



# 2021-2022PY



## **Consolidated Annual Performance & Evaluation Report**

*This report contains outcomes and accomplishments from various CDBG funding sources, including 2021PY CDBG, CDBG-CV1, and CDBG-CV3.*

### **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.**

In a typical 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. However, due to the COVID-19 outbreak that caused unprecedented unemployment and put thousands of households at risk of being unable to afford housing and other basic needs, the City shifted focus to support all activities that were responding to the growing effects of the public health crisis. Authorized by the Coronavirus Aid, Relief, and Economic Security Act (CARES Act), the City of Appleton was awarded a Round 1 special allocation, totaling \$348,255, and several months later, a Round 3 special allocation totaling \$343,268. The special allocations of Community Development Block Grant funding were used to prevent, prepare for, and respond to COVID-19.

#### **2021 CDBG- \$610,569**

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

**Apricity, Inc. (DBA The Mooring Programs)-** through the *provision of a full spectrum of care in a safe, progressive recovery community*, the residential programs served 227 men and women. Of those who had services at Mooring House, 24 of them transitioned to the Male Apartment Program.

**The City of Appleton's Homeowner Rehabilitation Loan Program-** assisted 22 low- to moderate-income homeowners (less than 80 percent CMI) with the ability to live in decent, safe, and sanitary housing. Additionally, all 22 homeowners received technical assistance from staff regarding home rehabilitation.

**Habitat for Humanity-** acquired two properties, renovated the houses, and sold them to families who were below 80 percent of the median family income and unable to purchase a home on the open market.

**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 80 households on the brink of homelessness.

**Metropolitan Milwaukee Fair Housing Council-** promoted fair housing and provided services to 167 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.

**Pillars, Inc.**- through several shelter facility upgrades, were able to better serve and house 748 households experiencing homelessness. These services and upgrades occurred between two shelter sites.

**Rebuilding Together Fox Valley**- by providing critical home repairs at no cost to West Appleton Neighborhood homeowners, safety and health concerns were resolved for 18 families in need.

**Wisconsin Women's Business Initiative Corporation (WWBIC)**- led microenterprise development within the City of Appleton by providing services and technical assistance to 102 total clients- 53 considered of low and moderate income.

**Appleton Police Department, in collaboration with the Boys & Girls Club of the Fox Valley**- provided programming for at-risk youth in the Appleton Area School District with opportunities to earn stipends, credits toward graduation, bike, community service, and career-based learning. While 18 students originally enrolled for the program, only 12 graduated.

City staff continued to work closely with philanthropic entities and community partners to understand the needs of the community during the pandemic. Throughout 2021, the COVID-19 pandemic posed a clear risk to people experiencing homelessness, the precariously housed, and service provider organizations. Access to stable housing helped eliminate many of the barriers surrounding obtaining and maintaining health and safety. To address instability in the community as a result of the COVID-19 health emergency, the following activities continued to manage the short and long-term needs resulting from the public health crisis.

**2020 CDBG-CV1- \$348,255**

**Apricity, Inc. (DBA The Mooring Programs)**- Apricity's Mooring House Residential Treatment program served 216 men and women between November 1, 2020 and October 31, 2021.

**Fox Valley Lutheran Homes**- provided WiFi access and devices to 35 older adult tenants as they continued to isolate due to COVID-19. This program enhanced the mental and physical well-being of tenants and allowed them to keep their minds active by connecting with resources online and through technology.

**LEAVEN, Inc.**- prevented economically disadvantaged and vulnerable households from slipping into greater poverty and homelessness through their Emergency Assistance Program. The funds were used to provide rental assistance to 131 households.

**Motel Voucher Program**- The City of Appleton's Motel Voucher Program, in collaboration with the Appleton Area School District ensured that 27 households (110 individuals and families) experiencing homelessness had a safe, temporary place to stay until a more permanent housing solution was identified. The Motel Voucher Program includes a case management component, food, transportation, and connection to housing solutions.

**Pillars, Inc.**- Through the incorporation of an additional shelter case manager, 60 individuals experiencing homelessness were able to be connected to additional resources during their stay at the Adult Shelter. This resulted in an increase of successful exits from shelter, opening more space for others experiencing homelessness due to the economic effects of COVID-19.



**Salvation Army of the Fox Cities-** The Housing Retention Program provided rental assistance for 16 households (36 individuals) on the cusp of losing their housing due to nonpayment of rent, thereby preventing homelessness in the community.

**Wisconsin Women’s Business Initiative Corporation (WWBIC)-** provided four grants of \$10,000 to small businesses to ensure their survival and resiliency during the COVID-19 crisis and retention of jobs.

**2020 CDBG-CV3- \$343,268**

**ADVOCAP, Inc.-** Through an executed MOU, ADVOCAP provided street outreach, information and referrals, completed assessments, intakes, short-term case management, and services to five individuals living in unsheltered locations, such as cars, parks, abandoned buildings, and on the streets. The Street Outreach and Case Management role reached people who might not otherwise have sought assistance or come to the attention of the homelessness service system, and ensured that people’s basic needs were met while supporting them along pathways toward housing stability.

**Motel Voucher Program-** The City of Appleton’s Motel Voucher Program ensured that five individuals experiencing homelessness had a safe, temporary place to stay, as well as case management, food, transportation, and connection to housing solutions. Of the five served, three successfully retained permanent housing; one entered emergency shelter; and the other, unfortunately, returned to living in a place no meant for human habitation.

**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)**

Goal	Category	Source / Amount	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Admin	Admin	CDBG: \$82,433	Other	5	2	40%	1	1	100%
Homebuyer assistance	Affordable Housing	CDBG: \$6,000	HH Assisted	25	9	36%	4	5	125%
Improve & maintain housing stock	Affordable Housing	CDBG: \$307,892	Housing Unit	180	80	44%	41	44	107%
Public facilities improvement & maintenance	Non-Housing Comm Dev	CDBG: \$66,528	Persons Assisted	1,300	1,982	152%	1,541	975	63%
Public services		CDBG: \$618,284	Persons Assisted	800	2,522	315%	289	469	162%
Economic Development WWBIC 8/8	Businesses	CDBG: \$108,030	Business Assisted	4	8	200%	4	8	200%

**Table 1 - Accomplishments – Program Year & Strategic Plan to Date** \*Note: This table captures accomplishments only for City of Appleton residents that were served for the 2021 program year, and includes funding sources: CDBG, CDBG-CV1, and CDBG-CV3.

**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 2021 CDBG funding, including CV Rounds 1 and 3, primarily focused on public service activities that prevented, prepared for, and responded to the COVID-19 pandemic. However, several allocations were made that address public facility improvements and maintaining existing affordable housing stock. All funded projects addressed Strategic Plan objectives (decent housing, suitable living environments, and expanded economic opportunities) and high priority needs under the 2020-2024 Consolidated Plan (housing rehabilitation, public facility improvements, public services, and economic development).

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

**CV1 & CV3**

<u>Race</u>	<u>CDBG</u>
White	588
African American	107
Asian	20
Native Hawaiian or Pacific Islander	4
American Indian	68
Multi-Racial	5
<b>Total</b>	<b>792</b>

<u>Race</u>	<u>CDBG</u>
Hispanic	54
Not Hispanic	738
<b>Total</b>	<b>792</b>

**2021 Entitlement**

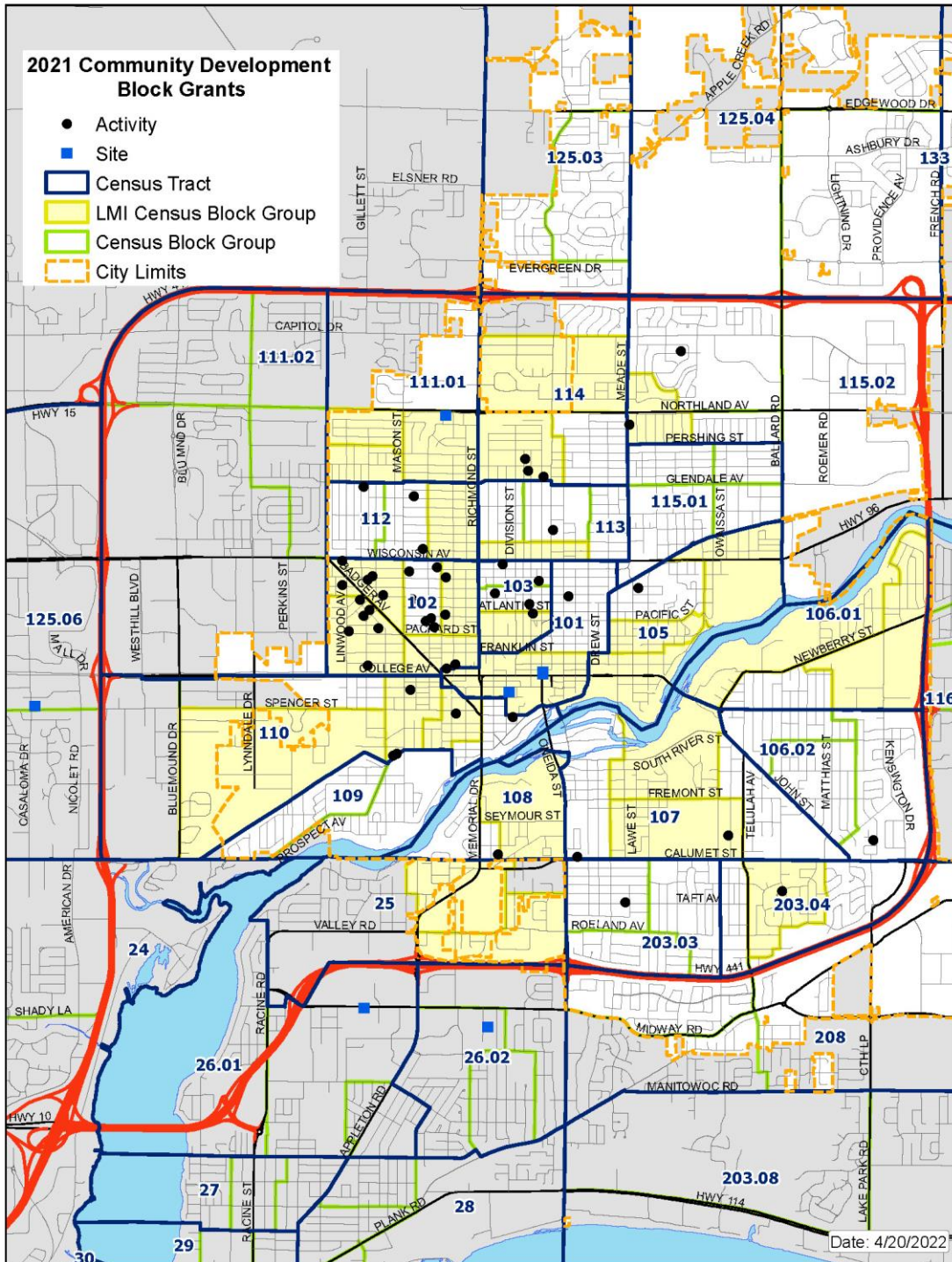
<u>Race</u>	<u>CDBG</u>
White	951
African American	169
Asian	35
Native Hawaiian or Pacific Islander	39
American Indian	30
Multi-Racial	5
<b>Total</b>	<b>1,229</b>

<u>Race</u>	<u>CDBG</u>
Hispanic	401
Not Hispanic	828
<b>Total</b>	<b>1,229</b>

**Table 2 – Table of assistance to racial and ethnic populations by source of funds (HUD Report PR-23)**

**\*Note: These tables capture accomplishments for City of Appleton residents that were served for the 2021 program year, and includes funding sources: CDBG, CDBG-CV1, and CDBG-CV3.**

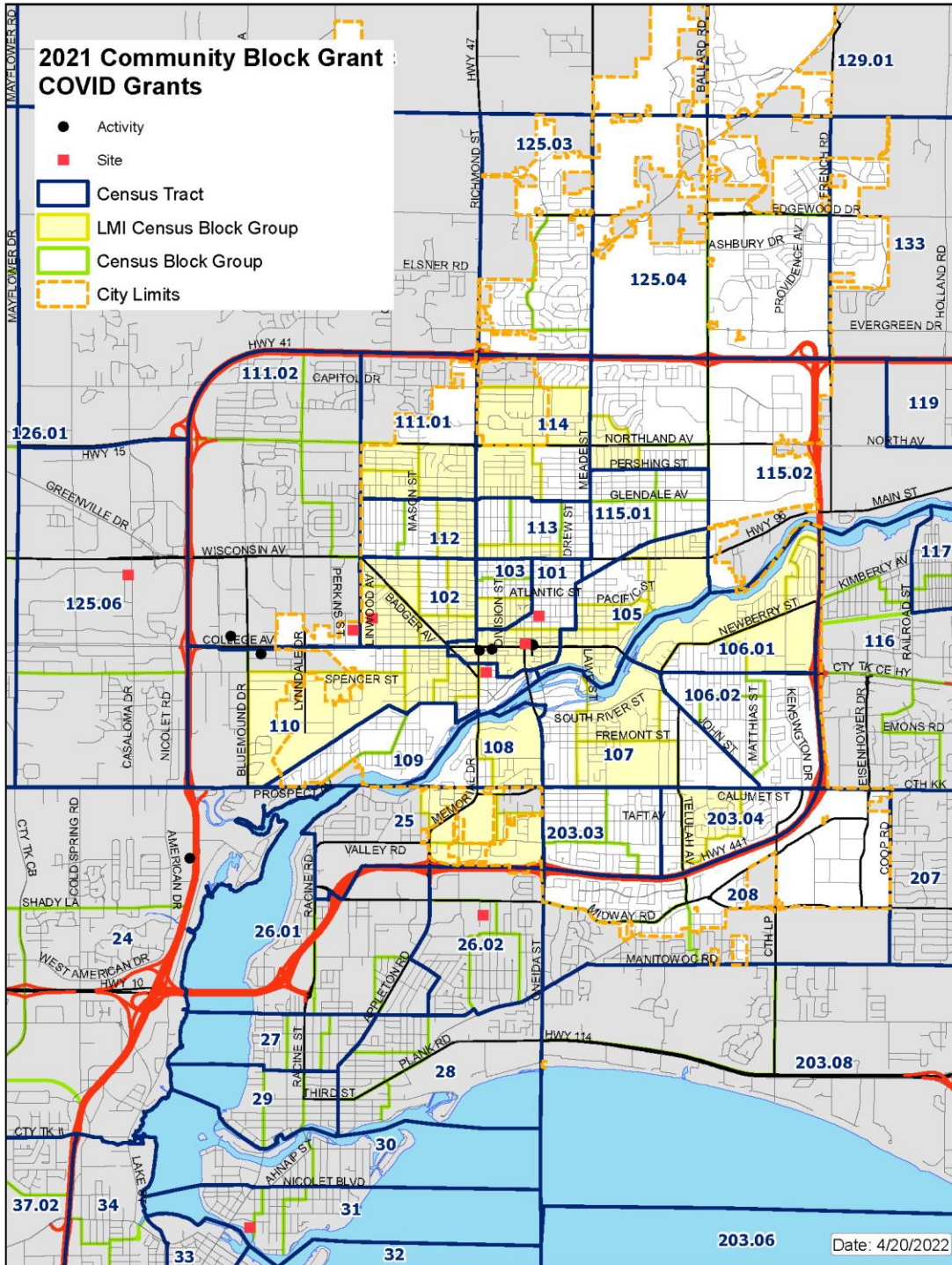
A map has been attached to this report (2021 CDBG LMI) that depicts the location of the 2021-funded activities. "Site" represents locations where these projects originate, while "Activity" represents locations where CDBG-funded projects occurred (i.e. housing rehabilitation). LMI Block Groups are outlined and Blocks are shaded according to minority percentages.



Map 1- 2021 CDBG LMI



A map has been attached to this report (2021 CDBG-CV LMI) that depicts the location of the 2021 CV-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.



Map 2- 2021 CDBG-CV LMI

## RESOURCES & INVESTMENTS (CR-15)

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	Public- federal	\$972,345.65	\$868,753.76
CDBG-CV	Public- federal	\$691,523.00	\$378,710.99
		<b>\$1,663,868.65</b>	<b>\$1,247,464.75</b>

Table 3 – Resources Made Available (HUD Report PR-26, as of March 14, 2022)

All of the 2021 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).

### 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. Many of the 2021 CDBG subrecipients and CDBG-CV subrecipients utilized several other funding resources for the successful implementation of their programs.

Subrecipient	Type of Resource	Type of Funds	Total Amount of Resource
Appleton Housing Authority (Total Leverage = \$25,845)	State of WI- HOME	Grant for down payment & rehab	\$25,845.00
*Apricity, Inc (DBA The Mooring Programs) (Total Leverage = \$32,900)	Private Funds	Agency general fund	\$5,180.00
	Government	Grants	\$860.00
	Private Funds	Grants/Donations	\$26,860.00
City of Appleton- Motel Voucher Program (Total Leverage = \$27,453)	Other Federal Funds	Emergency Solutions Grant (ESG)	\$27,453.00
Fox Valley Lutheran Homes (Total Leverage = \$650)	In-Kind	Volunteer Support	\$400.00
	Private	Donations	\$250.00



Habitat for Humanity <i>(Total Leverage = \$326,841)</i>	State of WI- SHOP	Grant	\$167,244.00
	In-Kind	Materials & Labor	\$30,549.00
	Private	Grant	\$129,048.00
Homeowner Rehabilitation Loan Program <i>(Total Leverage = \$472,314)</i>	CDBG Program Income	Grant	\$336,603.00
	State of WI- HOME Program Income	Grant	\$103,736.00
	Lead Hazard Control Program Income	Grant	\$31,975.00
*LEAVEN <i>(Total Leverage = \$2,216,872)</i>	Local	Churches/Businesses/Corporations	\$143,814.00
	Private	Grants/Foundations/Organizations	\$515,272.00
	Private	Donations	\$323,827.00
	Government	Grants	\$1,233,959.00
*Pillars <i>(Total Leverage = \$77,296.50)</i>	Private	Grants/Loans/Donations	\$77,296.50
Rebuilding Together Fox Valley <i>(Total Leverage = \$433,495.52)</i>	Private	Grants/Foundations/Businesses	\$235,573.33
	Private	Donations	\$146,464.19
	Fundraising	Donations	\$51,458.00
Salvation Army of the Fox Cities <i>(Total Leverage = \$77,891)</i>	Private	Donations/Appeals	\$77,891.00
*WWBIC <i>(Total Leverage = \$1,889,032)</i>	Federal	Office of Women's Business	\$150,000.00
	Local	Grants	\$59,032.00
	Federal	Grants	\$1,680,000.00

**Table 4- Leveraging**

**\*Indicates funding from both Entitlement and CV grants**



## 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	41	44
Number of Special-Needs households to be provided affordable housing units	0	0
<b>Total</b>	<b>41</b>	<b>44</b>

Table 4- Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	158	247
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	41	44
Number of households supported through Acquisition of Existing Units	0	0
<b>Total</b>	<b>196</b>	<b>291</b>

Table 5 - Number of Households Supported

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

Discuss how these outcomes will 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	CDBG-CV Actual
Extremely Low-income	1,158	675
Low-income	137	74
Moderate-income	36	43
<b>Total</b>	<b>1,331</b>	<b>792</b>

Table 6 – Number of Persons Served

\*Note: This table captures accomplishments only for City of Appleton residents that were served for the 2021 program year, and includes funding sources: CDBG, CDBG-CV1, and CDBG-CV3.

All of the City of Appleton's CDBG-funded activities for the 2021 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**

**Pillars Inc.** employs a Street Outreach Team that connects with individuals who are unsheltered or staying in a place not meant for human habitation. The Street Outreach workers- while not financially supported through CDBG funding- connect with people and build rapport to ultimately offer mainstream resources.

**ADVOCAP, Inc** implemented a Street Outreach role within their table of organization. The Street Outreach worker provided street outreach, case management, and referral services to people living in unsheltered locations, such as cars, parks, abandoned buildings, and on the streets. The Street Outreach Case Manager reached people who might not otherwise seek assistance or come to the attention of the homelessness service system, and ensured that people's basic needs were met while supporting them along pathways toward housing stability. The Street Outreach Case Manager worked with several City of Appleton departments, including but not limited to Community and Economic Development, Health Department, Public Works, the Police Department, and the Library as well as referrals from local community partners, including but not limited to the Fox Cities Housing Coalition members.

As a resource to the Advocap Street Outreach worker, the **City of Appleton** deployed a **Motel Voucher Program**. This program ensured that individuals and families experiencing homelessness had a safe, temporary place to stay, until a more permanent housing solution was identified. The City of Appleton, and partnering agencies, issued motel vouchers only as a last resort on a case-by-case basis, when all shelters had been filled to capacity or there was a verified extenuating circumstance that prevented an individual or family from staying in a shelter. These partners included the Appleton Area School District, the Appleton Police Department, Advocap, and the Boys & Girls Club of the Fox Valley.

**LEAVEN, Inc.** utilizes an intake process that identifies people experiencing homelessness and assesses their situation to determine the best course of action. Depending on their ability to maintain housing, they are referred to a local/regional shelter or are assisted with securing permanent, affordable housing. Occasionally, and under extenuating circumstances, LEAVEN will assist with a short-term motel stay to get the households off of the streets.

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

The City of Appleton continued 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, Salvation Army of the Fox Cities, Harbor House, and ADVOCAP. Three of the four agencies also received either 2021 CDBG Entitlement funding or CDBG-CV funding, in an effort to maintain housing units and programs addressing the needs of individuals and families experiencing homelessness in the Appleton community.

**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 addition to efforts to connect clients to programs and services externally, LEAVEN receives referrals and coordinates efforts to secure housing or provide financial assistance for a motel stay to households experiencing homelessness.

**The City of Appleton's Motel Voucher Program** ensured that individuals and families experiencing homelessness had a safe, temporary place to stay, until a more permanent housing solution was identified. The City of Appleton issued motel vouchers when all other shelter options had been exhausted.

**Pillars Inc** operated two emergency shelters and a resource center, providing temporary shelter to both households with and without children. The Adult and Family Shelter served as a 24-hour shelter for households with and without children who were experiencing literal homelessness. The Adult Shelter served as a nighttime shelter only for households without children. Both shelters provided case management, access to supportive housing, and referrals to mainstream and specialized resources based on client need. Additionally, Pillars offered supportive housing programming to households experiencing homelessness, including households with children, household without children, survivors of domestic violence, veterans, and chronic homelessness.

**ADVOCAP, Inc.** implemented a Street Outreach role within their table of organization. The Street Outreach worker provided street outreach, case management, and referral services to people living in unsheltered locations, such as cars, parks, abandoned buildings, and on the streets. The Street Outreach Case Manager reached people who might not otherwise seek assistance or come to the attention of the homelessness service system, and ensured that people's basic needs were met while supporting them along pathways toward housing stability.

**Salvation Army of the Fox Cities'** Housing Retention Program offered up to 18 months of financial support and case management for families who were at-risk of becoming homeless. The assistance and case management allowed households to maintain their current housing while stabilizing their situation and preventing homelessness.

**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 2021PY 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.

**LEAVEN's** financial assistance helped maintain and secure housing, thereby preventing homelessness in most instances. LEAVEN's resource coordination connected clients to programs and services that addressed both short and long-term barriers to housing and economic stability. Although the Community Resource Center was closed for half of 2021, resource coordination was still conducted virtually, allowing partners to monitor, track and complete referrals.

**Salvation Army of the Fox Cities'** Housing Retention Program offered up to 18 months of financial support and case management to families who are at-risk of becoming homeless. This assistance



and case management allowed households to maintain their current housing while stabilizing their situation and preventing homelessness.

The Prevention and Diversion Program at **Pillars, Inc.** is a case management program that offered security deposits and rental assistance on a short-term basis for households imminently at risk of becoming homeless throughout the 2021 program year. The program provided coaching, advocacy, support, and connection with clients as a means to further their journey toward healthy interdependence. By following a strengths-based, client-centered approach, Pillars was able to prevent these households from becoming homeless and entering a shelter.

Prior to discharge from residential treatment services, **Apricity (Mooring)** planned for individuals leaving treatment who might be homeless to secure housing. This included referral and facilitation to secure housing with other Apricity programming or other housing organizations throughout the state. Specifically, one primary option was Apricity's Single Living Program- which is a transitional therapeutic community living arrangement that provided extended recovery support.

**Rebuilding Together Fox Valley** played an important role in preventing homelessness by assisting low-income homeowners in addressing critical home modifications and repairs that impacted the health and safety of occupancy. To qualify to receive services from Rebuilding Together, homeowners must have a household income that is below 80 percent of the county median income, and do not qualify for other community assistance organizations. When forced to make decisions between providing necessities to the household- such as food, healthcare, etc- and repairing their home, homeowners defer the necessary home maintenance just to survive another month. The condition of the home continues to deteriorate month after month, until the home becomes a health and/or safety hazard.

**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 chronic homelessness in the Appleton community continues to be a concern. As a result, the City of Appleton worked closely with partners- including Pillars, Salvation Army, Habitat for Humanity, Rebuilding Together Fox Valley, LEAVEN, and ADVOCAP- 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 Program addressed the needs of individuals imminently at-risk of homelessness because of the magnitude of their crisis or their chronic inability to meet their own basic needs. Case plans were written, goals were established, and expectations were set to promote self-sufficiency and prevent future episodes of homelessness. LEAVEN often partnered with other agencies, such as Fox Valley Veterans Council, Pillars, St. Vincent de Paul, Neenah-Menasha Emergency Society, Appleton Alliance Church, and other local churches to assist at higher levels to reduce a household's length of homelessness if not entirely.

**Pillars** Adult Shelter case manager was specifically hired in 2021 to help transition identified homeless persons to permanent housing and independent living. This role helped clients develop goals while also assisting them through navigation of systems and agencies. The case manager





helped clients stay focused and ensure their episode of homelessness was brief and did not reoccur.

## 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 2021 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**

The **Appleton Housing Authority's** Homebuyer Program markets to other AHA programs, including the Family Self-Sufficiency and Public Housing Family programs. All of the 2021 Family Self-Sufficiency Program graduates had some contact with the Homebuyer Program for the purchase or future purchase of a home. The Homebuyer Program Manager worked with the Family Self-Sufficiency Program Support Specialist to provide pre-purchase goal planning for program participants.

The **Greater Fox Cities Habitat for Humanity** worked closely with the local housing authorities to encourage residents to prepare for the next step into homeownership. The case managers from the Appleton Housing Authority and the Outagamie County Housing Authority communicated regularly with Habitat to assist households to their next steps in the housing journey.

### **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.



**Habitat for Humanity** is an equal housing opportunity program that reaches out to people of all populations. They provided families [that met guidelines] with the opportunity to own their own homes or rent at affordable rates. Habitat's marketing efforts encompass a wide spectrum of outreach to people who have faced barriers to housing.

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

**Pillars** maintained more than 116 affordable housing units in their housing portfolio, and oftentimes included 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; six units to serve chronically homeless households; and several SRO properties primarily served clients who are currently homeless.

**Rebuilding Together Fox Valley** helped eliminate barriers to affordable housing by addressing critical home modifications and repair needs before the home became a health and safety hazard. By addressing issues early, RTFV helped preserve the stock of affordable housing available to low-income homeowners and homebuyers.

**ADVOCAP, Inc.** implemented a Street Outreach role as a means of identifying underserved needs in the community. This role is designed to identify and engage with households living in unsheltered locations, such as cars, parks, abandoned buildings, and on the streets, and determine how to connect them to community resources as they continue their journey to housing stability. One of those community resources, the **City of Appleton's Motel Voucher Program**, was available for households who's underserved needs include shelter access. Because a motel voucher is only administered when all other shelter options have been exhausted, this program truly ensures that engaged households have a safe place to stay until more stable housing is achievable.

**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, Rebuilding Together Fox Valley, Habitat for Humanity, 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.

The **Appleton Housing Authority** Homebuyer Program Manager holds a certificate for Housing Quality Standards (HQS) inspections and is a lead hazard investigator through the State of Wisconsin Department of Health Services. Prior to purchase, all homes received an HQS inspection, during which lead hazards were identified, if any. If lead hazards were identified, remediation was included in the rehabilitation component of the program. Eighty percent of the households that were assisted with AHA homeowner rehabilitation during the 2020PY required remediation of lead hazards.

The **Greater Fox Cities Habitat for Humanity** fosters a strong relationship with the Wisconsin Department of Health Services, and through the Lead Safe Homes Program completed full remediation work on all properties acquired and rehabilitated, ensuring the long-term safety and sustainability of the homes.

**LEAVEN** required that for any direct assistance payments extending beyond 100 days were subject to the Lead Safe Housing Rule and required a visual lead-based paint inspection. Additionally, all households that received assistance through LEAVEN were provided the "Protect Your Family from Lead in Your Home" pamphlet.

**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** provided 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 incorporates an innovative service delivery model, ensuring the ability to address client challenges in a more comprehensive and systemic way. LEAVEN's community partners share the belief that together, a greater social change can be created than would be possible by an individual organization working alone. The Center's integrated support system provided a more holistic approach, inspiring people to improve their lives, realize their potential, and envision a better future for themselves and their families.

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** first step to move clients with substance use disorders out of poverty is to provide a foundation for recovery. By addressing clients' substance use disorders, staff helped them understand and recognize triggers that often led to the use of substances. Staff also taught clients to utilize tools learned in treatment to combat these triggers. In addition to providing high quality treatment, Apricity provided a continuum of care for clients with opportunities to secure transitional employment.

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

#### **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 2020PY 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 2019.

2019 Analysis of Impediments	
<b>Impediment 1: Private-market housing discrimination</b>	Housing discrimination complaint data verifies that discrimination is occurring based on many different protected classes
<b>Impediment 2: Affordable housing location</b>	The location of affordable housing can contribute to segregation or integration, as well as to the access a person has to opportunities such as education and employment
<b>Impediment 3: Lack of affordable, accessible housing</b>	
<b>Impediment 4: Private market refusal to permit accommodations/modifications</b>	
<b>Impediment 5: Lending discrimination and disparities</b>	Persons of color received a disproportionately low share of loan originations
<b>Impediment 6: Critical shortage of affordable rental housing and limited housing assistance</b>	

Table 7—City of Appleton: Analysis of Impediments to Fair Housing 2019

The City of Appleton contracted with the Metropolitan Milwaukee Fair Housing Council’s satellite office, the Fair Housing Center of Northeast Wisconsin (FHCNW) to conduct various fair housing program activities during the 2021-2022 contract year. These activities included:

**Fair housing complaint intake, case management, and investigative services.** FHCNW conducted intake of fair housing complaints from a total of 11 individuals in the City of Appleton. All complainants were provided with technical assistance as to their rights under federal, state, and local fair housing laws. FHCNW provides investigative services on a case-by-case basis in response to complaints, as well as additional case management services to complainants and formal referrals to administrative enforcement agencies when warranted.

**Information and referral services.** FHCNW provided informational and referral services to individuals with non-fair housing inquiries, including but not limited to topics such as tenant rights, subsidized housing, lease-related questions, repair concerns and evictions.

**Technical assistance.** One individual was provided technical assistance regarding the nature of modern housing discrimination and racial disparities in housing.





**Fair housing presentations.** FHCNW conducted four fair housing presentations in the City of Appleton, covering topics such as the protected classes and prohibited practices under federal, state, and local fair housing laws, contemporary forms of housing discrimination, and remedies to individuals who may have experienced illegal discrimination.

**Fair housing training.** A fair housing training seminar for owners and managers of rental property in the City of Appleton was hosted virtually on March 24, 2022.

**Interagency meetings.** FHCNW consistently participated in the local Fox Cities Housing Coalition, as well as the Appleton-based Multicultural Communications Committee. During these meetings, staff takes the opportunity to recruit volunteers, disseminate fair housing information, learn about housing trends and concerns observed by other professionals in the area, and build relationships with other organizations.

**Distribution of fair housing materials.** Throughout the grant year, FHCNW distributed fair housing education materials that describe the protected classes and prohibited practices. A total of 592 fair housing information materials were disbursed between 20 organizations and agencies.

## 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 2020-2024 Consolidated Plan are initiated during the annual application process.

In 2021, 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 2020-2024 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 2021 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 (CR-45)

### 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 2, 2022, through May 31, 2022, and the public hearing was held during the June 8, 2022, Community and Economic Development Committee meeting. Comments and views of citizens were taken into consideration and included within the CAPER, as appropriate.

#### **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 2021 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 2021 program year.

## HOPWA

The City of Appleton did not receive any HOPWA funds during the 2021 program year.

