



# Second Program Year CAPER (2015)

The CPMP Second 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 City of Appleton continually dedicates itself to meeting the needs of our community and enhancing the quality of life through emphasis on maintaining various urban amenities, such as reasonable costs of living, high levels of job availability and vibrant neighborhoods. The primary goal of the City's Community Development Block Grant (CDBG) Program is the development of a viable urban community through provision of decent housing, suitable living environments and economic opportunities, namely for low- and moderate-income persons. Although the rehabilitation of affordable housing has traditionally been the largest single use of CDBG funds in Appleton, the program also assists agencies in providing services and improving public facilities for lower-income populations.

The City of Appleton CDBG entitlement award for the 2015 program year, spanning April 1, 2015, to March 31, 2016, was \$523,813. Requests for funding totaled \$554,200; approximately \$1.06 for every dollar available to distribute. Our seven CDBG subrecipient programs all addressed priority needs from the Consolidated Plan, while approximately 92 percent of funds benefited the low- to moderate-income (LMI) population.

Specific accomplishments from the 2015 program year include:

- 24 low- and moderate-income (LMI) households had their homes rehabilitated with no-interest loans
- 3 blighted properties were acquired and rehabilitated into single-family homes and will be available for ownership by low-income families
- 11 rental units were refurbished for tenants with extremely low- and low-income
- 248 persons received emergency shelter and services as a result of homelessness
- 554 persons were provided a warm, secure place to spend the night
- 229 families facing domestic violence received shelter and supportive services
- 132 persons in recovery from alcohol and drug addiction received training services to help them increase their readiness for employment

Appleton's 2015 CDBG funding was focused primarily on housing rehabilitation, but funds were also used for public services, public facilities and administration. Funded projects addressed both strategic plan objectives (decent housing, suitable living environment, and expanded economic opportunity) and the high priority needs listed in the Consolidated Plan.

- Low- and moderate-income persons were given the opportunity to buy their first home, get new windows and roofs, correct code violations, and live in a safe environment
- Affordable housing was rehabilitated and leased to income-qualified households
- Women and children in abusive situations were provided with counseling and a safe place to stay
- Individuals in recovery from alcohol and drug addictions were given an opportunity to receive job readiness training
- Homeless individuals and families were given shelter and education about resources available to them in the community to improve their situation
- Families were provided the opportunity to own a home and neighborhoods were improved with the addition of new, affordable, green-built homes
- Neighborhood facilities were improved and made safer for the enjoyment of families living in low- and moderate-income areas

***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	3	20.00%	3	0	0.00%
Acquisition - new housing	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	0	0		0	0	
Admin	Admin	CDBG: \$	Other	Other	1	0	0.00%			
Homebuyer assistance	Affordable Housing	CDBG: \$	Public service activities for Low/Mod Income Housing Benefit	Households Assisted	0	0		40	0	0.00%
Homebuyer assistance	Affordable Housing	CDBG: \$	Direct Financial Assistance to Homebuyers	Households Assisted	40	0	0.00%	4	0	0.00%

Improve & maintain housing stock	Affordable Housing Non-Homeless Special Needs	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	175	38	21.71%	40	38	95.00%
Neighborhood revitalization	Non-Housing Community Development	CDBG: \$	Public Facility/ Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	10000	0	0.00%	4000	0	0.00%
Public facilities improvement and maintenance	Non-Housing Community Development	CDBG: \$	Public Facility/ Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	900	0	0.00%			
Public services	Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	5500	361	6.56%	215	361	167.91%
Public services	Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG: \$	Homeless Person Overnight Shelter	Persons Assisted	0	245		265	245	92.45%
Rental rehabilitation	Affordable Housing	CDBG: \$	Rental units rehabilitated	Household Housing Unit	40	0	0.00%	3	0	0.00%
Rental rehabilitation	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	0	5		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.***

Of the 2015 CDBG program year subrecipients, four agencies addressed the Consolidated Plan priorities and objectives identified under housing, three identified under homeless, and one identified under the

non-homeless/special priority.

The City of Appleton's Homeownership Rehabilitation Loan Program assisted 24 low- to moderate-income homeowners (less than 80% County Median Income (CMI)) with the ability to live in decent, safe, and sanitary housing. In addition, all 24 of the homes were made code compliant and lead safe.

**Habitat for Humanity** directly addressed affordable, permanent homeownership, which is a primary focus area in the Consolidated Plan. Habitat provided homeownership opportunities for families that were below 60% of the county median income (CMI), which are families that would not typically have had the opportunity to purchase a home.

**Housing Partnership of the Fox Cities** addressed the priority need of housing by serving households at or below 50% of the county median income (CMI) and charging rent based on 30% of the household's monthly income.

**Homeless Connections'** Shelter Program provided food, shelter and basic necessities to people experiencing homelessness and had little to no income. By providing clients with shelter, Homeless Connections provided a sense of stability that enabled clients to focus on developing the skills necessary to secure and maintain housing and employment. Furthermore, the Case Management Services Program offered through Homeless Connections helped clients achieve a greater level of self-sufficiency by assessing each client's barriers to success and then connecting them to relevant services.

**Fox Valley's Warming Shelter** addressed the priority need of supportive services by providing for the basic needs of people who are homeless, including a warm, secure place to reside, dinner and breakfast meals, access to daily shower facilities, laundry services, transportation, and access to job opportunities.

**Harbor House** is the only domestic abuse shelter serving City of Appleton residents. By providing access to safe shelter, Harbor House provided a level of safety to victims of domestic abuse that was not being met by any other organization. The ability of the Shelter Program to respond to growing demands over the years has meant a safe haven for all who seek it, regardless of capacity. Victims of domestic violence are also considered a "special" population in need of specialized services. Harbor House's Shelter Program helped ensure not only safety, but a chance to rebuild lives by providing basic necessities, safety planning, emotional support, and education.

**STEP Industries** provided job skills training, as well as support and mentoring, to men and women who were in recovery from alcohol and/or drug addiction. The program helped people in recovery gain self confidence and self esteem needed to find permanent employment and become economically independent.

Areas in which progress was not made toward meeting goals and objectives was due to circumstances beyond the City's control. Community partners that may have applied in the past and have provided services that would help meet the goals and objectives set in 2015 did not apply for CDBG funds during

the 2015 program year as anticipated. The administrative burden outweighed the benefit of receiving grant funds for some of the non-profit organizations that have previously applied for CDBG funding.

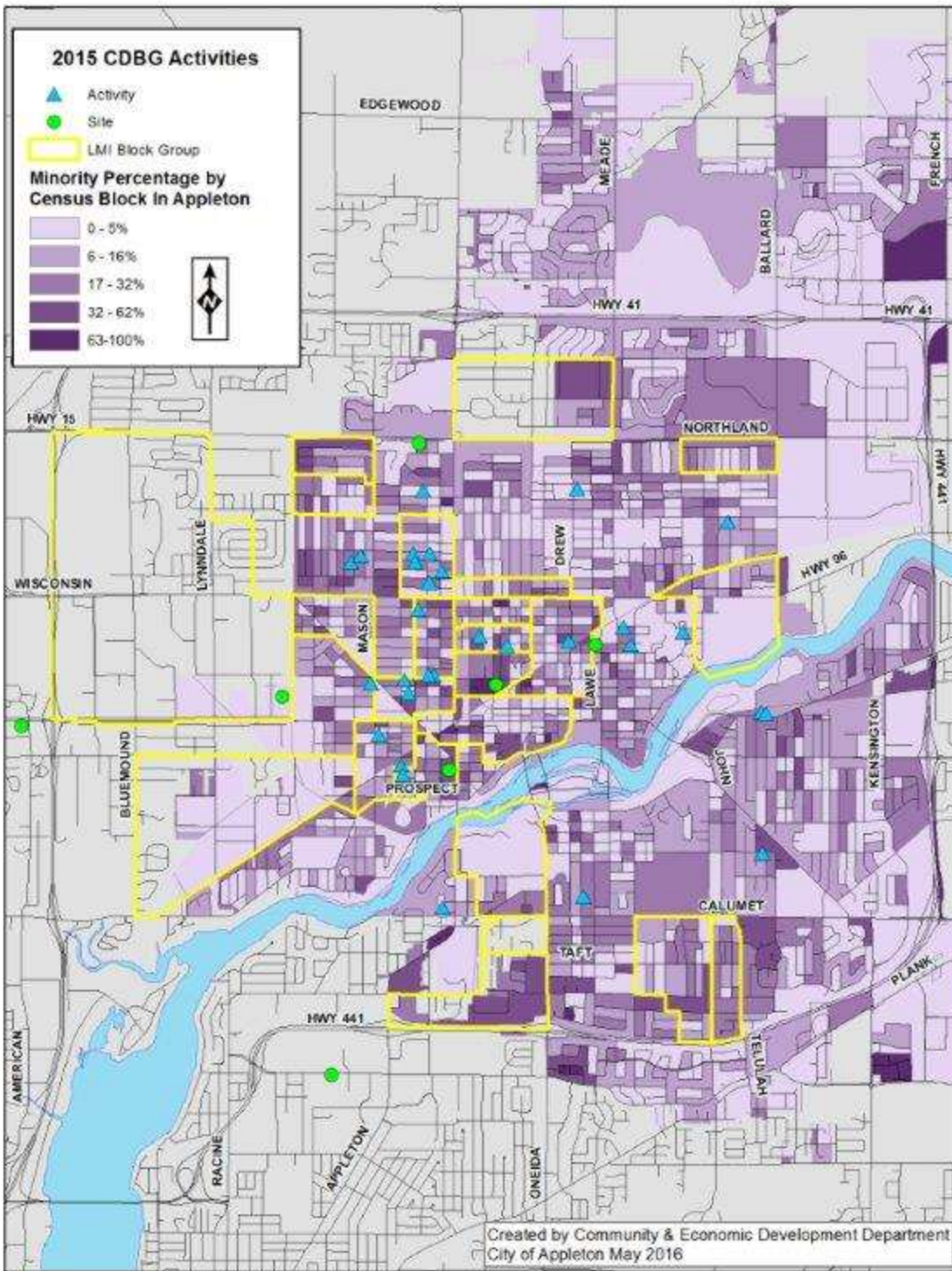
## RACIAL & ETHNIC COMPOSITION OF FAMILIES ASSISTED (CR-10)

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

	<b>CDBG</b>
White	272
Black or African American	91
Asian	8
American Indian or American Native	16
Native Hawaiian or Other Pacific Islander	0
<b>Total</b>	<b>387</b>
Hispanic	21
Not Hispanic	366

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

A map has been attached to this report (see "2015 CDBG CDBG LMI") that depicts the location of 2015 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.



## RESOURCES & INVESTMENTS (CR-15)

### *Identify the resources made available*

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG		2,000,000	380,057

Table 3 – Resources Made Available

Several resources beyond CDBG and other HUD funding were utilized to assist subrecipient agencies in implementing their 2015 programming. The City of Appleton will give preference to CDBG applicant agencies that are well established and can demonstrate both a commitment to and success in achieving additional funding for their programs.

### *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 (see "2015 CDBG LMI" located under CR-10, page 6) that depicts the location of 2015 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 many publicly owned land or property located within the jurisdiction that were used to address the needs identified in the plan.***

Several resources beyond CDBG and other HUD funding were utilized to assist subrecipient agencies in implementing their 2015 programming. The City of Appleton will give preference to CDBG applicant agencies that are well-established and can demonstrate both a commitment to and success in achieving additional funding for their programs.

**Rebuilding Together Fox Valley** has two annual fundraising events that contribute a large amount to their budget (\$150,000-200,000). They also ask corporations to sponsor individual building projects, which totals \$300,000 in support every year.

**STEP Industries** is 87% self-supported through the revenue generated by their Business Partner services. They experienced growth in their current customer base with new projects for Kimberly Clark, Clearwater Paper, and Castle Pierce. Sources of other private grants included: Oshkosh Area Community

Foundation, JJ Keller Foundation, Community Foundation for the Fox Valley Region, Willis Foundation, and Schreiber Foods Foundation.

**Harbor House** is funded from numerous sources, including government and non-government agencies, United Ways, donations, and fundraising events. The domestic shelter also receives a large amount of in-kind donations each year. These in-kind donations assist with providing food, personal care items, linens, etc that benefit the residents.

**Fox Valley Warming Shelter** sources of funding included churches, other government grants including the State Shelter Subsidy Grant and the Emergency Solutions Grant, corporate donations and donations from individuals.

**Homeless Connections** recognizes that the future of any funding source is uncertain. Therefore, they are constantly seeking new and/or additional funding sources for virtually all of the programs that are offered. Homeless Connections' revenue streams include individual contributions, non-government grants/private foundations, government grants, in-kind donations, United Way, fundraising events, and bequests.

The **Housing Partnership of the Fox Cities** uses its monthly rental income to fund their affordable housing programs. Besides the funding received from the State of Wisconsin, a variety of foundations, corporations and individual donors also contribute to their budget.

**Habitat for Humanity** has secured additional funding from public and private resources to facilitate in the construction and renovation of the housing units. The funding has been committed primarily from corporations, churches, individuals, and the profits from the Habitat for Humanity ReStore.

## 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. (91.520(b))*

	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	46	40
Number of Special-Needs households to be provided affordable housing units	0	0
<b>Total</b>	<b>46</b>	<b>40</b>

**Table 5- Number of Households**



	<b>One-Year Goal</b>	<b>Actual</b>
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	3	3
Number of households supported through Rehab of Existing Units	43	34
Number of households supported through Acquisition of Existing Units	0	0
<b>Total</b>	<b>46</b>	<b>37</b>

**Table 6 - Number of Households Supported**

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

Because there was a delay in the release of funding to entitlement communities, subrecipients did not sign their contracts with the City of Appleton until August of the program year. Some subrecipients were wary of beginning projects without having a solid idea of when funds would be available for reimbursement. As a result, there has been a delay in disbursements for some activities. All subrecipients that had funds remaining at the end of the 2015 program year were contacted and asked to explain why their allocations had not been expended. They were also asked to provide a timeline in which they expect to spend the CDBG funds they were awarded.

Specifically, the Appleton Housing Authority did not complete the number of rehabilitation activities it had estimated because they received more program income than in an average year, and per HUD regulations, program income must be expended before grant funds are used. City staff consulted with the AHA staff at the end of the 2015 program year and was assured that 2015 funds will be used in the first few months of the 2016 program year.

Habitat for Humanity has been unsuccessful in filling their rehabilitated housing units with qualified households, and therefore [while they've been able to expend their CDBG 2015 program year funding] have been unable to report accomplishments on the funding expended.

Lastly, Rebuilding Together Fox Valley has experienced significant staff turnover and has been unable to fully expend their 2015 program year funds; however, they have assured City staff that the funding will be fully expended within a few months into the 2016 program year.

***Discuss how these outcomes will impact future annual action plans.***

These outcomes are not foreseen to impact future annual action plans.

*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	405	0
Low-income	11	4
Moderate-income	2	0
<b>Total</b>	<b>418</b>	<b>4</b>

**Table 7 – Number of Persons Served**

All of Appleton's CDBG-funded programs for the 2015 program year, with the exception of administration activities, benefited low-moderate income (LMI) persons or households.

## **HOMELESS & OTHER SPECIAL NEEDS (CR-25)**

*(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*

Three shelters serve the Appleton area homeless population.

**Homeless Connections-** a 78-bed facility for homeless individuals and families- offers residents a clean, safe environment. Basic necessities, ranging from meals to clothing, along with supportive services, are provided at no cost to the residents. The supportive services include housing counseling/case management, vocational case management, AODA/mental health counseling, physical healthcare, financial counseling, and life skills training. In 2015, Homeless Connections received \$15,000 in CDBG funding to assist with paying for a house supervisor salary and for utilities.

**Harbor House-** a 44-bed shelter- also provides safe, emergency housing, but specifically for victims of domestic violence. Similar to Homeless Connections, residents are provided with counseling, advocacy, information and referrals to other community agencies as part of a comprehensive delivery of services. In 2015, Harbor House received \$24,000 to assist with salaries of their client advocates.

**The Fox Valley Warming Shelter** accepts all adult homeless persons unless disruptive or proven to be a danger to themselves or others. The Shelter applied for CDBG funds for the second time in 2015 and received \$15,000 to fund additional staff that is needed to cover the growing number of those using the shelter on a nightly basis.

While they are not considered homeless shelters, two other subrecipients take action to address needs

of homeless persons in the City of Appleton.

**The Housing Partnership of the Fox Cities** serves homeless persons in their Transitional Housing Program, which is a converted unit utilizing CDBG funding.

**STEP Industries** incorporated an addition to their programming with two Sober Living Houses. These homes are designed for people who, upon leaving treatment for addiction, would either be homeless or have no safe home to return to.

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

The Housing Partnership of the Fox Cities, an organization that dedicates itself to the development of affordable housing in the Fox Cities, rehabilitates various properties to create affordable housing units for low-income families. Their transitional housing program includes 20 units (six of which are located at Harbor House) throughout Appleton and neighboring communities, assisting formerly homeless families with housing and supportive services over the course of their 18-24 month stay.

The City of Appleton also acts as fiscal administrator for the Fox Cities Continuum of Care Transitional Housing Program, administering funds for the Housing Partnership of the Fox Cities, Salvation Army and ADVOCAP.

***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***

At least four of the 2015 CDBG subrecipient organizations addressed efforts to helping low-income individuals and families to avoid becoming homeless.

**Harbor House.** Part of the work to prevent homelessness is to work to prevent domestic violence. This agency offers a Prevention Education component that provides education at the elementary, middle, and high school levels. Over 12,000 students in the classroom in 2015 were exposed to this education component and the teen drama troupe, Zero Tolerance, continues to provide a peer training component to the prevention education. Harbor House continues to be actively involved with "Fox Valley Voices of Men," a group whose mission is *dedicated to changing the attitudes and actions of men and boys that contribute to the abuse of women and girls*. In 2015, this group hosted its 6th Annual Awareness Breakfast to encourage increased involvement in the work to end men's violence against women. There were approximately 1,000 men who attended the breakfast.

**Housing Partnership of the Fox Cities.** Housing Partnership offers supportive services through

their Transitional Housing Program. Supportive services offered in the Transitional Housing Program include help with budgeting, parenting, job skills, access to health services, and transportation.

**Homeless Connections.** The shelter operates a Homeless Prevention Program in collaboration with LEAVEN, which provides limited emergency assistance funding and case management services to those people who are of imminent risk of becoming homeless.

**STEP Industries.** This agency has incorporated an addition to their programming with two Sober Living Houses. These homes are designed for people who, upon leaving treatment for addiction, would either be homeless or have no safe home to return to.

***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***

At least four of Appleton's 2015 CDBG subrecipient programs dealt with addressing the needs of homeless persons, including activities related to emergency shelter, domestic abuse, transitional housing programs, and the opportunity for homeownership. These subrecipient organizations work together, with facilitation from the Fox Cities Housing Coalition (FCHC) of which the City of Appleton is a member, to ensure that a Continuum of Care strategy is executed within the community.

Three organizations receive funding from the Continuum of Care Transitional Housing grant: Housing Partnership of the Fox Cities (HPFC), ADVOCAP, and Salvation Army of the Fox Cities. HPFC also receives funding for a Permanent Supportive Housing grant for the Wireworks Project. The City of Appleton provides administrative services for these grants.

In 2015, the Fox Cities Housing Coalition initiated a \$75,000 research project, referred to as Project RUSH (Research to Understand and Solve Homelessness). It included a detailed study of the availability of affordable housing in the Fox Cities. Five hundred interviews, including those who were homeless and those who no longer needed assistance, were conducted. This project also focused on the "hidden homeless."

## **PUBLIC HOUSING (CR-30)**

### ***Actions taken to address the needs of public housing (91.220(h); 91.320(j))***

While the City of Appleton works closely with the Appleton Housing Authority to address issues related to public housing, no portion of the 2015 CDBG funds were directly used to create or address needs of public housing.

Public Housing Resident Initiatives:

The Appleton Housing Authority and the City of Appleton have entered into an agreement for the services of a public health nurse who performs work as the Service Coordinator for Oneida Heights, a 159-unit public housing senior high rise. These services include linking residents to a wide variety of resources to maintain long-term independent living. This rather unique partnership provides independent living enhancement and the highest quality of life for the residents. The Service Coordinator utilizes their public health background, paying great detail to the medical needs of the residents, and links them to services/resources that are, at times, life saving measures.

In addition, the City of Appleton implements a Crime Free Housing Program, in which the Appleton Housing Authority (AHA) participates, to the greatest extent feasible. The public housing units have been visibly assessed by the Police Department and tools have been implemented to maintain visible deterrents for crime. The AHA is also an active participant in the Appleton Police Department's annual Landlord Crime Free Housing Initiative Training. This collaboration provides residents with an opportunity for a safer place to live.

Public Housing Capital Improvement:

The Appleton Housing Authority (AHA) aggressively plans and implements capital improvement projects to maintain the long-term viability of its public housing stock ensuring that each public housing resident lives in a decent, safe, and sanitary environment. The City of Appleton works cooperatively with the AHA on code definitions, building permits, and inspections.

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

While the City of Appleton works closely with the Appleton Housing Authority to address issues related to public housing, no portion of the 2015 CDBG funds were directly used to create or address needs of public housing.

***Actions taken to provide assistance to troubled PHAs***

The Appleton Housing Authority is not designated as a troubled housing agency.

**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)-(k); 91.320 (i)-(j)***

The City of Appleton will collaboratively work with developers and homeowners that encounter

barriers to affordable housing and guide them through any administrative channels they can utilize to overcome the barriers.

Furthermore, the East Central Wisconsin Regional Planning Commission (ECWRPC) collaborates with the Appleton Housing Authority to identify consistent barriers to affordable housing, which include political barriers, regulatory barriers, and economic barriers. Several recommendations for improvement of affordable housing were clearly identified in ECWRPC's publication, *Overcoming Barriers to Affordable Housing in the East Central Region*. Along with building upon these recommendations, the City of Appleton continues to address barriers to affordable housing through its grant making, policymaking, collaborative grant applications, funding and involvement in the Fox Cities Housing Coalition, of which the City is a member. Housing Coalition member agencies regularly offer events and/or initiatives that address barriers within the existing housing network.

Some of Appleton's CDBG subrecipients worked to eliminate barriers to affordable housing during the 2015 grant year, including:

**Appleton Housing Authority- Homebuyer Program.** This program works closely with the local banks to reduce fees associated with the home purchase process and has negotiated reduced costs for inspections, closings, and mortgage products. Participants of the Appleton Housing Authority's Homebuyer Program benefit from a no PMI, 30-year mortgage, as well as significantly reduced closing costs.

**Fair Housing Services.** This agency is contracted with the City of Appleton to provide outreach, education, enforcement, and investigation services related to fair housing.

**City of Appleton Homeowner Rehabilitation Loan Program.** This program helps property owners maintain their homes so that they can continue to live in a home that is affordable to them.

**Greater Fox Cities Habitat for Humanity.** Habitat for Humanity is an equal housing opportunity program that reaches out to all populations. Marketing efforts encompass a wide spectrum of outreach to people who have faced barriers to housing. The program provides all families that meet the guidelines with the opportunity to own their own homes. Homes remain affordable for as long as the family stays in the home. Since Habitat for Humanity holds the mortgage, a monthly mortgage payment, including property taxes and insurance, does not ever exceed 23 percent of the family's income.

**Housing Partnership of the Fox Cities.** The intake process for housing applicants helps to eliminate barriers such as having poor rental history or an eviction record.

**Rebuilding Together Fox Valley.** RTFV works to preserve and revitalize homes and communities, assuring that low-income homeowners, specifically seniors and individuals with disabilities, can continue to live in warmth, safety, and independence.

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

Underserved needs of the community are reflected in the list of high-priority needs from the Five-Year Consolidated Plan.

A few of the ways in which organizations that received CDBG funding in 2015 addressed obstacles to meeting underserved needs include:

**Harbor House** encountered challenges in finding affordable housing for its clients, resulting in an increased average length of shelter stay. The Economic Advocacy Program focused on helping clients obtain employment and remove barriers to employment, such as lack of childcare and transportation, which in turn increased the housing options for clients. If the reason for request for shelter was something other than domestic abuse, people were referred to more appropriate programs.

**STEP Industries** continued to see an increase in the number of persons with opiate/heroin addictions. The aftermath of these drugs includes cognitive challenges, in addition to the typical employment challenges someone early in recovery experiences. STEP initiated two additional Recovery Coach positions to help address these challenges and offer supportive services to this group of individuals.

The **Fox Valley Warming Shelter** identified a large group of chronically homeless individuals, and therefore recommitted to performing case management for these individuals as well as for individuals with significant barriers to housing, such as alcohol and drug addiction, criminal convictions, and sex offenses. The shelter also continued forward with its collaboration with Homeless Connections to establish a Street Outreach Worker who would work with individuals with more significant barriers.

Individuals experiencing homelessness must overcome many obstacles to access services that are or will be needed to become self-sufficient. **Homeless Connections** contracts with an Economic Support Specialist who assists homeless individuals with enrollments for various services, including health care insurance, housing, mental and physical healthcare, SSI/SSDI applications, rental assistance, and transportation.

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

CDBG funds for the 2015 program year were awarded to agencies that focused on housing rehabilitation and homeownership renovation assistance. Specific subrecipients undertook the following activities:

**City of Appleton Homeowner Rehabilitation Loan Program.** this zero-interest, deferred loan program requires that all lead hazards, which are identified in a Lead Risk Assessment, are corrected as part of the rehabilitation process and final clearance tests are conducted to ensure the home is lead safe.

**Appleton Housing Authority- Homeowner Rehabilitation Program.** A portion of this first-time homebuyer program involves loan assistance for the purpose of eliminating lead-based paint hazards in newly purchased homes. A Housing Quality Standard (HQS) inspection of each home prior to purchase

identifies lead hazards and a Lead Risk Assessment may be performed. If lead hazards exist in a home that is purchased, the program addresses those as part of the rehabilitation component.

Although CDBG funding does not contribute to its program and overall mission, the City of Appleton Health Department administers a Lead Prevention Outreach program to families of children who are six months of age and live in pre-1950 housing. Overall, this program contributes to HUD's goal of reducing lead hazards by creating healthy and lead-free housing for Appleton residents.

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

To address the needs of persons living in poverty, the City of Appleton used 2015 CDBG dollars to help support anti-poverty activities with these subrecipients:

**Appleton Housing Authority** provides a mechanism for breaking the poverty cycle through its affordable homeownership program for low-income persons. Obtaining a mortgage and home for many lower-income families provides some stability with a lower cost of living and community investment. The lower cost of homeownership has made this a "*dream come true*" for many residents of Appleton.

**Homeless Connections** collaborates on an Adult Basic Education Program to enable clients to earn their GED or HSED. Once these are earned, clients can enter Fox Valley Technical College and pursue a Certificate Program or Associate Degree Program that, upon graduation, should assist the client in obtaining a job that will provide them with a living wage.

**Habitat for Humanity** helps families break the cycle of poverty by giving them an opportunity to build equity through homeownership. In addition, Habitat provides supportive services to all families. This includes job coaching, assistance in accessing further education and budget counseling. Through these services, families are more equipped to move out of poverty.

**Harbor House** incorporated the position of Economic Advocate to work with their clients to improve their ability to obtain and maintain employment. The position is a collaboration between Harbor House, COTS, and the Housing Partnership of the Fox Cities, as most of the women living in those programs have been residents of Harbor House. If victims of domestic violence are able to maintain a living wage, they are less apt to return to an abusive partner.

**Housing Partnership of the Fox Cities** provides safe, decent, and affordable housing to help households in poverty create a more stable life and have access to resources like education, help with budgeting, job searches, etc. Using these resources increases their self-sufficiency and increases the chances that they will no longer be living below the poverty level.

**STEP Industries** provides employment and supportive services to individuals in recovery from alcohol/drug addiction. These men and women are earning a wage at the same time as receiving much needed job skills and life skills training.



Part of the **Fox Valley Warming Shelter's** mission is to connect individuals to community resources guiding them on to the path toward self-sufficiency. Staff of the Warming Shelter accomplish this by engaging clients in three goal areas: housing, employment and self care. They provided contacts for market housing, housing authority units, transitional housing and treatment facilities. They provided job leads to help clients become self-sufficient enough to move into their own home.

***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 Appleton's community development activities. In general, the City of Appleton, as the major public sector component, serves as the lead fiscal and administrative agent for all community development grant programs, including the Community Development Block Grant (CDBG) Program, Continuum of Care/Supportive Housing Program (COC/SHP), and the Emergency Shelter Grant/Transitional Housing Program/Homeless Prevention Program (ESG/THP/HPP). The Community and Economic Development and Finance Departments work together to administer the CDBG grant. The Finance Department acts as a pass through agent for the remainder of the grants listed above.

The following list outlines the major players within Appleton's institutional structure by sector.

1. City of Appleton Departments/Programs
  - a. Community and Economic Development Department
  - b. Finance Department
  - c. Parks & Recreation Department
2. Other Public Sector
  - a. Appleton Housing Authority
  - b. Outagamie County Housing Authority
  - c. Outagamie County Department of Health & Human Services
3. Other Funders
  - a. United Way of the Fox Cities
  - b. Community Foundation for the Fox Valley Region
  - c. J.J. Keller Foundation
  - d. U.S. Venture/Schmidt Family Foundation
4. Private Sector
  - a. Churches
  - b. Contractors for housing/commercial rehabilitation
  - c. Companies that provide grants, services, discounts, donations, in-kind services, etc.

The City of Appleton continues to encourage open lines of communication and discussion regarding community development needs in the area. Regular discussions with public, non-profit, and private entity representatives allow for coordination of efforts.

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

Specific actions taken by 2015 subrecipients to enhance coordination with other community agencies include:

**Appleton Housing Authority- Homebuyer Program.** Appleton Housing Authority (AHA) partnered with local lenders to reduce fees associated with the home purchase process and have negotiated reduced cost inspections, closing and mortgage products. Participants in the AHA's program have benefitted from a no PMI, 30-year mortgage.

**Harbor House.** The Economic Advocacy Program enhances coordination between COTS, the Housing Partnership of the Fox Cities (HPFC), and Harbor House. Most of the female clients served by COTS and the HPFC are either former residents of Harbor House or have domestic violence issues. The Economic Advocate works across the three agencies to assist clients with finding and maintaining employment.

Regular referrals are made between Harbor House and other agency members of the Fox Cities Housing Coalition, each agency working to make sure that all homeless people, regardless of the reason for the homelessness, are provided with the shelter and support they need. The Housing Partnership of the Fox Cities operates six transitional living apartments within the Harbor House facility, specifically for families who have experienced domestic violence. These residents continue to need some of the services offered at Harbor House.

**Fox Cities Housing Coalition (FCHC).** The FCHC (of which several subrecipients are members), in collaboration with the Balance of the State Continuum of Care, has recently established a common intake form. When individuals go to any of the housing organizations (Homeless Connections, Fox Valley Warming Shelter, COTS, Harbor House, etc.), the same form will be used so that the most appropriate services will be recommended for the individual. The Balance of the State Continuum of Care has also implemented a VI SPDAT (Vulnerability Index & Service Prioritization Decision Assistance Tool) form which gives the individuals a score based on their needs. This allows all members of the Coalition to have the same information when evaluating the needs of an individual.

**Homeless Connections.** Homeless Connections is one of about 30 agencies that comprise the Fox Cities Housing Coalition. Members of the Coalition's Gaps and Services Committee periodically review the programs and services offered by the member agencies to ensure that there are no gaps and that services are delivered as seamlessly as possible. Oftentimes, clients of Homeless Connections need access to systems of care that are not part of the Housing Coalition. In those instances, the staff contacts specific organizations or agencies directly and connects the client with staff from the accepting agency.

**Habitat for Humanity.** Habitat for Humanity, in addition to being an active member in the Fox Cities Housing Coalition, has fully launched their Neighborhood Revitalization Program, which serves families of owner-occupied housing who are very low-income and cannot afford the necessary repairs to make

their home safe, healthy, and energy-efficient.

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

In 2015, the Metropolitan Milwaukee Fair Housing Council (MMFHC) through its Northeast Wisconsin satellite office, the Fair Housing Center of Northeast Wisconsin (FHCNW), utilized \$22,000 in CDBG funding to undertake the following tasks that addressed private market impediments and provided enforcement alternatives to Appleton's fair housing ordinance:

380 outreach/education contacts were made to the general public, civic organizations, social services agencies, and governmental staff. FHCNW staff disseminates a wide variety of information about fair housing laws, the nature and prevalence of illegal housing discriminations, and the services available to community members through the City's contract.

Three fair housing presentations were offered by MMFHC/FHCNW staff. These presentations reached approximately 60 audience members and were located at the Fox Valley Refugee Resettlement Team Meeting in April, Homeless Connections in June, and Homeless Connections in July. FHCNW staff did conduct eight additional presentations reaching 123 persons in the City of Appleton during 2015, but these presentations were supported by a different grant.

Fair Housing presentations cover topics such as:

- Purposes and provisions of local, state, and federal fair housing laws
- Contemporary forms of illegal discrimination in the housing market
- Remedies available to people who have experienced illegal housing discrimination
- "Red flags" that may indicate the presence of illegal housing discrimination
- How complaints of illegal discrimination are investigated

Audience members received printed educational materials and staff was available to respond to follow-up inquiries.

Two collaborative rental management training seminars were held, reaching 73 owners and managers of rental property. Both training sessions were held in the City of Appleton during the contract period. These training seminars covered in-depth information about local, state, and federal fair housing laws; how to make reasonable accommodations and modifications for tenants with disabilities; advertising rental units in compliance with fair housing laws; non-discriminatory negotiation with prospective tenants, and much more. Attendees learn how to implement fair housing practices at every stage of a housing transaction, from advertising and showing available units to terminating tenancies. Because these trainings were provided free of charge to attendees, they attracted audience members who may not otherwise have had access to high-quality fair housing information and the expertise of fair housing professionals.

Twenty-five occasions of technical assistance were administered for the City of Appleton residents, housing providers, and social service agencies, addressing questions related to areas such as service/emotional support animals, screening criteria, arrest and conviction records, protected classes, exemptions, and termination of tenancy.

During 2015, FHCNW staff participated in 10 meetings of the Fox Cities Housing Coalition, as well as 13 other 'interagency' meetings. These meetings included:

- Fox Cities Housing Coalition (9)
- Fox Cities Housing Coalition Marketing/Communication Committee (1)
- Fox Cities Community Council (4)
- Hmong Interagency Meeting (6)
- Hispanic Interagency Meeting (3)

In addition, the Fair Housing Council received 11 complaints for the Appleton area during the 2015 program year. One complaint was referred to an attorney and to the U.S. Department of Housing and Urban Development.

## **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 (91.220 and 91.230)***

The first step in assuring that CDBG funds are utilized to meet the objectives and outcomes set forth in Appleton's Consolidated Plan is taken with the review of applications. In 2015, applications were reviewed first by Community and Economic Development department staff, and then a board of various City Council, City Committee and community members with experience in awarding grants and knowledge of community needs. From there, the funding recommendations were sent to the Community and Economic Development Committee for review, and ultimately City Council for final approval.

Throughout this process, two of the most discussed aspects of the applications were: 1) what products/services were going to be realized, and 2) which products/services were the highest and best use of funds. The return on investment is a factor that is highly scrutinized. Meeting high priority needs and objectives, as identified in the Consolidated Plan, is the second question on the application and the High Priority Needs table from the Consolidated Plan was included with each application. This emphasized, to both applicants and reviewers, the importance the City places on focusing on these community-identified needs.

Throughout the program year, accomplishment reports and payment requests were used to track

activities, expenditures and record keeping. Sufficient documentation, reasonable expenses, as well as qualifying activities were evaluated. Lack of documentation, activity or expenditures, were triggers for some kind of communication with the subrecipient. A subrecipient's overall performance is examined when they apply for funding during the proceeding program year, and that score helps reviewers evaluate the activities and how well those activities fill the community's needs.

***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 are provided with two separate opportunities for public comment: a 30-day public comment period and a public hearing at a regular meeting of the Community and Economic Development Committee (CEDC). The public comment period was from May 9 through June 7 and the public hearing at CEDC was held June 8. Comments and views of citizens are taken into consideration by including them within the CAPER and any comments received before the public meeting held on June 8 at the CEDC meeting are included in a memo attached to the meeting agenda. Comments and views are accepted before the final report is submitted to HUD so that any part of the report that may be affected can be altered.

## **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. (91.520(c))***

There were no changes in program objectives during the 2015 program year. The City of Appleton does not anticipate making changes in its program.

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

No

## **HOME/ADDI**

Appleton did not receive HOME/ADDI funds in 2015.

## HOPWA

Appleton did not receive HOPWA funds in 2015.