

CR-05 - Goals and Outcomes

Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)

This could be an overview that includes major initiatives and highlights that were proposed and executed throughout the program year.

The Consolidated Plan is designed to help local jurisdictions assess their affordable housing and community development needs. The consolidated planning process serves as the framework for a community-wide dialogue to identify housing and community development priorities. In the Consolidated Annual Performance and Evaluation Report (CAPER), grantees report on accomplishments and progress toward Consolidated Plan goals in the prior year. During the 2025 Program year, the City of Oshkosh invested in the community's future. Completed projects and activities met the objectives of the 2025-2029 Consolidated Plan and 2025 Annual Action Plan through the creation of suitable living environments; providing safe, decent, affordable housing; and creating economic development opportunities.

The public comment period for this 2025 CAPER document is Monday, July 13 at 12:00 pm through Tuesday, July 28 at 12:00 pm.

Comparison of the proposed versus actual outcomes for each outcome measure submitted with the consolidated plan and explain, if applicable, why progress was not made toward meeting goals and objectives. 91.520(g)

Categories, priority levels, funding sources and amounts, outcomes/objectives, goal outcome indicators, units of measure, targets, actual outcomes/outputs, and percentage completed for each of the grantee's program year goals.

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Administration and Program Management	Administration, Planning, and Management	CDBG: \$	Other	Other	10	0	0.00%	5		%
Development	Non-Housing Community Development	CDBG: \$	Buildings Demolished	Buildings	5	0	0.00%	5	0	0.00%

Housing Initiatives	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	50	1	2.00%	35	1	2.86%
Housing Initiatives	Affordable Housing	CDBG: \$	Direct Financial Assistance to Homebuyers	Households Assisted	10	0	0.00%			
Public Facilities	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	5000	0	0.00%	5	0	0.00%
Public Services	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	5000	0	0.00%	5000	0	0.00%
Public Services	Non-Housing Community Development	CDBG: \$	Homelessness Prevention	Persons Assisted	0	0		100	0	0.00%

Table 1 - Accomplishments – Program Year & Strategic Plan to Date

Assess how the jurisdiction's use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan, giving special attention to the highest priority activities identified.

During the program year, the City of Oshkosh's use of CDBG funds was consistent with the goals, priorities, and objectives described in both its 2025-2029 Consolidated Plan and its 2025 Annual Action Plan. The City's priorities were affordable housing through its housing rehabilitation

program, fair housing, and allocated assistance to public service agencies that provide direct needed services to low and moderate income persons/households in the community. The City has completed owner occupied home rehabilitation projects While the timeliness of the award and release of funding is beyond discretionary control, and some homeowners who were tentatively approved withdrew from the program, the City intends to continue the housing improvement program to provide safe, decent, affordable housing options for low to moderate income persons and households. Program income received from repayment of housing rehabilitation loans, is placed in a Revolving Loan Fund account. The City of Oshkosh does not receive HOME funds.

CR-10 - Racial and Ethnic composition of families assisted

Describe the families assisted (including the racial and ethnic status of families assisted).

91.520(a)

	CDBG
White	1,574
Black or African American	64
Asian	16
American Indian or American Native	9
Native Hawaiian or Other Pacific Islander	3
Total	1,666
Hispanic	34
Not Hispanic	1,632

Table 2 – Table of assistance to racial and ethnic populations by source of funds

Narrative

Data pulled directly from the IDIS reporting system.

CR-15 - Resources and Investments 91.520(a)

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	822,816	
HOME	public - federal	0	

Table 3 - Resources Made Available

Narrative

Our total expenditures were spent on housing rehabilitation, central city redevelopment, public services, admin and planning, fair housing, etc.

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
Not applicable.			

Table 4 – Identify the geographic distribution and location of investments

Narrative

The City continued to target its investments for low to moderate income individuals & households and neighborhoods impacted by slum and blighted properties. Any carry over funds from this Program Year's funding will be spent in the coming program years on activities as approved in Action Plans.

Leveraging

Explain how federal funds leveraged additional resources (private, state and local funds), including a description of how matching requirements were satisfied, as well as how any publicly owned land or property located within the jurisdiction that were used to address the needs identified in the plan.

Capital Improvement Plan, TIF funds, and American Rescue Plan Act (ARPA) funds were used to leverage CDBG funds toward development projects, public facility improvements and public service activities.

CR-20 - Affordable Housing 91.520(b)

Evaluation of the jurisdiction's progress in providing affordable housing, including the number and types of families served, the number of extremely low-income, low-income, moderate-income, and middle-income persons served.

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	0	0
Number of Special-Needs households to be provided affordable housing units	0	0
Total	0	0

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	10	30
Number of households supported through Acquisition of Existing Units	0	0
Total	10	30

Table 6 – Number of Households Supported

Discuss the difference between goals and outcomes and problems encountered in meeting these goals.

CDBG funds are used to foster and maintain affordable housing primarily through the owner occupied rehabilitation program. The City also addresses the housing needs of the community through public service activities. The funding of organizations that support those in unfit housing or finding themselves displaced all participate in the area's Continuum of Care. The City will continue to fund these types of public service agencies in future years as long as CDBG funding is available. As shown in the PR26, 30 individual homes were rehabilitated during the program year. The City intends to continue the housing improvement program to provide safe, decent, affordable housing options for low to moderate income households.

Discuss how these outcomes will impact future annual action plans.

The City will continue to fund public service activities, and the housing improvement program to income eligible homebuyers to make significant progress in its goal of creating and preserving affordable housing in the City.

Include the number of extremely low-income, low-income, and moderate-income persons served by each activity where information on income by family size is required to determine the eligibility of the activity.

Number of Households Served	CDBG Actual
Extremely Low-income	0
Low-income	30
Moderate-income	0
Total	30

Table 7 – Number of Households Served

Narrative Information

CR-25 - Homeless and Other Special Needs 91.220(d, e); 91.320(d, e); 91.520(c)

Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through:

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

Housing and support services for the homeless are provided by a local network of public and private agencies. The City assists with funding of these activities through the Public Services Consortium. ADVOCAP deals with homelessness through its Homeless Programs Department and is taking the leadership role in actively pursuing, obtaining and administering federal funding to address local homeless needs. The Oshkosh Police Department administers a program in the downtown to provide homeless outreach services through a police substation.

Addressing the emergency shelter and transitional housing needs of homeless persons

To demonstrate the need in the community, there are beds available at the Christine Ann Domestic Violence Shelter, Father Carr's, Day-by-Day Warming Shelter. There are transitional housing projects within Winnebago County as well, including COTS, ADVOCAP, Solutions Recovery, and the Oshkosh Kids Foundation's Tiny Homes for Families. ADVOCAP operates a HUD funded permanent supportive housing project and HUD-funded Rapid Re-Housing projects, at scattered sites within Oshkosh. There are no Runaway or Homeless Youth beds in Oshkosh or Winnebago County. The Oshkosh Kid's Foundation and the Salvation Army also provide emergency motel vouchers during periods when the shelters are full.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after 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); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs

Efforts to prevent homelessness include the primary preventative services offered by different provider organizations such as emergency fuel assistance and food and meals programs, emergency rental assistance, financial assistance, utility assistance, housing relocation and stabilization services, counseling/advocacy and legal assistance. These are services funded through the CDBG public service program. ADVOCAP also operates a homeless prevention program known as the "Bridges Emergency Assistance Program", which provides assistance to LMI persons who had temporary emergency needs related to rental and utility payments, bus passes, gas vouchers, car repairs, work boots, insurance application fees and vouchers.

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 is involved in collaborative conversations with homeless service providers and continues to fund service providers through the CDBG public service program. And prioritize these organizations in strategic planning efforts.

CR-30 - Public Housing 91.220(h); 91.320(j)

Actions taken to address the needs of public housing

The Oshkosh/Winnebago County Housing Authority works to promote and deliver adequate and affordable housing and suitable living environments free from discrimination. Their mission is to promote and ensure safe, decent, and affordable housing for their participants, as well as provide owners and developers with an opportunity to rehabilitate and develop affordable housing. Formed in 1970, the Housing Authority owns, manages and maintains hundreds of housing units that are subsidized with rents based on 30% of adjusted incomes, of which a large portion are in the City of Oshkosh. The properties range from scattered site single family homes to 14-story high rise buildings. Affordable housing opportunities are available for families, singles, disabled, and elderly low-income applicants. The Authority also administers over Housing Choice Vouchers, owns and maintains a group home, and coordinates a family self-sufficiency program. The Housing Authority recognizes their participants as their primary focus, works in partnership with community and government organizations to promote affordable housing options, acts as an agent of change when performance is unacceptable, continues to strive for public trust and confidence through good communication and being responsive to the needs of their participants and the community, and identifies and works to eliminate barriers that prevent it from achieving their goals as a housing authority. The City will continue to support the Housing Authority as public housing project needs are identified.

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

The Housing Authority encourages its residents to participate in various activities and programs to improve themselves and make themselves more self-sufficient. The local FISC office offers homebuyer education classes and credit counseling for those residents interested in homeownership. The City provides homebuyer assistance to income eligible homeowners if CDBG funds are available. The Authority offers a Family Self-Sufficiency (FSS) program to help housing choice voucher and public housing family unit recipients attain self-sufficiency through education advancement, employment skill development, access to community resources, home ownership opportunities and development of financial assets with the goal of improving their family's financial situation and overall quality of life.

Actions taken to provide assistance to troubled PHAs

The Oshkosh/Winnebago County Housing Authority is not a troubled housing authority. However, in the event that the organization would become troubled, the City has stated that it will provide strategic planning services to assist in removing that designation.

CR-35 - Other Actions 91.220(j)-(k); 91.320(i)-(j)

Actions taken 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. 91.220 (j); 91.320 (i)

In the past couple of years the City has completed zoning and land use updates and has continued to offer a diversity of affordable housing programs. The City has contracted with the Milwaukee Fair Housing Council for several years and the City's Fair Housing Ordinance was revised to allow for complaints to go through a third party contractor (Fair Housing Council) as needed. The City of Oshkosh continues to administer a voluntary Residential Rental Registration and Inspection program. The City-wide program is voluntary and provides for the registration and inspection of residential rental dwelling units in the City to ensure units provide safe, decent and sanitary living conditions for tenants and to prevent further deterioration of those units.

Actions taken to address obstacles to meeting underserved needs. 91.220(k); 91.320(j)

City staff participates in meetings of the Winnebago Land Housing Coalition, of which the local Continuum of Care is a participant. This coalition includes members from United Way, the Oshkosh/Winnebago County Housing Authority, Habitat for Humanity, and several other housing related service providers such as ADVOCAP, The Salvation Army, Day by Day Warming Shelter, Father Carr's and the American Red Cross. Several internal City departments such as Public Works, Forestry, and Police have participated in implementation and planning efforts including neighborhood improvements. One specific example includes the Oshkosh Police department implementing a Police substation in the City's downtown to provide homeless outreach services. With City staff coordinating implementation with other departments and outside agencies, any potential obstacles are being addressed.

Actions taken to reduce lead-based paint hazards. 91.220(k); 91.320(j)

The City continues to implement applicable HUD lead paint regulations in owner and renter-occupied housing rehabilitation projects. In every assisted project, the participants, whether homeowners, renters, landlords or contractors, are notified and advised of the hazards of lead based paint. All contractors used to perform lead hazard reduction work must be trained and certified by the State in a lead hazard reduction discipline and associated with a certified lead company. The City prefers to work with State Certified general contractors as part of the housing improvement programs, as most projects disturb lead based paint or control/abate lead paint hazards. However, the general contractor may subcontract the lead work to a certified lead contractor.

Actions taken to reduce the number of poverty-level families. 91.220(k); 91.320(j)

In considering the factors affecting poverty that may be impacted by the existing housing programs of

the City, it appears that coordination of production and preservation of affordable housing, as well as, the Public Service programs and services targeted to special needs populations benefit and help to reduce the numbers of families below the poverty level. The City will be reducing the housing cost burden on these households to some extent in completing rehabilitation projects on properties owned by households below the poverty level limits. The reduction in housing cost burden will result from actions that reduce energy costs and reduce the cost of repairs needed to keep the home in habitable condition.

Actions taken to develop institutional structure. 91.220(k); 91.320(j)

The City of Oshkosh's maintains its institutional structure for carrying out activities under the Consolidated Plan. It includes coordination and cooperation with local, state and federal agencies and organizations, as well as close interaction amongst internal departments. Effective coordination exists among non-profit organizations involved in the delivery of supportive housing and public services. The City continues to collaborate with organizations within the community such as neighborhood associations, community groups, service providers, economic development agencies, area schools, private investors, non-profits and others to connect common interests for the greatest benefit. Oshkosh recognizes coordination and information sharing as critical to the success of its activities and continues to seek and foster opportunities for increased collaboration.

Actions taken to enhance coordination between public and private housing and social service agencies. 91.220(k); 91.320(j)

Housing and social service providers collaborate regularly through participation in the Winnebago Land Housing Coalition meetings. A City staff person attends these meetings as the City's liaison. These meetings include representatives from agencies who provide housing services, such as emergency assistance, weatherization, homebuyer assistance, and non-housing services, such as employment training, mental health counseling, veterans services, elderly services, and health services. Through these monthly meetings these varied organizations share resources and information to develop interagency housing and service solutions. The Oshkosh/Winnebago County Housing Authority and the Oshkosh Habitat for Humanity also offer downpayment assistance to income qualified homebuyers.

Identify actions taken to overcome the effects of any impediments identified in the jurisdictions analysis of impediments to fair housing choice. 91.520(a)

The City continues to take the following actions during the program year to address possible impediments including:

- Administer and market the owner occupied housing improvement loans and homebuyer assistance loans.
- Offer a voluntary rental registry and inspection program.
- Continue to run a Rental Housing Advisory Board whose purpose is to advise staff on the

creation of rental housing, educational materials and residential rental training programs for landlords and tenants, to review and make recommendations regarding City policy or changes to the Municipal Code pertaining to rental housing.

- An annual review of the City's Transportation Department reviews the public transportation service areas and recommends updates/changes.
- Mail flyers to homeowners in monthly City utility bills.
- Provide housing pamphlets at the main service counters of City Hall, the Seniors Center and the public library.
- Contract with the Fair Housing Center of Northeast Wisconsin, a satellite office of the Metropolitan Milwaukee Fair Housing Council a private, non-profit organization, to provide comprehensive fair housing enforcement, outreach and education and technical assistance services to Oshkosh residents.

CR-40 - Monitoring 91.220 and 91.230

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

The Community Development Department monitors its CDBG program to ensure compliance with HUD regulations and attainment of Consolidated Plan goals. Annual Action Plan activities are set up and tracked in IDIS to allow ongoing review of activities and expenditures.

- **Procurement & Awards:** The City of Oshkosh encourages participation of disadvantaged business enterprises, women owned business enterprises and minority business enterprises in the City's procurement process. The City awards contracts to the lowest responsive, responsible bidder possessing the ability to perform successfully under the terms and conditions of the proposed procurement.
- **Contract Management:** If applicable, bid packages and contractor meetings include documentation and discussion of Federal Labor Standards Provisions, Davis Bacon wage rate requirements, Section 3 and current Department of Labor Wage Rate Determinations. City staff inspects the work being invoiced prior to processing the invoice for payment. Contractors performing work subject to Davis Bacon are required to submit certified weekly payrolls, which are verified for compliance on a weekly basis. City staff also performs periodic unannounced employee interviews to further ensure compliance with applicable Federal requirements.
- **Subrecipient Monitoring:** The City works closely with all subrecipients in order to ensure the goals and objectives of federally funded programs are adhered to and national objectives are being met. Subrecipients enter into agreements with the City to ensure all Federal, State and local regulations and criteria are being followed. Quarterly reporting from subrecipients allows the City to monitor progress each is making toward its year end goals. Onsite monitoring is conducted as staff time permits to further ensure that overall goals and objectives are being met. Determining factors were the subrecipient's prior experience managing federal funds, the City's prior experience with the subrecipient, timeliness of expenditures and reporting, etc. phone calls and email communications were used to stay up to date of activities and changes, if any, to programs.
- **Housing Monitoring:** Housing rehabilitation activities are monitored through the coordinated efforts of the Housing Rehab Specialist and the City's building inspectors. This allows for multiple levels of oversight of various federally funded activities to ensure compliance with local, state and federal requirements. City staff inspects the work being invoiced prior to processing the invoice for payment. The homeowner is also required to approve the payment being requested.

Citizen Participation Plan 91.105(d); 91.115(d)

Describe the efforts to provide citizens with reasonable notice and an opportunity to comment on performance reports.

As outlined in both the Five Year Consolidated Plan and the 2025 Action Plan, the City of Oshkosh follows a public participation plan designed to solicit citizen input, while at the same time helping to inform the public of resources, emerging needs and restrictions and limitations of available resources. The notice of availability of the Consolidated Annual Performance and Evaluation Report (CAPER) for the 2025 Community Development Block Grant Program Year was included within this document and this document was posted on the city's public website, oshkoshwi.gov/economicdevelopment.

CR-45 - CDBG 91.520(c)

Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.

The City of Oshkosh continues to strategically use CDBG funds to maximize affordable housing and homeownership, public services, public facilities, central city, and neighborhood revitalization, planning and administration. Last year the City added a program administration software to help assist in timely spend funds and the efficient administration of the CDBG program. The City is continually reviewing its policies, procedures, and programs to improve the program.

Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants?

No

[BEDI grantees] Describe accomplishments and program outcomes during the last year.

CR-58 – Section 3

Identify the number of individuals assisted and the types of assistance provided

Not applicable.

Narrative