<b>Has none of the four housing problems</b>	<b>Household has no/negative income, but none of the other housing problems</b>
White	800	2,825	0
Black / African American	4	25	0
Asian	30	45	0
American Indian, Alaska Native	0	0	0
Pacific Islander	0	0	0
Hispanic	35	50	0

**Table 18 – Severe Housing Problems 30 - 50% AMI**

Data Source: 2007-2011 CHAS

\*The four severe housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than 1.5 persons per room,
4. Cost Burden over 50%

### 50%-80% of Area Median Income

<b>Severe Housing Problems*</b>	<b>Has one or more of four housing problems</b>	<b>Has none of the four housing problems</b>	<b>Household has no/negative income, but none of the other housing problems</b>
Jurisdiction as a whole	465	4,680	0
White	370	4,520	0
Black / African American	15	55	0
Asian	80	45	0
American Indian, Alaska Native	0	4	0
Pacific Islander	0	0	0
Hispanic	0	55	0

**Table 19 – Severe Housing Problems 50 - 80% AMI**

Data Source: 2007-2011 CHAS

\*The four severe housing problems are:

1. Lacks complete kitchen facilities,
2. Lacks complete plumbing facilities,
3. More than 1.5 persons per room,
4. Cost Burden over 50%



**80%-100% of Area Median Income**

<b>Severe Housing Problems*</b>	<b>Has one or more of four housing problems</b>	<b>Has none of the four housing problems</b>	<b>Household has no/negative income, but none of the other housing problems</b>
Jurisdiction as a whole	54	3,370	0
White	45	3,220	0
Black / African American	0	4	0
Asian	8	4	0
American Indian, Alaska Native	0	10	0
Pacific Islander	0	0	0
Hispanic	0	105	0

**Table 20 – Severe Housing Problems 80 - 100% AMI**

Data Source: 2007-2011 CHAS

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

**Discussion**

## NA-25 Disproportionately Greater Need: Housing Cost Burdens – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction:

A disproportionately greater need exists when the member of a racial or ethnic group at a given income level experience housing problems at a greater rate (ten percentage points or more) than the income level as a whole. The table below displays cost burden information for the jurisdiction and each racial and ethnic group, including no cost burden (less than 30%), cost burden (30-50%), sever cost burden (more than 50%), and non/negative income. Cost burden is a fraction of a household’s total gross income spent on housing costs.

### Housing Cost Burden

Housing Cost Burden	<=30%	30-50%	>50%	No / negative income (not computed)
Jurisdiction as a whole	17,075	4,325	3,180	125
White	16,290	4,030	3,000	100
Black / African American	110	30	15	0
Asian	315	115	70	25
American Indian, Alaska Native	39	0	0	0
Pacific Islander	0	0	0	0
Hispanic	290	130	80	0

**Table 21 – Greater Need: Housing Cost Burdens AMI**

Data Source: 2007-2011 CHAS

### Discussion:

## **NA-30 Disproportionately Greater Need: Discussion – 91.205(b)(2)**

**Are there any Income categories in which a racial or ethnic group has disproportionately greater need than the needs of that income category as a whole?**

Asian and Hispanic households with an income of <30% AMI are indicated as having a disproportionately greater need than the needs of that income category as a whole for: having one or more of four housing problems, and having one or more severe housing problems.

Asian and Hispanic households also have a disproportionate greater need than the needs of the income category as a whole regarding housing cost burden of greater than 50% of their household income.

**If they have needs not identified above, what are those needs?**

The needs not identified above are improved incomes, housing rehabilitation assistance, homebuyer assistance, homebuyer education, demolition of deteriorated structures, affordable housing, code enforcement, public services, and additional jobs and job skills.

**Are any of those racial or ethnic groups located in specific areas or neighborhoods in your community?**

Neighborhoods with the highest concentration of racial and ethnic groups are predominately low-to-moderate income census tracts with a high rate of cost burdened and severally cost burdened households. The housing stock within these neighborhoods is aging and requires major rehabilitation.

## NA-35 Public Housing – 91.205(b)

### Introduction

The mission of the Oshkosh/Winnebago County Housing Authority is to promote adequate and affordable housing, economic opportunity and a suitable living environment free from discrimination. Their mission is to promote and ensure safe, decent and affordable housing for our participants, as well as provide owners and developers with an opportunity to rehabilitate and develop affordable housing.

### Totals in Use

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers in use	0	0	308	0	0	0	0	0	0

**Table 22 - Public Housing by Program Type**

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

Data Source: PIC (PIH Information Center)

## Characteristics of Residents

	Program Type							
	Certificate	Mod-Rehab	Public Housing	Vouchers			Special Purpose Voucher	
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program
Average Annual Income	0	0	11,853	0	0	0	0	0
Average length of stay	0	0	5	0	0	0	0	0
Average Household size	0	0	1	0	0	0	0	0
# Homeless at admission	0	0	2	0	0	0	0	0
# of Elderly Program Participants (>62)	0	0	70	0	0	0	0	0
# of Disabled Families	0	0	144	0	0	0	0	0
# of Families requesting accessibility features	0	0	308	0	0	0	0	0
# of HIV/AIDS program participants	0	0	0	0	0	0	0	0
# of DV victims	0	0	0	0	0	0	0	0

**Table 23 – Characteristics of Public Housing Residents by Program Type**

Data Source: PIC (PIH Information Center)

## Race of Residents

Race	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
White	0	0	263	0	0	0	0	0	0
Black/African American	0	0	16	0	0	0	0	0	0
Asian	0	0	27	0	0	0	0	0	0
American Indian/Alaska Native	0	0	1	0	0	0	0	0	0
Pacific Islander	0	0	1	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

**Table 24 – Race of Public Housing Residents by Program Type**

Data Source: PIC (PIH Information Center)

## Ethnicity of Residents

Ethnicity	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
Hispanic	0	0	5	0	0	0	0	0	0
Not Hispanic	0	0	303	0	0	0	0	0	0

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

**Table 25 – Ethnicity of Public Housing Residents by Program Type**

**Data Source:** PIC (PIH Information Center)

## **Section 504 Needs Assessment: Describe the needs of public housing tenants and applicants on the waiting list for accessible units:**

Currently there are 773 applicants on the agencies waiting list. Approximately, 78% are women head of household (HOH) and 22% are men HOH. There are 176 disabled, 217 elderly or near elderly, 597 non-disabled. Over 80% of the applicants are at or below 30% of the county median income and considered extremely low income persons/families.

The most immediate needs of persons with disabilities are daily living services, which many of our residents receive through outside service organization. Plus all of our two-story or more buildings have a social service coordinator who assists residents with finding services for daily needs. Our agency also contracts with Winnebago County Health Department for a full time nurse position providing some limited nursing services and referrals for services to outside agencies.

Applicants sometimes have to wait for long periods of time to receive housing assistance due to the large number of applicants on the waiting list. The Housing Choice Voucher program does give preference points for persons with disabilities. When there are vacancies in this program, a lottery takes place using a two wait lists for disabled and nondisabled so that all have equal chance of receiving services.

There are approximately over 5000 disabled people in the City of Oshkosh and while the Housing Authority is able to assist many, there is a need for more housing. Many disabled who are looking for housing do not have the funds for first month rent and security deposit. Our agency allows for a pay arrangement for security deposit and sometimes first month rent, but since rent is based on income there isn't always a need for first month rent assistance.

## **Most immediate needs of residents of Public Housing and Housing Choice voucher holders**

See above

## **How do these needs compare to the housing needs of the population at large**

The needs of families on the waiting list are comparable to those of all the families and individuals in the community in need of affordable housing. All agencies consulted indicated the same needs:

- lower housing cost burden
- increased availability of and less expensive transportation to and from places of employment
- increased availability of services to aid with ongoing struggles with mental/physical health, addictions that make long-term employment difficult



## Discussion

## NA-40 Homeless Needs Assessment – 91.205(c)

### Introduction:

The Winnebagoland Housing Coalition is the name of the Continuum of Care (CoC) in this area and is overseen by ADVOCAP, a local non-profit agency. The process used by the CoC to identify and prioritize homeless needs includes a multi-format process. Needs include those services being provided which were identified as essential to meet the needs of future homeless individuals and families. The planning process includes reviewing results from the previous year’s CoC needs assessment and prioritization process, two point-in-time surveys of homelessness, a review of homeless client input and case notes by homeless service providers.

### Homeless Needs Assessment

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons in Households with Adult(s) and Child(ren)	3	86	0	0	0	0
Persons in Households with Only Children	0	0	0	0	0	0
Persons in Households with Only Adults	8	128	0	0	0	0
Chronically Homeless Individuals	2	17	0	0	0	0
Chronically Homeless Families	0	0	0	0	0	0
Veterans	0	6	0	0	0	0
Unaccompanied Child	0	0	0	0	0	0
Persons with HIV	0	1	0	0	0	0

**Table 26 - Homeless Needs Assessment**

**Data Source Comments:** The estimates for number of persons experiencing homelessness on a given night are from the July 2012 and January 2013 Point-in-Time count.

Indicate if the homeless population is: Has No Rural Homeless

**If data is not available for the categories "number of persons becoming and exiting homelessness each year," and "number of days that persons experience homelessness," describe these categories for each homeless population type (including chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth):**

Oshkosh's homeless housing inventory consists primarily of emergency shelters operated by Christine Ann Domestic Abuse Services, Father Carr's Place 2B, and Day by Day Warming Shelter.

**Nature and Extent of Homelessness: (Optional)**

<b>Race:</b>	<b>Sheltered:</b>	<b>Unsheltered (optional)</b>
White	0	0
Black or African American	0	0
Asian	0	0
American Indian or Alaska Native	0	0
Pacific Islander	0	0
<b>Ethnicity:</b>	<b>Sheltered:</b>	<b>Unsheltered (optional)</b>
Hispanic	0	0
Not Hispanic	0	0

Data Source  
Comments:

**Estimate the number and type of families in need of housing assistance for families with children and the families of veterans.**

Based on the 2014 Annual Homeless Assessment Report to Congress, dated October 2014, the State's estimate for Wisconsin's homeless families experiencing homelessness was 3,126. The Homeless Needs Assessment table above shows Oshkosh's households with adults and children is 86 for sheltered and 3 for unsheltered. This indicates a very small percentage of the State's homeless families with children are in Oshkosh.

Nationally, 11 percent of homeless adults were veterans, but the proportion varied by State. Of the 520 estimated homeless veterans for Wisconsin, Oshkosh only noted 6 veterans experiencing homelessness on a given night.

**Describe the Nature and Extent of Homelessness by Racial and Ethnic Group.**

Based on 2013 data from the local Day by Day Warming Shelter, 99 white individuals sought shelter, while only 22 black/african american & white individuals sought shelter. Of those two groups served, 114 were extremely low income.

See discussion below

**Describe the Nature and Extent of Unsheltered and Sheltered Homelessness.**

See discussion below.

**Discussion:**

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. 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.

The American Red Cross 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. The City provides funding for this public service program through the Public Service Consortium.

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.

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. 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.

## **NA-45 Non-Homeless Special Needs Assessment - 91.205 (b,d)**

### **Introduction:**

Persons with special needs are those that are physically, emotionally or mentally impaired or suffer from mental illness, developmentally disabled, youth aging out of foster care, persons with addictions, HIV/AIDS and their families and victims of domestic violence.

There are consistent patterns between the special needs population and the increased risk for homelessness because of lack of adequate housing facilities. There is no permanent housing available in Oshkosh though there is a well-integrated service delivery system. The Winnebago County Department of Human Services and the agencies that provide services for these populations work closely and cooperatively. The access to mainstream resources for these populations has a well-defined intake system. The main issue is one of capacity and adequate funding. There is a paucity of services for people with addictions.

### **Describe the characteristics of special needs populations in your community:**

Persons with special needs are those that are physically, emotionally or mentally impaired or suffer from mental illness, developmentally disabled, a youth aging out of foster care, persons with addictions, HIV/AIDS and their families and victims of domestic violence, particularly women over age 50.

### **What are the housing and supportive service needs of these populations and how are these needs determined?**

The housing and supportive service needs of these populations include a lack of affordable housing and permanent housing. Another need is employment that pays a living wage. Special needs populations typically work with a case manager or other staff with a service agency, who will help to coordinate housing and services. They do not provide this assistance in a service delivery system, where cooperation is a long standing value.

### **Discuss the size and characteristics of the population with HIV/AIDS and their families within the Eligible Metropolitan Statistical Area:**

The City does not maintain information on the number of persons or households containing persons diagnosed with HIV/AIDS living in the City. There is no specifically developed housing for persons with HIV/AIDS and their families in Oshkosh. However, Winnebago County is served by the AIDS Resource Center of Wisconsin (ARCW) which provides safe and affordable housing for people with HIV disease. ARCW's comprehensive housing program provides residential housing, intensive housing counseling and financial assistance in the form of rent, utility and security deposit payments to people with HIV and their families to help them secure safe and affordable homes.

**Discussion:**

There are many organizations that work together to increase the housing and services for the special needs community. Team work between organizations plays an important role in the success of establishing and running effective programs.

## **NA-50 Non-Housing Community Development Needs – 91.215 (f)**

### **Describe the jurisdiction’s need for Public Facilities:**

The City's primary public facility needs are associated with its goal of supporting strong and healthy neighborhoods. In order to address those needs, the City has established three related objectives:

- 1) Create, enhance or sustain the development and operation of physical assets, such as neighborhood centers, community gardens or other physical amenities that help bring people of diverse backgrounds together, serve as neighborhood focal points, or help residents develop skills or take advantage of opportunities that will strengthen neighborhoods.
- 2) Capital Improvements for community organizations: Create or improve safe, accessible, energy efficient and well maintained community and neighborhood facilities.
- 3) Neighborhood Revitalization Plans & Projects: Help residents within designated neighborhoods identify, plan for and implement projects and activities that promise to enhance the quality of life for neighborhood residents.

Public facilities in the City of Oshkosh also include improvements to buildings, parks and recreational facilities, seniors center, public museum, homeless facilities, youth centers, neighborhood facilities, fire stations and equipment, health facilities and facilities for special need populations. CDBG funds may be used for such facilities when they are used for eligible populations or neighborhoods.

The major obstacle to meeting the needs of underserved populations is a lack of resources. An effective campaign to revitalize lower income neighborhoods and expand opportunities for lower income people would require additional federal funding. In addition to limited funding, regulations that control these resources often add to the cost and complexity of project administration. In addition, supporting a project with multiple funding sources, as is often necessary, increases administrative complexity and reduces flexibility.

### **How were these needs determined?**

These needs were identified as part of the City's annual Strategic Plan, the approved 2005-2025 Comprehensive Plan, as well as consultation at various neighborhood association meetings and the on-line surveys.



**Describe the jurisdiction's need for Public Improvements:**

The City of Oshkosh, similar to many cities across the nation, has had to deal with shrinking budgets and smaller amounts of aid from the State and Federal levels while trying to maintain the quality of the City's infrastructure. Infrastructure projects generally are high cost projects and are funded outside the Community Development Block Grant program. However, continued budgetary constraints may force the City to consider the use of CDBG funds for small street projects, landscaping, tree planting or development of bicycle routes in LMI areas.

**How were these needs determined?**

Needs are determined through ongoing comprehensive planning and budgeting processes.

**Describe the jurisdiction's need for Public Services:**

As an eligible activity, the support of Public Services will continue to be a high priority for Oshkosh. Using CDBG funds for Public Services plays a significant role in achieving the minimum 70 percent requirement for the expenditure of CDBG funds benefitting low and moderate-income persons. The City has worked closely with the Oshkosh Area United Way and the Oshkosh Area Community Foundation to create the Oshkosh Public Service Consortium to implement a streamlined application and review process. The City will continue to allocate funds for Public Service activities within the caps established by HUD. The continuing need demonstrated year after year during the public service application process serves as the basis for assigning priority to funding Public Service activities.

**How were these needs determined?**

Public Services needs were determined through the online survey, and consultation with various agencies that provide a wide array of services to help citizens meet basic needs, as well as the Oshkosh Public Service Consortium.

# Housing Market Analysis

## MA-05 Overview

### Housing Market Analysis Overview:

This section provides information on the affordability and condition of the housing market in the City of Oshkosh. Many of the data tables were populated by HUD and use the American Community Survey (ACS) and the Comprehensive Housing Affordability Strategy (CHAS) five year (2007-2011) data set. ACS data shows that the City has a total of 27,632 housing units.

CHAS data shows that the majority of City of Oshkosh housing stock was built before 1950; 5,712 units (39%). The second largest category of housing units was built between 1950-1979; 4,946 units (34%). With the majority of the housing units being constructed prior to 1980, there is a great risk for lead based paint issues.

## MA-10 Number of Housing Units – 91.210(a)&(b)(2)

### Introduction

The City of Oshkosh has a total of 27,632 housing units, of which 57% are single-family detached dwelling units. 73% of owner occupied housing units contain 3 or more bedrooms compared to 24% of renter occupied housing units.

### All residential properties by number of units

Property Type	Number	%
1-unit detached structure	15,672	57%
1-unit, attached structure	1,108	4%
2-4 units	4,458	16%
5-19 units	3,927	14%
20 or more units	1,966	7%
Mobile Home, boat, RV, van, etc	501	2%
<b>Total</b>	<b>27,632</b>	<b>100%</b>

**Table 27 – Residential Properties by Unit Number**

Data Source: 2007-2011 ACS

### Unit Size by Tenure

	Owners		Renters	
	Number	%	Number	%
No bedroom	79	1%	296	3%
1 bedroom	324	2%	2,359	22%
2 bedrooms	3,456	24%	5,366	51%
3 or more bedrooms	10,694	73%	2,486	24%
<b>Total</b>	<b>14,553</b>	<b>100%</b>	<b>10,507</b>	<b>100%</b>

**Table 28 – Unit Size by Tenure**

Data Source: 2007-2011 ACS

### Describe the number and targeting (income level/type of family served) of units assisted with federal, state, and local programs.

All units assisted with CDBG funds will benefit low-to-moderate income individuals and families or intend to benefit areas where over 51% of households are low-to-moderate income. Programs and funding will is also intended to promote affordable housing choices throughout the community.

**Provide an assessment of units expected to be lost from the affordable housing inventory for any reason, such as expiration of Section 8 contracts.**

The City of Oshkosh does not expect to eliminate affordable housing units during the next five years.

**Does the availability of housing units meet the needs of the population?**

Housing units available in Oshkosh generally meets the needs of the population. There are specific segments of the population whose housing needs are not being met; individuals with special needs and low-income, especially those that may need additional supportive services.

**Describe the need for specific types of housing:**

Affordable housing for low-income and extremely low-income households is needed because market rents often translate into high housing costs burden for low-income families. Special needs handicapped accessible housing assistance continues to be needed, especially for the frail elderly and physically disabled population. Likewise, affordable housing for families with children remains a need throughout the City as evidenced by the numbers of people experiencing overcrowding.

**Discussion**

The City of Oshkosh continues to have a challenge to preserve and increase the supply of affordable housing units for all groups with needs. Although there are a small number of affordable housing units expected to be lost over the next 5 years, 80 affordable units are expected to be added over the next 5 years from two known WHEDA tax credit projects. It is also expected that additional WHEDA tax credit projects will be proposed over the next five years.

## MA-15 Housing Market Analysis: Cost of Housing - 91.210(a)

### Introduction

Home values within the City of Oshkosh have fluctuated in recent years. Foreclosures and short sales drastically reduced property values from their housing boom value. Although the adjustments made many units affordable, the simultaneous economic downturn made acquiring these properties difficult. The housing market continues to be stabilized through various initiatives offered through the private and public sectors throughout the community. These initiatives have allowed units to become and remain more affordable. However, there are many units that are in need of rehabilitation, which can increase the cost of these units. Cost burden may be the largest housing problem for many households.

### Cost of Housing

	Base Year: 2000	Most Recent Year: 2011	% Change
Median Home Value	85,500	117,100	37%
Median Contract Rent	432	532	23%

**Table 29 – Cost of Housing**

Data Source: 2000 Census (Base Year), 2007-2011 ACS (Most Recent Year)

Rent Paid	Number	%
Less than \$500	4,327	41.2%
\$500-999	5,600	53.3%
\$1,000-1,499	473	4.5%
\$1,500-1,999	21	0.2%
\$2,000 or more	86	0.8%
<b>Total</b>	<b>10,507</b>	<b>100.0%</b>

**Table 30 - Rent Paid**

Data Source: 2007-2011 ACS

### Housing Affordability

% Units affordable to Households earning	Renter	Owner
30% HAMFI	820	No Data
50% HAMFI	4,680	1,390
80% HAMFI	8,295	4,320
100% HAMFI	No Data	6,350
<b>Total</b>	<b>13,795</b>	<b>12,060</b>

**Table 31 – Housing Affordability**

**Monthly Rent**

Monthly Rent (\$)	Efficiency (no bedroom)	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Fair Market Rent	465	503	653	870	1,157
High HOME Rent	465	531	653	870	1,157
Low HOME Rent	465	531	653	870	991

**Table 32 – Monthly Rent**

Data Source Comments:

**Is there sufficient housing for households at all income levels?**

According to Table 6 the total number of households in the City of Oshkosh that fall into the 0-30% HUD Area Median Family Income (HAMFI) category is 3,315. When comparing that number to the number of renter units available to the 30% HAMFI category (820) in Table 31 - Housing Affordability, it appears there is a severe lack of housing available to people at this income level. When comparing the number of households in other income categories to the affordable housing available, the numbers are much more equitable and do not indicate a shortage of housing.

**How is affordability of housing likely to change considering changes to home values and/or rents?**

Even if values of homes at the low end of the market drop, if lenders continue to be cautious in giving loans to lower income persons, the affordability of housing is unlikely to increase. This situation allows landlords to maintain or increase rent as more people are either forced to continue to rent since they cannot secure a loan or they simply choose to continue renting.

**How do HOME rents / Fair Market Rent compare to Area Median Rent? How might this impact your strategy to produce or preserve affordable housing?**

HOME rents being charged for a one bedroom apartment are more for the Oshkosh/Neenah Metropolitan Statistical Area (\$531) than the fair market rent (\$503). HOME rents for two or more bedrooms are the same as the fair market rents (see Table 31).

## **Discussion**

HUD considers a housing unit affordable if the occupant household spends no more than 30% of its income on housing costs. If the household spends more than 30% of its income on housing costs, the household is considered to be cost-burdened. Cost burdened households have less financial resources to meet other basic needs (food, clothing, transportation, medical, etc.) less resources to properly maintain the housing structure, and are at greater risk for foreclosure, eviction, and housing orders from the City Inspection Division.

## MA-20 Housing Market Analysis: Condition of Housing – 91.210(a)

### Introduction

The need for rehabilitation has already been discussed in the previous sections. The majority of units (39%) in Oshkosh were built before 1950. These homes are more likely to need repairs to provide safe, decent and affordable housing for LMI persons. Conditions of units may be associated with the lack of complete kitchen or plumbing facilities, more than one person per room, or having a cost burden greater than 30% of their household income. According to the Condition of Units chart below, 21% of owner-occupied units and 40% of renter-occupied units have at least one of the selected conditions.

### Definitions

Substandard condition could be defined as housing that does not meet local building, fire, health and safety codes. Substandard condition but suitable for rehabilitation could be defined as housing that does not meet local building, fire, health and safety codes but is both financially and structurally feasible for rehabilitation. It may be financially unfeasible to rehabilitate a structure when costs exceed 30-50% of the assessed value of the property.

### Condition of Units

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With one selected Condition	3,037	21%	4,247	40%
With two selected Conditions	81	1%	194	2%
With three selected Conditions	8	0%	0	0%
With four selected Conditions	0	0%	0	0%
No selected Conditions	11,427	79%	6,066	58%
<b>Total</b>	<b>14,553</b>	<b>101%</b>	<b>10,507</b>	<b>100%</b>

Table 33 - Condition of Units

Data Source: 2007-2011 ACS

### Year Unit Built

Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
2000 or later	1,311	9%	1,073	10%
1980-1999	2,584	18%	2,751	26%
1950-1979	4,946	34%	3,015	29%



Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Before 1950	5,712	39%	3,668	35%
<b>Total</b>	<b>14,553</b>	<b>100%</b>	<b>10,507</b>	<b>100%</b>

**Table 34 – Year Unit Built**

Data Source: 2007-2011 CHAS

### Risk of Lead-Based Paint Hazard

Risk of Lead-Based Paint Hazard	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Total Number of Units Built Before 1980	10,658	73%	6,683	64%
Housing Units build before 1980 with children present	718	5%	315	3%

**Table 35 – Risk of Lead-Based Paint**

Data Source: 2007-2011 ACS (Total Units) 2007-2011 CHAS (Units with Children present)

### Vacant Units

	Suitable for Rehabilitation	Not Suitable for Rehabilitation	Total
Vacant Units	0	0	0
Abandoned Vacant Units	0	0	0
REO Properties	0	0	0
Abandoned REO Properties	0	0	0

**Table 36 - Vacant Units**

Data Source: 2005-2009 CHAS

### Need for Owner and Rental Rehabilitation

Since a majority of Oshkosh’s housing stock was built prior to 1980, it is presumed that many of these owner and renter occupied homes will see an increase in housing problems as the housing stock ages and will require rehabilitation.

### Estimated Number of Housing Units Occupied by Low or Moderate Income Families with LBP Hazards

Of the 10,658 owner occupied housing units built before 1980, only 718 or 5% of the units have children present. Of the 6,683 renter occupied units built before 1980, only 3% of the units have children present. Even though these numbers appear low, there is a higher concentration of low-income households in older parts of the City that may contain lead based paint hazards based on the age of the

housing stock. The City will continue to implement applicable HUD lead paint regulations in owner occupied and renter occupied housing rehabilitation projects to improve affordable housing units.

## **Discussion**

# MA-25 Public and Assisted Housing – 91.210(b)

## Introduction

### Totals Number of Units

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project -based	Tenant -based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers available			338						
# of accessible units									

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

**Table 37 – Total Number of Units by Program Type**

Data Source: PIC (PIH Information Center)

### Describe the supply of public housing developments:

### Describe the number and physical condition of public housing units in the jurisdiction, including those that are participating in an approved Public Housing Agency Plan:

The Oshkosh/Winnebago County Housing Authority manages a variety of Public Housing developments throughout the City of Oshkosh. These include:

- Cumberland Court: comprised of 48 - 2 bedroom and 24 - 3 bedroom units
- Court Tower Apartments: a 14 story building with 104 apartments consisting of 11 efficiencies, and 93 - 2 bedroom units
- Mainview Apartments (k/n/a Raulf Place Apartments): comprised of 17 - 2 bedroom and 87 - one bedroom units

- Marion Manor: 121 apartments for elderly and disabled
- 70 scattered family sites consisting of 26 - 2 bedrooms; 26 - 3 bedrooms; 12 - 4 bedrooms and 6 five bedroom homes.

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.



## Public Housing Condition

Public Housing Development	Average Inspection Score
Court Tower Apartments	96.5%
Mainview Apartments	82%
70 Scattered Family Sites	84%

Table 38 - Public Housing Condition

### Describe the restoration and revitalization needs of public housing units in the jurisdiction:

1402 Mt Vernon St. : An application was submitted to the National Park Service for historic designation of the property located at 1402 Mt. Vernon. If this property receives historic status, the agency will apply for Federal and State Historic Tax Credits to transform this building into mixed income apartments. Other financing avenues such as 4% Section 42 Tax Credits and bond financing will be required to bring this project to completion.

This project will put at least 50 units back into public housing stock of Oshkosh which were removed with the reduction of units at Raulf Place and Court Tower.

Cumberland Court Apartments : On January 30, 2015 the Oshkosh Housing Authority (on behalf of the Cumberland Court Housing Commission, Inc.) applied for Federal Low Income Tax Credits from WHEDA to enable substantial rehabilitate of 72 affordable housing units. Cumberland Court, located just west of Hwy. 41 and north of Ninth Ave., in Oshkosh, will undergo a substantial renovation to be performed in two phases.

Cumberland Court was built in 1972 and purchased through the Oshkosh Housing Authority with the creation of the Cumberland Court Housing Commission, Inc., in 1992, to preserve it as affordable housing. Under new ownership and management the property received necessary repair, but financing was insufficient to make improvements.

The property is comprised of 48 - 2 bedroom and 24 - 3 bedroom units on the east side of Cumberland Trail, even number addresses 1000-1240. Renovations will include modernization, synchronizing and necessary replacement of the building systems. Apartments will gain new kitchens, bathrooms, appliances, windows, flooring and accessibility features to create some apartments that will be ADA compliant. The new or improved systems, and the rehab of the units will enable this property to better serve the needs of the residents, as well as offer them quality, safe, affordable housing. Preliminary plans include covered parking and landscaping to improve the neighborhood "fit," and a community center to improve options for working with residents and their children. The addition of "green" features, where possible, will help ensure the housing will remain affordable for years to come.

The application will also include a commitment to have available supportive services for those volunteering for services. The community center will provide meeting space for supportive agencies to

meet with resident and their families. There will be a full kitchen and community area with scheduled programs.

**Describe the public housing agency's strategy for improving the living environment of low- and moderate-income families residing in public housing:**

The Housing Authority of the City of Oshkosh (OHA) 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 and loans from OHA, 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.

OHA 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.

OHA also owns Marian Manor and Cumberland Court Apartments which are governed by the assisted housing arm of HUD. Marian Manor, which consists of 121 apartments for elderly and disabled, underwent major renovation in 2009 and 2010 with funds generated from the sale of Low Income Housing Tax Credits (LIHTC). Cumberland Court Apartments are two and three bedroom units located on the west side of Oshkosh and are in dire need of renovation. An application for two allocations of LIHTC's have been submitted to WHEDA and if received renovation will begin this year, 2015, with also an addition of a community center to serve the needs of the adults and children living at Cumberland Court.

**Discussion:**



## **MA-30 Homeless Facilities and Services – 91.210(c)**

### **Introduction**

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 have been allocated to agencies such as 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 Place2B, Legal Action of Wisconsin and The Salvation Army.

ADVOCAP deals with homelessness through its Homeless Programs Department and takes 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 (16th 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 2013, CADASI provided counseling and shelter for 1,042 persons; with 474 individuals being from Oshkosh, with 113 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 124 individuals. The Shelter also provided 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.

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.

**Facilities and Housing Targeted to Homeless Households**

	Emergency Shelter Beds		Transitional Housing Beds	Permanent Supportive Housing Beds	
	Year Round Beds (Current & New)	Voucher / Seasonal / Overflow Beds	Current & New	Current & New	Under Development
Households with Adult(s) and Child(ren)	75	25	7	35	0
Households with Only Adults	0	0	0	0	0
Chronically Homeless Households	0	0	0	0	0
Veterans	0	0	0	0	0
Unaccompanied Youth	0	0	0	0	0

**Table 39 - Facilities and Housing Targeted to Homeless Households**

Data Source Comments: WinnebagoLand Housing Coalition CoC

**Describe mainstream services, such as health, mental health, and employment services to the extent those services are used to complement services targeted to homeless persons**

Coordination and delivery of homeless services is provided through a Homeless Service Providers Network as part of the 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, as well 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. 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.

Services are also coordinated through contact between agency staff. The Winnebago 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. The Salvation Army will provide rent help where persons may be ineligible for help through the American Red Cross 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 contact with other agencies that may not be active members of the housing coalition to facilitate homeless participants accessing services in a timely manner, such as the Oshkosh Police Department and Winnebago County Department of Human Services.

Father Carr Place 2B emergency shelter in Oshkosh has become an active member in the Winnebago 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. 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.

Christine Ann Domestic Abuse Services, Inc. provides outreach services to those who are victims of domestic violence. 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.

**List and describe services and facilities that meet the needs of homeless persons, particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth. If the services and facilities are listed on screen SP-40 Institutional Delivery Structure or screen MA-35 Special Needs Facilities and Services, describe how these facilities and services specifically address the needs of these populations.**

Written goals of the Winnebago Housing Coalition include a) Promote public and private funds to expand affordable housing opportunities and supportive services; b) Educate agencies on legislative issues that impact affordable housing; c) Educate public officials about housing issues; d) Identify issues regarding emergency housing and homelessness in the community; e) 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. 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 Winnebago 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
  3. Financial assistance to obtain/maintain housing
  4. Income stability
  5. Essential Services including financial help to address unmet needs
  6. Accessing/maintaining permanent affordable and decent housing
- Additional priorities of the coalition is to continue supporting the Day by Day Warming shelter in Oshkosh that serves a small but definite population of persons with no other sheltering options in the community. The Day by Day Warming Shelter adds an important level to the continuum of care in this area by providing a safe setting to a vulnerable homeless population. Both the Winnebago 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.

## **MA-35 Special Needs Facilities and Services – 91.210(d)**

### **Introduction**

There are a variety of service providers in Oshkosh that coordinate amongst themselves to ensure they are meeting community needs efficiently.

**Including the elderly, frail elderly, persons with disabilities (mental, physical, developmental), persons with alcohol or other drug addictions, persons with HIV/AIDS and their families, public housing residents and any other categories the jurisdiction may specify, and describe their supportive housing needs**

Supportive housing needs for people with disabilities tend to be specific to their need. With the aging population, we anticipate seeing an increase in the need for specialized housing for elderly persons. This increase in need for specialized housing for elderly persons was also identified by respondents to the online stakeholder and community wide survey distributed in preparation of this Plan. Efforts to expand this resource may involve a collaborative effort by various agencies.

**Describe programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing**

Physical health institutions have social workers who help plan for patients discharge to insure supportive services are in place.

**Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. 91.315(e)**

The City will continue to fund the Owner Occupied Rehabilitation Loan Program which provides low- and moderate-income homeowners with no interest, deferred payment loans to make necessary repairs and improvements to their homes. The City will continue to work with the Oshkosh/Winnebago County Housing Authority in providing downpayment assistance grants to LMI first time homebuyers.

**For entitlement/consortia grantees: Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs**

**identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. (91.220(2))**

Funds for housing needs for non-homeless persons will not be directed specifically at some of these groups with special needs, but these groups may benefit indirectly from the use of CDBG funds that meet housing needs and provide supportive services. For example, the City is not proposing any direct funding to persons with alcohol and other drug abuse or HIV/AIDS, as requests to the Public Service Consortium have not been made. However, these groups may benefit from City funded public service agencies, and housing service activities through the Oshkosh/ Winnebago County Housing Authority, as well as from various partners in the Winnebagoland Housing Coalition.

In PY 2015, the City will allocate CDBG funds to the housing improvement program to assist home owners and renters in improving affordable units, which may be occupied by persons requiring special needs. The City is also allocating CDBG funds for public service agencies that provide services to persons with special needs.

In addition, the City plans to partner with area agencies to support the rehabilitation and new construction of housing that is handicap accessible. CDBG funds will not be used for the new construction; however, the City does plan to use other funding sources to support this effort.

## **MA-40 Barriers to Affordable Housing – 91.210(e)**

### **Negative Effects of Public Policies on Affordable Housing and Residential Investment**

There are a number of State and local regulations designed to promote the orderly development and maintenance of safe, decent and sanitary housing in the community. Sometimes these regulations can act as barriers to affordable housing.

To eliminate duplication, the City uses the building codes established by the State for uniform construction standards. These standards parallel the three National Code standards and are minimum provisions to ensure general safety for the public. The State codes and guidelines are also appealable to the State. Consequently, the City's building codes do not appear to hinder the development or preservation of affordable housing.

Likewise, the locally established Minimum Housing Code does not create a barrier for affordable housing. These standards parallel the National Minimum Housing Code Standards and are minimum requirements established to preserve and promote the public health, safety, comfort, personality and general welfare of the people. Their enforcement is necessary to preserve and encourage the private/public interests in housing and its maintenance. At the same time, these standards are appealable, locally, to ensure there are no undue hardships. An examination of the community's fee structures indicates the City's building permit fees and charges are at a median, as compared to surrounding communities. The City provides substantial resources and technical assistance to the development and preservation of affordable housing.

The City's zoning and land-use codes promote the morals, aesthetics, prosperity, health, safety and general welfare of all people in Oshkosh. These codes are constructed to allow compatible development throughout the community and are flexible enough to encourage redevelopment in the community's existing, established areas. This is evidenced by development in both the City's outlying and urban areas. These codes, like other local codes, are appealable locally to ensure equitable and fair treatment.

All residential properties are assessed on a citywide basis using market sales data of comparable properties in and around the immediate neighborhood. City-wide assessing appears to ensure an equitable treatment of residential property and provides an incentive to those who maintain and improve their properties.

The current public policies relating to housing and, in particular, affordable housing, do not appear to be excessive, exclusionary, or discriminatory nor do they duplicate any other policies.



## MA-45 Non-Housing Community Development Assets – 91.215 (f)

### Introduction

This section describes the economic development environment that exists in the Oshkosh area. There appears to be a need for workers with educational attainment beyond high school level or specialized training to fill positions for in-demand fields (construction, health care, manufacturing).

### Economic Development Market Analysis

#### Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	138	9	1	0	-1
Arts, Entertainment, Accommodations	3,028	3,629	12	11	-1
Construction	885	1,002	4	3	-1
Education and Health Care Services	3,785	4,871	15	15	0
Finance, Insurance, and Real Estate	1,492	1,761	6	5	-1
Information	497	326	2	1	-1
Manufacturing	5,979	10,253	24	31	7
Other Services	1,395	2,046	6	6	0
Professional, Scientific, Management Services	1,714	2,228	7	7	0
Public Administration	0	0	0	0	0
Retail Trade	3,460	4,630	14	14	0
Transportation and Warehousing	892	718	4	2	-2
Wholesale Trade	1,214	1,374	5	4	-1
Total	24,479	32,847	--	--	--

**Table 40 - Business Activity**

**Data Source:** 2007-2011 ACS (Workers), 2011 Longitudinal Employer-Household Dynamics (Jobs)

## Labor Force

Total Population in the Civilian Labor Force	34,204
Civilian Employed Population 16 years and over	32,143
Unemployment Rate	6.03
Unemployment Rate for Ages 16-24	14.20
Unemployment Rate for Ages 25-65	3.86

**Table 41 - Labor Force**

Data Source: 2007-2011 ACS

Occupations by Sector	Number of People
Management, business and financial	5,227
Farming, fisheries and forestry occupations	1,400
Service	4,641
Sales and office	8,117
Construction, extraction, maintenance and repair	1,542
Production, transportation and material moving	1,995

**Table 42 – Occupations by Sector**

Data Source: 2007-2011 ACS

## Travel Time

Travel Time	Number	Percentage
< 30 Minutes	26,297	85%
30-59 Minutes	3,787	12%
60 or More Minutes	714	2%
<b>Total</b>	<b>30,798</b>	<b>100%</b>

**Table 43 - Travel Time**

Data Source: 2007-2011 ACS

## Education:

### Educational Attainment by Employment Status (Population 16 and Older)

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	1,349	107	2,022
High school graduate (includes equivalency)	7,626	402	2,962
Some college or Associate's degree	7,532	506	2,168

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Bachelor's degree or higher	6,673	242	930

**Table 44 - Educational Attainment by Employment Status**

Data Source: 2007-2011 ACS

### Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	61	139	243	522	532
9th to 12th grade, no diploma	624	880	593	1,101	1,069
High school graduate, GED, or alternative	3,338	2,694	2,791	5,510	3,604
Some college, no degree	7,298	2,566	1,963	3,244	1,220
Associate's degree	468	601	863	979	214
Bachelor's degree	688	1,593	1,573	2,273	741
Graduate or professional degree	12	538	617	1,264	481

**Table 45 - Educational Attainment by Age**

Data Source: 2007-2011 ACS

### Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	16,121
High school graduate (includes equivalency)	28,195
Some college or Associate's degree	31,267
Bachelor's degree	41,348
Graduate or professional degree	58,835

**Table 46 – Median Earnings in the Past 12 Months**

Data Source: 2007-2011 ACS

### Based on the Business Activity table above, what are the major employment sectors within your jurisdiction?

Oshkosh is home to a strong manufacturing sector with almost one in four workers in the community employed by a local manufacturing business. Education and Health Care Services is another strong sector as the city is home to the University of Wisconsin-Oshkosh and two large hospitals. Retail Trade and Arts, Entertainment, & Accommodations are larger employers in the city as well. A large retail trade employment shows strong commercial and residential growth in the community.

**Describe the workforce and infrastructure needs of the business community:**

Oshkosh’s economy is increasingly more diversified with more Informational Technology (IT) companies starting and growing, as well as a growth in aviation-centered businesses. Growth in these industries is driving new cluster development initiatives as well as regional efforts to address workforce needs.

Training a workforce for newer industries has been a challenge for the community, but multiple organizations such as Fox Valley Technical College, University of Wisconsin-Oshkosh and the Oshkosh Area School District are working together to give students the tools and skills they will need to succeed in these new industries.

To go along with a diversified economy, infrastructure needs will range from providing Wi-Fi in the Central City District in Oshkosh to classifying US Highway 41 to an Interstate to attract new businesses. Continuous improvement projects to the city’s infrastructure such as road repairs, water drainage and runoff will help attract businesses to the community.

**Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create.**

The City of Oshkosh is poised to support multiple private and public sector investments in the city’s Central City District and waterfront as well as growth along the US Highway 41 corridor in the next five years. These investments will create jobs, add to the city’s tax base and improve the quality of life. The city could see another \$100+ million dollars in investment in the next two to three years that will only benefit the community.

Bringing these new investments into the community will cause a need for skilled workers, infrastructure needs such as utilities, streets, and possibly rail access, and will need support from the City and the Greater Oshkosh Economic Development Corporation to keep these businesses and developers growing.

**How do the skills and education of the current workforce correspond to employment opportunities in the jurisdiction?**

The skill sets desired by newer businesses in the city are different than the older businesses. With that being said, multiple education organizations and economic development professionals are working together to align the skills needed in the upcoming and growing sectors with curriculum that is being

taught at the local schools and universities. However, with many Baby Boomers looking to retire in the near future, traditional skills such as welding, machine operating and engineering will still be needed and local educational organizations are coordinating with businesses to expose students to those opportunities as well.

**Describe any current workforce training initiatives, including those supported by Workforce Investment Boards, community colleges and other organizations. Describe how these efforts will support the jurisdiction's Consolidated Plan.**

Oshkosh is fortunate enough to have a technical college and a four year university along with a strong local school district. These organizations routinely work together to identify gaps and needs in their curriculums to meet the needs of businesses in the region. For example, to meet the needs of emerging IT companies, there is a local and regional initiative to work with IT businesses to find what skills are necessary in their open positions and then to develop those needs into coursework for students interested in the study field. A grant obtained by the Fox Valley Workforce Development Board is helping to fund a consultant to identify those gaps and will also be used to reach out to potential students who may be interested in IT.

The efforts described above will support Oshkosh's Consolidated Plan by providing the skills necessary for city residents to obtain a well-paying job that can support individuals and families financially as well as providing valuable life skills that will ultimately reduce the likelihood of relying on other CDBG-funded agencies for support in the future.

**Does your jurisdiction participate in a Comprehensive Economic Development Strategy (CEDS)?**

Yes

**If so, what economic development initiatives are you undertaking that may be coordinated with the Consolidated Plan? If not, describe other local/regional plans or initiatives that impact economic growth.**

The City regularly coordinates economic development activities with the East Central Wisconsin Regional Planning Commission (ECWRPC) who administers the region's CEDS. The most recent initiative that is having a profound economic impact on the city is a grant that the city and ECWRPC obtained together from the US Department of Defense to work with employees, businesses, organizations and communities that may be impacted by Oshkosh Corporation's layoffs due to devastating cuts in federal defense spending. The grant will be used in many ways. First, to work with laid off employees and help

them train to gain new skills, work on their interview skills, or even manage their personal budget. These services are offered through many local agencies in the community including the Fox Valley Workforce Development Board and others who utilize CDBG funds. Other ways the grant will be used is to work with local businesses who were major suppliers of Oshkosh Corporation and help them diversify their products and customers, and to work with communities on ways to attract new businesses such as with Oshkosh creating an Aviation Business Park.

## **Discussion**

## **MA-50 Needs and Market Analysis Discussion**

### **Are there areas where households with multiple housing problems are concentrated? (include a definition of "concentration")**

Areas where households with multiple housing problems exist is defined as a census tract which contains one or more housing problems (one of four severe housing problems, housing cost burden >30%, housing cost burden >50%, overcrowding and substandard housing).

### **Are there any areas in the jurisdiction where racial or ethnic minorities or low-income families are concentrated? (include a definition of "concentration")**

The City of Oshkosh does not have any areas where at least 40% of the population are racial or ethnic minorities. However, there are many central city census tracts with a high concentration of low-income families. Low-income census tracts are defined as areas where at least 51% of the households have incomes less than 80% of the area median income (AMI).

### **What are the characteristics of the market in these areas/neighborhoods?**

These census tracts typically have a lack of shopping opportunities, depressed housing values, a larger percentage of rental housing, housing needing rehabilitation, few job opportunities and households with lower incomes.

### **Are there any community assets in these areas/neighborhoods?**

Neighborhoods contain a variety of parks, banks, schools (K-12), grocery stores, churches, City and County offices, emergency shelters, fire stations, bus transfer shelters, and historical properties.

### **Are there other strategic opportunities in any of these areas?**

There are opportunities for downtown revitalization and development of vacant commercial properties. City staff has been working collaboratively with neighborhood residents and business owners to develop neighborhood plans that intend to improve the quality of life within these areas.





# Strategic Plan

## SP-05 Overview

### Strategic Plan Overview

The following strategic plan sections identify the priority needs of the community and the strategies that the City will employ to address those needs in the most effective manner with the funds available.

The City of Oshkosh goals for the 2015-2019 period focus on a number of identified priority needs and has targeted available resources toward several specific goals that are designed to address those needs. These needs include housing assistance for low and moderate income persons, the elderly, homeless and special need persons, and public improvements and facilities for low and moderate income persons.

The provision of public services and the maintenance and improvement of facilities that house the agencies that provide services was also identified to help address the needs of those dealing with homelessness and poverty.

The revitalization of neighborhoods is another identified need as the creation of strong neighborhoods will often address issues related to housing, homelessness and poverty.

These goals primarily focus on helping residents maintain and improve their quality of life in the City of Oshkosh. The City of Oshkosh will continue to build on successful projects and programs that meet the needs of low and moderate income residents. Projects selected for funding in the five year period will be managed as efficiently as possible in order to address a wide range of issues that exist in the City of Oshkosh.

Both short term and long term goals are to help make Oshkosh a more viable urban community by providing decent housing, a suitable living environment and expanding economic opportunities for low- and moderate-income persons, and the elimination of blighting conditions within the community. To that end, projects selected for funding in the five year period will be managed as efficiently as possible in order to address the wide range of issues that exist in the City of Oshkosh.

## SP-10 Geographic Priorities – 91.215 (a)(1)

### Geographic Area

Table 47 - Geographic Priority Areas

<b>1</b>	<b>Area Name:</b>	Oshkosh Priority Areas
	<b>Area Type:</b>	Local Target area
	<b>Other Target Area Description:</b>	
	<b>HUD Approval Date:</b>	
	<b>% of Low/ Mod:</b>	
	<b>Revital Type:</b>	Other
	<b>Other Revital Description:</b>	Neighborhood Development/Initiatives

<p><b>Identify the neighborhood boundaries for this target area.</b></p>	<p>All funds will be used within the City limits of Oshkosh, which includes the low- to moderate-income Census Block Groups shown in red on Exhibit F. Also eligible are targeted redevelopment areas designated by the City as well as approved neighborhood associations in LMI/LMA areas. The City's currently approved neighborhood associations are identified on the map in Exhibit G. Additional neighborhood associations are anticipated to be approved over the course this 5 year Plan. Once approved, they will also become eligible based on LMI census tracts and block groups identified by HUD.</p> <p>Oshkosh is a community of approximately 66,000 persons in east central Wisconsin. Oshkosh has seen steady and consistent growth over the past 50 years. This growth can be largely attributed to continued strong enrollments at the campuses of the University of Wisconsin-Oshkosh and Fox Valley Technical College, the expansion of local hospital and clinic facilities, the growth of retail businesses serving and expanding the regional market, and the attraction of new companies to the area. However, the majority (39%) of the City's housing stock pre-dates 1950 and is in need of rehabilitation.</p> <p>For the most part, CDBG funds will be used to address the needs on a city-wide basis with the beneficiary being an individual of low- to moderate-income. However, activities that provide a benefit of an area basis do so in areas that are determined to have a low- to moderate-income population of at least 51%.</p> <p>Within these geographic areas, priority will be given to the following:</p> <ul style="list-style-type: none"> <li>• Areas with higher density and areas with high concentrations of rental housing;</li> <li>• Areas most significantly affected by foreclosure and housing abandonment;</li> <li>• Priority areas identified in the City's 2005-2025 Comprehensive Plan within LMI census tracts;</li> <li>• Historic Districts, especially those with high levels of LMI households or slum and blight.</li> <li>• Areas with an approved Neighborhood</li> </ul>
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<p><b>Include specific housing and commercial characteristics of this target area.</b></p>	<p>The majority of projects undertaken by the City will be on a city-wide basis and assist LMI households/persons or LMI/LMA areas. The LMI/LMA areas tend to have poor streets or streets without curb and gutter, have the greatest need for neighborhood revitalization and housing rehabilitation, the percentage of homes built pre-1950 is higher than the overall percentage; and include a significant amount of blighting conditions.</p>
<p><b>How did your consultation and citizen participation process help you to identify this neighborhood as a target area?</b></p>	<p>The City's community wide survey indicates citizens are concerned about their neighborhoods and would like to see activities that stabilize and strengthen neighborhoods throughout the community. Also, one of the goals of the Oshkosh Common Council's 2015 Strategic Plan is neighborhood initiatives. Resident lead neighborhood associations are consulted when determining programming administered with the use of CDBG funds.</p>
<p><b>Identify the needs in this target area.</b></p>	<p>The City will use CDBG funds for housing related activities such as owner occupied and rental rehabilitation, homeownership assistance programs, preservation of historic residential structures, neighborhood revitalization, redevelopment &amp; streetscaping, neighborhood and public facilities, analysis of zoning and other regulations to determine suitability of laws, survey of properties as potential local landmarks and State Historical Society nomination, creation &amp; support of neighborhood associations and watch groups, coordination and assistance with neighborhood organizing and revitalization efforts, landlord and/or tenant training programs. Funds may also be used for the purchase, demolition and disposition of deteriorating or blighting structures/properties.</p>
<p><b>What are the opportunities for improvement in this target area?</b></p>	<p>Activities funded will meet the national objectives of benefitting LMI persons and/or preventing or eliminating slum or blighting conditions. The City aims to coordinate projects with the implementation of the City's Capital Improvement Program (CIP). Activities funded through the CIP include the upgrade of streets, sidewalks and utility service lines.</p>

<p><b>Are there barriers to improvement in this target area?</b></p>	<p>The major obstacle is that there is currently no mechanism in place for a private-public partnership to address the priorities for neighborhood projects, therefore limited public funds are relied upon for all neighborhood projects. Private citizens are currently on their own with the responsibility for upkeep of their own properties and for the coordination of their neighborhoods to initiate neighborhood projects. All areas cannot be addressed immediately and prioritization is often overshadowed by other community needs in the tight budgetary environment.</p>
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**General Allocation Priorities**

Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA)

For the most part, CDBG funds will be used to address the needs on a city-wide basis with the beneficiary being an individual of low-to moderate income (limited-clientele benefit). However, activities that provide a benefit on an area basis do so in areas that are determined to have a low-to moderate income population of at least 51%. The areas marked in red on the map in Exhibit F identify low-to moderate income areas of the City of Oshkosh.

## SP-25 Priority Needs - 91.215(a)(2)

### Priority Needs

Table 48 – Priority Needs Summary

1	<b>Priority Need Name</b>	Affordable Housing - rehabilitation
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Large Families Families with Children Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities
	<b>Geographic Areas Affected</b>	Oshkosh Priority Areas
	<b>Associated Goals</b>	Provide safe, decent, affordable housing Create strong & healthy neighborhoods
	<b>Description</b>	This priority need addresses provisions of assistance to low- and moderate-income homeowners for maintenance issues, code violations, modifications for accessibility, downpayment assistance for first time homebuyers, lead based paint hazards. Also addresses rehabilitation of existing rental units for maintenance issues, code violations and lead based paint hazards.
	<b>Basis for Relative Priority</b>	The majority of homes in the City were built prior to 1950 and make up a large portion of the affordable housing available in the City.
2	<b>Priority Need Name</b>	Affordable housing - creation of new units
	<b>Priority Level</b>	High

	<b>Population</b>	Low Moderate Large Families Families with Children Public Housing Residents Individuals Families with Children Persons with Physical Disabilities Persons with Developmental Disabilities
	<b>Geographic Areas Affected</b>	Oshkosh Priority Areas
	<b>Associated Goals</b>	Provide safe, decent, affordable housing
	<b>Description</b>	Address the need for new, affordable homes for low and moderate income families or individuals through the acquisition of vacant lots or dilapidated structures to be razed for new construction
	<b>Basis for Relative Priority</b>	Need for affordable housing and replacement of aging, dilapidated structures located in central neighborhoods
<b>3</b>	<b>Priority Need Name</b>	Neighborhood Initiatives
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Large Families Families with Children Elderly Non-housing Community Development
	<b>Geographic Areas Affected</b>	Oshkosh Priority Areas
	<b>Associated Goals</b>	Create strong & healthy neighborhoods Central City Redevelopment & Community Facilities
	<b>Description</b>	Strengthen neighborhoods through strategic investments in physical assets and amenities like community gardens or other community facilities, as well as other planning and revitalization efforts

	<b>Basis for Relative Priority</b>	Protection and improvement of City neighborhoods to maintain a healthy and sustainable community
4	<b>Priority Need Name</b>	Public Services
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence Non-housing Community Development
	<b>Geographic Areas Affected</b>	Oshkosh Priority Areas
	<b>Associated Goals</b>	Public services
	<b>Description</b>	Addresses the provision of a variety of social services to low- and moderate-income residents and those with special needs



	<b>Basis for Relative Priority</b>	This priority was determined by information gathered during the consultation of agencies during the development of the Plan.
5	<b>Priority Need Name</b>	Planning and Program Administration
	<b>Priority Level</b>	High
	<b>Population</b>	Low Moderate
	<b>Geographic Areas Affected</b>	Oshkosh Priority Areas
	<b>Associated Goals</b>	Administration/Planning
	<b>Description</b>	Implementation of a well managed CDBG program with effective progress toward five year goals
	<b>Basis for Relative Priority</b>	Implementation of a well managed CDBG program with effective progress toward five year goals
6	<b>Priority Need Name</b>	Public Facilities & Improvements
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth

<b>Geographic Areas Affected</b>	Oshkosh Priority Areas
<b>Associated Goals</b>	Create strong & healthy neighborhoods Central City Redevelopment & Community Facilities
<b>Description</b>	Addresses the improvement of public facilities that will benefit various populations and needs
<b>Basis for Relative Priority</b>	Need for continued maintenance and improvements to public facilities in the City that serve many purposes and many different populations

**Narrative (Optional)**

Both the short term and long term goals of the City of Oshkosh are to provide decent housing and a suitable living environment to low- and moderate-income persons, the elimination of blighting conditions, neighborhood revitalization, public services, public improvements and planning and program administration.

Priority will be given to low- and moderate-income (LMI) areas to ensure compliance with HUD guidelines and to provide the largest impact on those areas most in need. LMI areas are Census Tracts and Census Block Groups in which 51 percent or more of the households have an income below 80 percent of the median family income for the area.

**SP-30 Influence of Market Conditions – 91.215 (b)**

**Influence of Market Conditions**

<b>Affordable Housing Type</b>	<b>Market Characteristics that will influence the use of funds available for housing type</b>
Tenant Based Rental Assistance (TBRA)	The Oshkosh/Winnebago County Housing Authority administers the Section 8 voucher program through HUD. Demand for this program far exceeds the supply of vouchers.
TBRA for Non-Homeless Special Needs	Persons that fall into the category of special needs generally have fixed incomes or minimum wage jobs. Increasing food, medical and utility costs may require this population receive more assistance with rental payments.
New Unit Production	CDBG funds are allocated to assist in the acquisition of property to eliminate slum and blight. Once the buildings are razed, the lots can be used for construction of new units, but construction costs are not directly paid for with CDBG funds. Private developers utilizing WHEDA tax credits and possibly local TIF financing are possible avenues by which new affordable housing units may be produced. The City may partner with Habitat for Humanity and Advocap to construct and/or rehabilitate affordable housing units with CDBG funds.
Rehabilitation	Due to the age of Oshkosh's housing stock, owner occupied housing rehabilitation is one of Oshkosh's primary uses of CDBG funds. Property owners must comply with HUD's LMI income limits to qualify. Demand for this program exceeds the funds available for rehabilitation.
Acquisition, including preservation	Acquisition is limited to lots within LMI or LMA census tracts, or properties spot blighted by the Oshkosh Redevelopment Authority to eliminate slum and blighting conditions by razing the structures and constructing new affordable homes.

**Table 49 – Influence of Market Conditions**

## SP-35 Anticipated Resources - 91.215(a)(4), 91.220(c)(1,2)

### Introduction

The City of Oshkosh expects to receive Community Development Block Grant (CDBG) funds, available from HUD, during the five year period of this Consolidated Plan.

### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	725,849	0	0	725,849	2,874,151	The city does not anticipate receiving any program income. However, any program income generated through the housing rehab loan program will be placed in a revolving loan fund and is exclusively used for the housing rehab program.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	0	0	0	0	0	

Table 50 - Anticipated Resources

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

While the CDBG program does not require leveraging, the program does leverage other resources with CDBG funds. The City budgets funds in its Capital Improvements Program for additional programs for housing related activities (both owner occupied and rental ), public facilities improvements, landscaping, curb appeal projects, and acquisition of properties to eliminate slum and blight.

The Oshkosh Area Community Foundation and the Oshkosh United Way partner with the City of Oshkosh in forming the Oshkosh Public Service Consortium. The Consortium seeks applications from public service agencies for programs/activities that meet one of HUD's national objectives and benefit low- and moderate-income households.

**If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

The City of Oshkosh may provide vacant/undeveloped lots to private developers, Habitat for Humanity, Advocap or NeighborWorks for construction of new affordable housing units.

**Discussion**

## SP-40 Institutional Delivery Structure – 91.215(k)

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

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
HABITAT FOR HUMANITY OF OSHKOSH INC.	Non-profit organizations	Ownership	Jurisdiction
Oshkosh/Winnebago County Housing Authority	PHA	Public Housing Rental	Jurisdiction
NeighborWorks Badgerland	CBDO	Ownership neighborhood improvements	Jurisdiction
Oshkosh Area Community Foundation	Non-profit organizations	public services	Jurisdiction
Oshkosh Area United Way	Non-profit organizations	public services	Jurisdiction
Winnebagoland Housing Coalition	Non-profit organizations	Homelessness Non-homeless special needs Planning	Jurisdiction
ADVOCAP, INC.	Non-profit organizations	Economic Development Homelessness Non-homeless special needs Ownership	Jurisdiction
Oshkosh Area Community Pantry	Non-profit organizations	public services	Jurisdiction
CHRISTINE ANN DOMESTIC ABUSE SERVICES	Non-profit organizations	public services	Jurisdiction
Day by Day Warming Shelter	Non-profit organizations	Homelessness	Jurisdiction
FAIR HOUSING CENTER OF NORTHEAST WISCONSIN	Non-profit organizations	Ownership Public Housing Rental	Jurisdiction
Winnebago County Health Department	Government	Ownership Rental	Jurisdiction

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
United Migrant Opportunity Services (UMOS)	Non-profit organizations	Ownership	Jurisdiction
Greater Oshkosh Economic Development Corp.	Private Industry	Economic Development	Jurisdiction
Oshkosh Seniors Center	Government	public services	Jurisdiction

**Table 51 - Institutional Delivery Structure**

### **Assess of Strengths and Gaps in the Institutional Delivery System**

Oshkosh staff maintains contact with representatives of a variety of agencies to provide services and serve needs related to those identified in this Plan. This contact allows staff to build and maintain relationships with agencies and keep abreast of issues and trends as they develop.

The coordination between the City, Oshkosh Area Community Foundation and Oshkosh Area United Way in funding public service activities maximizes the impact and coordination of funding provided and helps to reduce duplication and redundancy of services, both public and private.

Gaps may occur primarily due to lack of financial resources and staff to meet needs, philosophical differences between private and public agencies, and the general policy of the local governing bodies. The City will continuously work to further enhance the coordination of services between non-profit organizations and public institutions.

### **Availability of services targeted to homeless persons and persons with HIV and mainstream services**

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



<b>Supportive Services</b>			
Alcohol & Drug Abuse	X		
Child Care	X		
Education	X		
Employment and Employment Training	X		
Healthcare	X		
HIV/AIDS	X		
Life Skills	X		
Mental Health Counseling	X		
Transportation	X		
<b>Other</b>			
	X		

**Table 52 - Homeless Prevention Services Summary**

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

The 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 have been allocated to agencies such as 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 Place2B, Legal Action of Wisconsin and The Salvation Army.

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

Oshkosh staff maintains contact with representatives of a variety of agencies to provide services and serve needs related to those identified in this Plan. This contact allows staff to build and maintain relationships with agencies and keep abreast of issues and trends as they develop.

The coordination between the City, Oshkosh Area Community Foundation and Oshkosh Area United Way in funding public service activities maximizes the impact and coordination of funding provided and helps to reduce duplication and redundancy of services, both public and private.

Gaps may occur primarily due to lack of financial resources and staff to meet needs, philosophical differences between private and public agencies, and the general policy of the local governing bodies. Additionally, difficulty in the delivery system stems from the lack of both paid and volunteer staff hours in the public and private sectors, as well as the great amount of 'red tape' associated with public and private granting agencies.

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

Gaps are occurring primarily due to lack of financial resources to meet needs, philosophical differences between private and public agencies and the general policy or "political will" of the local governing bodies. The City will continue to work to further enhance the coordination of services between non-profit organizations and public institutions.

## SP-45 Goals Summary – 91.215(a)(4)

### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Provide safe, decent, affordable housing	2015	2019	Affordable Housing Non-Homeless Special Needs	Oshkosh Priority Areas	Affordable Housing - rehabilitation Affordable housing - creation of new units	CDBG: \$2,000,000	Rental units rehabilitated: 10 Household Housing Unit  Homeowner Housing Rehabilitated: 85 Household Housing Unit  Direct Financial Assistance to Homebuyers: 10 Households Assisted
2	Create strong & healthy neighborhoods	2015	2015	Non-Housing Community Development	Oshkosh Priority Areas	Affordable Housing - rehabilitation Neighborhood Initiatives Public Facilities & Improvements	CDBG: \$500,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 10000 Persons Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Public services	2015	2019	Homeless Non-Homeless Special Needs	Oshkosh Priority Areas	Public Services	CDBG: \$400,000	Public service activities other than Low/Moderate Income Housing Benefit: 100000 Persons Assisted  Homeless Person Overnight Shelter: 7000 Persons Assisted
4	Administration/Planning	2015	2019	General Program Administration	Oshkosh Priority Areas	Planning and Program Administration	CDBG: \$450,000	Other: 1 Other
5	Central City Redevelopment & Community Facilities	2015	2019	Non-Housing Community Development Slum and blight	Oshkosh Priority Areas	Neighborhood Initiatives Public Facilities & Improvements	CDBG: \$250,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 400 Persons Assisted  Buildings Demolished: 5 Buildings

Table 53 – Goals Summary

## Goal Descriptions

1	<b>Goal Name</b>	Provide safe, decent, affordable housing
	<b>Goal Description</b>	<p style="margin: 0in 0in 0pt; line-height: normal;"><span style="line-height: 115%; font-family: 'Calibri','sans-serif'; font-size: 12pt; mso-fareast-font-family: 'Times New Roman'; mso-bidi-font-family: 'Times New Roman'; mso-fareast-language: EN-US; mso-ansi-language: EN-US; mso-bidi-language: AR-SA;">Provide loans to owner occupied LMI households to rehabilitate, assist with maintenance items, lead paint hazard reduction or accessibility issues; homeownership assistance; provide loans to rehabilitate affordable rental units.</span></p>
2	<b>Goal Name</b>	Create strong & healthy neighborhoods
	<b>Goal Description</b>	Provide assistance to Neighborhood Associations with an approved Redevelopment Plan to spur investment and home ownership in participating LMA/LMI neighborhoods; Coordinated, pro-active approach to neighborhood stability combining efforts with public enforcement efforts, neighborhood cleanups, nuisance properties, formation of Associations, and other neighborhood issues
3	<b>Goal Name</b>	Public services
	<b>Goal Description</b>	Provide increased access to public services for homeless and low/moderate income persons
4	<b>Goal Name</b>	Administration/Planning
	<b>Goal Description</b>	Provide overall administration of the CDBG program, conduct fair housing activities, as well as Comprehensive Planning activities.
5	<b>Goal Name</b>	Central City Redevelopment & Community Facilities
	<b>Goal Description</b>	Funds will be used to assist with the redevelopment of blighted properties within the Central City, in designated redevelopment districts, neighborhoods targeted for revitalization or slum and blight areas. Activities may include acquisitions, relocation, demolition, environmental remediation, slum and blight removal, housing rehabilitation, public facilities improvements, streetscaping, site clearance, curb appeal improvements.

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

At a minimum, 105 families will receive affordable housing assistance during the five year Consolidated Plan period.

## **SP-50 Public Housing Accessibility and Involvement – 91.215(c)**

### **Need to Increase the Number of Accessible Units (if Required by a Section 504 Voluntary Compliance Agreement)**

The Oshkosh/Winnebago County Housing Authority (OHA) is not required to increase the number of accessible units through a Section 504 Voluntary Compliance Agreement.

### **Activities to Increase Resident Involvements**

OHA is continually reaching out to the community and residents to find activities that meet the needs of its residents. From budgeting to nutrition, OHA provides classes and information from other collaborating agencies to provide for its residents.

### **Is the public housing agency designated as troubled under 24 CFR part 902?**

No

### **Plan to remove the ‘troubled’ designation**

The Oshkosh/Winnebago County Housing Authority is not designated as troubled.

## **SP-55 Barriers to affordable housing – 91.215(h)**

### **Barriers to Affordable Housing**

There are a number of State and local regulations designed to promote the orderly development and maintenance of safe, decent and sanitary housing in the community. Sometimes these regulations can act as barriers to affordable housing.

To eliminate duplication, the City uses the building codes established by the State for uniform construction standards. These standards parallel the three National Code standards and are minimum provisions to ensure general safety for the public. The State codes and guidelines are also appealable to the State. Consequently, the City's building codes do not appear to hinder the development or preservation of affordable housing.

Likewise, the locally established Minimum Housing Code does not create a barrier for affordable housing. These standards parallel the National Minimum Housing Code Standards and are minimum requirements established to preserve and promote the public health, safety, comfort, personality and general welfare of the people. Their enforcement is necessary to preserve and encourage the private/public interests in housing and its maintenance. At the same time, these standards are appealable, locally, to ensure there are no undue hardships. An examination of the community's fee structures indicates the City's building permit fees and charges are at a median, as compared to surrounding communities. The City provides substantial resources and technical assistance to the development and preservation of affordable housing.

The City's zoning and land-use codes promote the morals, aesthetics, prosperity, health, safety and general welfare of all people in Oshkosh. These codes are constructed to allow compatible development throughout the community and are flexible enough to encourage redevelopment in the community's existing, established areas. This is evidenced by development in both the City's outlying and urban areas. These codes, like other local codes, are appealable locally to ensure equitable and fair treatment.

All residential properties are assessed on a citywide basis using market sales data of comparable properties in and around the immediate neighborhood. City-wide assessing appears to ensure an equitable treatment of residential property and provides an incentive to those who maintain and improve their properties.

The current public policies relating to housing and, in particular, affordable housing, do not appear to be excessive, exclusionary, or discriminatory nor do they duplicate any other policies.

### **Strategy to Remove or Ameliorate the Barriers to Affordable Housing**



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 actions 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.

The City will work to improve outreach and education in an effort to help the community understand fair housing rights and complaint procedures by providing landlord and renter education materials and training to incorporate information about translation services, including cost, and continue to offer fair housing materials in Hmong and Spanish.

The City is considering creation of a rental registry program that ensures proactive inspections of units for safety and code compliance. Fair housing information could be incorporated into the registration materials and process.

The city will continue to offer home improvement loans to income-qualified residents to assist with the cost of accessibility retrofits, and require or encourage that funded projects include accessible features. Provide more home-buying education to citizens, especially minority residents. Provide education and information for local lenders on predatory lending practices, to ensure that efforts to reduce the racial disparities in loan origination do not have the unintended consequence of increased rates of default and foreclosure among minority borrowers.

## **SP-60 Homelessness Strategy – 91.215(d)**

### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

The WinnebagoLand Housing Coalition conducts bi-annual point-in-time street counts of homeless populations living within the city of Oshkosh. The City of Oshkosh coordinates with the WinnebagoLand Housing Coalition to understand the needs of individuals identified during the point-in-time counts.

### **Addressing the emergency and transitional housing needs of homeless persons**

Oshkosh has emergency shelters available to people experiencing homelessness and local agencies are working to develop strategies to move individuals and families from homelessness to self-sufficiency and/or permanent supportive housing.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again.**

The City of Oshkosh will use CDBG funds to support agencies in the community that propose public service activities that help homeless persons by providing temporary shelter while accessing services that will help them find permanent housing. The City will also support agencies that propose housing activities that will rehabilitate or create affordable housing units and provide life management skills to those in affordable housing to enable them to prevent their return to homelessness.

Oshkosh agencies are also coordinating on the HUB Initiative which will develop a single intake process that will allow for clients receiving services in the community to obtain the proper resources based on their need. By utilizing a consistent intake form, each agency will gain access to the information they need on the client to ensure reporting and monitoring of services is accurate.

Additionally, a working group of area non-profits and local public agencies that provide and develop affordable housing (of which the City of Oshkosh is a participant) are coordinating to develop strategies

to transition homeless persons from temporary shelters to permanent housing.

**Help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to become homeless after being discharged from a publicly funded institution or system of care, or who are receiving assistance from public and private agencies that address housing, health, social services, employment, education or youth needs**

The City will work with its partner agencies and provide CDBG funds to agencies that propose activities that help low income individuals and families avoid homelessness.

## **SP-65 Lead based paint Hazards – 91.215(i)**

### **Actions to address LBP hazards and increase access to housing without LBP hazards**

The City of Oshkosh will continue to allocate CDBG funds to support its homeowner rehabilitation program which provides zero percent deferred interest loans to low- and moderate-income homeowners to make repairs to their homes. In most cases, eligible lead paint reduction work is offered as a grant to the property owner. A requirement of participation in the rehabilitation program is that all lead paint hazards be addressed. The pamphlets 'Protect Your Family From Lead in Your Home' and 'Renovate Right', developed by the EPA and HUD, is also provided to homeowners, landlords and tenants participating in the program. The pamphlet is also available to the public in the Oshkosh Community Development office.

The City's Housing Rehab Specialist performs the property inspections of applicants approved for assistance under the owner occupied rehabilitation program. This staff person is certified as a Lead Risk Assessor, and performs lead hazard inspections. In 2014 the City purchased an XRF to assist with testing lead paint samples. The Housing Rehab Specialist is trained on how to use the XRF, which is used to test for lead based paints in owner occupied and rental units. Additionally, all contractors used by the City to perform lead hazard reduction work must be trained and certified by the State in lead hazard reduction disciplines and associated with a certified lead company.

The Winnebago County Health Department performs lead checks on homes with children under age six with elevated lead blood levels. The Department refers owner occupied households to the City for possible lead hazard reduction through the City's housing rehabilitation program. County Health Department staff also have been trained to use the XRF and have access to the unit.

### **How are the actions listed above related to the extent of lead poisoning and hazards?**

Since the majority (39%) of homes in Oshkosh were built prior to 1950, it is assumed that most dwelling units will contain lead paint. Not all units containing lead paint pose a lead paint hazard. Many of these dwelling units are relatively well-maintained. The City's owner occupied rehab program will continue to address lead paint hazard reduction as a requirement of program participation.

### **How are the actions listed above integrated into housing policies and procedures?**

Since lead hazard reduction is a requirement of Federal funds, the City's Homeowner Rehabilitation Loan Program includes provisions for compliance with applicable lead paint hazard regulations. This is also noted in the Owner's Guide to Rehabilitation that is provided to approved owner occupied households and first time homebuyers.



## **SP-70 Anti-Poverty Strategy – 91.215(j)**

### **Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families**

The City of Oshkosh does not use CDBG funds to provide direct services to reduce the number of families with income below the poverty level. In considering the factors affecting poverty that may be impacted by the existing housing programs of the City, it appears coordination of production and preservation of affordable housing, as well as the Public Service programs and services targeted to special needs populations, including victims of domestic violence, the physically and mentally handicapped, and elderly benefit and help reduce the numbers of families below the poverty level.

However, the City of Oshkosh does provide funding for programs that:

- Increase the ability of low and moderate income homeowners to stay in their homes and increase the value of their homes by financing needed home repairs with no interest, deferred payment loans.
- Support acquisition of property that will be used for construction of homes that will be owned by low and moderate income families.
- Fund rehabilitation projects for homeowners with special needs, disabilities and the elderly, to allow them to remain in their homes and independent.
- Fund rehabilitation projects for affordable rental housing
- Provide first time homebuyers with downpayment assistance

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

During the past 5 years, the City of Oshkosh has primarily used its CDBG allocations to support affordable housing activities in various ways for homeowners, renters and first time homebuyers. The City will continue to support those programs that provide funds to the low- and moderate-income population for housing needs and will seek to support agencies that provide affordable housing in areas where needs are not being met.

The City of Oshkosh also allocates up to the 15% allowable cap to fund public service activities. These activities historically benefit a large number of very low, low, and low- to moderate-income persons.

## **SP-80 Monitoring – 91.230**

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

The City will continue to use various administrative mechanisms to track and monitor the progress of HUD-funded projects that are under its control and jurisdiction. The goal is to ensure that Consolidated Plan related programs and activities are carried out in a timely manner in accordance with Federal regulations and other statutory or regulatory requirements. The primary monitoring goals of the City is to provide technical assistance, identify deficiencies and promote corrections in order to improve, reinforce or augment the City's Consolidated Plan performance.

Subrecipients are required to submit reports for quarters during which they request CDBG funds that indicate the accomplishments associated with the activities funded. The accomplishments that are reported on the quarterly reports reflect the data that is required to be entered into IDIS.

City staff will use quarterly reports and payment requests to gauge the progress of each subrecipient in spending their CDBG allocation. Based upon the quality of supporting documentation submitted, the completeness of quarterly reports, the timeliness with which subrecipients are carrying out activities and to which they respond to requests for documentation or reports, on-site monitoring may be required. Depending upon the complexity of the project and the funding requirements, the City may provide orientation training and technical assistance designed to facilitate successful completion of the project.

**CITY OF OSHKOSH**  
**2015 ACTION PLAN**

**As submitted with the**  
**City of Oshkosh**  
**2015-2019 Consolidated Plan**





## Expected Resources

### AP-15 Expected Resources – 91.220(c)(1,2)

#### Introduction

The City of Oshkosh expects to receive Community Development Block Grant (CDBG) funds, available from HUD, during the five year period of this Consolidated Plan.

#### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	725,849	0	0	725,849	2,874,151	The city does not anticipate receiving any program income. However, any program income generated through the housing rehab loan program will be placed in a revolving loan fund and is exclusively used for the housing rehab program.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	0	0	0	0	0	

Table 54 - Expected Resources – Priority Table

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

While the CDBG program does not require leveraging, the program does leverage other resources with CDBG funds. The City budgets funds in its Capital Improvements Program for additional programs for housing related activities (both owner occupied and rental ), public facilities improvements, landscaping, curb appeal projects, and acquisition of properties to eliminate slum and blight.

The Oshkosh Area Community Foundation and the Oshkosh United Way partner with the City of Oshkosh in forming the Oshkosh Public Service Consortium. The Consortium seeks applications from public service agencies for programs/activities that meet one of HUD's national objectives

and benefit low- and moderate-income households.

**If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

The City of Oshkosh may provide vacant/undeveloped lots to private developers, Habitat for Humanity, Advocap or NeighborWorks for construction of new affordable housing units.

**Discussion**

## Annual Goals and Objectives

### AP-20 Annual Goals and Objectives

#### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Provide safe, decent, affordable housing	2015	2019	Affordable Housing Non-Homeless Special Needs	Oshkosh Priority Areas	Affordable Housing - rehabilitation	CDBG: \$379,500	Rental units rehabilitated: 2 Household Housing Unit Homeowner Housing Rehabilitated: 15 Household Housing Unit Direct Financial Assistance to Homebuyers: 2 Households Assisted
2	Create strong & healthy neighborhoods	2015	2015	Non-Housing Community Development	Oshkosh Priority Areas	Neighborhood Initiatives	CDBG: \$100,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 1000 Persons Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Public services	2015	2019	Homeless Non-Homeless Special Needs	Oshkosh Priority Areas	Public Services	CDBG: \$85,000	Public service activities other than Low/Moderate Income Housing Benefit: 50000 Persons Assisted Homeless Person Overnight Shelter: 1100 Persons Assisted
4	Administration/Planning	2015	2019	General Program Administration	Oshkosh Priority Areas	Planning and Program Administration	CDBG: \$111,349	Other: 1 Other
5	Central City Redevelopment & Community Facilities	2015	2019	Non-Housing Community Development Slum and blight	Oshkosh Priority Areas	Public Facilities & Improvements	CDBG: \$50,000	Buildings Demolished: 1 Buildings

Table 55 – Goals Summary

### Goal Descriptions

1	<b>Goal Name</b>	Provide safe, decent, affordable housing
	<b>Goal Description</b>	
2	<b>Goal Name</b>	Create strong & healthy neighborhoods
	<b>Goal Description</b>	
3	<b>Goal Name</b>	Public services
	<b>Goal Description</b>	Persons assisted under this goal are extremely low, low and low to moderate income citizens of Oshkosh.

<b>4</b>	<b>Goal Name</b>	Administration/Planning
	<b>Goal Description</b>	
<b>5</b>	<b>Goal Name</b>	Central City Redevelopment & Community Facilities
	<b>Goal Description</b>	

# Projects

## AP-35 Projects – 91.220(d)

### Introduction

During the 2015 Program Year, the City of Oshkosh will pursue the implementation of projects and activities in four major categories:

- Central City Redevelopment & Community Facilities
- Housing & Neighborhood Development
- Public Services
- Program Administration & Planning

The use of CDBG funds in 2015 will focus on activities and programs that:

- Improve and maintain housing and create accessibility to homeownership for first time homebuyers
- Improve and maintain rental units for affordable housing
- Revitalize neighborhoods through streetscaping improvements, curb appeal improvements, assist neighborhood associations with
- Provide funding to various public service agencies, to be determined, that provide shelter/services to persons that are homeless, affected by domestic abuse, recovering from addiction, need health care services,
- Provide training for landlords and/or tenants on fair housing regulations
- Provide administration of the overall CDBG program

### Projects

#	Project Name

Table 56 – Project Information

### Describe the reasons for allocation priorities and any obstacles to addressing underserved needs

The City will continue to initiate progress towards implementing programs/activities in LMI/LMA neighborhoods. City departments will continue to participate in internal discussions (Police, Inspections, Planning, Assessor, etc) and coordinate with citizens in identified areas. By coordinating actions of City staff, the obstacle for staff capacity will be addressed so that actions can be as concentrated as



possible. Also by involving the residents of these neighborhoods, the residents will be a resource of information and for implementation of the strategies.

Coordination between the public and private sectors will form a partnership to address priorities of these neighborhoods. The intended outcome of tailoring needs to the neighborhoods will be that the residents will be much more informed and intricately involved in the governance and neighborhood redevelopment activity processes in order to direct and aid in the implementation of neighborhood projects. The City's partnership with a local non-profit, NeighborWorks Badgerland, is intended to be used as a nongovernmental tool to assist in the establishment of neighborhood associations in priority areas. The goals of this partnership are neighborhood revitalization, community building, lending, homebuyer education, housing rehabilitation, general review of the housing and neighborhood improvement programs and broader neighborhood improvement activities, as determined by the City, NeighborWorks and resident leader neighborhood associations.

**AP-38 Project Summary**  
**Project Summary Information**

## **AP-50 Geographic Distribution – 91.220(f)**

### **Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed**

All programs, projects, and activities to be carried out under the 2015 Annual Action Plan will meet one of the three National objectives of:

- Benefit to low and moderate income (LMI) persons.
- Aid in the prevention or elimination of slums or blight.
- Meet a need having a particular urgency

Funds will be used to assist LMI persons and households on a city-wide basis. All other programs/activities will occur in and benefit LMI/LMA census tracts/block groups.

### **Geographic Distribution**

<b>Target Area</b>	<b>Percentage of Funds</b>
Oshkosh Priority Areas	75

**Table 57 - Geographic Distribution**

### **Rationale for the priorities for allocating investments geographically**

Assistance will be directed primarily to LMI census tracts and block groups as shown in the map in Exhibit F. The majority of the LMI census tracts and block groups are located within the oldest areas of the Central City, which are predominately single and two family residential neighborhoods (though many have experienced inappropriate single family to multiple family conversions), but also include a mix of commercial, industrial and institutional uses.

Residents in these areas have limited financial capacity to address housing and non-housing conditions, as well as neighborhood revitalization efforts. The City's 2015 CDBG Action Plan activities and programs are intended to address these needs.

### **Discussion**

## Affordable Housing

### AP-55 Affordable Housing – 91.220(g)

#### Introduction

In 2015, the City of Oshkosh will support affordable housing needs in Oshkosh by:

- Providing funds for the City's homeowner rehabilitation program to assist low- and moderate-income homeowners with needed repairs and maintenance.
- Provide downpayment assistance to low- and moderate-income first time homebuyers who have participated in approved classes.
- Provide rental rehabilitation funds to assist landlords with needed repairs and maintenance.
- Work with Habitat for Humanity and Advocap in acquiring properties for construction/ rehabilitation of affordable homes for low- and moderate-income families.

<b>One Year Goals for the Number of Households to be Supported</b>	
Homeless	0
Non-Homeless	13
Special-Needs	2
Total	15

**Table 58 - One Year Goals for Affordable Housing by Support Requirement**

<b>One Year Goals for the Number of Households Supported Through</b>	
Rental Assistance	2
The Production of New Units	2
Rehab of Existing Units	15
Acquisition of Existing Units	0
Total	19

**Table 59 - One Year Goals for Affordable Housing by Support Type**

#### Discussion

## **AP-60 Public Housing – 91.220(h)**

### **Introduction**

The City of Oshkosh will provide funding to support the Oshkosh/Winnebago County Housing Authority's first time homebuyers program with downpayment assistance loans and rehabilitation as needed for repairs/code violations.

### **Actions planned during the next year to address the needs to public housing**

The City of Oshkosh will work collaboratively with the Oshkosh/Winnebago County Housing Authority on projects to further affordable housing for low- to moderate-income households and/or disabled households.

### **Actions to encourage public housing residents to become more involved in management and participate in homeownership**

The City of Oshkosh will work collaboratively with the Oshkosh/Winnebago County Housing Authority on projects to further affordable housing for low- to moderate-income households and/or disabled households.

### **If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance**

The Oshkosh/Winnebago County Housing Authority is not designated as troubled.

### **Discussion**

## **AP-65 Homeless and Other Special Needs Activities – 91.220(i)**

### **Introduction**

Coordination and delivery of homeless services is provided through a Homeless Service Providers Network as part of the 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. Both the Winnebagoland Housing Coalition and the Homeless Service Providers Network discuss homeless prevention activities and strategies. The City will continue to participate in these meetings and assist with funding where possible.

### **Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including**

#### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

Homeless service providers maintain 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.

Also, 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 City will continue to participate on the Winnebagoland Housing Coalition to provide and obtain input from organizations providing the necessary services and assist with funding where possible.

#### **Addressing the emergency shelter and transitional housing needs of homeless persons**

Priorities of the Winnebagoland Housing Coalition is to continue supporting the Day by Day Warming shelter in Oshkosh that serves a small but definite population of persons with no other sheltering options in the community. The Day by Day Warming Shelter adds an important level to the continuum of care in this area by providing a safe setting to a vulnerable homeless population. The City will continue to support this public service activity in 2015.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

Written goals of the WinnebagoLand Housing Coalition include:

- 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.

The City will continue to participate on the WinnebagoLand Housing Coalition to provide and obtain input from organizations providing the necessary services and assist with funding where possible.

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

The City will continue to participate on the WinnebagoLand Housing Coalition to provide and obtain input from organizations providing the necessary services and assist with funding where possible.

While City staff will not lead the effort to create a discharge policy, staff will participate in any efforts to create such a policy.

## **Discussion**

The City of Oshkosh does not receive any private or public funds to address homeless needs or to prevent homelessness. 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 at ending chronic homelessness. Thus, an action plan for ending

chronic homelessness by 2015 or barriers are not identified by the City.

However, the Continuum of Care (CoC) in Oshkosh has a direct influence in addressing the needs of the homeless. In 2010, the following priorities were established by the CoC and continue to be followed:

1. Service gap in short term assistance
2. Case management with supportive services
3. Accessible emergency shelter along with motel vouchers
4. Medical and health related services
5. Transportation help
6. Transitional housing
7. Housing and supportive services for chronic homeless
8. Essential personal needs such as food, clothing and personal care items
9. Subsidized permanent housing
10. Foreclosure help
11. Daycare support
12. Fair housing assistance



## **AP-75 Barriers to affordable housing – 91.220(j)**

### **Introduction:**

The City's 2005-2025 Comprehensive Plan calls for the following actions to maintain and rehabilitate the City's existing housing stock:

- 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" 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.
- Work with public and private housing providers to plan for the development of additional housing units affordable to low and moderate income owner and renters as needed and to secure additional subsidies for rental of existing privately owned units.

The City will continue to fund programs and activities that address affordable housing for all citizens to the extent possible. However, due to funding limitations both through Federal programs and at the local level, the City will have to use its funding strategically.

### **Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment**

The City's Analysis of Impediments summarized actions to be taken to address barriers to affordable housing. Please see the table in Exhibit H for actions the City has completed and will continue to undertake to address impediments to fair housing.

Also, there are a number of State and local regulations designed to promote the orderly development and maintenance of safe, decent and sanitary housing in the community. Sometimes these regulations can act as barriers to affordable housing.

To eliminate duplication, the City uses the building codes established by the State for uniform

construction standards. These standards parallel the three National Code standards and are minimum provisions to ensure general safety for the public. The State codes and guidelines are also appealable to the State. Consequently, the City's building codes do not appear to hinder the development or preservation of affordable housing.

Likewise, the locally established Minimum Housing Code does not create a barrier for affordable housing. These standards parallel the National Minimum Housing Code Standards and are minimum requirements established to preserve and promote the public health, safety, comfort, personality and general welfare of the people. Their enforcement is necessary to preserve and encourage the private/public interests in housing and its maintenance. At the same time, these standards are appealable, locally, to ensure there are no undue hardships. The City provides substantial resources and technical assistance to the development and preservation of affordable housing.

The City's zoning and land-use codes promote the morals, aesthetics, prosperity, health, safety and general welfare of all people in Oshkosh. These codes are constructed to allow compatible development throughout the community and are flexible enough to encourage redevelopment in the community's existing, established areas. This is evidenced by development in both the City's outlying and urban areas. These codes, like other local codes, are appealable locally to ensure equitable and fair treatment.

All residential properties are assessed on a citywide basis using market sales data of comparable properties in and around the immediate neighborhood. Citywide assessing appears to ensure an equitable treatment of residential property and provides an incentive to those who maintain and improve their properties.

The current public policies relating to housing and, in particular, affordable housing, do not appear to be excessive, exclusionary, or discriminatory nor do they duplicate any other policies.

The City will work with developers, homeowners and public agencies that encounter barriers to affordable housing to address the issues and guide them through any administrative channels they can use to overcome these barriers.

**Discussion:**

## **AP-85 Other Actions – 91.220(k)**

### **Introduction:**

A primary obstacle to meeting the underserved needs in the City of Oshkosh is the lack of available funding to the City and to the various non-profit agencies the City partners with in serving LMI residents. As entitlement grants shrink, the cost of delivery services and completing projects increases and the economy continues to be challenging -- the need is greater.

### **Actions planned to address obstacles to meeting underserved needs**

Due to funding limitations both through HUD programs and at the local level, the City will have to use its funding strategically. For redevelopment or neighborhood projects, funds will be concentrated first in high priority and redevelopment areas.

The State of Wisconsin also continues to have issues with budget deficits, which has a direct effect on the amount of shared revenue coming back to the local level for projects and programs. The reduction of shared revenues is expected to continue or increase. This loss of funding will directly affect the amount of funds that can be budgeted locally.

### **Actions planned to foster and maintain affordable housing**

The City will continue to fund the housing rehabilitation program to rehabilitate and improve existing units for both homeowners and renters and assist first time homebuyers with downpayment assistance

### **Actions planned to reduce lead-based paint hazards**

Any program that undertakes rehabilitation work will meet the requirements of the lead safe housing rules.

### **Actions planned to reduce the number of poverty-level families**

In the past, CDBG funds have been allocated to local homeless shelters, a domestic abuse shelter, food pantry and other public service agencies that directly serve families and individuals that are facing financial hardship. The City will continue to fund public service agencies under the CDBG program guidelines.

### **Actions planned to develop institutional structure**

City staff will continue to participate and serve on community organization boards to maintain open communication with other governmental entities and service providers throughout the community.

### **Actions planned to enhance coordination between public and private housing and social service agencies**

City staff will continue to participate with the Winnebagoland Housing Coalition which is a valuable forum used to communicate ongoing or developing issues within the community, especially in terms of housing, homelessness and the needs of special populations. City staff will use these discussions to evaluate needs in terms of how CDBG funds may be able to fund activities to assist with these issues.

### **Discussion:**

## Program Specific Requirements

### AP-90 Program Specific Requirements – 91.220(I)(1,2,4)

#### Introduction:

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

#### Community Development Block Grant Program (CDBG)

##### Reference 24 CFR 91.220(I)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
<b>Total Program Income:</b>	<b>0</b>

#### Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	75.00%

**HOME Investment Partnership Program (HOME)  
Reference 24 CFR 91.220(l)(2)**

1. A description of other forms of investment being used beyond those identified in Section 92.205 is as follows:

The City of Oshkosh does not receive HOME funds.

2. A description of the guidelines that will be used for resale or recapture of HOME funds when used for homebuyer activities as required in 92.254, is as follows:

The City of Oshkosh does not receive HOME funds.

3. A description of the guidelines for resale or recapture that ensures the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4) are as follows:

The City of Oshkosh does not receive HOME funds.

4. Plans for using HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds along with a description of the refinancing guidelines required that will be used under 24 CFR 92.206(b), are as follows:

The City of Oshkosh does not receive HOME funds.

**Discussion:**

## Attachments

**Citizen Participation Comments**

**CITIZEN PARTICIPATION COMMENTS**

**2015-2019 CONSOLIDATED PLAN**

No comments were received.





**CITY OF OSHKOSH**  
**2015-2019**  
**CONSOLIDATED PLAN**

**EXHIBITS**

## APPENDIX A

### CITIZEN PARTICIPATION PLAN

Per 24 CFR 91.105, the City of Oshkosh is required to adopt a citizen participation plan that sets forth the City's policies and procedures for citizen participation. The City of Oshkosh will approve a citizen participation plan on March 24, 2015 with the adoption of the 2015-2019 Consolidated Plan.

The Citizen Participation Plan provides for and encourages citizens to participate in the development of the consolidated plan, any substantial amendments to the consolidated plan and the performance report. The Plan is designed especially to encourage participation by low and moderate income persons, particularly those living in slum and blighted areas, and in areas where CDBG funds are proposed to be used, and by residents of predominantly low and moderate income neighborhoods. Actions will be taken to encourage the participation of all citizens, including minorities and non-English speaking persons, as well as persons with disabilities.

The City of Oshkosh encourages collaboration with the Oshkosh/Winnebago County Housing Authority and the residents of public and assisted housing developments during the process of developing and implementing the Consolidated Plan, along with other low-income residents of targeted revitalization areas in which the developments are located. The Department of Community Development strives to provide information to the Oshkosh/Winnebago County Housing Authority about consolidated plan activities related to its developments and surrounding communities.

#### Policies

1. Before the City adopts a consolidated plan, the City will make available to citizens, public agencies, and other interested parties information that includes the exact amount of assistance the City expects to receive (including grant funds and program income) and the range of activities that will be undertaken, including the estimated amount that will benefit persons of low and moderate income.

During project development, it is the City of Oshkosh's goal to minimize displacement of persons and to assist any person displaced. During redevelopment or rehabilitation projects, the City will work with citizens and property owners to present assistance available during the displacement period. Depending on the nature and scope of the project, this information will be made available in written and/or oral formats. City staff will be available to meet with those being displaced to continue any necessary discussion.

2. The City of Oshkosh will publish the proposed consolidated plan in a manner that allows cities, public agencies, and other interested parties a reasonable opportunity to examine its contents and submit comments. A summary will be published in the *Oshkosh Northwestern*, which is a newspaper of general circulation. Copies of the entire proposed consolidated plan will also be available for review at the Oshkosh Public

Library (106 Washington Avenue, Oshkosh, 54901), at the City of Oshkosh Department of Community Development (Room 204, City Hall, 215 Church Avenue, Oshkosh, 54901), and online at [www.ci.oshkosh.wi.us](http://www.ci.oshkosh.wi.us) on the Department of Community Development's web page. In addition, the City will provide a reasonable number of free copies of the plan to citizens and groups that request it.

The notice will include information on the public hearing that is held, including location, date, and time.

3. The published notice in the *Oshkosh Northwestern* (described above) will initiate a 30-day period to receive comments from citizens on the consolidated plan.
4. During the preparation of the consolidated plan, the City of Oshkosh will consider any comments or views received at public hearings or by other means (telephone, email, etc.). A summary of these comments or views, and a summary of any comments or views not accepted and the reasons therefore, will be attached as an appendix to the consolidated plan.
5. **Amendments to the Consolidated Plan.** The City of Oshkosh will amend the plan if, during the program year, it is decided not to carry out an activity described in the annual action plan, propose a new project, or to substantially change the purpose, scope, location, or beneficiaries of an activity. For purposes of this Plan, the criteria for substantial is defined to be an action which increases or decreases an project category (Housing & Neighborhood Development, Public Services, etc.) by an amount equal to or in excess of ten percent (10%) of the current entitlement grant, or if the location of a project is changed in a manner that would deprive persons originally included of specific benefits. A public hearing to amend the action plan would be held before the Common Council. Public notice, as outlined previously in this Plan, would be used to provide citizens an opportunity to comment on the proposed amendment.

A period of not less than 30 days will be provided to receive comments on the substantial amendment before the amendment is implemented.

During the preparation of substantial amendments to the consolidated plan, the City of Oshkosh will consider any comments or views received at public hearings or by other means (telephone, email, etc.). A summary of these comments or views, and a summary of any comments or views not accepted and the reasons therefore, will be attached as an appendix to the substantial amendment to the consolidated plan

6. **Performance Reports.** A period of not less than 15 days will be provided in order to receive comments on the Consolidated Annual Performance and Evaluation Report (CAPER) prior to the submission of the report to HUD. The CAPER is due to HUD within 90 days of the end of the program year. The City of Oshkosh's program year ends April 30; therefore, the performance report is due to HUD by the end of July. Thus, this review period will typically be conducted during July.

Notice of the period to review and comment will be printed as a legal notice in the *Oshkosh Northwestern*. Copies will be available for review at the Department of Community Development and online at [www.ci.oshkosh.wi.us](http://www.ci.oshkosh.wi.us) on the Department of Community Development's web page. Comments or view of citizens will be accepted in both written and oral formats (at public hearings). A summary of these comments or views will be attached to the CAPER and submitted to HUD.

7. **Public Hearings.** The Department of Community Development will hold a minimum of two public hearings at two different stages of the program year to obtain citizen's views and to respond to questions and comments.

Notice will be provided a minimum of 10 days in advance of the public hearing and published in the *Oshkosh Northwestern*.

The hearings will address housing and community development needs, development of proposed activities, and review of program performance. The hearings will be held at times and locations convenient to potential and actual beneficiaries, and in locations accessible by persons with disabilities. Specifically, these hearings will be held in locations that are ADA accessible. Typically, these meetings will be held at City Hall, which is in the central business district and central to the majority of low and moderate income (LMI) census tracts and block groups and therefore in close proximity to CDBG-funded projects.

In instances where a significant number of non-English speaking residents can be reasonably expected to attend, the City of Oshkosh will make arrangements to provide interpreters.

8. **Meetings.** Meetings held regarding development of the consolidated plan, substantial amendments, annual action plan, and the performance report will be held in a place and at a time reasonably accessible.
9. **Availability to the Public.** The consolidated plan as adopted, substantial amendments, annual action plan, and the performance report will be available to the public in the following locations:
  - a. Department of Community Development
  - b. City of Oshkosh's website, [www2.ci.oshkosh.wi.us](http://www2.ci.oshkosh.wi.us) on the Department of Community Development, Planning Division web page.

The Department of Community Development will, upon request, make available these documents in a form accessible to persons with disabilities.

10. **Access to Records.** The City of Oshkosh will provide citizens, public agencies, and other interested parties with reasonable and timely access to information and records relating to the consolidated plan and the use of assistance in HUD programs.

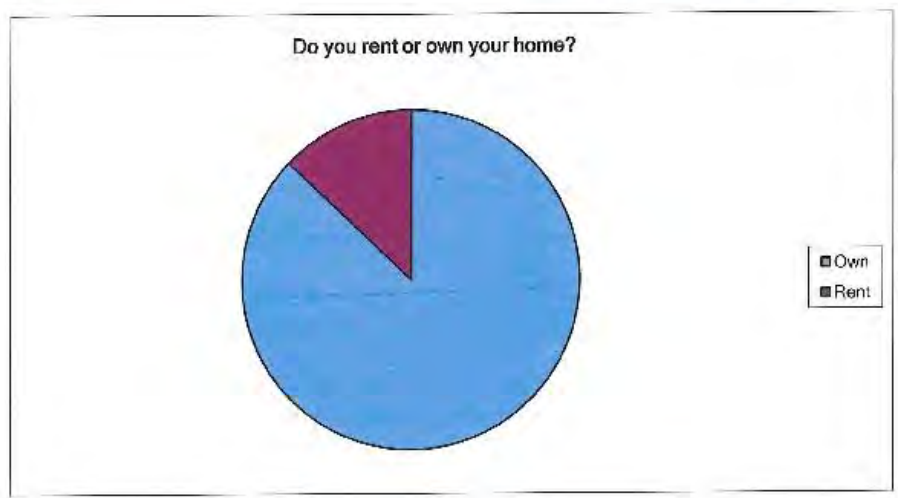
11. Technical Assistance. Upon request and where applicable, technical assistance will be provided to groups representative of persons of low and moderate income that request such assistance in developing proposals for funding assistance under any of the programs covered by the consolidated plan. The assistance need not include the provision of funds to the groups.
12. Complaints. Citizens dissatisfied with any aspect of the consolidated plan, substantial amendments, annual action plan, and the performance report are advised to contact the Department of Community Development. If a citizen feels their complaint or grievance has not been satisfactorily addressed through discussion, the citizen may file a written statement. The Department of Community Development will provide a written response to the complaint within 15 working days. All written complaints or grievances, and the City's response will be forwarded to the Milwaukee Area Office of the U.S. Department of Housing and Urban Development for review. Complainants will also be provided with the name and address of a HUD representative whom they may contact directly.

EXHIBIT B

Question 1 Community- Wide Survey

Do you rent or own your home?

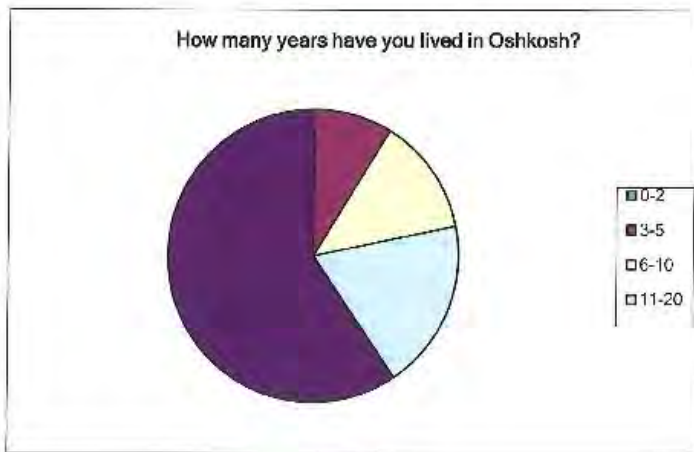
Answer Options	Response Percent	Response Count
Own	87.1%	61
Rent	12.9%	9



### Question 2 Community- Wide Survey

How many years have you lived in Oshkosh?

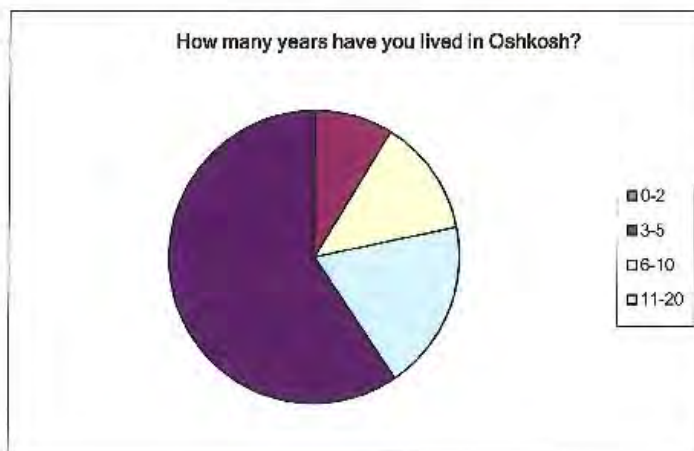
Answer Options	Response Percent
0-2	0.0%
3-5	8.7%
6-10	13.0%
11-20	18.8%
over 20	59.4%



### Question 2 Community- Wide Survey

How many years have you lived in Oshkosh?

Answer Options	Response Percent
0-2	0.0%
3-5	8.7%
6-10	13.0%
11-20	18.8%
over 20	59.4%

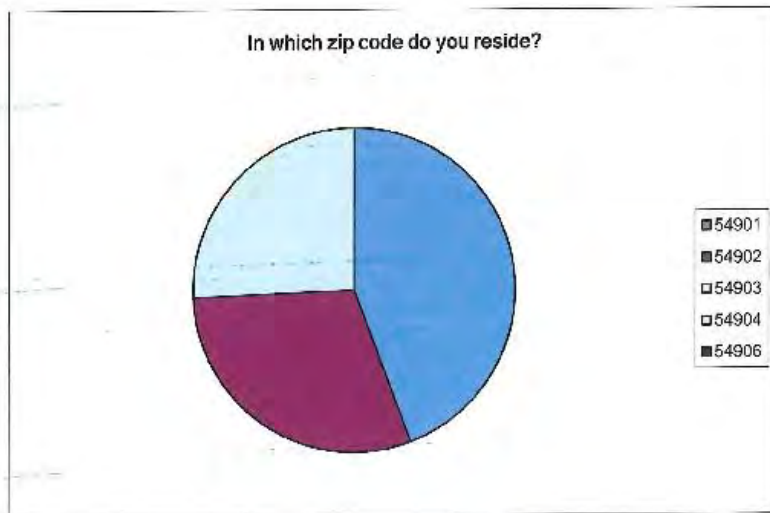




### Question 3 Community- Wide Survey

In which zip code do you reside?

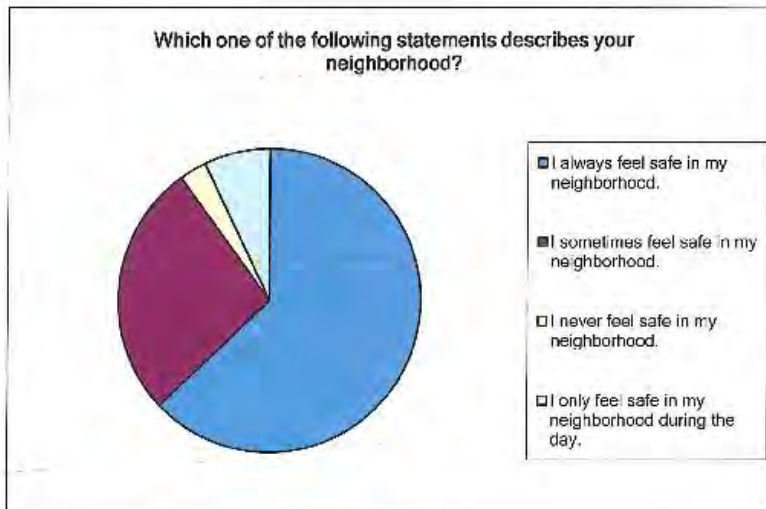
Answer Options	Response Percent
54901	44.3%
54902	30.0%
54903	0.0%
54904	25.7%
54906	0.0%



#### Question 4 Community- Wide Survey

Which one of the following statements describes your neighborhood?

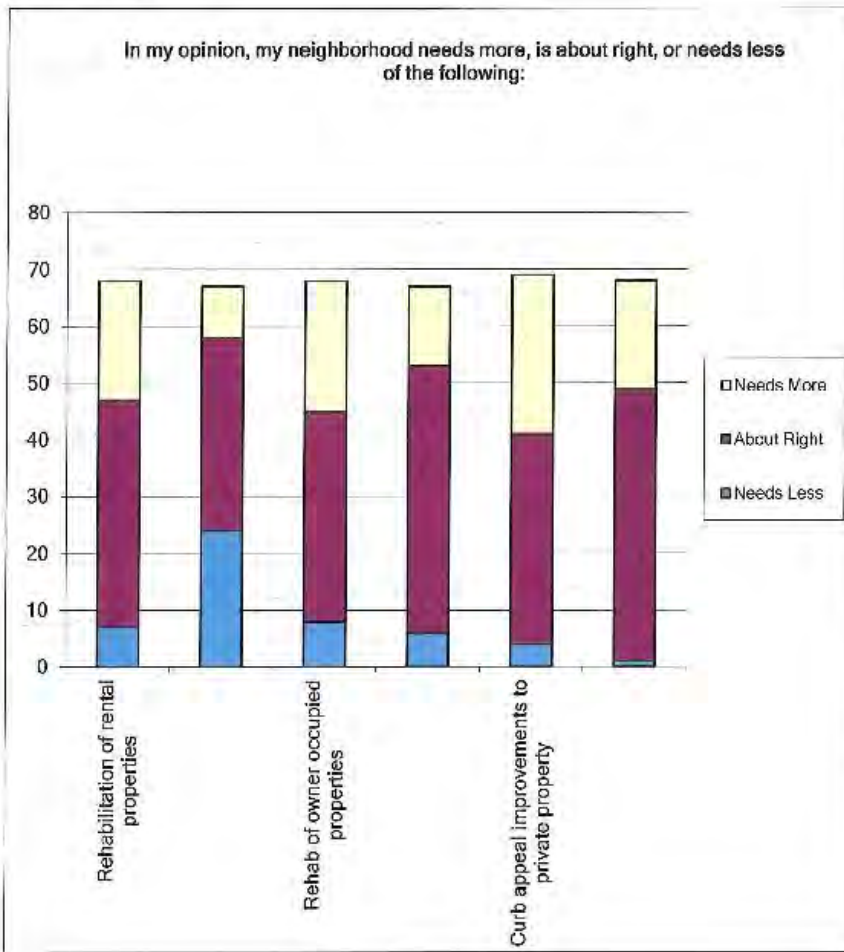
Answer Options	Response Percent
I always feel safe in my neighborhood.	62.9%
I sometimes feel safe in my neighborhood.	27.1%
I never feel safe in my neighborhood.	2.9%
I only feel safe in my neighborhood during the day.	7.1%



**Question 5 Community- Wide Survey**

In my opinion, my neighborhood needs more, is about right, or needs less of the following:

Answer Options	Needs More	About Right	Needs Less
Rehabilitation of rental properties	21	40	7
Availability of affordable rental housing	9	34	24
Rehab of owner occupied properties	23	37	8
Opportunities for affordable home ownership	14	47	6
Curb appeal improvements to private property	28	37	4
Neighborhood Stability	19	48	1
Other (please specify)			



In my opinion, my neighborhood needs more, is about right, or needs less of the following:

1. One property in my neighborhood on Greenfield Trail has an extreme amount of lawn "decorations" spewing out into the yard that you cannot see a single blade of grass. There are tarp-covered cars and garbage bags that line the driveway. It is an extreme eye sore - there must be something that can be done. If our garbage cans cannot even face the road, this hoarding must be in violation of some ordinance!
2. Snow not shoveled on many walks
3. remove drug dealers
4. It would be nice if there was more control of the Cumberland Apartments specifically the people, the area/lawn/lots are maintained nicely.
5. Stricter guidelines on who you rent to at low income apts, such as Cumberland, there are some shady people who live there
6. A park with children's play equipment on the North side of town.
7. Private and rental properties around the neighborhood need some upkeep to make it more appealing to new homeowners.
8. Stop rental conversions
9. Loud (window shaking) vehicle & stereo noise. 10" terrace & no place to put snow. Fast traffic so hard to get in & out of driveway. Vandalism & noise from bar crowds. Too many rental houses & poor maintenance. Need more dog friendly places.
10. I live by the new Oaklawn school.
11. More police patrols. More lighting and traffic control on Otter Ave.

### Question 6 Community- Wide Survey

Do you see other neighborhoods/areas of concern in Oshkosh? Please specify.

Response Text
1 pot holes bad roads
2 Parkway ave from N Main st to Bowen St needs to be re-done. That road is horrible. Waugoo Ave, Bowen ST from Ceape ave to washington ave needs a face lift.
3 Downtown needs to be cleaner, classier, more beautiful, and open on Sundays. Parking should be better. A parking garage in the 400-600 Main Street block should be built.
4 From Oshkosh Avenue to the river
5 Parkway, Broad, Merritt (I would not want to walk in these neighborhoods at night.) Bowen/Evans I feel is dangerous.
6 Ceape and Otter run down properties...also it's an unsafe neighborhood.
7 Greenwood Ct. area is bad.
8 yes send them back to Milwaukee/chicago
9 College area rentals are an eyesore.
10 East side of Oshkosh is Jefferson Street
11 Jefferson, Mt Vernon north of Merritt
12 Northeast side of town in the area north of Murdock and east of Bowen.
13 Middle Village as well as the Otter/Rosalia/Ceape area
14 Obviously, the inner city--Central, Frederick, Franklin, etc. is an area of concern. But I think another area that is even in worse shape, and is often overlooked is the few blocks north of Murdock and west of Bowen. I would not feel safe in either of these neighborhoods at night.
15 East of Main St.
16 6th Ave - 9th Ave. needs revitalizing
17 central city and near east side need help
18 Just East and West of Main st.
19 Yes the 9th Ave area East of Knapp, the area east and north of the Leach amphitheater up to Irving College campus area S Main St from the river down to the boat landing the older industrial and vacant buildings and the rental area on Bowen north of Murdock. There are many properties in disrepair and some look abandoned.
20 Downtown and campus area
21 The central city area could benefit from residential improvements. Landlords have benefited from low prices on foreclosures and short sales but have not used the cost savings to reinvest in the properties. It will be a challenge to engage landlords to spend money on improvements for these rental units, however failing to do so drives the owner occupied residents. This will be a constant struggle especially with the dynamic of the proximity to the university.
22 Yes. East side of town around Menominee Park. Too many "low income" families in the area. Neighborhoods aren't safe and good families are leaving the area.
23 Area from River to Washington and Broad to Bay should be looked at for retooling.
24 Waugoo/ Ceape area, All around the UW Oshkosh campus

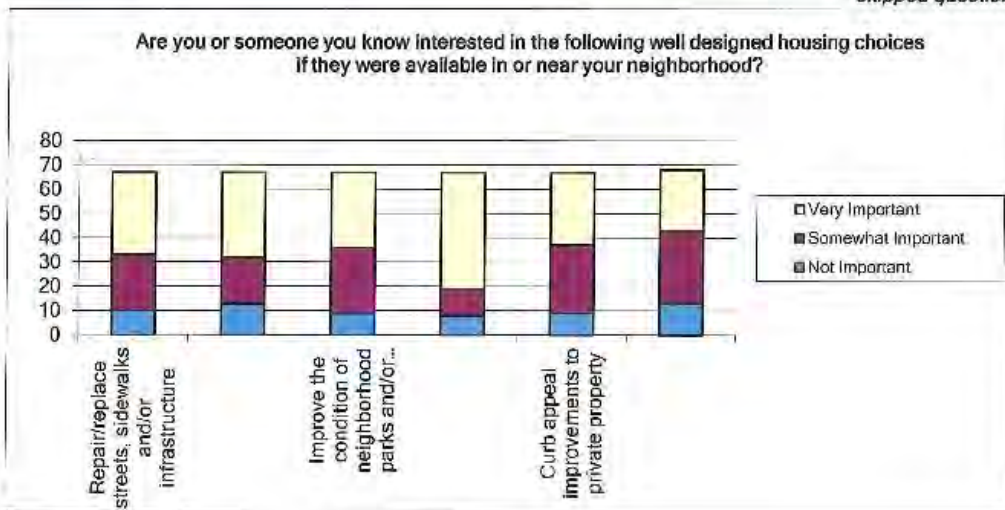
25	I see many homes with junk in front and along side, rotting porches, steps, and siding, etc. This is very unsightly and looks slovenly and slum-like and reflects very poorly on Oshkosh as a place to live. These people should be warned to clean up, given a set time to do so according the design standards, then fined when they do not. There is no excuse for being slovenly, nor is there any excuse for not taking corrective action.
26	yes neighborhoods around the downtown are
27	yes, central city Broad Street area, and the Bowen Street area on the northeast side of the city where the drug problem exists. Also, the UWO area where the slumlords are.
28	Homes in the college rental area seem more run down looking than ever before. They need to maintain the exteriors a lot better than they have been. The signage (business/rental advertising) on the homes looks tacky too.
29	There should be regulations and compliance regarding the placement and storing of garbage bins.
30	Obvious census tract data dictates, not self-promoting neighborhoods
31	Rental properties around the campus are an eyesore. Many downtown areas look like the slums in major cities.
32	follow through on existing plans or prior vision statement that have been in limbo for years.
33	South side, numbered streets, just south of the river.
34	Area near parkview and bowen
35	Quit wasting money driving the tactical vehicle to events and use it for what it was meant for. Huge waste to even get the monstrosity. Many other things were needed before this....Very disappointed.
36	East side. East of RR tracks.
37	Yes, all
38	Yes, north and south sides of the city need improvements.
39	East side between Main and Bowen, and near UW-Oshkosh.
40	The entire residential area surrounding UW-O

**Question 7 Community- Wide Survey**

Are you or someone you know interested in the following well designed housing choices if they were available in or near your neighborhood?

Answer Options	Very Important	Somewhat Important	Not Important
Repair/replace streets, sidewalks and/or infrastructure	34	23	10
Increase the opportunities for jobs/employment	35	19	13
Improve the condition of neighborhood parks and/or public	31	27	9
Slum/Blight elimination	48	11	8
Curb appeal improvements to private property	30	28	9
Streetscaping/ trees/ signage/ etc.	25	30	13
Other (please specify)			

*answered question  
skipped question*



**Other (please specify)**

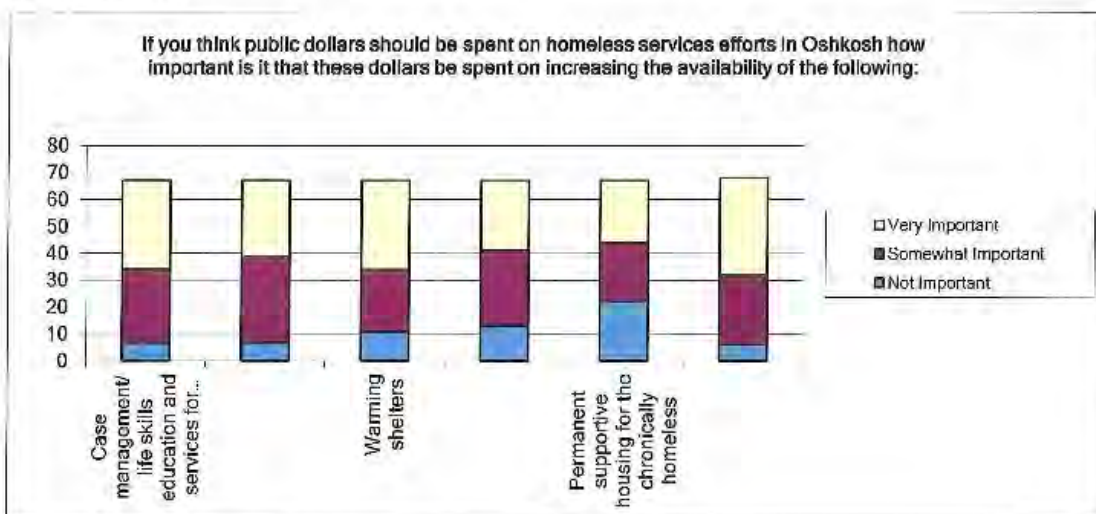
1	need more parks in newer subdivisions
2	Too many old unmaintained, or even unused commercial properties in and around the residential and modern business area.
3	Not happy about the scrutiny of the sidewalks that were replaced 2ish years ago for slight imperfections AND CHARGED TO THE OWNER, when should have been covered in our taxes. Especially angering is when the road in front of the slightly flawed square is in atrocious condition. And then going down Bowen and Main Streets, you find sidewalk squares almost completely gone.!!
4	Better and more winter plowing of streets!



### Question 8 Community- Wide Survey

If you think public dollars should be spent on homeless services efforts in Oshkosh how important is it that these dollars be spent on increasing the availability of the following:

Answer Options	Very Important	Somewhat Important	Not Important
Case management/ life skills education and services for homeless persons	33	27	7
Homelessness prevention programming	28	32	7
Warming shelters	33	23	11
Transitional housing	26	28	13
Permanent supportive housing for the chronically homeless	23	22	22
Essential needs (i.e. food, clothing, etc.)	36	26	6
Other (please specify)			



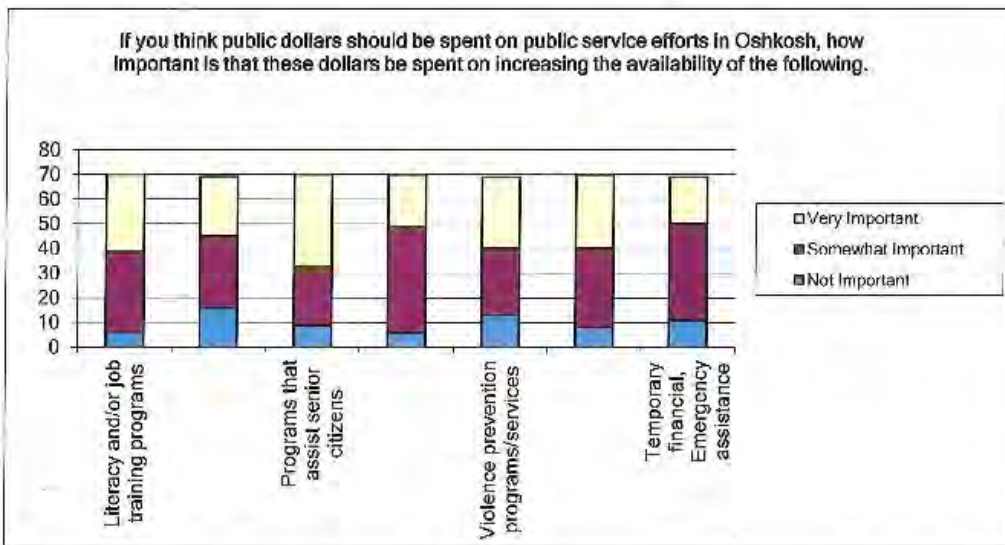
1	jobs
2	The homeless in the city is a blight that affects us all.
3	Homeless services should be more about educating in order to stop homelessness choices, not to provide shelters to those who choose not to change.
4	I am concerned that some current programs facilitate homeless individuals who choose that lifestyle.
5	just give them a free ticket out of town
6	Some people just would rather not work and beg for money such as the people by Walmart and Kwik trip on 9th
7	Send them to Appleton.
8	The homeless need to be motivated to move beyond their condition.
9	All of society should be responsible for themselves, not reliant on public funding.
10	Buzzwords get votes but the continuum for at-risk is the proper focus.
11	This question does not allow the option of saying I do not think public dollars should be spent on homeless which invalidates the survey if not answered.



**Question 9 Community- Wide Survey**

If you think public dollars should be spent on public service efforts in Oshkosh, how important is that these dollars be spent on increasing the availability of the following.

Answer Options	Vary Important	Somewhat Important	Not Important
Literacy and/or job training programs	31	33	6
Access to health/dental services for low/income residents	24	29	16
Programs that assist senior citizens	37	24	9
Financial counseling/literacy	21	43	6
Violence prevention programs/services	29	27	13
Alcohol and other drug abuse services	30	32	8
Temporary financial, Emergency assistance	19	39	11
Other (please specify)			

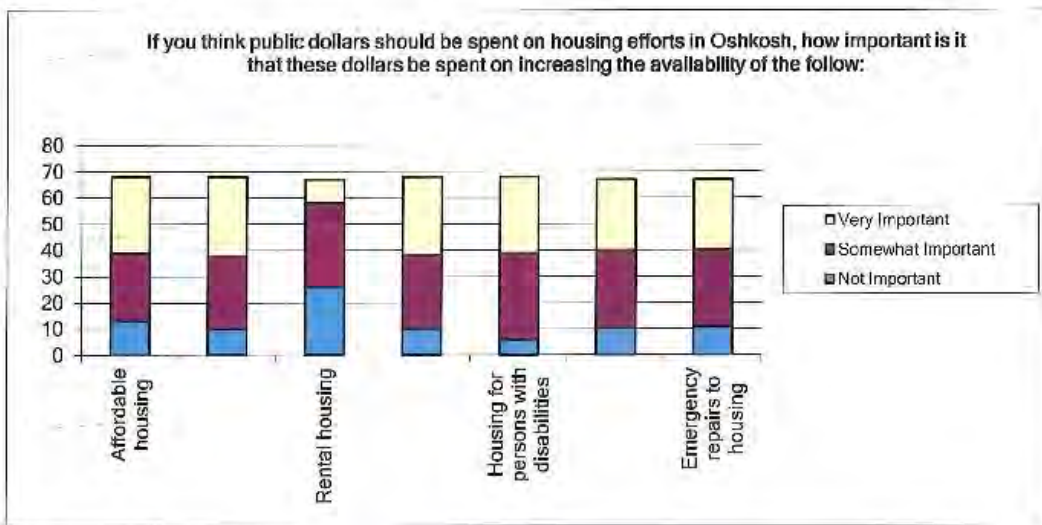


Number	Other (please specify)
1	If public dollars are to be used there needs to be enough case workers to truly verify that individuals are
2	temporary is key
3	Again, all people should be responsible for themselves, except in dire emergencies.
4	Too often emergency means throwing money after the problem becomes expensive rather than prevention.

**Question 10 Community- Wide Survey**

If you think public dollars should be spent on housing efforts in Oshkosh, how important is it that these dollars be spent on increasing the availability of the follow:

Answer Options	Very Important	Somewhat Important	Not Important
Affordable housing	29	26	13
Homeownership opportunities	30	28	10
Rental housing	9	32	26
Housing for seniors	30	28	10
Housing for persons with disabilities	29	33	6
Housing rehabilitation	27	30	10
Emergency repairs to housing	27	29	11
Other (please specify)			

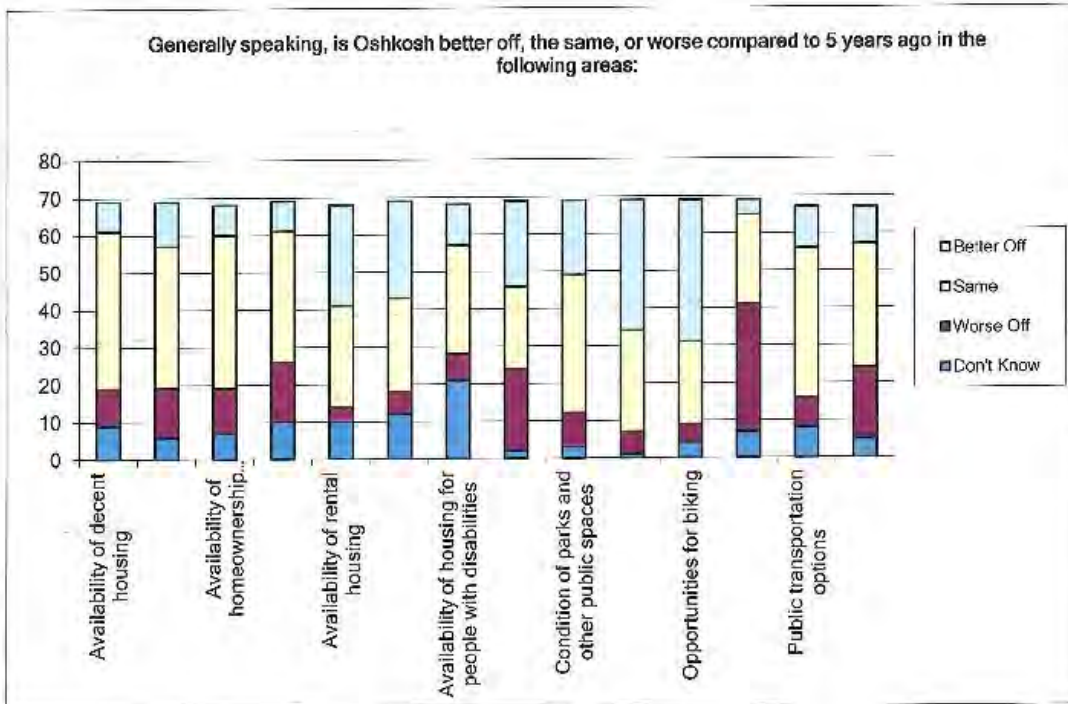


Number	Other (please specify)
1	stop providing rental subsidies to slum lords
2	Owners of rental properties should be able to pay for their own repairs to there buildings and not rely on public dollars.
3	Same as above.
4	Let the market deal with rehab and emergency needs. Senior supply is adequate and even disabled option near saturation.
5	I would like to see grants or other funds for neighborhood rejuvenation.

### Question 11 Community- Wide Survey

Generally speaking, is Oshkosh better off, the same, or worse compared to 5 years ago in the following areas:

Answer Options	Better Off	Same	Worse Off	Don't Know
Availability of decent housing	8	42	10	9
Availability of affordable housing	12	38	13	6
Availability of homeownership opportunities	8	41	12	7
Availability of financing for home improvements	8	35	16	10
Availability of rental housing	27	27	4	10
Availability of housing for seniors	26	25	6	12
Availability of housing for people with disabilities	11	29	7	21
Condition of streets and sidewalks	23	22	22	2
Condition of parks and other public spaces	20	37	9	3
Opportunities for walking	35	27	6	1
Opportunities for biking	38	22	5	4
Opportunities for jobs/employment	4	24	34	7
Public transportation options	11	40	8	8
Safe places for children to play	10	33	19	5
Other (please specify)				



Generally speaking, is Oshkosh better off, the same, or worse compared to 5 years ago in the following areas:

Number      Other (please specify)

1	Many parks designed for younger children have been taken over by roving teenagers who are intimidating to even adults.
2	Spotty improvements have not made enough of a positive impact on the "entrances" and mainways of Oshkosh.
3	Safe places- need to get drunken vagrants out of parks.
4	more night patrols to police criminal element
5	bike lanes in the middle of Sawyer Street, Really! Not too safe
6	Tight lending standards restrict and the absence of new fully subsidized rental units in the face of stagnant

## Question 12 Community- Wide Survey

Please provide additional comments or recommendations you have on the use of public funds for community development efforts in Oshkosh over the next 5 years:

- | Number | Response Text  |
|--------|--|
| 1      | To fix roads that need actually need to be fixed. Tear down houses that can't be fixed. Install speed bumps on N Main st between N Main st and Irving Ave (i see way too many people almost get hit because the road is too narrow for all those cars. By putting speed bumps, people will hopefully go 25mph and not faster)  |
| 2      | Oshkosh does not seem to be on the right course. How can a city on the water, with a major state university still not be able to project a positive image? Who is chomping on the but to move to Oshkosh?  |
| 3      | Better or advertised/publicised options for tot-aged kids on the weekends. Aquatic center and waterpark would be great at the old Pioneer in - perhaps it a mix of recreation, resort, and housing. Incentivize grocery stores to offer delivery services to home-bound households - new moms and disabled/elderly. Highlight in an-easy-to-find commerce website the businesses/public places that are handicap/new-mom (nursing room) friendly. !! ADVERTISE and PROMOTE the Parks/businesses "what to do in the winter" offerings. Where can someone/a family rent a pair of ice skates or snow shoes and skate outside? Parking garage in 400-600 block of Main. Main street facade improvements. Baby-friendly restroom facilities at the Menominee park softball restroom. Green Lake offers a Ladies Day Out Ice Fishing option...what area business offers that or anything of the sort on Lake Winnebago? Let's work on making this city a more pleasant one to Look At and be in. Have the Grand Opera House host StoryCorps and the Moth Radio Hour and Jim Feldman's Whaddya Know, etc.. |
| 4      | Increase street lights and improve the brightness of them. In the twelve years we've owned our house the street lights have been cut in half on our block - twice. There are areas that don't have any light at all. It's kind of frightening at night and we live in a nice area of the city.   |
| 5      | fix roads - main street area   |
| 6      | I believe that slumlord rental properties degrade neighborhoods. I would be in favor of a program that would correct this, possibly a rental inspection program.   |
| 7      | Fix New York Ave. Ceape Street, Washington II<br>Crime prevention, more park patrols]<br>Make slum landlords clean up college area housing   |
| 8      | A park with playground equipment for the north side. The library.  |
| 9      | Best use is improving quality of life features, because when you do that it attracts professionals and more affluent, which helps everyone. Focusing on the poor does not help the community as a whole progress and change.   |
| 10     | Funds available for home repairs   |
| 11     | Lack of shopping and places to eat.]<br>People in the Fox Valley say Oshkosh is the slum of the Fox Valley. Any improvement.]<br>Many people are leaving Oshkosh and moving to Algoma and Omro to avoid taxes and to having a nicer place to live.   |
| 12     | Not in support of entitlement programs.  |
| 13     | Support home ownership development and diminish assistance to owner rehab where bad owners and bad properties are bad investments. The market will better repair.  |
| 14     | More and better efforts for safe cycling through the city.   |
| 15     | Purchase some of the glut of foreclosures and convert to neighborhood job and service centers  |

- 16 There are plenty of state opportunities for low income assistance programs, and lets face it, keeping the poor in poor looking communities will only continue the mindset, regardless of how much assistance is delivered on top of the state. If we focus on neighborhood rejuvenation, we improve resident outlook, make the city more welcoming to new residents, increasing property values and tax base. It also helps provide homeowners alternatives to incomplete or improper repairs, renovation projects and more, reducing blight for ALL.
- 17 The main priority of the city should be to put as many resources as possible toward renewing infrastructure (streets, sanitary and storm sewer, retention areas, bridges) not revitalizing downtown, not new city equipment.
- 18 Plant trees on streets w/ almost no trees

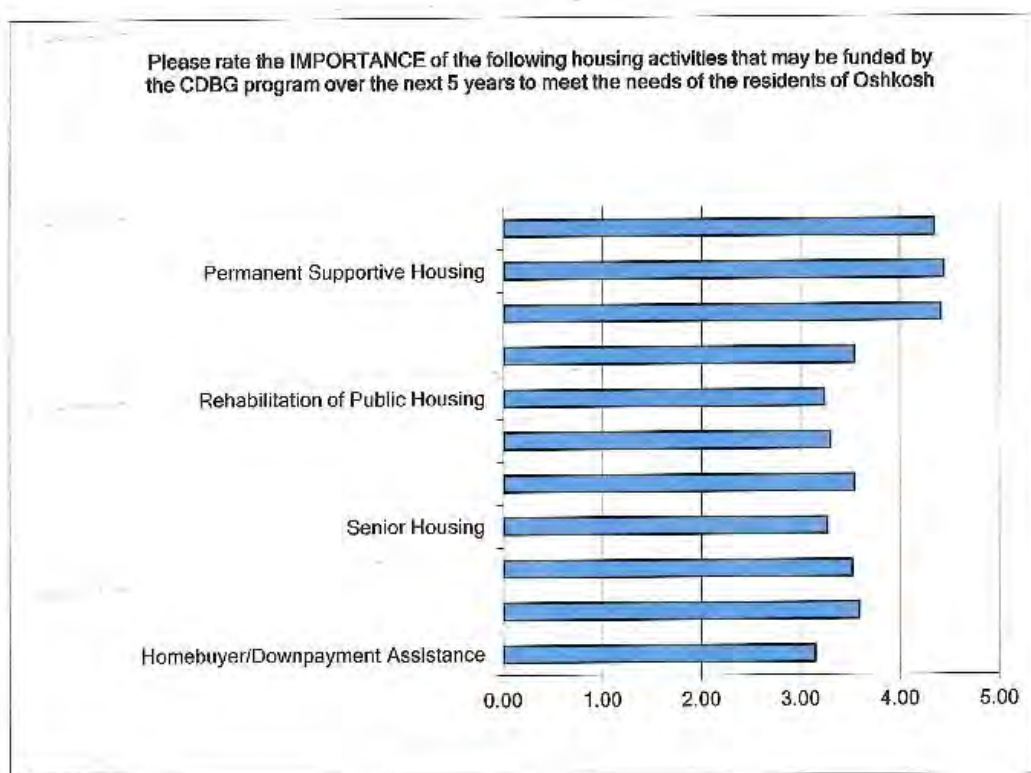


EXHIBIT C

Question 1 Stakeholders Survey

Please rate the IMPORTANCE of the following housing activities that may be funded by the CDBG program over the next 5 years to meet the needs of the residents of Oshkosh

Answer Options	Low					High	Don't Know	Rating Average
Homebuyer/Downpayment Assistance	3	4	9	6	4	3	3.15	
Homeowner Rehabilitation	1	6	5	6	9	2	3.59	
Rental Rehabilitation	3	1	9	7	7	2	3.52	
Senior Housing	2	7	4	8	5	2	3.27	
Housing for Persons with Disabilities	1	7	4	5	9	2	3.54	
New Housing Construction for Low/Moderate Income	1	10	3	6	7	2	3.30	
Rehabilitation of Public Housing	1	5	8	9	2	3	3.24	
Neighborhood Revitalization Activities	1	6	5	9	7	0	3.54	
Transitional Housing	0	1	2	9	15	1	4.41	
Permanent Supportive Housing	0	1	3	6	17	2	4.44	
Homeless Prevention	0	0	5	9	15	0	4.34	



## Question 2 Stakeholders Survey

In your opinion will the NEED for the following housing activities increase, remain the same, or decrease over the next 5 years?

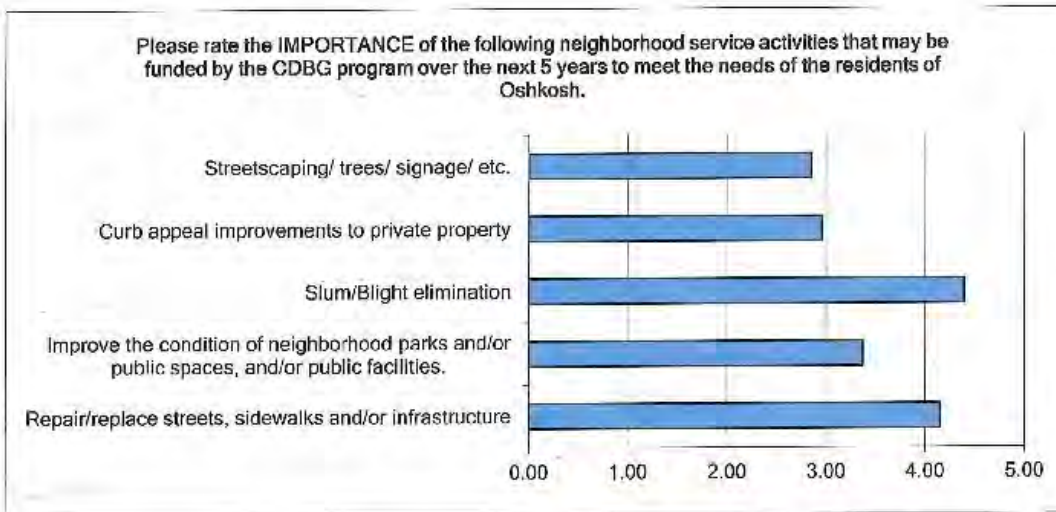
Answer Options	Increase	Remain the Same	Decrease	Don't Know	Rating Average
Homebuyer/Downpayment Assistance	5	16	3	4	1.92
Homeowner Rehabilitation	13	12	0	3	1.48
Rental Rehabilitation	13	12	1	2	1.54
Senior Housing	17	9	0	2	1.35
Housing for Persons with Disabilities	13	10	0	5	1.43
New Housing Construction for Low/Moderate Income	8	15	1	4	1.71
Rehabilitation of Public Housing	3	15	3	7	2.00
Neighborhood Revitalization Activities	10	16	0	2	1.62
Transitional Housing	22	5	0	1	1.19
Permanent Supportive Housing	21	5	0	2	1.19
Homeless Prevention	20	7	0	0	1.26



**Question 3 Stakeholders Survey**

Please rate the **IMPORTANCE** of the following neighborhood service activities that may be funded by the CDBG program over the next 5 years to meet the needs of the residents of Oshkosh.

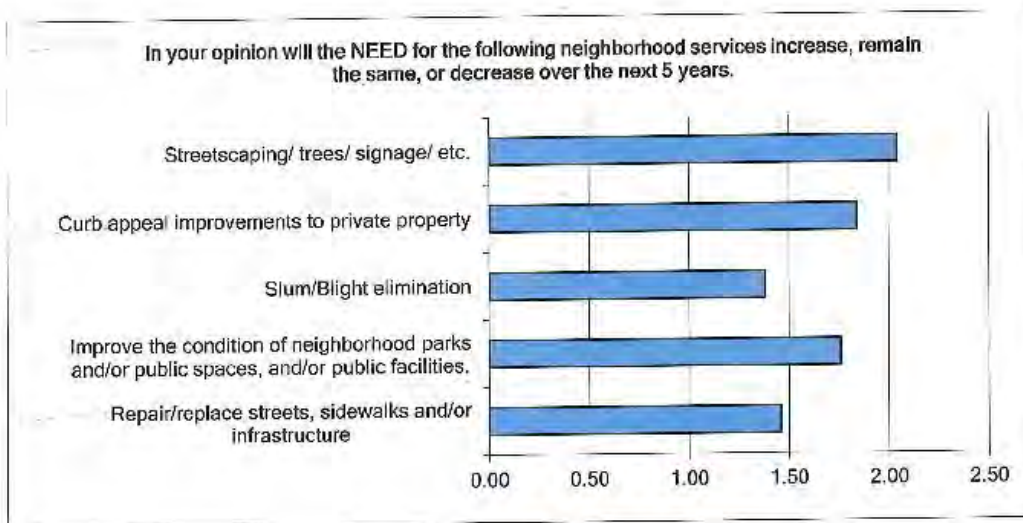
Answer Options	Low					High	Don't Know	Rating Average
Repair/replace streets, sidewalks and/or infrastructure	0	1	6	8	12	1	4.15	
Improve the condition of neighborhood parks and/or public spaces,	1	5	9	7	5	1	3.37	
Slum/Blight elimination	0	1	3	8	16	0	4.39	
Curb appeal improvements to private property	5	2	10	9	1	1	2.96	
Streetscaping/ trees/ signage/ etc.	3	7	9	7	1	1	2.85	



**Question 4 Stakeholders Survey**

In your opinion will the NEED for the following neighborhood services increase, remain the same, or decrease over the next 5 years.

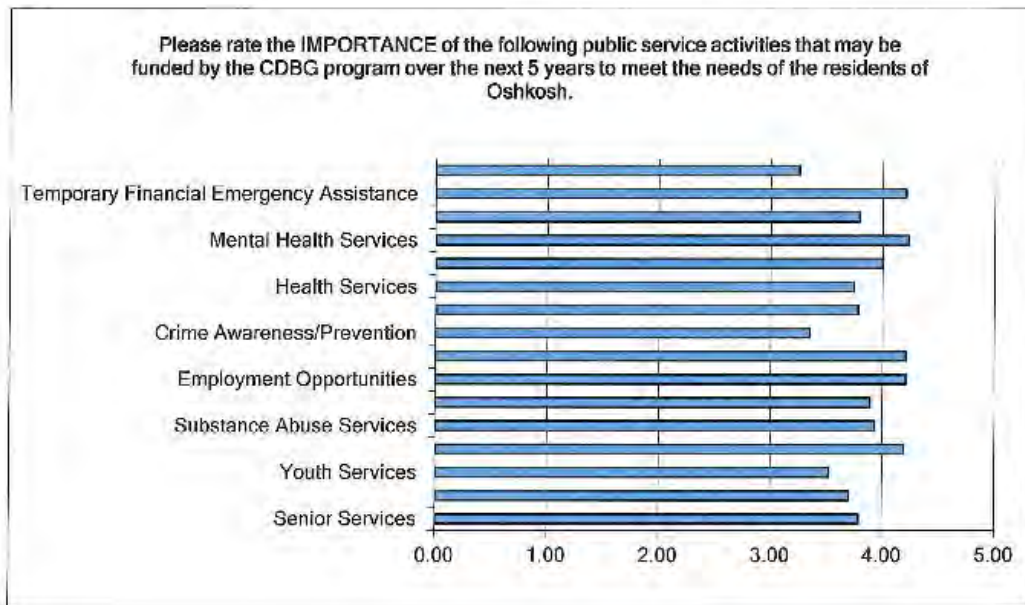
Answer Options	Increase	Remain the Same	Decrease	Don't Know	Rating Average
Repair/replace streets, sidewalks and/or infrastructure	14	12	0	2	1.46
Improve the condition of neighborhood parks and/or	6	19	0	3	1.76
Slum/Blight elimination	16	10	0	2	1.38
Curb appeal improvements to private property	5	19	1	3	1.84
Streetscaping/ trees/ signage/ etc.	2	20	3	3	2.04



### Question 5 Stakeholders Survey

Please rate the **IMPORTANT** of the following public service activities that may be funded by the CDBG program over the next 5 years to meet the needs of the residents of Oshkosh.

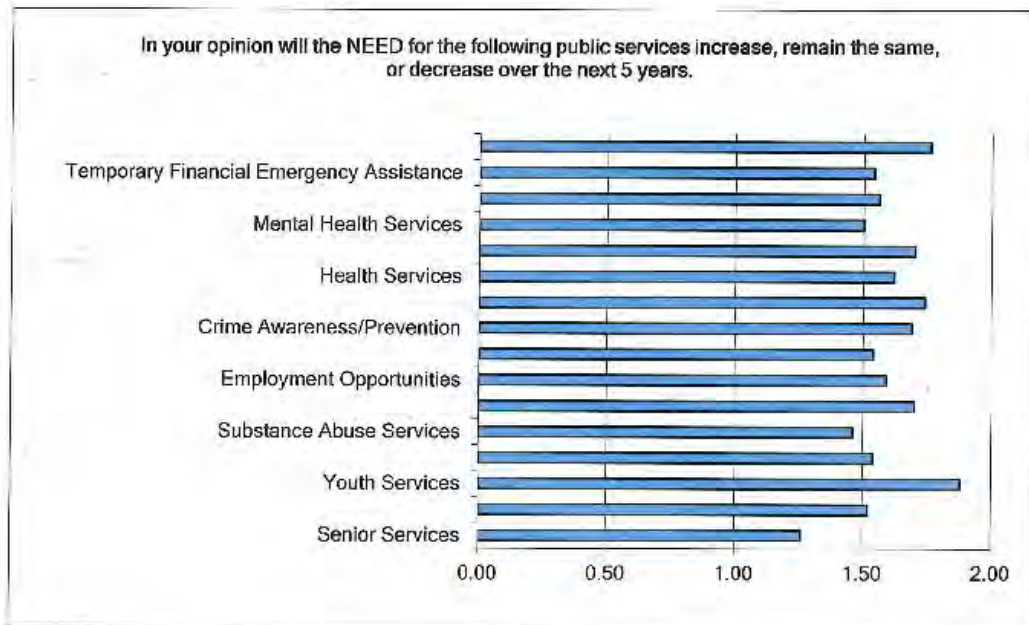
Answer Options	Low				High	Don't Know	Rating Average
Senior Services	1	4	6	6	11	0	3.79
Handicapped Services	1	3	7	8	8	1	3.70
Youth Services	1	1	13	7	5	0	3.52
Transportation Services	0	0	8	5	13	0	4.19
Substance Abuse Services	0	1	9	9	9	0	3.93
Services for Battered and Abused Persons	0	5	4	8	11	0	3.89
Employment Opportunities	0	2	4	8	14	0	4.21
Employment Training	1	1	3	9	14	0	4.21
Crime Awareness/Prevention	1	3	13	4	5	0	3.35
Child Care Services	0	3	8	8	8	1	3.78
Health Services	1	3	7	7	9	1	3.74
Services for Abused and Neglected Children	1	1	8	4	13	0	4.00
Mental Health Services	0	1	5	7	13	1	4.23
Food Pantries	0	4	9	4	11	0	3.79
Temporary Financial Emergency Assistance	0	0	7	8	13	0	4.21
Neighborhood Revitalization	3	3	11	6	5	0	3.25



### Question 6 Stakeholders Survey

In your opinion will the NEED for the following public services increase, remain the same, or decrease over the next 5 years.

Answer Options	Increase	Remain the Same	Decrease	Don't know	Rating Average
Senior Services	20	7	0	1	1.26
Handicapped Services	12	13	0	2	1.52
Youth Services	6	17	3	1	1.88
Transportation Services	14	13	1	0	1.54
Substance Abuse Services	15	10	1	2	1.46
Services for Battered and Abused Persons	8	19	0	1	1.70
Employment Opportunities	12	14	1	1	1.59
Employment Training	14	13	1	0	1.54
Crime Awareness/Prevention	8	18	0	2	1.69
Child Care Services	8	18	1	1	1.74
Health Services	12	12	2	2	1.62
Services for Abused and Neglected Children	8	19	0	1	1.70
Mental Health Services	14	11	1	2	1.50
Food Pantries	13	13	1	0	1.56
Temporary Financial Emergency Assistance	15	11	2	0	1.54
Neighborhood Revitalization	7	17	1	2	1.76

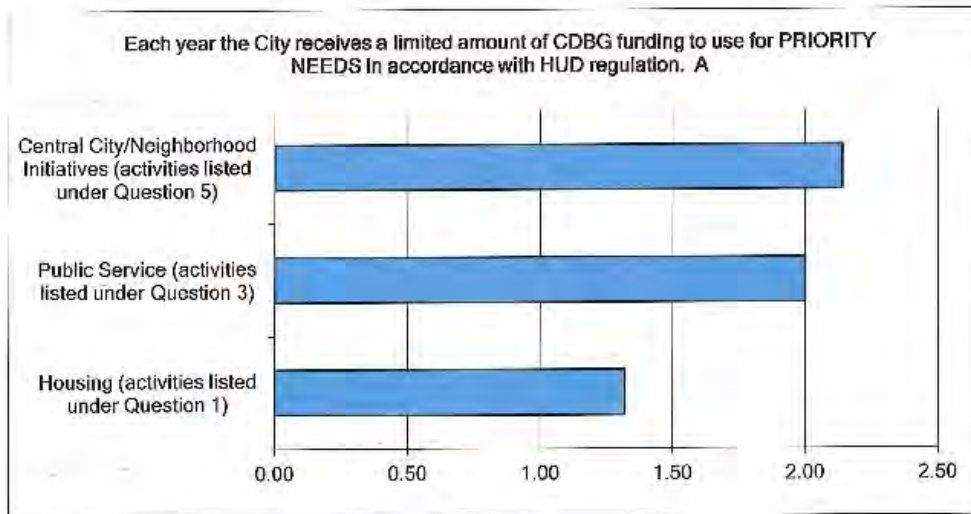




### Question 7 Stakeholders Survey

Each year the City receives a limited amount of CDBG funding to use for PRIORITY NEEDS in accordance with HUD regulation. Applications for funding far exceed the amount available each year from HUD to help with these needs. Based on you knowledge of the community and the greatest needs, please rank the following general categories of activities from highest to lowest priority.

Answer Options	High	Medium	Low	Rating Average
Housing (activities listed under Question 1)	21	5	2	1.32
Public Service (activities listed under Question 3)	6	16	6	2.00
Central City/Neighborhood Initiatives (activities listed	6	12	10	2.14



## Question 8 Stakeholders Survey

Please provide any additional comments or recommendations related to the use of CDBG and other public funds in addressing local community development needs over the next 5 years.

Number	Response Text	Categories
1	It's time for this group to look at funding that's already being allocated to these types of projects and determine if the programs are worthy of additional money. Just because they are listed as a resource doesn't mean they have adequate outcomes. Or that there are 10 different organizations doing the same thing all asking for money.	
2	These lists are far too broad, especially public service category. City needs to focus on what it does best with limited CDBG funds: central city/neighborhoods, housing, transportation. County agencies and depts are better able to prioritize public service needs.	
3	I think question #7 is incorrect? #3 is central city/neighborhood initiatives and #5 is public service?	
4	I've heard from home owners and landlords it may be helpful to have rehab services geared toward more of the interior of the property rather than mostly just exterior work.	
5	<p>I know most of the public housing has undergone renovations, so I rated that low right now. Also, based on the lower unemployment numbers for Oshkosh, I felt job training and employment focus was rated low. The revitalization efforts in slum/blighted areas are great and would like to see that service continued (drop a dumpster on a block for a week). Provide incentives for renters/landlords to keep their property looking nice. I feel housing is the largest priorities, as foreclosures remain high and people don't have enough income to meet their basic needs, saving for a down payment for housing ownership is next to impossible, yet home ownership shows a better return to a community in terms of addressing blight, crime, pride of community, etc. I am grateful to see that Fr. Carr's Place 2 Be is under new direction and am hopeful that people who are temporarily homeless will feel welcome to use their services, in addition to the wonderful Day by Day Service, which is usually at capacity. Between those two services, our homeless should be able to get some help in getting back on their feet. (If they so choose.)</p> <p>I do think Oshkosh needs an indoor kids play land or something of that nature, but that would be a private venture. Our downtown is showing great signs of growth that should continued to be nurtured, and to that end, I would like the developing Riverwalk to encompass Oshkosh's history with art pieces depicting history in a way that offers photo opportunities along the way. For example, for Oshkosh B'Gosh, the front of a bronze pair of Bib overalls could depict their history and a person could stand behind them for a picture. Morgan Doors would be represented with a doorway to walk through. Paine Lumber could be done with logs, etc.</p> <p>I can be contacted at jkstark1998@sbcglobal.net if interested in talking further. ☺</p>	
	Karla Stark	
6	If money was available to the citizens of Oshkosh that needed it, you would not have the concerns of the Central City.	
7	Housing First and Infrastructure are vital	
8	Housing is a great need in the Oshkosh area. While the community is doing wonderful in getting people into housing, there is not near enough attention or effort being placed in homeless prevention.	
9	Basic needs such as providing food & meals are important for low income citizens who are in need.	
10	I personally work with emergency financial assistance everyday and see the need for people to find affordable housing or stable housing increasing. Without jobs and with their barriers such as income, mental illness, medical needs disabilities etc this need will not go away.	

## EXHIBIT D

City of Oshkosh  
Notice of Public Hearing  
2015-2019 CDBG Program Consolidated Plan and  
2015 CDBG Action Plan

The City of Oshkosh will hold a public hearing on Thursday, March 12, 2015 at 5:00 PM at the Oshkosh City Hall, 215 Church Avenue, Room 404 on fourth floor, for the purpose of discussing the draft 2015-2019 Community Development Block Grant (CDBG) Program Consolidated Plan and the 2015 Community Development Block Grant (CDBG) Action Plan.

The City of Oshkosh, as part of its status as an entitlement community receiving CDBG funds from the U.S. Department of Housing and Urban Development (HUD), develops a 5-year Consolidated Plan that examines the City's housing and community development. It also identifies priority needs and how CDBG funds could be used to assist in addressing them. The Plan also provides the basis to allocate annual funds and assess annual progress in identified needs.

The proposed use of the 2015 CDBG funds as shown in the table below is tentative until the City's 2015 Action Plan is reviewed by the Common Council and approved by HUD.

Activities		Allocation
I.	Central City Redevelopment	\$ 50,000
II.	Housing/Neighborhood Development	\$479,500
III.	Public Services	\$ 85,000
IV.	Administration and Planning	\$111,349
Total 2015 CDBG Allocation		\$725,849

The City Plan Commission will hold a public hearing and take action on the Consolidated Plan and Action Plan on Tuesday, March 17, 2015 at 4:00 PM in Room 404, City Hall, 215 Church Avenue. The Oshkosh Common Council will also hold a public hearing and take action on the Consolidated Plan and Action Plan on Tuesday, March 24, 2015 at 6:00 PM in Room 406, Oshkosh City Hall.

Views and comments received during these hearings will be considered and included in the final draft of the Consolidated and Action Plans that will be submitted to HUD. If persons planning on attending have specialized needs (interpreter, handicap accessibility, etc.), please contact the Department of Community Development at 920.236.5055. Written comments may also be submitted via email to Darlene Brandt at [dbrandt@ci.oshkosh.wi.us](mailto:dbrandt@ci.oshkosh.wi.us) or by mail to: City of Oshkosh, Community Development, ATTN: Darlene Brandt, PO Box 1130, Oshkosh, WI 54903-1130 or dropped off at Oshkosh City Hall, Room 201, 215 Church Avenue.

The 2015-2019 Consolidated Plan and 2015 Action Plan can be viewed at the Department of Community Development (Room 201, Oshkosh City Hall), the Oshkosh Public Library (106 Washington Avenue) or on-line at [http://www2.ci.oshkosh.wi.us/Community\\_Development/Planning\\_Services](http://www2.ci.oshkosh.wi.us/Community_Development/Planning_Services).

Published: March 7, 2015

PRESENT: David Borsuk, Ed Bowen, Thomas Fojtik, John Hinz, Steve Cummings, Kathleen Propp, Gary Gray, Robert Vajgrt, Karl Nollenherger

EXCUSED: Jeffrey Thoms, Donna Lohry

STAFF: David Buck, Principal Planner; Jeffrey Nau, Associate Planner; Steve Gohde, Assistant Director of Public Works; Allen Davis, Director of Community Development; Darlene Brandt, Grants Coordinator; Deborah Foland, Recording Secretary

Chairperson Fojtik called the meeting to order at 4:00 pm. Roll call was taken and a quorum declared present.

## II. REVIEW AND ACCEPTANCE OF 2015-2019 CONSOLIDATED PLAN AND 2015 ANNUAL ACTION PLAN, COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

The purpose of this review is for the Plan Commission to make a *determination of consistency* for the proposed programs and activities in the 2015-2019 Consolidated Plan and 2015 Annual Action Plan with the City's 2005-2025 Comprehensive Plan, official maps, or other planned activities.

*Mr. Cummings left at 4:02 pm.*

Ms. Brandt presented the item and explained the reason for the preparation of the Consolidated Plan for the Community Development Block Grant Program (CDBG) that outlines the goals of the City of Oshkosh's program which is funded by the U.S. Department of Housing and Urban Development (HUD). Projects funded by this program must meet one of three national objectives which are to benefit low and moderate income (LMI) persons, prevention or elimination of slum or blight, and urgent need. Projects also need to identify needs of LMI areas and households, establishing priorities, and setting measurable goals. She discussed the geographic priorities within LMI census tracts and displayed maps depicting the housing structures built within census tracts, LMI census block groups, and areas containing a neighborhood association. She discussed the various areas that would qualify as geographic priorities and priority housing needs by household type. She also discussed factors that affect older homes and reviewed the primary planned uses of funds such as owner occupied and rental housing rehabilitation, lead paint abatement, targeted neighborhood improvement and stabilization, removal of blight, redevelopment, first time homebuyers' assistance, and public service programs and projects.

*Mr. Fojtik opened the public hearing.*

Mr. Borsuk stated that he understood that there were targeted areas but was questioning if any consideration was given to scattered site housing.

Ms. Brandt responded that the City considers various areas but the homes that receive assistance have to meet the guidelines and property owners must meet the LMI income limits. She further explained the collaboration between other agencies such as Habitat for Humanity, NeighborWorks, and Advocap.

Mr. Buck added that funds are starting to be utilized in areas with neighborhood plans in place but HUD guidelines limit where the funds provided can be spent.

Mr. Gray commented that federal regulations are very confusing and hard to deal with and questioned if on page 16 of the plan, table 5, the median income is the same as area median income.

Ms. Brandt responded affirmatively.



Excerpt from March 17, 2015 Plan Commission Minutes

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Ms. Brandt then presented the 2015 Action Plan noting the City was allocated \$725,849 for this program year's funding. The CDBG funds are broken down into four major categories which are central city development and community facilities, housing and neighborhood development, public services, and administration and planning. She discussed the use of last year's funds for slum and blight removal and reviewed photos of three homes that were demolished. She also discussed housing and neighborhood development and reviewed a couple of photos from the 19 homes rehabilitated under the City's housing improvement program this past year. She also discussed neighborhood initiatives projects such as the William Waters Plaza project that included planting of flowers and beautification of the plaza. This was a collaborative effort between volunteers from the Neighborhood Association and City staff. She also reviewed public service agencies that are funded. She discussed administration and planning expenses which includes the Fair Housing Center of Northeast Wisconsin contract for fair housing oversight. After Plan Commission review, the plan will be reviewed by the Common Council and submitted to HUD by April 8<sup>th</sup>.

Mr. Gray commented that category #2, the housing and neighborhood development, was getting more benefit than the other categories as he felt the grant money should be used for LMI purposes. He questioned if the Fair Housing Center received funding through both the public services category as well as the administration and planning category.

Ms. Brandt responded mp/ The Fair Housing Center of Northeast Wisconsin agency not eligible for public service funding and receives funding under the administration and planning category.

Mr. Gray asked if the public service agencies funded could be put on the City's website.

Ms. Brandt indicated the Public Service Consortium was currently reviewing the new applications; funding allocations would not be set until April 14. Once the agencies are notified and accept their allocation, Ms. Brandt noted the agencies funded could be posted on the City's web site.

Mr. Nollenberger questioned if these plans were consistent with the Comprehensive Plan as that was the Plan Commission's responsibility in this matter.

Mr. Buck responded affirmatively and stated that this is taken into account when the plan is prepared and it is consistent with the goals and objectives of the Comprehensive Plan, especially the housing element.

Allen Davis, Director of Community Development, stated that five years ago when he first arrived in Oshkosh, the City received around one million dollars per year and that we do not receive the allocation we used to get from HUD to fund these projects.

*As there were no additional public comments, the public hearing was closed.*

*Motion by Vajgrt to move that the 2015-2019 Consolidated Plan and 2015 Annual Action Plan for the Community Development Block Grant Program are consistent with the City's Comprehensive Plan, officials maps or other planned activities.*

*Seconded by Borsuk. Motion carried 8-0.*

EXHIBIT E

**PROCEEDINGS OF THE COMMON COUNCIL  
CITY OF OSHKOSH, WISCONSIN  
MARCH 24, 2015**



REGULAR MEETING held Tuesday, March 24, 2015, at 6:00 p.m. in the Council Chambers, City Hall.

Mayor Tower presided.

PRESENT: Council Members Deb Allison-Aasby, Caroline Panske, Sean Fitzgerald, Steve Cummings, Tom Pech, Jr., Steven Herman, and Mayor Tower

ALSO PRESENT: Mark Rohloff, City Manager; Pamela Ubrig, City Clerk; Lynn Lorensen, City Attorney and Dave Patek, Director of Public Works

Council Member Allison-Aasby read the Invocation.

The Pledge of Allegiance was led by Lauren Troutt and Mason Weigan from Jacob Shapiro Elementary School; and, Chloe Tritt and Jordan Gietman Oakwood Elementary School

**PUBLIC HEARING**

Resolution 15-120 Approve and Authorize Submittal of City of Oshkosh CDBG 2015-2019 Consolidated Plan and CDBG 2015 Action Plan (Plan Commission Recommends Approval)

MOTION: ADOPT (Pech; second, Panske)

CARRIED: Ayes (7) Allison-Aasby, Panske, Fitzgerald, Cummings, Pech, Herman, Mayor Tower

Council Member Herman asked for an overview of the plans and asked if the Consortium needed to approve the plans before the Council approved them.

Darlene Brandt, Grants Coordinator, stated the Consortium funding for the public service activities had no bearing on the Council approving the Consolidated Plan or the Action Plan as there was a set dollar amount allocated to the public service activities.

Council Member Herman asked what the highlights were of the plans.

Ms. Brandt stated every five years the City had to approve the Consolidated Plan for the Community Development Block Grant Program. She explained that staff explored areas such as affordable housing, low to moderate income activities, public service activities and economic development activities to better the community and make a better living environment for the citizens of Oshkosh. She further explained as part of the Consolidated Plan, every year the City must make an Action Plan based on the allocated funds provided

**PROCEEDINGS OF THE COMMON COUNCIL – MARCH 24, 2015**

by HUD. She stated the amount of funds allocated by HUD for 2015 was approximately \$725,000.00 and that a percentage of the those funds had to be spent on certain activities such as public service activities, housing related activities, and benefits to low to moderate income families.

Mayor Tower asked how the HUD allocated funds from 2015 compared to the HUD allocated funds from 2014.

Ms. Brandt stated the HUD allocated funds were \$5,000.00 less for 2015 compared to 2014.

**CITIZEN STATEMENTS TO COUNCIL**

There were no citizen statements to Council.

**CONSENT AGENDA**

Approval of Bills presented by the Finance Director

Receipt and Filing of Common Council Minutes from March 10, 2015

Resolution 15-121 Approve Amendment to Previously Approved Planned Development at 495 Pearl Avenue to Allow Division of a Single Parcel to two Parcels (Plan Commission Recommends Approval)

Resolution 15-122 Approve Acquisition of Property in TID 14 from Winnebago County for Back Taxes; 600 Block of Grove Street (\$28,179.04)

Council Member Cummings asked who the owner of the property was.

Allen Davis, Director of Community Development, stated he could not remember who the owner of the property was, however the property had been delinquent in property tax payments for three years which was the amount the City was purchasing the property for.

Council Member Herman asked what the City planned on doing with the property.

Mr. Davis explained tentatively the City was looking to partner with various entities to develop handicap accessible units, market rate units, and a community garden that would be incorporated into the neighborhood. He stated all of the units would be owner occupied and generate tax dollars for the City.

Resolution 15-123 Award Bids for Various Road Materials for 2015 for the Street Division to: Michels Materials, MCC Inc., and Northeast Asphalt, Inc.

Resolution 15-124 Award Bid for Public Works Contract No. 15-04 to Carl Bowers and Sons Construction Co., Inc. for Concrete Paving and Utility Projects / East Side Area - Parkway Avenue and Mount Vernon Street (\$5,972,845.41)

MARCH 24, 2015

15-120

RESOLUTION

(CARRIED 7-0 LOST \_\_\_\_\_ LAID OVER \_\_\_\_\_ WITHDRAWN \_\_\_\_\_)

PURPOSE: APPROVE AND AUTHORIZE SUBMITTAL OF CITY OF OSHKOSH CDBG 2015-2019 CONSOLIDATED PLAN AND CDBG 2015 ACTION PLAN

INITIATED BY: DEPARTMENT OF COMMUNITY DEVELOPMENT

PLAN COMMISSION RECOMMENDATION: Approved

WHEREAS, the primary objective of Title I of the Housing and Community Development Act of 1974, as amended, is the development of viable urban communities, by providing decent housing and a suitable living environment and expanding economic opportunities, principally for persons of low- to moderate-income; and

WHEREAS, the City has developed a Consolidated Plan for the period from 2015-2019 that contains a housing and homeless needs assessment, housing market analysis, an assessment of nonhousing community development needs, strategies, priority needs and objectives, which ensures that the activities to be carried out meets one of the national objectives of benefit to low- to moderate-income families; or aid in the prevention or elimination of slums and blight; or meet other community development needs having a particular urgency because existing conditions pose a serious immediate threat to the health and welfare of the community; and

WHEREAS, the 2015 Annual Action Plan to implement the Consolidated Plan has been developed to ensure that the activities to be carried out meet one of the national objectives of benefit to low- and moderate-income families; or aid in the prevention or elimination of slums or blight; or meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health and welfare of the community; and

WHEREAS, the City developed the 2015 Action Plan and 2015-2019 Consolidated Plan and presented them at a neighborhood public hearing on March 12, 2015 and the Plan Commission on March 17, 2015; and

WHEREAS, the Plan Commission has recommended approval of the 2015-2019 Consolidated Plan and 2015 Action Plan.

MARCH 24, 2015

15-120

RESOLUTION  
CONT'D

NOW, THEREFORE, BE IT RESOLVED by the Common Council of the City of Oshkosh, that the City of Oshkosh 2015-2019 Consolidated Plan, on file at the City Clerk's Office, is hereby adopted, contingent upon final approval by the U.S. Department of Housing and Urban Development.

NOW, THEREFORE, BE IT FURTHER RESOLVED by the Common Council of the City of Oshkosh that the 2015 Action Plan is hereby approved contingent upon final approval by the U.S. Department of Housing and Urban Development of the projected funds and proposed projects, including any proposed acquisition projects.


BE IT FURTHER RESOLVED that the City Manager and appropriate staff are hereby authorized and directed to file and execute the necessary documents and assurances required by the U.S. Department of Housing and Urban Development and any and all additional information required.

STATE OF WISCONSIN        )  
COUNTY OF WINNEBAGO    ) SS  
CITY OF OSHKOSH         )

I, PAMELA R. UBRIG, City Clerk for the City of Oshkosh, Winnebago County, Wisconsin, do hereby certify that the foregoing resolution is a true and correct copy of the original on file in my office, adopted by the Common Council of the City of Oshkosh, Wisconsin at the meeting held on March 24, 2015.

Witness my hand and the Corporation seal of the City of Oshkosh, Wisconsin.

DATED:        March 25, 2015

  
\_\_\_\_\_  
City Clerk of the City of Oshkosh,  
Winnebago County, Wisconsin

**Proposed 2015 Action Plan Budget  
Community Development Block Grant Program**

PROJECTS		2015 Allocation	Estimated LMI Benefit
I.	Central City Redevelopment & Community Facilities	\$50,000	\$0
II.	Housing & Neighborhood Development	\$479,500	\$479,500
III.	Public Services		
	A. General Public Services/Consortium	\$85,000	\$85,000
IV.	Administration & Planning	\$96,849	\$0
	A. Fair Housing Center of Northeast WI	<u>\$14,500</u>	\$0
	Subtotal Admin & Planning	\$111,349	\$0
	<b>Total</b>	\$725,849	\$564,500



**EXHIBIT F**  
**LMI CENSUS BLOCK GROUPS**  
**CITY OF OSHKOSH**

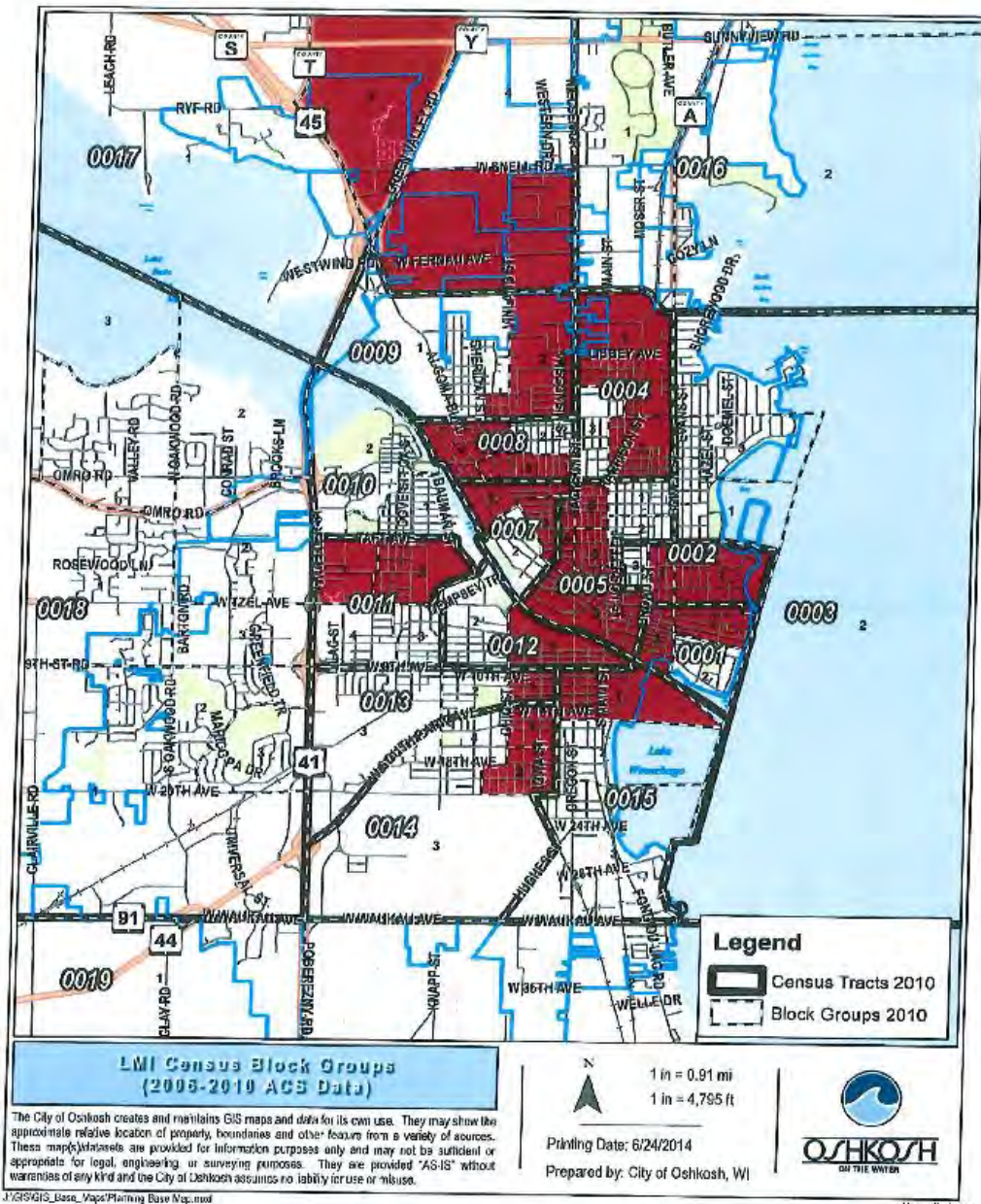
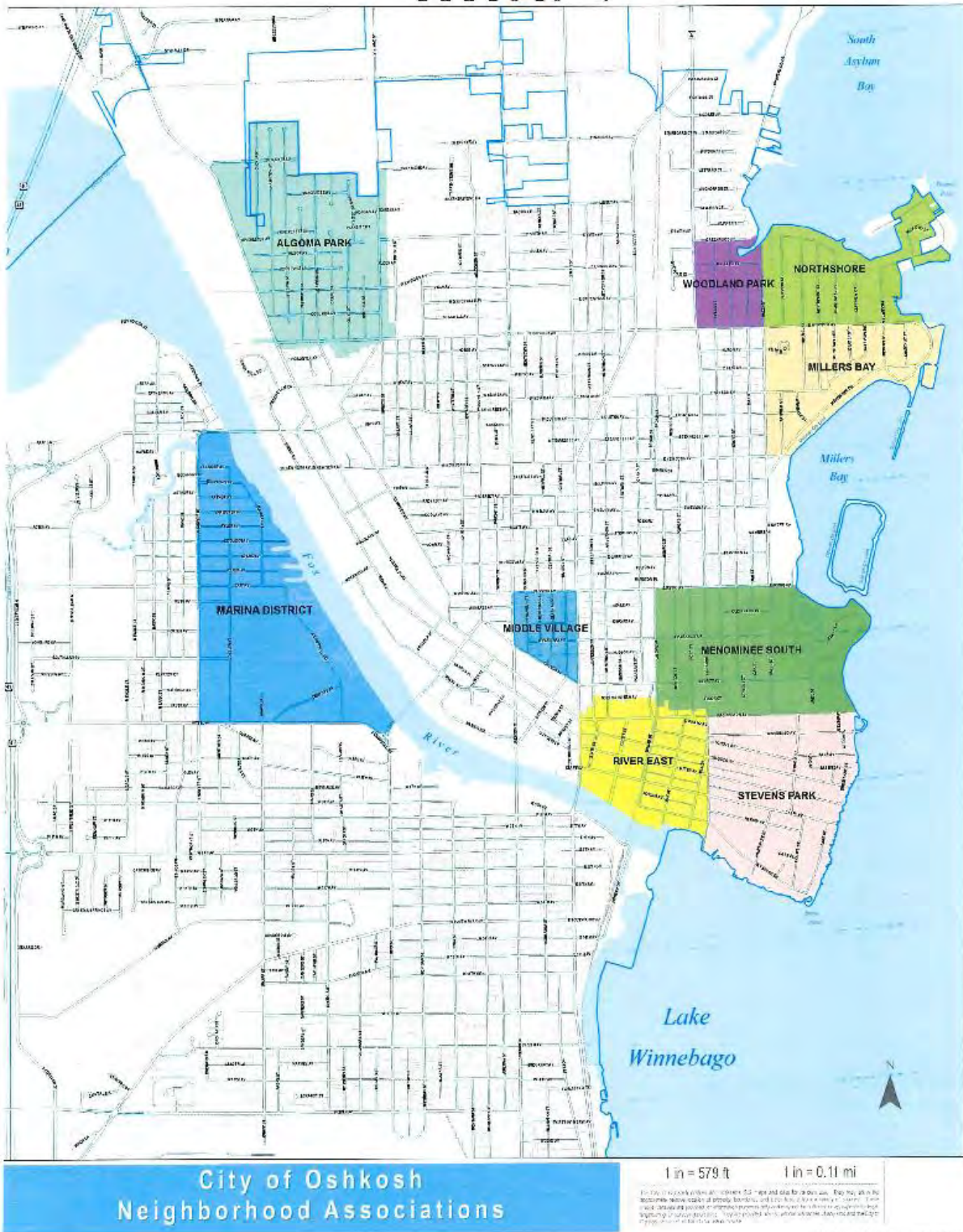


EXHIBIT G





**EXHIBIT H  
EXCERPT FROM CITY OF OSHKOSH  
ANALYSIS OF IMPEDIMENTS TO FAIR HOUSING CHOICE STUDY**

	Responsible Party	Timeline
<b>Actions to alleviate Administrative Impediments</b>		
<b>Increase knowledge and awareness of fair housing:</b>		
Offer more outreach education on fair housing rights and complaints	Community Development Dept	Continual
Revise the City website to make fair housing info easier to find	City IT Department	Immediate
Revise outreach materials to include local examples of illegal discrimination	Community Development Dept	Short-Term
<b>Improve support for non-english speaking residents</b>		
Identify and fund translation services for use by City staff and landlords, etc.	Community Development Dept	Immediate
Include information about translation services in all outreach efforts and materials	Community Development Dept	Immediate
<b>Actions to alleviate Regulatory Impediments</b>		
<b>Update the City's Fair Housing Ordinance</b>		
Add to City Ordinance section 16 all protected classes identified by the State of Wisconsin, and definitions of each; remove the exemption for owner-occupied buildings; consider eliminating the Commission on Equal Opportunities in Housing	City Council	Short-Term
<b>Actions to alleviate Quality Impediments</b>		
<b>Improve the quality of rental housing in the City</b>		
Create a rental registry program that ensures proactive inspections of units for safety and code compliance	Community Development Dept	Short-Term
Enhance landlord and renter education materials and training to incorporate information about mold	Community Development Dept	Short-Term
<b>Actions to alleviate Supply Impediments</b>		
<b>Improve the supply of housing for residents with disabilities</b>		
Continue to offer home improvement loans to income-qualified residents to assist with the cost of accessibility retrofits, and emphasize "visitability"	Community Development Dept	Continual
Encourage the development of more units in the City that incorporate universal design principles. Create a pamphlet that describes universal design and identifies design support resources.	Community Development Dept, Plan Commission, City Council	Continual
Offer builder and developer training in universal design techniques and encourage their application in all new development.	Community Development Dept	Annual
<b>Actions to alleviate Financial/Affordability Impediments</b>		
<b>Improve transportation options in growth areas</b>		
Work with GO Transit to reduce headway on service to tracts 16 and 17	Community Development Dept, GO Transit	Short-Term
Ensure all new streets are complete streets, and improve pedestrian connectivity to the north side	Community Development Dept, Engineering	Short-Term
<b>Actions to alleviate Financial Impediments</b>		
<b>Improve the rate of home ownership among minority residents</b>		
Provide more credit and home-buying education to citizens, especially minority residents	Community Development Dept	Continual
Provide education and information for local lenders on predatory lending practices	Community Development Dept	Continual

Grantee SF-424's and Certification(s)

OMB Number: 4040-0034  
 Expiration Date: 8/31/2018

Application for Federal Assistance SF-424		
<b>1. Type of Submission:</b> <input type="checkbox"/> Preapplication <input checked="" type="checkbox"/> Application <input type="checkbox"/> Changed/Corrected Application		
<b>2. Type of Application:</b> <input checked="" type="checkbox"/> New <input type="checkbox"/> Continuation <input type="checkbox"/> Revision		
* If Revision, select appropriate letter(s): <input type="text"/>		
* Other (Specify): <input type="text"/>		
<b>3. Date Received:</b> <input type="text"/>		<b>4. Applicant Identifier:</b> <input type="text"/>
<b>5a. Federal Entity Identifier:</b> TR-15-MC-SS-0007		<b>5b. Federal Award Identifier:</b> <input type="text"/>
<b>State Use Only:</b>		
<b>6. Date Received by State:</b> <input type="text"/>		<b>7. State Application Identifier:</b> <input type="text"/>
<b>B. APPLICANT INFORMATION:</b>		
<b>a. Legal Name:</b> City of Oshkosh		
<b>b. Employer/Taxpayer Identification Number (EIN/TIN):</b> 39-005563		<b>c. Organizational DUNS:</b> 0430298190000
<b>d. Address:</b>		
<b>* Street1:</b> 215 Church Avenue		
<b>Street2:</b> PO Box 1130		
<b>* City:</b> Oshkosh		
<b>County/Parish:</b> Winnebago County		
<b>* State:</b> WI, Wisconsin		
<b>Province:</b>		
<b>* Country:</b> USA: UNITED STATES		
<b>* Zip / Postal Code:</b> 54301		
<b>e. Organizational Unit:</b>		
<b>Department Name:</b> Community Development		<b>Division Name:</b>
<b>f. Name and contact information of person to be contacted on matters involving this application:</b>		
<b>Prefix:</b>		<b>* First Name:</b> Debra
<b>Middle Name:</b>		
<b>* Last Name:</b> Brandt		
<b>Suffix:</b>		
<b>Title:</b> Grants Coordinator		
<b>Organizational Affiliation:</b>		
City of Oshkosh		
<b>* Telephone Number:</b> 9205236-5029		<b>Fax Number:</b>
<b>* Email:</b> dbrandt@ci.oshkosh.wi.us		

Application for Federal Assistance SF-424	
<p><b>* 9. Type of Applicant 1: Select Applicant Type:</b></p> <input type="text" value="City or Township Government"/>	
<p>Type of Applicant 2: Select Applicant Type:</p> <input type="text"/>	
<p>Type of Applicant 3: Select Applicant Type:</p> <input type="text"/>	
<p>* Other (specify):</p> <input type="text"/>	
<p><b>* 10. Name of Federal Agency:</b></p> <input type="text" value="US Department of Housing and Urban Development"/>	
<p><b>11. Catalog of Federal Domestic Assistance Number:</b></p> <input type="text" value="14.218"/> <p>CFDA Title:</p> <input type="text" value="Community Development Block Grants / Entitlement Grant"/>	
<p><b>* 12. Funding Opportunity Number:</b></p> <input type="text"/> <p>* Title:</p> <input type="text"/>	
<p><b>13. Competition Identification Number:</b></p> <input type="text"/> <p>Title:</p> <input type="text"/>	
<p><b>14. Areas Affected by Project (Cities, Counties, States, etc.):</b></p> <input type="text" value="Oshkosh, WI"/> <input type="button" value="Add Attachment"/> <input type="button" value="Delete Attachment"/> <input type="button" value="View Attachment"/>	
<p><b>* 15. Descriptive Title of Applicant's Project:</b></p> <input type="text" value="Central City Redevelopment Housing/Neighborhood Development, Public Services, Administration &amp; Planning"/>	
<p>Attach supporting documents as specified in agency instructions.</p> <input type="button" value="Add Attachments"/> <input type="button" value="Delete Attachments"/> <input type="button" value="View Attachments"/>	

**Application for Federal Assistance SF-424**

**16. Congressional Districts Of:**  
 \* a. Applicant: 6th \* b. Program/Project: 6th

Attach an additional list of Program/Project Congressional Districts if needed.

**17. Proposed Project:**  
 \* a. Start Date: 7/5/2015 \* b. End Date: 10/4/2016

**18. Estimated Funding (\$):**

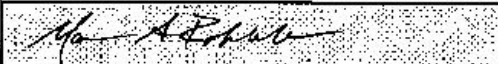
* a. Federal	725849
* b. Applicant	
* c. State	
* d. Local	
* e. Other	
* f. Program Income	
* g. TOTAL	725849

**19. Is Application Subject to Review By State Under Executive Order 12372 Process?**  
 a. This application was made available to the State under the Executive Order 12372 Process for review on   
 b. Program is subject to E.O. 12372 but has not been selected by the State for review.  
 c. Program is not covered by E.O. 12372.

**20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**  
 Yes  No  
 If "Yes", provide explanation and attach

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**  
 I AGREE  
 \*\* The list of certifications and assurances, or an Internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:  \* First Name: Mark  
 Middle Name: A  
 \* Last Name: Edholm  
 Suffix:   
 \* Title: City Manager  
 \* Telephone Number: 920-236-5002 Fax Number:   
 \* Email: mitchell@cityofoskosh.wi.us  
 \* Signature of Authorized Representative:  \* Date Signed: 7/4/2015

## CERTIFICATIONS

In accordance with the applicable statutes and the regulations governing the consolidated plan regulations, the jurisdiction certifies that:

**Affirmatively Further Fair Housing** -- The jurisdiction will affirmatively further fair housing, which means it will conduct an analysis of impediments to fair housing choice within the jurisdiction, take appropriate actions to overcome the effects of any impediments identified through that analysis, and maintain records reflecting that analysis and actions in this regard.

**Anti-displacement and Relocation Plan** -- It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR 24; and it has in effect and is following a residential antidisplacement and relocation assistance plan required under section 104(d) of the Housing and Community Development Act of 1974, as amended, in connection with any activity assisted with funding under the CDBG or HOME programs.

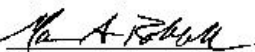
**Anti-Lobbying** -- To the best of the jurisdiction's knowledge and belief:

1. No Federal appropriated funds have been paid or will be paid, by or on behalf of it, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement;
2. If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, it will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions; and
3. It will require that the language of paragraph 1 and 2 of this anti-lobbying certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

**Authority of Jurisdiction** -- The consolidated plan is authorized under State and local law (as applicable) and the jurisdiction possesses the legal authority to carry out the programs for which it is seeking funding, in accordance with applicable HUD regulations.

**Consistency with plan** -- The housing activities to be undertaken with CDBG, HOME, ESG, and HOPWA funds are consistent with the strategic plan.

**Section 3** -- It will comply with section 3 of the Housing and Urban Development Act of 1968, and implementing regulations at 24 CFR Part 135.



Signature/Authorized Official

Date

April 7, 2015

Mark A. Rohloff, City Manager

### Specific CDBG Certifications

The Entitlement Community certifies that:

**Citizen Participation** – It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

**Community Development Plan** – Its consolidated housing and community development plan identifies community development and housing needs and specifics both short-term and long-term community development objectives that provide decent housing, expand economic opportunities primarily for persons of low and moderate income. (See CFR 24 570.2 and CFR 24 part 570)

**Following a Plan** -- It is following a current consolidated plan (or Comprehensive Housing Affordability Strategy) that has been approved by HUD.

**Use of Funds** – It has complied with the following criteria:

1. **Maximum Feasible Priority.** With respect to activities expected to be assisted with CDBG funds, it certifies that it has developed its Action Plan so as to give maximum feasible priority to activities which benefit low and moderate income families or aid in the prevention or elimination of slums or blight. The Action Plan may also include activities which the grantee certifies are designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community, and other financial resources are not available);
2. **Overall Benefit.** The aggregate use of CDBG funds including section 108 guaranteed loans during program year(s) 2015, \_\_\_\_\_ (a period specified by the grantee consisting of one, two, or three specific consecutive program years), shall principally benefit persons of low and moderate income in a manner that ensures that at least 70 percent of the amount is expended for activities that benefit such persons during the designated period;
3. **Special Assessments.** It will not attempt to recover any capital costs of public improvements assisted with CDBG funds including Section 108 loan guaranteed funds by assessing any amount against properties owned and occupied by persons of low and moderate income, including any fee charged or assessment made as a condition of obtaining access to such public improvements.

However, if CDBG funds are used to pay the proportion of a fee or assessment that relates to the capital costs of public improvements (assisted in part with CDBG funds) financed from other revenue sources, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds.

The jurisdiction will not attempt to recover any capital costs of public improvements assisted with CDBG funds, including Section 108, unless CDBG funds are used to pay the proportion of fee or assessment attributable to the capital costs of public improvements financed from other revenue sources. In this case, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds. Also, in the case of properties owned and occupied by moderate-income (not low-income) families, an assessment or charge may be made against the property for public improvements financed by a source other than CDBG funds if the jurisdiction certifies that it lacks CDBG funds to cover the assessment.

**Excessive Force** -- It has adopted and is enforcing:

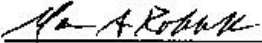
1. A policy prohibiting the use of excessive force by law enforcement agencies within its

jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and

2. A policy of enforcing applicable State and local laws against physically barring entrance to or exit from a facility or location which is the subject of such non-violent civil rights demonstrations within its jurisdiction;
- Compliance With Anti-discrimination laws** – The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 USC 2000d), the Fair Housing Act (42 USC 3601-3619), and implementing regulations.

**Lead-Based Paint** – Its activities concerning lead-based paint will comply with the requirements of 24 CFR Part 35, subparts A, B, J, K and R;

**Compliance with Laws** -- It will comply with applicable laws.

	April 7, 2015
Signature/Authorized Official	Date
Mark A. Rohloff	
City Manager	
Title	

**OPTIONAL CERTIFICATION  
CDBG**

Submit the following certification only when one or more of the activities in the action plan are designed to meet other community development needs having a particular urgency as specified in 24 CFR 570.208(c):

The grantee hereby certifies that the Annual Plan includes one or more specifically identified CDBG-assisted activities which are designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community and other financial resources are not available to meet such needs.

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

\_\_\_\_\_  
Title



**Specific HOME Certifications**

The HOME participating jurisdiction certifies that:

**Tenant Based Rental Assistance** -- If the participating jurisdiction intends to provide tenant-based rental assistance:

The use of HOME funds for tenant-based rental assistance is an essential element of the participating jurisdiction's consolidated plan for expanding the supply, affordability, and availability of decent, safe, sanitary, and affordable housing.

**Eligible Activities and Costs** -- it is using and will use HOME funds for eligible activities and costs, as described in 24 CFR § 92.205 through 92.209 and that it is not using and will not use HOME funds for prohibited activities, as described in § 92.214.

**Appropriate Financial Assistance** -- before committing any funds to a project, it will evaluate the project in accordance with the guidelines that it adopts for this purpose and will not invest any more HOME funds in combination with other Federal assistance than is necessary to provide affordable housing;

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

\_\_\_\_\_  
Title

## ESG Certifications

The Emergency Solutions Grants Program Recipient certifies that:

**Major rehabilitation/conversion** – If an emergency shelter’s rehabilitation costs exceed 75 percent of the value of the building before rehabilitation, the jurisdiction will maintain the building as a shelter for homeless individuals and families for a minimum of 10 years after the date the building is first occupied by a homeless individual or family after the completed rehabilitation. If the cost to convert a building into an emergency shelter exceeds 75 percent of the value of the building after conversion, the jurisdiction will maintain the building as a shelter for homeless individuals and families for a minimum of 10 years after the date the building is first occupied by a homeless individual or family after the completed conversion. In all other cases where ESG funds are used for renovation, the jurisdiction will maintain the building as a shelter for homeless individuals and families for a minimum of 3 years after the date the building is first occupied by a homeless individual or family after the completed renovation.

**Essential Services and Operating Costs** – In the case of assistance involving shelter operations or essential services related to street outreach or emergency shelter, the jurisdiction will provide services or shelter to homeless individuals and families for the period during which the ESG assistance is provided, without regard to a particular site or structure, so long the jurisdiction serves the same type of persons (e.g., families with children, unaccompanied youth, disabled individuals, or victims of domestic violence) or persons in the same geographic area.

**Renovation** – Any renovation carried out with ESG assistance shall be sufficient to ensure that the building involved is safe and sanitary.

**Supportive Services** – The jurisdiction will assist homeless individuals in obtaining permanent housing, appropriate supportive services (including medical and mental health treatment, victim services, counseling, supervision, and other services essential for achieving independent living), and other Federal State, local, and private assistance available for such individuals.

**Matching Funds** – The jurisdiction will obtain matching amounts required under 24 CFR 576.201.

**Confidentiality** – The jurisdiction has established and is implementing procedures to ensure the confidentiality of records pertaining to any individual provided family violence prevention or treatment services under any project assisted under the ESG program, including protection against the release of the address or location of any family violence shelter project, except with the written authorization of the person responsible for the operation of that shelter.

**Homeless Persons Involvement** – To the maximum extent practicable, the jurisdiction will involve, through employment, volunteer services, or otherwise, homeless individuals and families in constructing, renovating, maintaining, and operating facilities assisted under the ESG program, in providing services assisted under the ESG program, and in providing services for occupants of facilities assisted under the program.

**Consolidated Plan** – All activities the jurisdiction undertakes with assistance under ESG are consistent with the jurisdiction’s consolidated plan.

**Discharge Policy** – The jurisdiction will establish and implement, to the maximum extent practicable and where appropriate policies and protocols for the discharge of persons from

publicly funded institutions or systems of care (such as health care facilities, mental health facilities, foster care or other youth facilities, or correction programs and institutions) in order to prevent this discharge from immediately resulting in homelessness for these persons.

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

\_\_\_\_\_  
Title

### HOPWA Certifications

The HOPWA grantee certifies that:

**Activities** -- Activities funded under the program will meet urgent needs that are not being met by available public and private sources.

**Building** -- Any building or structure assisted under that program shall be operated for the purpose specified in the plan:

1. For at least 10 years in the case of assistance involving new construction, substantial rehabilitation, or acquisition of a facility,
2. For at least 3 years in the case of assistance involving non-substantial rehabilitation or repair of a building or structure.

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

\_\_\_\_\_  
Title

APPENDIX TO CERTIFICATIONS

INSTRUCTIONS CONCERNING LOBBYING:

A. Lobbying Certification

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

## Appendix - Alternate/Local Data Sources