



Fifth Program Year CAPER (2018)

The CPMP Fifth Consolidated Annual Performance and Evaluation Report includes Narrative Responses to CAPER questions that CDBG, HOME, HOPWA, and ESG grantees must respond to each year in order to be compliant with the Consolidated Planning Regulations.

GOALS & OUTCOMES (CR-05)

*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 primary goal of the City of Appleton's Community Development Block Grant (CDBG) program is to *develop a viable urban community through the provision of decent housing, suitable living environments, and economic opportunities*, namely for low- and moderate-income persons. While housing rehabilitation continued to be a main priority during the 2018 program year (April 1, 2018-March 31, 2019), the City of Appleton also funded agencies that addressed public facility improvement projects, at-risk youth programs, and other public service activities.

The City experienced a significant upturn during the 2018 program year allocation, receiving \$593,953- a seven percent increase from the 2017 program year. Through a competitive application process, City of Appleton staff received requests totaling \$396,004.71 for activities that addressed priority needs from the 2015-2019 Consolidated Plan. In addition, the City of Appleton began drafting an updated version of the Analysis of Impediments, resulting in increased funding for fair housing efforts. Nearly 81 percent of the total award benefited low- and moderate-income individuals and families in the City of Appleton.

The City of Appleton's Homeowner Rehabilitation Loan Program- assisted 17 low- to moderate-income homeowners (less than 80 percent CMI) with the ability to live in decent, safe, and sanitary housing. Additionally, four homeowners received technical assistance from staff regarding home rehabilitation.

Appleton Housing Authority- while *promoting quality, affordable housing for all residents of the City of Appleton*, five households received homebuyer assistance, eight households received homebuyer rehabilitation assistance, and 36 individuals received homebuyer counseling.

Appleton Police Department- through *engaging at-risk youth in meaningful, team-based community service projects and instilling positive attitudes toward education and life skills*, the Summer of Service program benefited 24 high school students.

Harbor House Domestic Abuse Shelter- while *empowering communities to be free from domestic abuse through safety, knowledge, and engagement* safe and temporary shelter was made available to 141

households, for a total of 8,308 days of care.

LEAVEN, Inc.- *stabilized and empowered people in financial crisis by providing financial assistance, referrals, and case management to address near- and long-term basic needs* for 78 households on the brink of homelessness.

Metropolitan Milwaukee Fair Housing Council- promoted fair housing and provided services to 1,625 recipients, including fair housing education and outreach for consumers and providers, social service agencies, and community-based organizations; complaint intake and counseling; and technical assistance.

The Mooring Programs- through the *provision of a full spectrum of care in a safe, progressive recovery community*, the residential programs served 72 men, for an average stay of 104 days.

Pillars, Inc. (formerly Housing Partnership of the Fox Cities)- while *enhancing the dignity and self-sufficiency of families by providing quality, affordable homes and exceptional supportive services*, six households were rehabilitated and made available as rental units for six qualifying families.

Rebuilding Together Fox Valley- by providing critical home repairs at no cost to two homeowners, safety and health concerns were resolved for two families in need.

Thompson Center on Lourdes- was able to continue benefitting 664 [unduplicated] seniors in the Appleton area after completing significant electrical system upgrades to the facility.

Habitat for Humanity- continued to make renovation progress on two properties purchased in a prior CDBG program year.

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
Acquisition-new housing	Affordable Housing	CDBG: \$	Homeowner Housing Added	Household Housing Unit	15	1	6.66%	0	1	100%
Acquisition - new housing	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	0	8		0	1	100%
Admin	Admin	CDBG: \$	Other	Other	1	1	100.00%			
Homebuyer assistance	Affordable Housing	CDBG: \$	Public service activities for Low/Mod	Households Assisted	40	40	100.00%	40	40	100.00%

			Income Housing Benefit							
Homebuyer assistance	Affordable Housing	CDBG: \$	Direct Financial Assistance to Homebuyers	Households Assisted	40	13	32.50%	4	8	200.00%
Improve & maintain housing stock	Affordable Housing Non-Homeless Special Needs	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	181	116	64.09%	32	27	84.38%
Neighborhood revitalization	Non-Housing Community Develop.	CDBG: \$	Public Facility/ Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	10000	469	4.69%	4000	0	0.00%
Public facilities improvement and maintenance	Non-Housing Community Develop.	CDBG: \$	Public Facility/ Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	900	2754	306.00%	2000	823	41.15%
Public services	Homeless Non-Homeless Special Needs Non-Housing Community Develop.	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	5500	1110	20.18%	253	243	96.05%
Public services	Homeless Non-Homeless Special Needs Non-Housing Community Develop.	CDBG: \$	Homeless Person Overnight Shelter	Persons Assisted	0	979				
Rental rehabilitation	Affordable Housing	CDBG: \$	Rental units rehabilitated	Household Housing Unit	40	13	32.50%	5	7	140.00%
Rental rehabilitation	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	0	0		0	0	

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.

The City of Appleton's 2018 CDBG funding allocations primarily focused on projects that addressed the rehabilitation of housing (rental and homeowner) and facilities. However, three public service-providing agencies received allocations, offering programming for at-risk youth, domestic abuse victims, and at-risk of homelessness households. All funded projects addressed Strategic Plan objectives (decent housing, suitable living environments, and expanded economic opportunities) and high priority needs under the 2015-2019 Consolidated Plan (housing rehabilitation, public facility improvements, and public services).

The City of Appleton's Homeowner Rehabilitation Loan Program (HRLP) assisted low- and moderate-income homeowners with the ability to live in decent, safe, and sanitary housing by providing zero-interest loans for rehabilitation needs. All homes were made code compliant and lead safe.

The **Appleton Housing Authority** provided low- and moderate-income households with homebuyer and rehabilitation assistance and counseling, enabling households to purchase their first home, correct code violations, and live in a safe environment.

Harbor House, the only domestic violence shelter serving the City of Appleton, provided men, women, and children fleeing abusive households access to a safe living environment with basic necessities, safety planning, emotional support, counseling, education, advocacy, and stability.

LEAVEN, Inc. provided emergency financial assistance to low- and moderate-income households on the brink of homelessness in an effort to stabilize current housing arrangements.

The Mooring Programs provided individualized comprehensive transitional treatment to male clients struggling with alcohol, drug, and chemical dependency. Through the residential treatment facility, clients were supported with ongoing group therapy and individual case management sessions.

Through a collaboration with the Boys & Girls Club of the Fox Valley and the Appleton Area School District, the **Appleton Police Department** engaged at-risk youth in meaningful, team-based community service projects as an effort to instill positive attitudes towards education and empowering them to acquire valuable life skills.

Pillars, Inc rehabilitated depressed housing units to include in their affordable housing rental program, expanding capacity to serve additional at-risk households.

Rebuilding Together Fox Valley provided rehabilitation opportunities for low-income homeowners (between 30-50 percent CMI) who did not otherwise qualify for assistance through other organizations in the community, or have the ability to pay for the repairs themselves.

Thompson Center on Lourdes offered 664 unduplicated seniors in the Appleton area a space to

frequent and engage in a variety of social activities.

While funding for the **Greater Fox Cities Habitat for Humanity** was originally allocated during the 2016 program year, due to circumstances and setbacks in the housing market, progress was delayed until the 2018 program year. Habitat provided a homeownership opportunity to a moderate-income family after rehabilitating an existing dilapidated residential property. Habitat was also able to expand their unique affordable rental housing program after rehabilitating a depressed housing unit and serving a low- to moderate-income qualifying family.

Describe the families assisted (including the racial and ethnic status of families assisted). 91.520(a)

	CDBG
White	1,048
Black or African American	53
Asian	5
American Indian or American Native	7
Native Hawaiian or Other Pacific Islander	0
Total	1,113
Hispanic	47
Not Hispanic	1,066

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

A map has been attached to this report (2018 CDBG LMI) that depicts the location of the 2018-funded activities. "Site" represents locations where these projects originate, while "Activity" represents locations where CDBG-funded projects occurred (i.e. housing rehabilitation). LMI Block Groups are outlined and Blocks are shaded according to minority percentages.

RESOURCES & INVESTMENTS (CR-15)

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	Public- federal	974,661	834,407

Table 3 – Resources Made Available

All of the 2018 program year subrecipients utilized several other funding resources for the successful implementation of their programs and activities. The City of Appleton gives preference to CDBG applicants who can demonstrate well-established budgets utilizing various funding sources.

The resources directly reflected in this report include: CDBG grant subawards and program income generated from the Appleton Housing Authority and the City of Appleton's Homeowner Rehabilitation Loan Program (HRLP).

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description

Table 4 – Identify the geographic distribution and location of investments

A map has been attached to this report (view 2018 CDBG LMI map, located under CR-10, *Racial and Ethnic Composition of Families Assisted*) that depicts the location of 2018 CDBG-funded activities. "Site" represents locations where these projects originate, while "Activity" represents locations where CDBG-funded projects occurred (i.e. housing rehabilitation). LMI Block Groups are outlined and Blocks are shaded according to minority percentages.

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.

While the City of Appleton does not implement a match requirement associated with CDBG funding, no activity or program operated solely with CDBG funding. All of the 2018 CDBG subrecipients utilized several other funding resources for the successful implementation of their programs.

The **Appleton Police Department** accounted for 45 percent of the Summer of Service budget with CDBG funding. The remaining 55 percent was funded through the provision of in-kind services/salaries of the Appleton Police Department (\$16,821.64); the Boys & Girls Club in-kind services/salaries (\$3,700.35); and other donations (\$7,200).

The **Appleton Housing Authority** leveraged CDBG funds with HOME (\$530,000) and HCRI (\$333,567) funds, made available through Outagamie and Calumet counties.

Harbor House obtained funding for the Shelter Program from numerous sources, including other government grants (State of Wisconsin \$22,310; Outagamie County \$19,500), non-government grants (\$85,000), United Ways (Fox Cities \$35,535; New London \$1,500), donations

(\$255,496), and fundraising events (\$29,470).

The "leverage" for the **Homeowner Rehabilitation Loan Program** was primarily in the form of maintaining Appleton's housing stock and increasing the tax base for the City. Although this doesn't directly benefit the program financially, it does increase the quality of life for the participants, the neighborhoods they live in, and the City as a whole. Additionally, the Homeowner Rehabilitation Loan Program supplemented 2018 CDBG funding with HOME (\$49,339) and Lead Hazard Control (\$2,844) program income.

Metropolitan Milwaukee Fair Housing Council leveraged CDBG funds with sources that supported all components of the Fair Housing Council of Northeast Wisconsin's work in Appleton, including the US Department of Housing and Urban Development (\$8,717.77), the State of Wisconsin (\$6,744.19), and other private donations (\$4,467.77).

The Mooring Programs utilized portions of multiple incomes- in addition to CDBG- to support their remodel projects, including private donations (\$46,000) and self-pay clients (\$75,702).

LEAVEN coordinated with other public and private resources to meet clients' needs, including the faith community (\$118,257); businesses (\$36,882); individual donations (\$123,596); foundations (\$612,135); other government funding sources (\$82,765); and other non-government funding sources (\$44,587).

Pillars averages a monthly rental income of \$38,000, which was used to fund the Affordable Housing programs made available. Throughout 2018, the other portion of income utilized as leverage came from a variety of foundations, corporations, and individual donations.

CDBG funds were leveraged against \$40,000 of funds from the **Rebuilding Together Fox Valley's** Raise the Roof fund- established to complete large dollar projects, and donated by corporations and private donors.

The Thompson Center on Lourdes utilized an \$11,218 contribution from St. Bernadette's Parish- the leasor of the space the senior center is located. All onsite project management was provided in-kind.

AFFORDABLE HOUSING (CR-20)

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	34	35
Number of Special-Needs households to be provided affordable housing units	0	0
Total	34	35

Table 5- Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	78	78
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	34	35
Number of households supported through Acquisition of Existing Units	4	5
Total	116	118

Table 6 - Number of Households Supported

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

As has been the trend, release of the 2018 CDBG funds was significantly delayed well into the start of the City's program year (April 1). Although the expenditure of the award was delayed, outcomes were met and in some cases exceeded.

Discuss how these outcomes will impact future annual action plans.

While the timeliness of the release and award of funding is beyond the City's control, progress in providing affordable housing is not a concern for future annual action plans. Subrecipient agencies have been able to meet or exceed goals despite the delays.

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 Persons Served	CDBG Actual	HOME Actual
Extremely Low-income	321	0
Low-income	721	0

Moderate-income	71	0
Total	1,113	0

Table 7 – Number of Persons Served

All of the City of Appleton's CDBG-funded activities for the 2018 program year, with the exception of the administrative activities, benefited low- to moderate-income persons and households.

HOMELESS & OTHER SPECIAL NEEDS (CR-25)

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

Harbor House provided victims of domestic violence, including children, 24-hour access to safe shelter. No victim of domestic violence seeking shelter was turned away [if eligible]. During the 2018PY, only 4.5 percent of victims that sought shelter at Harbor House were considered ineligible. The Shelter's intake process included a full assessment of immediate physical and emotional needs. Advocates met with the Shelter families continuously to assess and modify their needs accordingly.

Metropolitan Milwaukee Fair Housing Council (MMFHC) and the local satellite office, Fair Housing Center of Northeast Wisconsin (FHCNW), conducted regular outreach services to organizations that serve individuals experiencing homelessness with intentions to provide education and resources that may impact housing solutions. During the 2018PY, staff provided four presentations at Pillars Adult and Family Shelter (formerly Homeless Connections), covering topics such as: purposes and provisions of local, state, and federal fair housing laws; contemporary forms of illegal discrimination in the housing market; "red flags" that may indicate the presence of unlawful discrimination in housing transactions; remedies available to people who have experienced illegal housing discrimination; and how complaints of illegal discrimination are investigated.

LEAVEN identified individuals experiencing homelessness through their intake process, where they were assessed to determine the best course of action. Depending on the client's ability to maintain housing, they were either referred to a local or regional shelter (based on bed availability), or they were assisted to secure affordable housing.

In October 2018, **Pillars Inc** was created after three separately operating agencies merged. Homeless Connections and the Fox Valley Warming Shelter- the two local emergency shelters in Appleton- joined forces with Housing Partnership of the Fox Cities. As a result of the merge, staff was able to reorganize, streamline, and communicate in a more efficient and effective manner, ultimately resulting in better services for individuals and families experiencing homelessness. Under one organization, clients are now connected with the most appropriate housing options, whether shelter, transitional housing, or stable

affordable housing.

Addressing the emergency shelter and transitional housing needs of homeless persons

The **City of Appleton** continued in 2018 as the fiscal administrator for the Fox Cities Continuum of Care Rapid Re-Housing programs and the State of Wisconsin Emergency Homeless and Housing programs, serving as the lead agency and administering funds to Pillars Inc (formerly Housing Partnership of the Fox Cities, Homeless Connections, and Fox Valley Warming Shelter), Salvation Army of the Fox Cities, and ADVOCAP. While only Pillars received 2018PY CDBG funds, all of these agencies maintain housing units and programs that address the needs of individuals and families experiencing homelessness in the Appleton community.

Since opening their first eight-bed shelter in 1984, **Harbor House** has been the singular organization in the Appleton community committed to understanding the breadth of domestic abuse and victims' evolving needs. Harbor House is an integrated supportive community agency dedicated to ending domestic abuse by offering a comprehensive range of programs. The Shelter Program has responded to growing demands, providing a safe haven to all who seek it- regardless of capacity. As a result, prior to the completion of their recent expansion and remodel, one out of every three days Harbor House housed more people than available beds. Since the completion of the building campaign in 2018, Harbor House has increased their capacity to provide shelter during times of crisis and improved their ability to provide healing and transformative programming, that improves early intervention and helps to move clients out of constant crisis.

LEAVEN collaborated closely with staff from local shelters and transitional programs to address the needs of people experiencing homelessness. COTS and Christine Ann Domestic Abuse Services offer part-time, onsite services in the LEAVEN Community Resource Center, and proposals to expand and offer a satellite office near-downtown Appleton are being considered.

In October 2018, **Pillars Inc** was created after three separately operating agencies merged. Homeless Connections and the Fox Valley Warming Shelter- the two local emergency shelters in Appleton- joined forces with Housing Partnership of the Fox Cities. As a result of the merge, staff was able to reorganize, streamline, and communicate in a more efficient and effective manner, ultimately resulting in better services for individuals and families experiencing homelessness. Under one organization, clients are now connected with the most appropriate housing options, whether shelter, transitional housing, or stable affordable housing.

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

While all 2018PY CDBG subrecipients focused their programs and efforts on serving low- and moderate-income families and individuals, several community agencies focused on preventing families and individuals from experiencing homelessness.

By teaching teens to work on teams, develop a positive work ethic, and improve their engagement with others, the **Appleton Police Department**- through the Summer of Services program- was able to provide students at risk of not graduating from high school an opportunity to stay on track or get back on track to graduating. Failing to graduate high school increases an individual's risk of living in poverty, becoming a substance abuser or addict, and reduces future employment prospects.

Domestic abuse has been identified as a root cause of poverty and homelessness for women and children. Survivors often face overwhelming odds in obtaining long-term security and safety. By addressing client needs, such as safety, emotional support, legal advocacy, job training, education, transportation, and childcare, **Harbor House's** Economic Advocacy Program- available to all Shelter Program residents- worked to move victims to survivors, to thriving members of the Appleton community.

LEAVEN's financial support and assistance prevented individuals and families from slipping into greater poverty, homelessness, and ill health. LEAVEN's rental and utility assistance ensured that individuals and families were stably housed, thereby preventing eviction, disconnection, and homelessness. The security deposit assistance ensured occupancy in safe, affordable housing, thereby preventing extended shelter stay or remaining in abusive relationships.

Any services provided by the **Metropolitan Milwaukee Fair Housing Council** (MMFHC) that prevent housing discrimination from being a barrier to housing opportunities may have prevented episodes of homelessness. Similarly, MMFHC's Enforcement Services- which prevented complainants from losing housing due to unlawful discrimination- served to prevent episodes of homelessness.

Through the merging of Residential Treatment, Contract Packaging, and Sober Living (now known as Apricity, Inc.), the **Mooring Programs** offered a residential outlet to men leaving treatment who might be otherwise homeless. Because learning to live alcohol and drug free life takes more than 28 days of treatment, Mooring offered a supportive environment to practice tools necessary for participants to continue forward on their road to recovery and self sufficiency.

Pillars employed a full-time staff person whose primary role was to connect and collaborate with individuals and families that were at imminent risk of homelessness, and divert them to other living arrangements.

Rebuilding Together Fox Valley (RTFV) played an important role in preventing homelessness by helping low-income homeowners address critical home repairs that impacted their health and safety. In addition to positively impacting the lives of the current homeowner, RTFV also contributed to preserving the affordable housing stock in Appleton by addressing critical components of home safety.

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 Appleton** collaborated with several CDBG subrecipient organizations through the Fox Cities Housing Coalition, ensuring that a continuum of care strategy was implemented and executed appropriately in the community. Reports and local data indicated that individuals and families experiencing homelessness in the Appleton community continued to be a concern. As a result, the City of Appleton worked closely with partners to incorporate additional permanent supportive housing options into the community, which included successfully retaining additional federal funding to this cause.

LEAVEN's High-Risk Prevention and Next Step programs- both collaborations with St. Vincent de Paul- Appleton- addressed the needs of individuals imminently at-risk of homelessness and established case plans, goals, and expectations that promoted self-sufficiency and vital relationships.

Part of the advocacy **Harbor House** provided shelter residents included assistance with obtaining permanent housing solutions. As a member of the Fox Cities Housing Coalition, Harbor House remained abreast of current availability of affordable housing in the community and participated in the work of the Coalition to improve the housing situation for homeless individuals. Staff made every effort to stay connected with former residents to identify barriers that may affect their safety and housing, ultimately avoiding future abuse and episodes of homelessness. Financial independence is the number one indicator of whether a survivor of domestic violence will leave and not return to their abuser. Harbor Houses Economic Advocate offered work experience and basic needs assistance to clients in an effort to reduce the period of time they are homeless. Additionally, Harbor House offered a Rent Smart curriculum that assisted residents in obtaining stable, affordable housing and prevent future episodes of homelessness.

Without safe and affordable housing options, families experiencing domestic violence are more apt to become homeless or homeless again. Harbor House continued to collaborate with **Pillars** in providing six transitional housing units specifically for those affected by domestic abuse. Pillars also successfully opened- and has been operating since September 2018- a Day Resource Center, which serves as a daily safe haven for individuals precariously housed or in search of assistance finding affordable housing options.

The Mooring Program played an important role in helping clients find stability and avoid homelessness by establishing critical tools during treatment that emphasized independence, confidence, support, and strength.

PUBLIC HOUSING (CR-30)

Actions taken to address the needs of public housing

While the City of Appleton worked closely with the Appleton Housing Authority to address issues related to affordable housing, no portion of the 2018 CDBG funds were directly used to create or address needs of their public housing stock.

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

Intra-agency referrals and advertising of the homebuyer program at the Appleton Housing Authority market the homeowner program to current Family Self Sufficiency and public housing clients. The Homebuyer Program Manager has offered resources to both staff and clients to ensure an educated and efficient process.

Actions taken to provide assistance to troubled PHAs

The Appleton Housing Authority was not designated as a trouble housing authority.

OTHER ACTIONS (CR-35)

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)

The **City of Appleton** worked closely with developers and homeowners that encountered barriers to affordable housing and guided them through any administrative channels they could utilize to overcome those barriers.

The **Homeownership Rehabilitation** Loan Program helped property owners maintain their homes so that they could continue to live in the home most affordable to them. Many of the homeowners had satisfied their mortgage, or have a low mortgage payment. With increased rents and an extremely competitive housing market, for most, homeownership is a better option for long-term affordability.

The homeowner down payment assistance administered by the **Appleton Housing Authority** made mortgage payments affordable for first-time homebuyers, and sometimes the funds provided supplemented a homeowner's down payment enough to avoid paying private mortgage insurance (PMI). Many times, affordable houses purchased were in significant need of rehabilitation and without

the Housing Authority's rehabilitation assistance, upgrades would not have been affordable.

An element unique to Apricity's Residential Treatment- specifically **the Mooring Programs**- is the discretion to allow participants to stay enrolled in programming up to 18 months. This additional time has allowed clients the ability to pay down debt or learn how to budget, skills which are rarely learned while in active addiction, but necessary for self sufficiency.

LEAVEN's primary goal is to strengthen outcomes to ensure their clients are transitioning from crisis management to self-sufficiency. LEAVEN eliminated many barriers their clients faced by offering vital services on-site through their Community Resource Center, and developing action plans that addressed both short- and long-term needs.

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

The Mooring Programs offered both treatment for clients' substance use disorder, as well as education. These two aspects together are vital for living effectively. Participating men were required to be actively involved in counseling for support and education on substance use disorder, and were expected to regularly attend support group meetings. In addition, educational opportunities were available through Appleton's Financial Information Service Center (FISC) and the AIDS Resource Center of Wisconsin.

Pillars maintains more than 116 affordable housing units in their housing portfolio, and oftentimes include significant supportive services as a condition of the rental lease agreement. Of the total units, Pillars designated twenty units to serve individuals with special needs; 12 units to serve young adults suffering with mental health issues; and six units to serve chronically homeless households.

Finding safe and affordable housing continued to be a significant challenge for **Harbor House** residents and continued to strain shelter resources. Becoming self-sufficient is a key component to finding and maintaining adequate housing for families beyond shelter. In 2018, it was Harbor House's goal to enroll 20 percent of Shelter residents in the Economic Advocacy Program, which resulted in 58 percent of participants obtaining employment and increasing their overall income.

The **Thompson Center on Lourdes'** public facility upgrades ensured safety and code compliance for the elderly and disabled clients serviced through the programs and activities offered. Without the electrical upgrades, continued operations of the facility were jeopardized and the programs offered on-site would likely have ended.

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

In all instances of affordable housing rehabilitation projects- including the **Appleton Housing Authority** and the **City of Appleton's Homeowner Rehabilitation Loan Program**- the units were inspected under multiple assessments, including lead risk. If lead hazards did exist, the organization was required to address the hazards as part of the rehabilitation, and at project completion, conduct clearance tests to

ensure that the unit was lead safe.

While the City of Appleton Health Department did not utilize CDBG dollars to fund the program in 2018, they continued to administer a Lead Prevention Outreach Program to families in the City of Appleton who have children at least six months of age and are residing in pre-1950 housing.

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

By teaching teens to work in teams, develop a work ethic, and improve their engagement with others, the Summer of Services program offered through the **Appleton Police Department** provides students at-risk of not graduating from high school an opportunity to stay on track or get back on track. Failing to graduate high school increases an individual's risk of living in poverty, substance abuse and addiction, and reduces future employment prospects.

The **Appleton Housing Authority** and **Habitat for Humanity** each provided mechanisms for breaking the cycle of poverty through their affordable homeownership programs. Obtaining a mortgage and affordable home for many low- to moderate-income families provides some stability with a lower cost of living and community investment. Additionally, Habitat offered supportive services to all families including job coaching, budget counseling, and provided access to education.

LEAVEN's Community Resource Center was specifically created to help clients transition from crisis management to self-sufficiency, and reduce the number of poverty-level families in the Appleton community. The Center provided ease of access and imposed accountability on clients connected with resources that address the root causes of poverty. Onsite partners provided education, employment opportunities, and financial literacy services, enrollment in public benefits and health insurance, access to legal aid and mental health counseling, support and advocacy to victims of domestic violence, and linkages to medical and dental care.

The safe, decent and affordable housing provided by **Pillars** helped households in poverty create a more stable life, and gain access to resources such as education, budgeting, employment and health and wellness. Clients were encouraged to collaborate with program case managers to generate goals and work plans toward achieving self sufficiency.

The Mooring Program's foundation for recovery is imperative to the development of a life of self sufficiency and economic independence. Addressing the substance use disorder, understanding and recognizing the triggers that often lead to the initial and relapsed use, and utilization of tools learned to combat those triggers are what forms the foundation. The responsibility and self respect that is built off of that foundation are the behaviors that foster the desire to establish solid work histories and become productive citizens. By providing a high quality of treatment combined with a higher quality living environment, Mooring saw a drastic decrease of unemployed men at admittance (86.4%) to unemployed men at discharge (13.6%).

Rebuilding Together Fox Valley alleviated the expenses of home repairs for two households by providing services at no cost to the homeowner. This allowed the household to redirect their money to other essential needs.

By focusing more on economic advocacy, a number of **Harbor House** shelter clients moved into economic independence in 2018. Nearly 58 percent of Economic Advocacy participants reported an increase of income after only 30 days.

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

Public institutions, non-profit organizations, and private companies comprise the institutional structure that supports the City of Appleton's community development activities, specifically as they relate to CDBG. The City of Appleton, as the major public sector component, served as the lead fiscal and administrative agent for all community development grant programs, including the Community Development Block Grant (CDBG) program, Continuum of Care/Permanent Supportive Housing program (COC PSH), and the Emergency Housing and Homeless program (EHH). The Community and Economic Development and Finance Departments worked together to administer these grants.

Through an active membership of the Fox Cities Housing Coalition- which is comprised of nonprofit and supportive service agencies in the community- the City of Appleton continued to encourage open lines of communication and discussion regarding community development needs in the area. Nearly all subrecipients funded during the 2018PY are active members of the Fox Cities Housing Coalition, which helps to coordinate and maintain the institutional structure of the community's continuum of care.

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

The Fox Cities Housing Coalition continued to coordinate efforts between public and private housing providers and social service agencies. Each member agency in the Coalition worked to ensure that all individuals- whether homeless, imminently at-risk of homelessness, or in need of affordable housing, or services- were provided the shelter and support necessary. This network ensures efficiency and effectiveness among the programs offered in the community, and makes every effort to eliminate duplication or redundancy.

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 following impediments to fair housing were identified through the Metropolitan Milwaukee Fair Housing Council's research and interviews in 2012: 1) limited fair housing ordinance; 2) need for accurate assessment of affordable and accessible housing supply, and 3) inadequate affordable housing supply relative to residents' income.

Impediment #1: Limited Fair Housing Ordinance

Effective September 2013, the City of Appleton's Fair Housing Ordinance was updated to improve the following aspects:

- 1) Lacks Clarification of Persons Protected Under the Ordinance. The ordinance was updated identifying the protected classes to include age, color, family status, gender identity and/or gender expression, marital status, national origin/ancestry, race, religion, color, persons with disability, sex, sexual orientation, source of lawful income, and victims of domestic violence, sexual assault or stalking.
- 2) Has Limited Protection for Persons with Disabilities. The ordinance was updated to permit persons with disabilities to make reasonable modifications to existing housing, allow for the provision of reasonable accommodations in rules, policies, practices, and services to permit persons with disabilities full use and enjoyment of housing, provide protection for assistance animals, require that housing be designed and constructed to ensure accessibility for persons with disabilities, and a definition of disability.
- 3) Lacks Protections for Gender Identity and Gender Expression. The ordinance was updated to include prohibition of discrimination based on gender identity and gender expression.
- 4) Penalties for Violations of the Law. The City of Appleton revised the penalties for illegal housing discrimination to be analogous to the forfeitures enforced under federal law.
- 5) Issuance of Fines Requires Act of Discrimination be Willful. The ordinance was updated to remove the term "willfully," removing the burden of proof from the victim for the purposes of issuing fines under the fair housing laws.
- 6) Scope of Civil Action is Unclear. The ordinance was updated to clarify the scope of a civil action to include holding hearings, subpoenaing witnesses, taking testimony, and conducting investigations.

Impediment #2: Need for Accurate Assessment of Affordable and Accessible Housing Supply

The City of Appleton's Assessor's Office now assesses and maintains data that quantifies the supply of affordable housing.

Impediment #3: Inadequate Affordable Housing Supply Relative to Residents' Income

Data gathered during a local initiative, Project RUSH, shows a significant mismatch in the Appleton community in the availability of affordable housing and the ability of individuals and families to pay for such housing. As such, the City of Appleton, for-profit companies, and other agencies in the community have collaborated to create additional housing options to close this gap.

Late in 2018, the City of Appleton contracted with the Metropolitan Milwaukee Fair Housing Council to update the Analysis of Impediments and all updates are expected to be incorporated into the 2020-2024 Consolidated Plan submitted by the City of Appleton in 2020.

MONITORING (CR-40)

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

Ensuring that CDBG funds are utilized efficiently and effectively is continuous throughout each program year. The procedures associated with monitoring activities and assuring that the activities are meeting objectives and goals set forth in the 2015-2019 Consolidated Plan are initiated during the annual application process.

In 2018, applications were received and reviewed for eligibility by staff in the City of Appleton's Community and Economic Development Department. An Advisory Board, comprised of City Council members, City Committee members, and community agency members with experience in grant awarding were responsible for identifying which eligible activities proposed met the greatest need in the community. Recommendations by the Advisory Board were then approved by the City of Appleton's Community and Economic Development Committee, and then the City Council.

The "return on investment" was highly scrutinized throughout the entire allocation process. Meeting high priority needs and objectives, as identified in the 2015-2019 Consolidated Plan, was emphasized to both applicants and reviewers, magnifying the importance the City of Appleton places on community-identified needs and priorities.

Risk assessments were completed shortly after preliminary allocation, and projects requiring additional oversight and technical assistance were identified. Monitoring visits were conducted early in the program year [on projects determined to be of higher risk early] in the program year to ensure agencies were able to remain compliant and meet expectations.

Throughout the 2018 CDBG program year, awarded subrecipients submitted accomplishment reports and payment requests documenting the progress made by their activities. These reports and requests were used by City of Appleton staff to track activity accomplishments, expenditure accuracy, and record keeping. Sufficient documentation, reasonable expenses, and qualifying activities were evaluated. Failure to submit, or identified discrepancies in any of these areas, also triggered additional technical assistance and/or monitoring.

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.

Citizens were provided with two separate opportunities for public comment: a 30-day public comment period and a public hearing at a regularly-scheduled meeting of the City of Appleton's Community and Economic Development Committee. The public comment period was open May 6, 2019, through June 5, 2019, and the public hearing was held during the June 12, 2019, Community and Economic Development Committee meeting. Comments and views of citizens were taken into consideration and included within the CAPER, as appropriate.

CDBG (CR-45)

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.

There were no changes in program objectives during the 2018 program year, and the City of Appleton does not anticipate making any changes to the programming.

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

No

HOME/ADDI

The City of Appleton did not receive any HOME/ADDI funds during the 2018 program year.

HOPWA

The City of Appleton did not receive any HOPWA funds during the 2018 program year.