

City of Oshkosh

2026 Annual Action Plan

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

Introduction

The 2026 Annual Action Plan represents the second year of the City's Consolidated Plan (Con Plan) for Fiscal Years 2025-2029 as approved by the Oshkosh Common Council and the US Department of Housing and Urban Development (HUD). The Action Plan is the City of Oshkosh's application for 2026 HUD entitlement grant funds and identifies the proposed programs and projects to be funded.

Summarize the objectives and outcomes identified in the Plan

This could be a restatement of items or a table listed elsewhere in the plan or a reference to another location. It may also contain any essential items from the housing and homeless needs assessment, the housing market analysis or the strategic plan.

Please reference AP-20.

Evaluation of past performance

This is an evaluation of past performance that helped lead the grantee to choose its goals or projects.

The performance of programs and systems are evaluated on a regular basis to consistently evaluate and improve the processes involved in administering the program, which has resulted in issues being caught sooner and a more streamlined approach to performance.

Summary of Citizen Participation Process and consultation process

Summary from citizen participation section of plan.

In accordance with the City's *Citizen Participation Plan*, the draft Action Plan is available online at oshkoshwi.gov/EconomicDevelopment/ and a copy is available for review at the Economic Development Office at Oshkosh City Hall, 215 Church Ave. throughout the thirty-day public comment period. Hard copies of the Action Plan are available upon request.

- Public Notices: May 3 and May 10, 2026
- Public comment period: May 13 – June 13, 2026.
- Public hearing #1: in-person Common Council meeting on May 12, 2026
- Public hearing #2: in-person Plan Commission meeting on May 19, 2026

More details are included in AP-12 Participation. Various agencies were consulted in the preparation of the plan as referenced in AP-10.

Summary of public comments

This could be a brief narrative summary or reference an attached document from the Citizen Participation section of the Con Plan.

No comments were received at this time, this document will be updated with comments on a weekly basis throughout the comment period if comments are received.

Summary of comments or views not accepted and the reasons for not accepting them

No comments were received at this time, this document will be updated with comments on a weekly basis throughout the comment period if comments are received.

PR-05 Lead & Responsible Agencies – 91.200(b)

Agency/entity responsible for preparing/administering the Consolidated Plan

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

City of Oshkosh, Community Development department

Consolidated Plan Public Contact Information

City Hall
Community Development Department
Economic Development Division, Room 201
215 Church Ave., Oshkosh, WI 54903
920-236-5029
cdbg@oshkoshwi.gov

AP-10 Consultation – 91.100, 91.200(b), 91.215(I)

Introduction

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))

Please reference AP-60 Public Housing

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.

Please reference AP-65 Homeless and Other Special Needs Activities.

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

The City does not currently receive ESG funds

Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdiction’s consultations with housing, social service agencies and other entities

Table 1 – Agencies, groups, organizations who participated

Agency/Group/Organization	Winnebago County Health Department
Agency/Group/Organization Type	Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-Persons with HIV/AIDS Services-Health Services-Education Other government - County
What section of the Plan was addressed by Consultation?	Non-Homeless Special Needs Lead-based Paint Strategy
Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Discussion regarding lead based paint policies and health and safety needs of Oshkosh residents.
Agency/Group/Organization	Greater Oshkosh Healthy Neighborhoods
Agency/Group/Organization Type	Housing

What section of the Plan was addressed by Consultation?	Non-Homeless Special Needs Neighborhood Initiatives
Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Discussion regarding on the organization's role in developing, expanding and organizing neighborhood planning projects/programs/activities, acquiring slum and blight properties and improving the current Oshkosh housing stock.
Agency/Group/Organization	HABITAT FOR HUMANITY OF OSHKOSH INC.
Agency/Group/Organization Type	Housing
What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Families with children Non-Homeless Special Needs
Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Discussion regarding Habitat's continued role in construction of new affordable housing for LMI households. Continue partnership projects with City and local PHA.
Agency/Group/Organization	METROPOLITAN MILWAUKEE FAIR HOUSING COUNCIL
Agency/Group/Organization Type	Service-Fair Housing
What section of the Plan was addressed by Consultation?	Fair Housing
Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Discussion regarding fair housing services provided through the satellite office in Appleton. Services include training opportunities for landlords and tenants, as well as investigate potential fair housing complaints in the community.

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

Not applicable.

AP-12 Participation – 91.105, 91.200(c)

Summary of citizen participation process/Efforts made to broaden citizen participation

Summarize citizen participation process and how it impacted goal-setting

The City of Oshkosh published a public notice on May 3 and May 10, 2026 with a summary of the proposed Action Plan which includes a list of locations where it may be reviewed along with the public comment period deadlines and public hearing details.

- The Action Plan will be available for review at the Community Development Department (215 Church Avenue, Room 201), online at oshkoshwi.gov/EconomicDevelopment/, and hard copies are available upon request.
- The public comment period: 12:00 pm May 13, 2026 to 12:00 pm June 13, 2026, all comments must be received by 12:00 pm on Saturday, June 13
- Public Hearing #1: City Council meeting, Tuesday, May 12 6:00 pm at City Hall, 215 Church Ave, in Room 406. Those with specialized needs are directed to contact the Community Development Department at least five (5) days prior to a meeting.
- Public Hearing #2: Plan Commission meeting, Tuesday, May 19 4:00 pm at City Hall, 215 Church Ave, in Room 406. Those with specialized needs are directed to contact the Community Development Department at least five (5) days prior to a meeting.

Mode of outreach	Newspaper ad	Internet outreach	Public Hearing	Public Hearing
Target of outreach	Non-targeted/broad community	Non-targeted/broad community	Non-targeted/broad community	Non-targeted/broad community
Summary of response and attendance	To be determined	To be determined	N/A	Plan Commission Meeting on May 19, so to be determined

Summary of comments received	To be determined	To be determined	N/A	To be determined
Summary of comments not accepted and reasons	To be determined	To be determined	N/A	To be determined
URL if applicable	Not applicable	oshkoshwi.gov/ EconomicDevelopment/	Not applicable	Not applicable

- City staff continues to work with community groups, organizations and agencies to increase citizen participation and improve the CDBG application and evaluation process. The Community Development Department goes through the citizen participation process and evaluates how that feedback can be incorporated into the City’s Annual goals and future plan’s goals

Citizen Participation Outreach

Table 2 – Citizen Participation Outreach

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

Introduction

The City of Oshkosh is expecting to receive \$817,249 in entitlement funds this program year. The City does not expect to receive any program income during the program year.

Anticipated Resources

Program: CDBG

Source of Funds: Public – federal

Uses of funds: Development, public facilities, public services, general administration

Expected amount available year 1

Annual Allocation: \$817,249

Program Income: \$0

Prior Year resource: \$0

Total: \$817,249

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

The City receives state grants across departments that complement the CDBG program funds. Community funds toward public service projects are also leveraged by the CDBG program.

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

The City is not proposing to use publicly owned land or property located within the jurisdiction to address the needs identified in the plan.

AP-20 Annual Goals and Objectives

Goals Summary Information

Table 3 – Goals Summary

Goal Name	Housing Initiatives
Goal Description	Rehabilitate the City's dated housing stock to preserve and improve housing conditions for low to moderate income households.
Goal Name	Development
Goal Description	Acquire, remediate and dispose of properties and demolish buildings to promote the development and revitalization of vacant residential, commercial, and industrial areas and remove slum and blight from the city.
Goal Name	Public Facilities
Goal Description	Improve the City's public facilities and infrastructure for low to moderate income areas or groups.
Goal Name	Public Services
Goal Description	Improve and enhance the public and community development services in the City for low to moderate income households.
Goal Name	Administration and Program Management
Goal Description	Provide program management and oversight for the successful administration of CDBG programs.

AP-35 Projects – 91.220(d)

Introduction

During the program year, the City of Oshkosh will pursue the implementation of projects in four major categories. There were no housing rehab funds allocated in this year's action plan due to a healthy balance in the city's housing rehab revolving loan fund that can be spent down before allocating more entitlement funds.

The project allocations total \$817,249, as referenced in AP-05 Executive Summary and AP-15 Expected Resources.

Projects

- Development
- Public Facilities
- Public Services
- Program Administration & Planning

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

During the program year, the City of Oshkosh will pursue the implementation of projects in four major categories. There were no housing rehab funds allocated in this year's action plan due to a healthy balance in the city's housing rehab revolving loan fund that can be spent down before allocating more entitlement funds.

AP-38 Project Summary

Project Summary Information

Project Name	Development
Target Area	City Wide
Goals Supported	Development
Needs Addressed	Community Development Need
Funding	CDBG: \$200,000.00
Description	Assist with development within city.
Target Date	12/31/2027
Estimate the number and type of families that will benefit from the proposed activities	City wide benefit.
Location Description	City wide.
Planned Activities	Activities may include, but are not limited to, acquisition 24 CFR 570.201(a), clearance and demolition 24 CFR 570.201(d), asbestos removal 24 CFR 570.201(c) and cleanup of contaminated sites 24 CFR 570.201(d). The following 24 CFR 570.201(c) activities that may be undertaken are water/sewer improvements, street improvements, sidewalks and tree planting.
Project Name	Public Facilities
Target Area	City Wide
Goals Supported	Public Facilities
Needs Addressed	Community Development Need
Funding	CDBG: \$325,000.00
Description	Various public facility improvements carried out by the City, public or private nonprofits and/or other organizations.
Target Date	12/31/2027

Estimate the number and type of families that will benefit from the proposed activities	City wide benefit.
Location Description	City wide
Planned Activities	Activities may include, but are not limited to, acquisition, construction, reconstruction, rehabilitation or installation of public facilities and improvements, except as provided in § 570.207(a), carried out by the recipient or other public or private nonprofit entities
Project Name	Public Services
Target Area	City wide
Goals Supported	Public Services
Needs Addressed	Community Development Need
Funding	CDBG: \$125,000.00
Description	Public Services 24 CFR 570.201(e): Funds provided to local non-profit agencies that provide needed services to LMI individuals and households.
Target Date	12/31/2027
Estimate the number and type of families that will benefit from the proposed activities	Citywide benefit.
Location Description	City wide
Planned Activities	Activities may include, but are not limited to, assistance to local non-profit agencies that provide needed services to LMI individuals and households. Activities that may be undertaken include, health care assistance, emergency shelter, food assistance, peer support, Fair Housing services, advocacy and education and emergency assistance.
Project Name	Program Administration & Planning

Target Area	City wide
Goals Supported	Administration and Program Management
Needs Addressed	Administration, Planning, and Management Need
Funding	CDBG: \$167,249.00
Description	Program Administrative Costs including grant managing software, Fair Housing contracted services and staff trainings.
Target Date	12/31/2027
Estimate the number and type of families that will benefit from the proposed activities	Citywide benefit.
Location Description	City wide
Planned Activities	Activities may include, but are not limited to, general management, oversight and coordination, public information, indirect costs, submission of applications for federal programs, administrative expenses to facilitate programs, associated training and related costs and preparation of functional plans.

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

Funds will be used to assist LMI persons and households on a city-wide basis or in neighborhoods in low to moderate income census tracts/block groups, or in spot blighted or approved redevelopment areas.

Geographic Distribution

Target Area

City Wide

Percentage of Funds

100

Rationale for the priorities for allocating investments geographically

Residents city wide have limited financial capacity to address housing and non-housing conditions, as well as neighborhood revitalization efforts. This action plan's activities and

programs are intended to address these needs.

AP-55 Affordable Housing – 91.220(g)

Introduction

City of Oshkosh will utilize revolving loan fund funds and unspent prior year CDBG funds to support owner-occupied housing rehabilitation programs.

One Year Goals for the Number of Households to be Supported

Homeless	0
Non-Homeless	0
Special-Needs	0
Total	0

One Year Goals for the Number of Households Supported Through

Rental Assistance	0
The Production of New Units	0
Rehab of Existing Units	10
Acquisition of Existing Units	0
Total	10

Discussion

The City will achieve the stated one year goals above, based on prior year productivity.

AP-60 Public Housing – 91.220(h)

Introduction

The Oshkosh/Winnebago County Housing Authority currently owns a handful of public housing properties, in addition to a number of scattered sites.

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

The City of Oshkosh will collaborate with the Oshkosh/Winnebago County Housing Authority as needed 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

Residents of the Oshkosh Housing Authority have an annual meeting with the Executive Director, as well as bi-monthly meetings with property managers and social workers. Additionally, tenants are welcome to serve on the Housing Authority Board. In order to better serve non-English speaking public housing residents, translators are available for residents.

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

Not applicable; the Oshkosh Housing Authority and Winnebago County Housing Authority are not designated as troubled.

Discussion

The City of Oshkosh has identified that there is a need for decent, safe and sanitary housing that is affordable and accessible to address the households affected by housing problems, severe housing problems, and housing cost burdens. The largest groups affected by housing problems are the extremely low-income households and senior households. The Oshkosh/Winnebago County Housing Authority is an important part of the City's affordable housing strategy and the primary assisted housing provider of housing for extremely low income, very low income, and lower income residents of the City of Oshkosh.

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

Introduction

The Wisconsin Balance of State CoC (WIBOSCO) serves a total of sixty-nine counties. The 69 counties are organized into twenty-one geographically dispersed local homeless coalitions. The City of Oshkosh is part of the Winnebagoland CoC. The region is made up of two counties which include Fond du Lac County and Winnebago County. According to the WIBOSCO governance charter, the purpose of the Wisconsin Balance of State CoC is to lead and support the efforts of its members to end homelessness.

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

ADVOCAP and the Day by Day Warming Shelter provide 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. The City will continue to participate as a

member of the Winnebago Land 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

The City of Oshkosh supports a number of organizations that address emergency and transitional needs of homeless persons. The Day by Day Warming shelter provides an important service to the continuum of care in this area by providing a safe setting to a vulnerable homeless population. The Redevelopment Authority (RDA) of the City of Oshkosh has leased a single family house to ADVOCAP for short term transitional housing. The City has also provided support to COTs, Solutions Recovery and Christine Ann Domestic Abuse Services, which are organizations that provide transitional housing services. The Oshkosh Police Department is leading outreach efforts in Oshkosh's downtown through a Police substation focused on homeless support services.

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

Using the HUD System Performance Measure Guidance, the HMIS Lead developed a CoC Performance Report with metrics for “Length of Time Homeless” (LOTH) and reviewed this data with the CoC Data Committee which meets quarterly to review CoC Performance and identify needed interventions. Through the use of the VISPDAT, the CoC prioritizes the most vulnerable families. Rapid Rehousing (RRH) programs, along with all project types, are expected to serve families based on their vulnerability score, while utilizing a Housing First approach. The Center for Veteran’s Issues operates the HUD VASH project in Winnebago County.

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 Winnebago Land 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.

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

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

City of Oshkosh will continue to monitor and review public policies for negative effects, and/or impacts on housing affordability. Staff continues to administer a voluntary Residential Rental Registration and Inspection program. The 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.

AP-85 Other Actions – 91.220(k)

Actions planned to address obstacles to meeting underserved needs

The City will continue to leverage its financial resources and apply for additional public and private funds, provide financial assistance for housing initiatives, funding for public service activities and provide public facility improvements.

Actions planned to foster and maintain affordable housing

Supporting development on in fill lots within the city that will be sold at an affordable cost.

Actions planned to reduce lead-based paint hazards

The City will continue to comply with Title 24 Part 35: Lead-Based Paint Poisoning Prevention in Certain Residential Structures (Current Rule) for its Housing Rehabilitation Program. Participants receive the required lead-based paint information and understand their responsibilities. Staff properly determines whether proposed projects are exempt from some or all lead-based paint requirements. The level of Federal rehabilitation assistance is properly calculated and the applicable lead-based paint requirements determined. Properly qualified personnel perform risk management, paint testing, lead hazard reduction, and clearance services when required. Required lead hazard reduction work and protective measures are incorporated into project rehabilitation specifications. Risk assessment, paint testing, lead hazard reduction, and clearance work are performed in accordance with the applicable standards established in 24 CFR Part 35, Subpart R. Required notices regarding lead-based paint evaluation, presumption, and hazard reduction are provided to occupants and documented.

Actions planned to reduce the number of poverty-level families

Ongoing support of job and industry growth in the community, along with deferred interest housing loan programs and public services to assist with the challenges that go along with living in poverty.

Actions planned to develop institutional structure

Consistent procedures that sustain the administration of programs through internal changes and transitions.

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

The City is committed to continuing its participation and coordination with social service agencies, housing agencies, community and economic development agencies, City, county, federal, and state agencies, as well as with the private and non-profit sectors, to serve the needs of low to moderate income individuals and families in the City.

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

Introduction

The City of Oshkosh expects to receive \$817,249 in CDBG entitlement funds for the program year. The city does not expect to receive any program income this year.

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.

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

\$0.00

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.

\$0.00

The amount of surplus funds from urban renewal settlements

\$0.00

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

\$0.00

The amount of income from float-funded activities

\$0.00

Total Program Income:

\$0.00

Other CDBG Requirements

The amount of urgent need activities

0

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.

70.00%