

# City of Sheboygan

## Analysis of Impediments to Fair Housing

2012



The “City of Sheboygan: Analysis of Impediments to Fair Housing 2012” should be used as a meaningful tool and roadmap for the community to take steps to ensure equal access to housing opportunities for all persons in the City of Sheboygan. This study contains an analysis of demographic and economic characteristics in relation to their impact on fair housing; a discussion of fair housing impediments; and a series of recommendations designed to dismantle the impediments identified.

City of Sheboygan  
City Development Department  
828 Center Avenue, Suite 104  
Sheboygan, WI 53081

**Table of Contents**

<b>I.</b>	<b>Table of Contents</b>	<b>1</b>
<b>II.</b>	<b>Executive Summary</b>	<b>2</b>
<b>III.</b>	<b>Introduction</b>	<b>7</b>
	a. Overview	
	b. Scope of Study	
	c. Fair Housing	
<b>IV.</b>	<b>Sheboygan Background Data</b>	<b>8</b>
	a. Overview	
	b. Sheboygan Metropolitan Area	
	c. Sheboygan Population Distribution	
	d. Racial Composition	
	e. Household Profiles	
	f. Housing Characteristics	
	g. Age Distribution	
	h. Employment and Income	
	i. Housing Supply	
	j. Education	
<b>V.</b>	<b>Assessment of Current Fair Housing</b>	<b>23</b>
	a. Fair Housing Programs and Activities	
	b. Sheboygan Fair Housing Ordinance	
	c. City of Sheboygan Comprehensive Plan	
	d. Fair Housing Legal Status	
	e. Fair Housing Commission	
	f. Focus Group Results	
<b>VI.</b>	<b>Impediments to Fair Housing Choice</b>	<b>25</b>
<b>VII.</b>	<b>Recommendations</b>	<b>37</b>
<b>VIII.</b>	<b>Resolution</b>	<b>43</b>
<b>IX.</b>	<b>Appendix</b>	<b>44</b>

## **Executive Summary**

The “City of Sheboygan: Analysis of Impediments to Fair Housing 2012” should be used as a meaningful tool and roadmap for the community to take steps to ensure equal access to housing opportunities for all persons in the City of Sheboygan. This study contains an analysis of demographic and economic characteristics in relation to their impact on fair housing; a discussion of fair housing impediments; and a series of recommendations designed to dismantle the impediments identified.

### ***Sheboygan Background Data***

An analysis of the demographic and economic characteristics in Sheboygan assists in identifying trends that currently have or will have an impact on Sheboygan’s housing market and impediments to fair housing choice. Some of the major findings include:

- Over the last five years, the Asian population has increased dramatically.
- Household sizes over the last five years, particularly among Asian and Latino households, have increased.
- Homeownership among all minority groups is lagging significantly behind that of whites.
- The median age for minorities is much lower than that of whites.
- Unemployment rates are higher for African Americans and Latinos than that of whites and Asians. Subsequently, median incomes are lower for African Americans and Latinos than for whites and Asians.
- The proportion of Asians and Latinos without a high school diploma is significantly higher than that of whites and African Americans.
- A majority of Sheboygan’s housing is comprised of older housing units.
- Sheboygan’s housing supply does not contain many large units (4 bedrooms or more).

### ***Assessment of Current Fair Housing***

An assessment of the current fair housing programs and activities assists in identifying impediments regarding local policies and procedures. Studies have been conducted on the following: The Sheboygan Fair Housing Ordinance; City of Sheboygan Comprehensive Plan; fair housing legal status; Fair Housing Commission; and focus group studies.

### ***Impediments to Fair Housing Choice***

An *impediment* to fair housing choice are defined as any actions, omissions, or decisions that restrict, or have the effect of restricting, the availability of housing choices, based on race, color, religion, sex, disability, familial status, or national origin. Impediments may take the form of a city or other governmental entity’s policy, practice or procedure, housing industry practices, or other societal factors that may contribute to impeding a person or family from obtaining housing. The City of Sheboygan’s research and interviews with community representatives helped identify the following impediments:

## *City of Sheboygan Impediments*

- Impediment #1: Flawed City Fair Housing Ordinance: The City of Sheboygan's Fair Housing Ordinance fails to provide comprehensive protections and is void of remedies or relief for victims of housing discrimination. Specifically:
  - ❖ The protected classes in this ordinance are not inclusive enough.
  - ❖ The protections offered are not broad enough
  - ❖ Sheboygan's ordinance impedes the ability to complete comprehensive complaint investigations.
  - ❖ The ordinance includes no penalties, fines, or civil forfeitures to be issued against persons who violated the law.
  - ❖ The public's access to information about fair housing rights is inadequate.
  
- Impediment #2: Lack of Housing Units Accessible to Persons with Disabilities: According to the 2010 US Census, 12.3% of the City of Sheboygan's population has a disability. Often persons with disabilities are more likely to be unemployed, or employed in lower paying jobs. In addition, older housing is less likely to be accessible and nearly 60% of Sheboygan's housing was built in 1959 or earlier.
  
- Impediment #3: Group Homes of Community Living Arrangements (CLA): Advocates for persons with disabilities in other communities have waged successful legal challenges against municipal ordinances that are similar to Sheboygan's. These challenges asserted that these types of ordinances were too restrictive and were found to have violated the Federal Fair Housing Act.
  
- Impediment #4: Inadequate Affordable Housing Supply Relative to Resident Income: Currently, 40% of Sheboygan households (2,901 households) pay 30% or more of their income for rent. Three impediments that contribute to the shortage of affordable housing are the structural quality of housing available, the lack of financial resources to build/preserve/rehabilitate affordable housing, and a lack of housing choice section 8 rent assistance vouchers.
  
- Impediment #5: Poor Credit, Lack of Credit History and Lack of Financial Literacy: Poor credit history, whether incurred by personal choices or circumstances beyond a person's control, can hinder a person's access to housing.
  
- Impediment #6: CDBG Funding Policies: The Community Development Block Grant funding process and priorities can be an impediment to maximizing resources for affordable housing production, rehab and preservation. Impediments identified include: no fair housing enforcement program; insufficient outreach to the Hmong community to assess/address needs; and the lack of post-purchase housing counseling.

- Impediment #7: Racial/Ethnic Segregation and Linguistic Isolation: Almost all of the minority population in Sheboygan County is located in the City of Sheboygan. Specifically, the Latino and Asian populations are in the east central part of the City. While segregation and minority concentration are not as serious in Sheboygan as they are in larger urban areas like Milwaukee and Detroit, it is important to recognize their existence now, before the long term effects and costs of segregation start to impact Sheboygan as they have in Milwaukee and elsewhere.

Linguistic isolation exists in over 5% of the households in one census tract. Not surprisingly, those census tracts correspond with tracts that have a higher minority population. A population that does not speak English well will have specific housing impediments related to communicating effectively with a rental agent, real estate agent, mortgage lender or insurance agent.

### *Federal and State Impediments*

While the City of Sheboygan is not directly involved in these Federal and State impediments, it is essential to address them because they impact the City's ability to "affirmatively further fair housing" as required by HUD. Federal and State impediments identified are:

- Impediment #8: Section 8 Housing Choice Vouchers Availability: Cuts in funding to the Section 8 program impedes local communities' ability to assist their population in finding quality, affordable housing.
- Impediment #9: Frequent Attacks on the Community Reinvestment Act (CRA) by Banking Regulators: The constant attack on the CRA by banking regulators hurts low- and moderate-income neighborhoods. Both urban areas and rural communities depend on CRA to leverage affordable housing and economic development.
- Impediment #10: Lack of resources/incentives for developers to build for lowest income households: Resources for the building of new rental housing have lagged far behind the demand, resulting in the shortage of affordable rental housing in many communities, including Sheboygan.
- Impediment #11: Wisconsin Housing and Economic Development Authority (WHEDA) LIHTC allocation scoring Limits Housing Opportunities: WHEDA's LIHTC allocation scoring limits housing opportunity and contributes to the concentration of poverty as well as racial/ethnic segregation in Sheboygan.
- Impediment #12: No Infrastructure between Medicare/Medicaid and Section 8: The lack of infrastructure between Medicare/Medicaid and Section 8 costs the government more money and keeps persons with disabilities segregated and living in institutions instead of being integrated into society.

## *Private Market Impediments*

Private market impediments are obstacles to fair housing in the housing production, mortgage lending and rental and home sales markets. Though Sheboygan is limited in its ability to directly address private market impediments, it can take a leadership role in bringing these issues to the public's attention.

- Impediment #13: Housing Producers: The main impediment to fair housing in housing production is attributed to a lack of programs that provide financial incentives to developers to build accessible housing, affordable housing or larger housing units to accommodate large families.
- Impediment #14: Mortgage Lending: Discrimination in mortgage lending prevents or impedes home seekers from obtaining the financing normally required to purchase a home. The major impediments identified include:
  - ❖ *Discrimination in the Lending Market*
  - ❖ *Lack of Spanish/Hmong-speaking lenders*
  - ❖ *Foreclosures*
  - ❖ *Lack of flexible underwriting to accommodate persons with no credit history*
- Impediment #15: Housing Sales and Rental Markets: A major impediment to housing choice is discrimination in the sale and rental of housing. Racial discrimination remains the major form of discrimination in the housing market and there is evidence that despite legislative and enforcement efforts, it has not diminished. In addition, with the burgeoning Hmong and Spanish-speaking populations, it is important to ensure an equal level of service be available to alleviate this impediment to fair housing choice.

## ***Recommendations***

The *Recommendations* are the most critical element of the Analyses of Impediments to Fair Housing for local communities to address and remedy the barriers identified.

### *City of Sheboygan Recommendations*

- Recommendation #1: Review and Amend Sheboygan's Fair Housing Ordinance: The City of Sheboygan's Fair Housing Ordinance is an inadequate tool to effectively address housing discrimination. The Mayor of Sheboygan should enlist the Commission of Fair Housing Practices, along with the City Attorney's office, to review the local fair housing ordinance. This analysis should include a review of federal and state fair housing laws to facilitate revisions of the ordinance. It is highly recommended that local ordinances be substantially equivalent to state and federal laws in both protections and remedies.

- Recommendation #2: Devote Resources to a Comprehensive Review of Section 15.26 of the City of Sheboygan's Ordinances: Community Living Arrangements (CLA): The City should partner with disability advocacy groups and Independent Living Centers to review and analyze the Community Living Arrangements section of their zoning ordinance.
- Recommendation #3: Facilitate the Production of Affordable and Accessible Housing: The City should do the following: establish an affordable/accessible housing production task force; utilize Tax Incremental Financing (TIF) to produce accessible and affordable housing; enforce existing laws that ensure accessible housing construction; continue to implement the Housing Rehabilitation program; and incorporate Home Modification Requirements into the Housing Rehabilitation program.
- Recommendation #4: Increase Education and Outreach about Fair Housing Issues and Resources: The City of Sheboygan must actively *affirmatively further fair housing* by making sure its residents are informed and educated on their fair housing rights and how to file a claim. The City should: research and encourage fair housing service providers; increase knowledge and awareness of fair housing rights and procedures; increase outreach to linguistically isolated and bilingual communities; streamline the City's discrimination complaint process; and provide training for City staff and elected officials.
- Recommendation #5: Fund Post-purchase Counseling: The City should fund post-purchase counseling services conducted by a viable homebuyer counseling agency in order to successfully combat predatory loans in the Sheboygan community.

### *Federal and State Recommendations*

- Recommendation #6: Advocate for Changes in State and Federal Programs to Expand Affordable Housing Options: The City should advocate for the following: additional Section 8 Housing Choice Vouchers; affordable housing production resources; revisions to WHEDA's Low Income Housing Tax Credit (LIHTC) program allocation scoring; and for the creation of a smoother infrastructure between Medicare/Medicaid and Section 8.

### *Private Market Recommendations*

- Recommendation #7: Advocate for Open and Inclusive Real Estate and Rental Markets: The City of Sheboygan should advocate for more open and inclusive home rental and sales markets by working with the housing industry and appropriate State departments.
- Recommendation #8: Improve Access of Minority and Low-Income Applicants to Home Mortgages: The City should help minority and low-income loan seekers to obtain greater access to home mortgages.

## Introduction

### *Overview*

The following report, the “City of Sheboygan: Analysis of Impediments to Fair Housing” is required by the U.S. Department of Housing and Urban Development (HUD) from all communities that receive Community Development Block Grant (CDBG) funds.<sup>1</sup> The AI serves as the basis for fair housing planning, provides essential information to policy makers, administrative staff, housing providers, lenders, and fair housing advocates, and assists in building public support for fair housing efforts. To maximize the potential of this report, the community must view it as more than just a requirement for receiving block grant funding. It should be used as a meaningful tool and roadmap in order for the community to take steps to ensure equal access to housing opportunities for all persons in the City of Sheboygan.

### *Scope of Study*

The City of Sheboygan: Analysis of Impediments to Fair Housing was conducted by the City of Sheboygan, Department of City Development. The report contains several components. First, the study provides an analysis of demographic and economic characteristics in relation to their impact on fair housing. Next is a discussion of impediments within the City of Sheboygan’s policies, procedures and practices; within other governmental level policies; and within the private markets such as: mortgage lending, homeowners insurance, real estate sales and the rental market. These impediments were identified as a result of extensive research and interviews with community representatives. The report concludes with a series of recommendations designed to dismantle those impediments identified in the previous section.

### *Fair Housing*

Fair housing is a civil right that guarantees equal housing opportunities for all persons regardless of race, color, religion, sex, disability, familial status, national origin, (federal and state) source of income, age, marital status and sexual orientation (state only).<sup>2</sup> These categories, which are covered under these laws, are known as “protected classes.” An *impediment* to fair housing is anything that may hinder or prevent a person from having equal access to housing because of their membership in one of the previously mentioned protected classes. Impediments may take the form of a city or other governmental entity’s policy, practice or procedure, housing industry practices, or other societal factors that may contribute to impeding a person from obtaining housing.

---

<sup>1</sup> Under the Housing and Community Development Act of 1975, all recipients of Federal Community Development Block Grant (CDBG) funds, used for various housing and community development activities which primarily benefit low and moderate income persons, are required to certify that they will comply with Title VIII of the Civil Rights Act (also known as the Federal Fair Housing Law). HUD must ensure that all programs and activities relating to housing and community development are administered in a manner “affirmatively to further the purpose of Title VIII.” In 2012 the City of Sheboygan received \$793,502 in CDBG funds from HUD, down from \$981,553 in 2011.

<sup>2</sup> In Accordance with 24 CFR 570.904 fair housing choice is defined as the “ability of persons regardless of race, color, religion, sex, handicap, familial status or national origin, of similar income levels to have available to them the same housing choices.” Impediments to fair housing are defined as, “any actions, omissions, or decisions, which restrict housing choice because of race, color, religion, sex, national origin, familial status or handicap.”

## Sheboygan Background Data

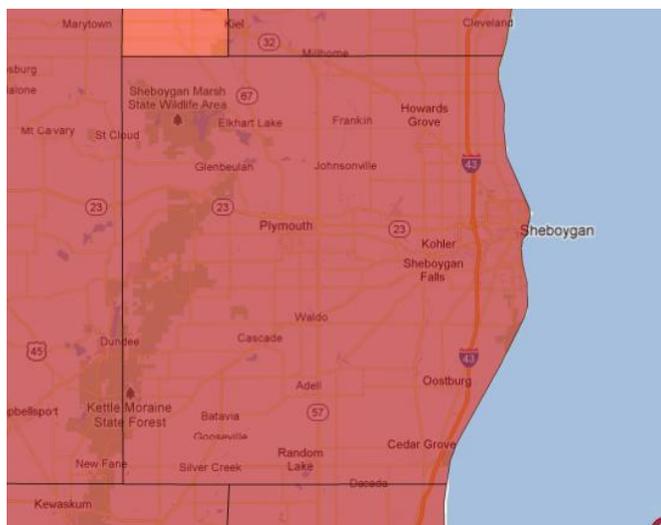
### *Overview*

A combination of discrimination, geographic preferences, demographic shifts, changes in the number and structure of households and the economy, among other things account for the City of Sheboygan's current housing conditions. Geographic Information Systems (GIS) maps are used in this report to map socioeconomic and housing market conditions and to assist in highlighting patterns that may otherwise go unnoticed. The City of Sheboygan's demographic, economic and social characteristics will be discussed in this section and connections will be made to characteristics that are related to impediments in the housing market.

### *Sheboygan Metropolitan Area*

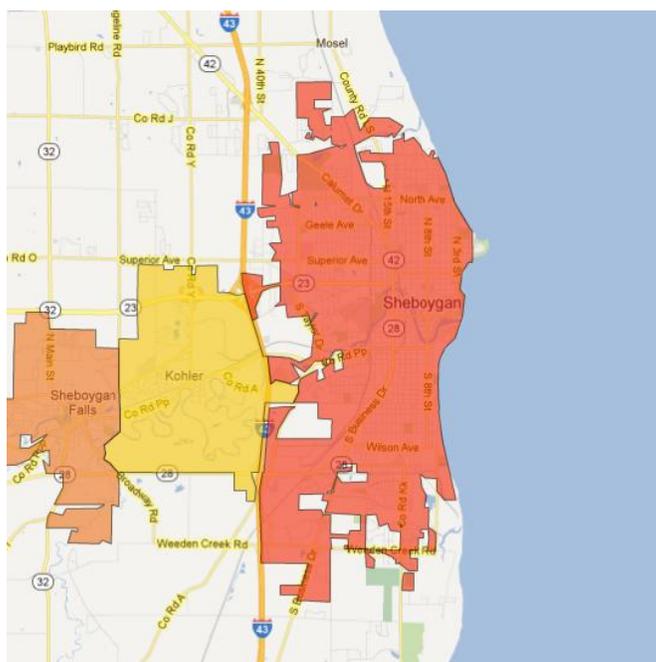
In order to evaluate the demographic and economic characteristics of the City of Sheboygan, the entire Sheboygan Metropolitan area must be analyzed to provide a larger base and to serve as a comparison to the City. The City of Sheboygan is part of the larger Sheboygan Metropolitan Statistical Area (Figure 1), as defined by the U.S. Census Bureau. The Sheboygan Metropolitan Statistical Area (MSA) and Sheboygan County share the same boundaries. The maps below illustrate the geographic areas analyzed in order to review socioeconomic housing patterns.

**Figure 1: Metropolitan Sheboygan<sup>3</sup>**



<sup>3</sup> Source: <http://2010.census.gov/2010census/popmap/>

Figure 2: City of Sheboygan<sup>4</sup>



*Sheboygan Population Distribution*

In 2010, the City of Sheboygan’s population was 49,288, a decrease of 2.96% from 2000. This is in contrast to the surrounding county, which grew by 2.54% during the same period. During this period of slight decrease, whites in the City experienced a decline in population while most minority groups grew at a rapid rate. The implication is that while people of color were moving into the City of Sheboygan, whites were leaving.

Table 1: Metropolitan Sheboygan Population Distribution<sup>5</sup>

Geography	2000		2010	
	Population	Percent	Population	Percent
Sheboygan County	112,646	55%	115,507	57%
City of Sheboygan	50,792	45%	49,288	43%

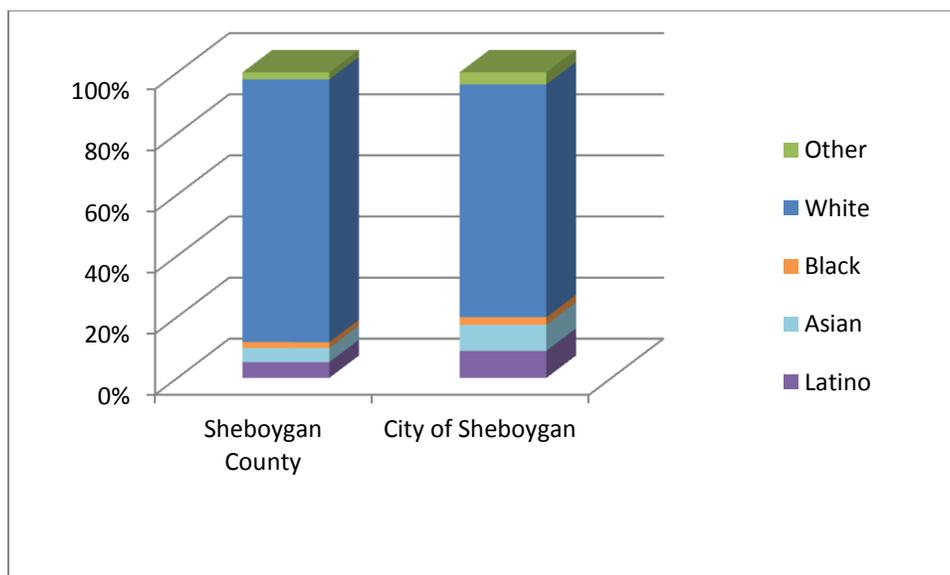
<sup>4</sup> Source: <http://2010.census.gov/2010census/popmap/>

<sup>5</sup> Source: [www.census.gov](http://www.census.gov)

*Racial Composition*

There is evidence of a racial segregation component to the housing patterns in the City of Sheboygan. In 2010, 75% (13,608 persons) of the Sheboygan metropolitan minority population resided in the City. As pointed out above, the white population actually decreased by 5.8% during the 2000s in the City of Sheboygan while whites accounted for a majority of the growth for the outlying communities in Sheboygan County during that same period. Figure 3 depicts the racial housing pattern in Sheboygan County.

**Figure 3: Metropolitan Sheboygan Racial Composition<sup>6</sup>**



Asians experienced the most pronounced percentage increase in population between 1990 and 2010. Between 1990 and 2000 the Asian population grew by 70% (1343 persons) and between 2000 and 2010 the Asian population grew by 36% (1169 persons). The Asian population now accounts for 9% of the overall population in the City of Sheboygan. The Hispanic population had a large increase between 1990 and 2000 of 142% (1782 persons); however, between 2000 and 2010 the Hispanic population shifted and decreased by 43% (1295 persons). The African American population experienced a huge growth rate and grew 294% (306 persons) between 1990 and 2000 and grew by another 115% (475 persons) between 2000 and 2010.

<sup>6</sup> Source: [www.census.gov](http://www.census.gov)

Despite the rapid growth of the minority populations and the decline in the white population during the 1990's and 2000's, whites still make up the vast majority of the population within the City of Sheboygan. Table 2 summarizes the population growth characteristics experienced in the City of Sheboygan between 1990 and 2010.

**Table 2: City of Sheboygan Population by Race<sup>7</sup>**

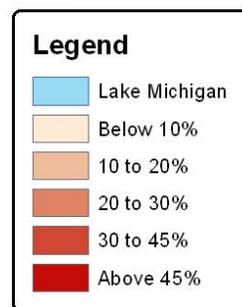
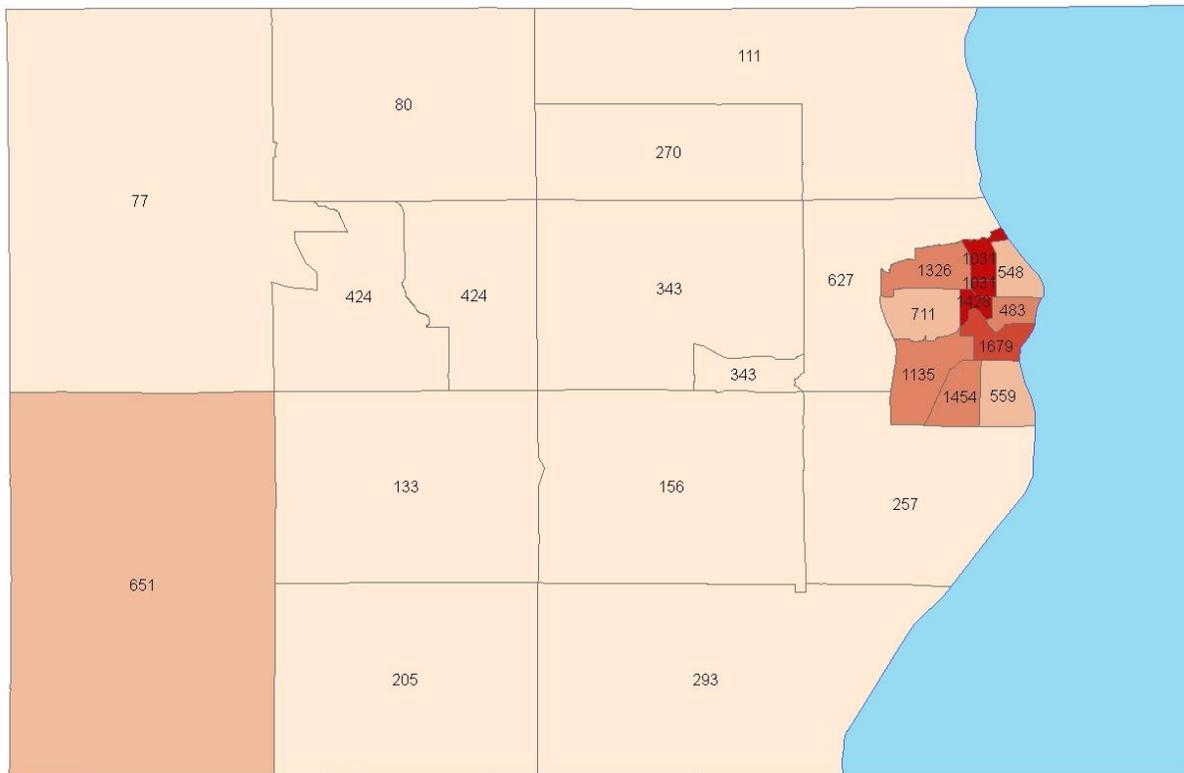
	1990		2000		2010	
	Population	Percent	Population	Percent	Population	Percent
<b>Not Hispanic or Latino</b>			47758	94.03%	44,422	90.13%
<b>Hispanic/Latino</b>	1,252	2.46%	3,034	5.97%	1,739	3.53%
<b>Asian</b>	1,927	3.78%	3,270	6.44%	4,439	9.01%
<b>Black</b>	104	0.20%	410	0.81%	885	1.80%
<b>White</b>	46,901	92.09%	43,189	85.03%	40,685	82.55%
<b>Indian/Alaskan Native</b>	216	0.42%	198	0.39%	242	0.49%
<b>Hawaiian</b>		0.00%		0.00%	12	0.02%
<b>Other Race</b>	528	1.04%	23	0.05%	31	0.06%
<b>2 or more races</b>			668	1.32%	1,255	2.55%
<b>Total</b>	50,928	100.00%	50,792	100.00%	49,288	100.00%

<sup>7</sup> Source: [www.census.gov](http://www.census.gov)

**Map 1: Minority Residents in Sheboygan County (MSA)**

Map 1 illustrates where all non-whites in Sheboygan County live. An overwhelming majority of people of color, also indicated in Figure 3, reside in the City of Sheboygan.

**Number of Minority Residents - Sheboygan County**



*Household Profiles*

Throughout much of the U.S., an increase in households is occurring at a rate that exceeds population growth. This is due to the growing number of single person and single parent households, longer life expectancies, the rate of divorce, etc. A by-product of this trend is smaller household size. Overall, household formation in the City of Sheboygan reflects these national trends – the City of Sheboygan has seen the number of households increase by 6% between 1990 and 2000; however, between 2000 and 2010, the City has seen a slight decrease in the total number of households (2%). This may be an effect of the decrease in population or result of the current economic condition. Also reverse of this trend is the increase seen in 6 and 7 person households. Between 2000 and 2010, the City saw an 18% (70 households) increase in 6 person households, and a 3% (11 households) increase in 7 person households. The City did see an increase in the number of 1 person households of 1% (80 households).

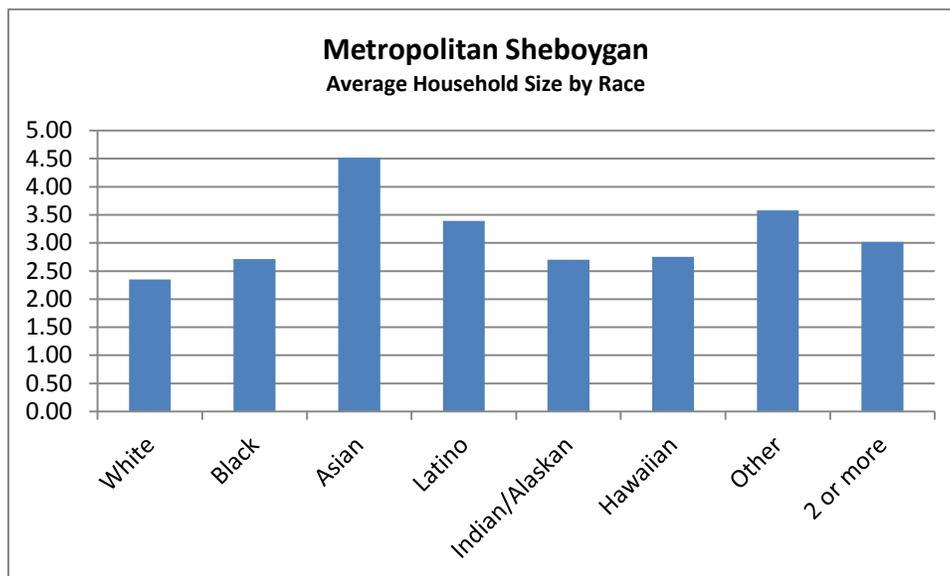
**Table 3: City of Sheboygan Household Size<sup>8</sup>**

Household Size	2000		2010	
	Number	Percent	Number	Percent
<b>1 Person</b>	6,698	32.2%	6778	33.4%
<b>2 Person</b>	6,975	33.6%	6634	32.7%
<b>3 Person</b>	2,903	14.0%	2780	13.7%
<b>4 Person</b>	2,407	11.6%	2260	11.1%
<b>5 Person</b>	1,032	5.0%	1011	5.0%
<b>6 Person</b>	386	1.9%	456	2.2%
<b>7 Person</b>	378	1.8%	389	1.9%
<b>Total</b>	20,779	100.0%	20,308	100.0%
<b>Average Household Size</b>	2.4		2.4	

As illustrated in Figure 4, minority households tend to be much larger than white households; as a result, they require larger housing units. For example, white households have an average household size of just over two persons for both the City of Sheboygan and the County. However, Asians have an average household size of four-and-one-half persons. Latinos have an average household size of over three persons. African Americans have an average of over two-and-one-half persons per household. These numbers compare to an average household size of about two-and-one-half for the State of Wisconsin and United States.

<sup>8</sup> Source: [www.census.gov](http://www.census.gov)

Insert Figure 4: Metropolitan Sheboygan Household Size by Race<sup>9</sup>



City of Sheboygan residents have experienced changes in marital status between 2000 and 2010, as illustrated in Table 4. For example, persons falling within the “never married” category of marital status have increased by 15%, or 1,463 persons, while “married” persons have declined by 13% 2,876 persons. This may be due in part to persons waiting until they’re older to get married. “Divorced” persons increased to 4,259 in 2010, an increase of just 4%. Both the increase in divorced persons and an increase in persons not married are related to smaller overall household sizes.

Table 4: City of Sheboygan Marital Status<sup>10</sup>

Marital Status	Never Married	Married	Divorced	Widowed
<b>2000</b>	10,455	22,061	4,111	3,361
<b>2010</b>	11918	19185	4259	3048
<b>Change</b>	-1463.00	2876.00	-148.00	313.00
<b>% Change</b>	14%	-13%	4%	-9%

<sup>9</sup> Source: [www.census.gov](http://www.census.gov)

<sup>10</sup> Source: [www.census.gov](http://www.census.gov)

*Housing Characteristics*

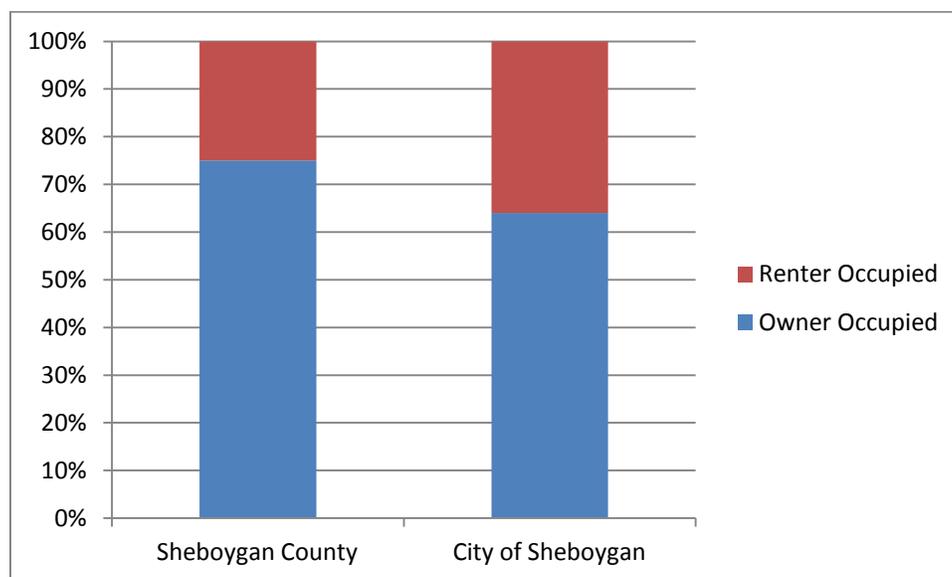
The City of Sheboygan experienced a housing unit increase of 2.7% from 2000 to 2010, or 577 housing units. Vacant housing units accounted for all of the 577 housing unit increase, with an increase of 1,048 units. This may be due to the economic decline in the later 2000’s as well as due to the decrease in population seen in the City of Sheboygan. Owner-occupied housing accounted for 61% of occupied housing units in the City of Sheboygan, as opposed to the 39% who are renter-occupied.

**Table 5: City of Sheboygan Homeownership Status<sup>11</sup>**

Household Size	2000		2010	
	Number	Percent	Number	Percent
<b>Total Housing Units</b>	21,762		22,339	
<b>Occupied</b>	20,779	95.5%	20,308	90.9%
<b>Owner</b>	12,698	61.1%	12,430	61.2%
<b>Renter</b>	8,081	38.9%	7,878	38.8%
<b>Vacant</b>	983	4.5%	2,031	9.1%

As mentioned, Sheboygan’s housing stock is primarily owner-occupied; however, Sheboygan County’s owner occupancy is 11% higher than the City’s at 72%. The City’s 61% owner occupancy compares to the State of Wisconsin’s 68% and the United States’ 65%.

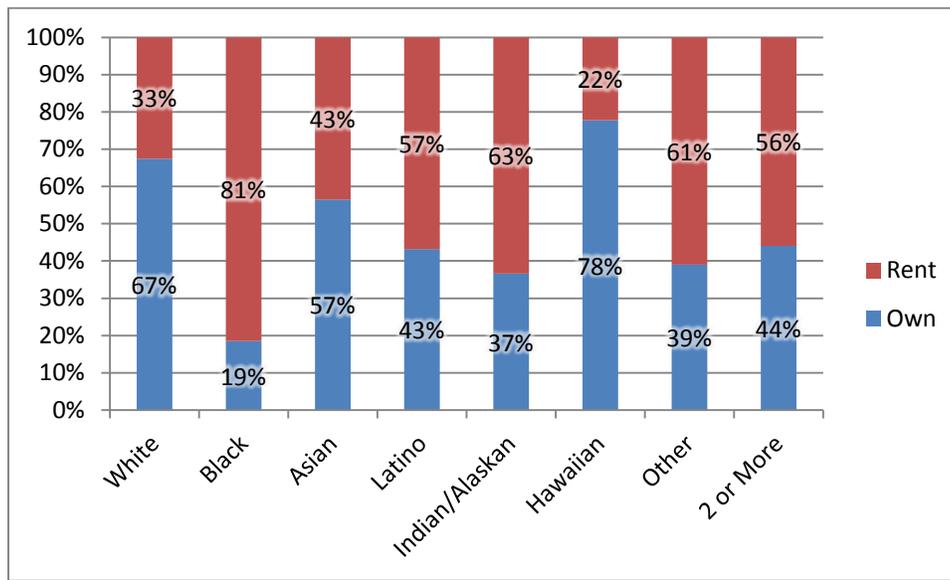
**Figure 5: Metro Sheboygan Homeownership Status**



<sup>11</sup> Source: [www.census.gov](http://www.census.gov)

There are vast disparities in homeownership rates by race in the City of Sheboygan. For instance, more than three times as many whites own their own homes compared to blacks, about 35% more whites own their homes than Latinos, and about 15% more whites own their homes than Asians. The fair housing implications for these disparities will be discussed in detail in the next section.

**Figure 6: City of Sheboygan Homeownership Status by Race<sup>12</sup>**

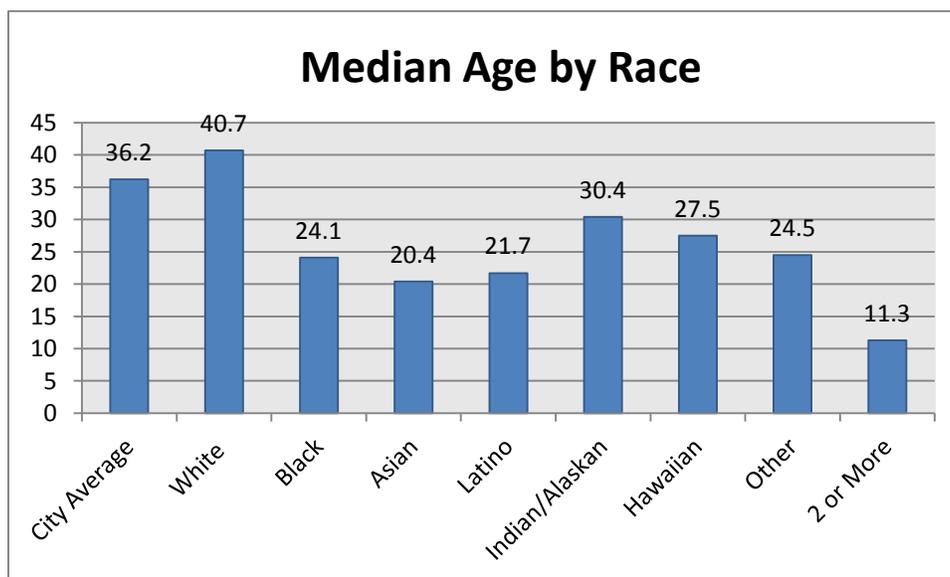


<sup>12</sup> Source: [www.census.gov](http://www.census.gov)

*Age Distribution*

The median age for the City of Sheboygan is 36, which is a year less than the United States median age and the State of Wisconsin median age of 37, and a significant four years less than the Sheboygan County median age of 40. Median age by race and ethnicity varies significantly in Sheboygan, as shown in Figure 7. For instance, Asians have a median age that is 50% below that of whites, while blacks have a median age that is roughly 41% less than whites and Latinos have a median age that is 47% less than whites. The significantly younger median age of minority households presents many implications for future and current housing needs. Currently, larger units are needed to accommodate larger families with children. The younger median age of persons of color suggests that many of these implications of the younger median age are clear. As the children of these families become adults – they will likely create demand for affordable housing and larger housing units (currently housing characteristics more prevalent in minority communities).

**Figure 7: City of Sheboygan Median Age by Race<sup>13</sup>**

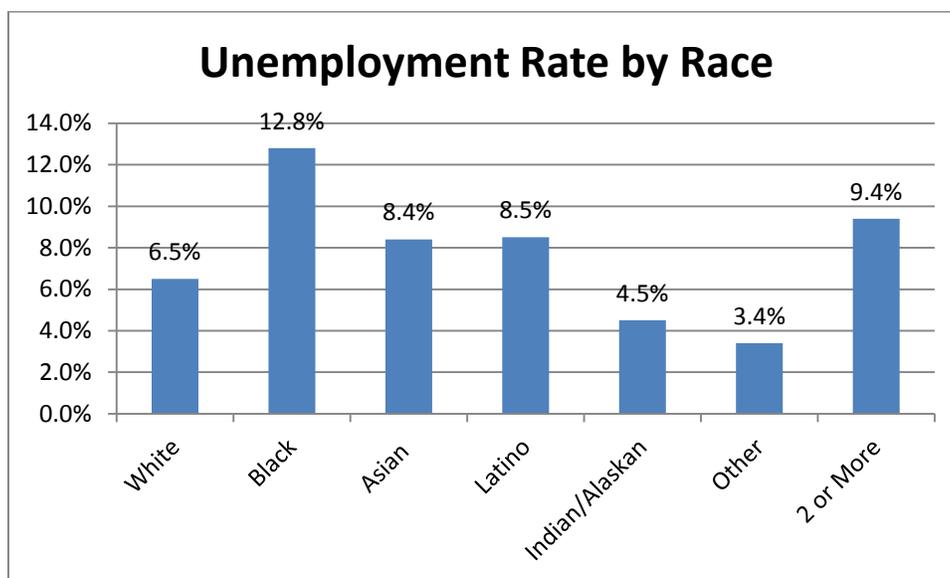


<sup>13</sup> Source: [www.census.gov](http://www.census.gov)

*Employment and Income*

The City of Sheboygan’s unemployment rate in 2010 was 5.2%, which compares to 6.9% for the United States and 6.1% for the State of Wisconsin. However, the unemployment rate for blacks in the City of Sheboygan is 97% higher than for whites, and for Asians and Latinos it is roughly 30% higher.

**Insert Figure 8: Unemployment by Race<sup>14</sup>**



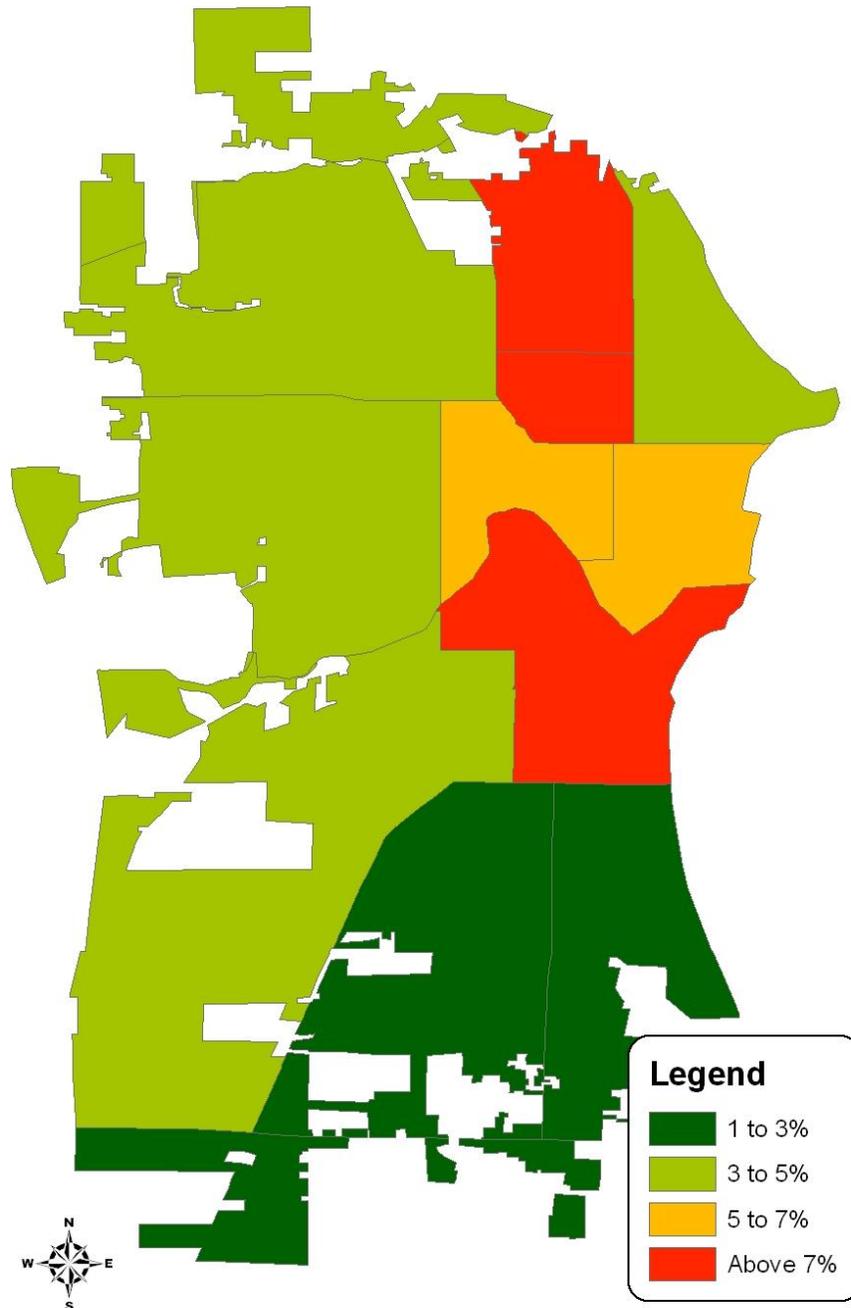
Furthermore, on average – blacks earn \$11,439 less per year than whites, which works out to roughly \$953 per month. Latinos earn \$11,364 less per year than whites, or \$947 per month. Given the relatively higher unemployment rates and lower incomes of African Americans and Latinos in Sheboygan, the need for affordable housing for these populations is more evident.

<sup>14</sup> Source: [www.census.gov](http://www.census.gov)

**Map 2: City of Sheboygan's Unemployed Population**

Map 2 illustrates the proportion of persons unemployed in each census tract in the City of Sheboygan. The highest unemployment rates are in census tracts toward the East side of the City.

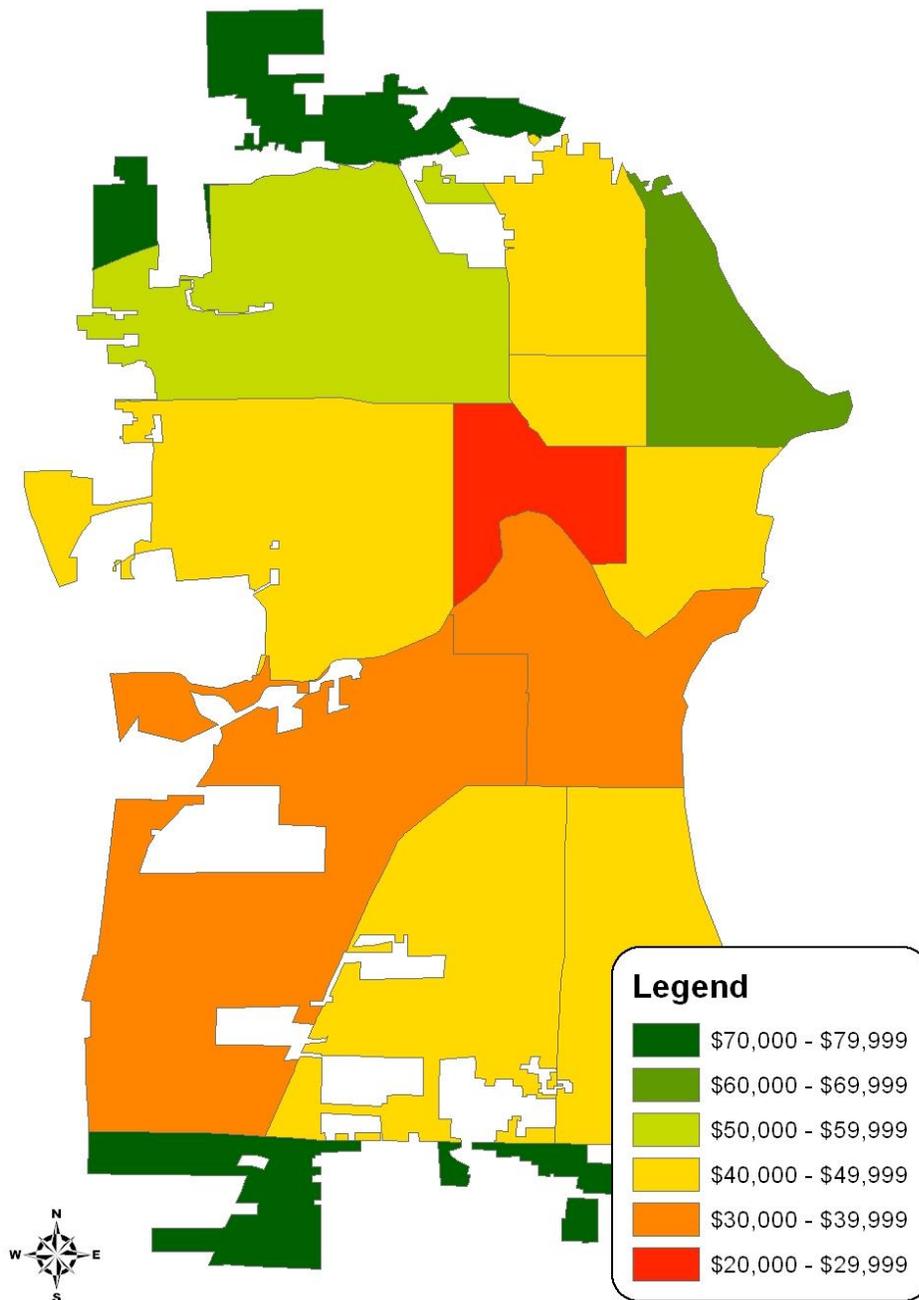
**Unemployed Population - City of Sheboygan**



**Map 3: City of Sheboygan’s Median Household Income**

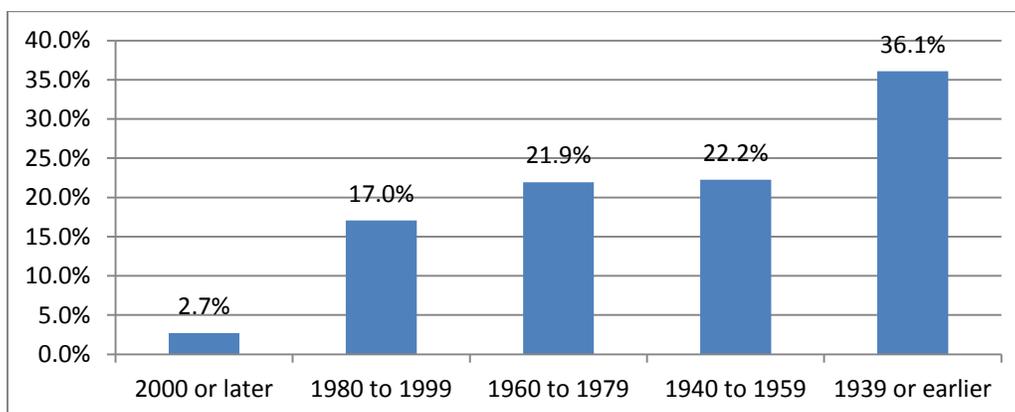
Map 3 illustrates the median household income for each census tract in the City of Sheboygan. The overall Median Household Income for the City of Sheboygan is \$41,752. While the representation of the lowest median income, shown on this map, does not correspond exactly to the areas of highest unemployment, shown on Map 2, both of these issues exist (as do many of the impediments relating to fair housing) on the East side of the City.

**Median Household Income - City of Sheboygan**



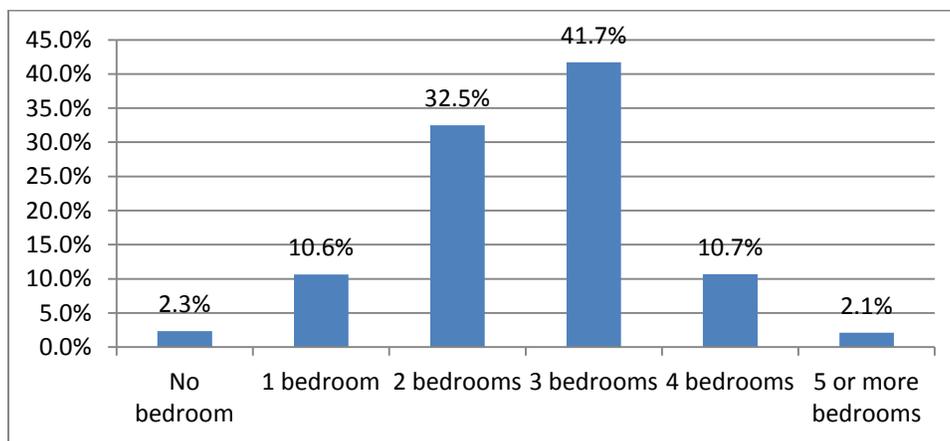
Housing Supply

**Figure 9: City of Sheboygan Year Housing Units Built<sup>15</sup>**



The vast majority of the City of Sheboygan’s housing was constructed before 1939. The median year that all structures were built in the City is 1954, which compares with Wisconsin’s median of 1971 and the United States’ median of 1975. In general, older housing stock is likely to be less expensive because it is more likely to be in disrepair or have greater maintenance needs.

**Figure 10: City Sheboygan Number of Bedrooms per Unit<sup>16</sup>**



The City of Sheboygan’s housing is primarily composed of two and three bedroom units, which make up about 75% of the total housing units. The prevalence of two and three bedroom units is relevant given the current and potential need for larger housing units addressing the needs of many of the larger Latino and Asian families.

<sup>15</sup> Source: [www.census.gov](http://www.census.gov)

<sup>16</sup> Source: [www.census.gov](http://www.census.gov)

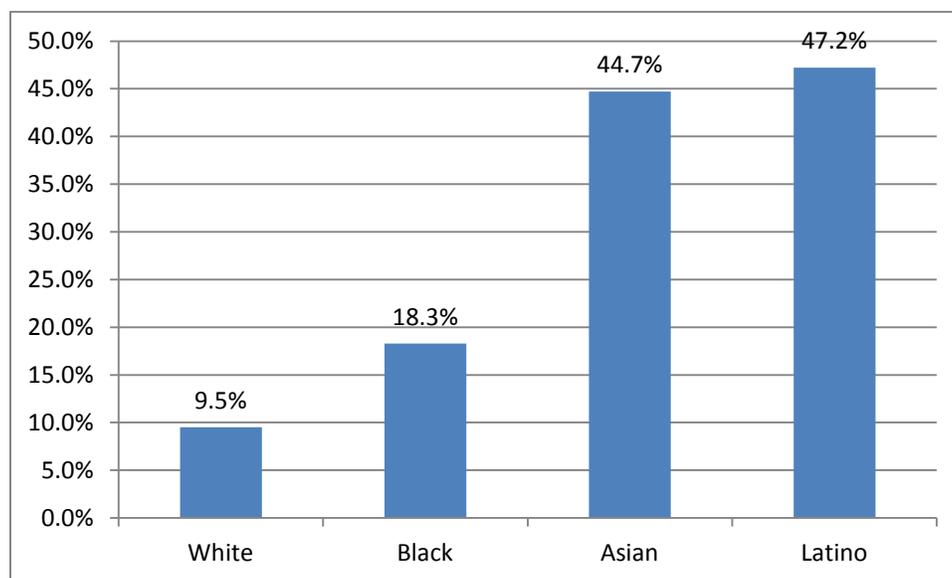
## Education

Seventeen percent of the City of Sheboygan’s population has a bachelor’s degree or beyond, which compares to 28% of the United States population and 26% of the State of Wisconsin’s. Vast disparities in educational attainment manifest when analyzed by race and ethnicity. For instance, Latinos are nearly five times as likely as whites not to have a high school diploma, and Asians are over four-and-one-half times as likely as whites not to have a high school diploma.

The large disparity between whites, Asians and Latinos are due in part to families immigrating to Sheboygan from other countries. For instance, Hmong adults coming from a refugee camp in Thailand are unlikely to have received high school education equivalency. Perhaps over time, the longer immigrant families are here, the more likely the next generation of these families will get a high school diploma and the educational rates will positively change.

Disparities in education are important to fair housing for several reasons. First, persons with less education on the average will have lower incomes than those with more education. This has an effect on how much housing one can afford and the choices available. Also, persons with less education will likely have less access to educational or financial resources that assist people in purchasing a home or obtaining a loan.

**Figure 11: Education by Race<sup>17</sup>**



<sup>17</sup> Source: [www.census.gov](http://www.census.gov)

## Assessment of Current Fair Housing

### *Fair Housing Programs and Activities*

#### 1. CDBG Programs

The City of Sheboygan, Department of City Development currently provides funding to income eligible homeowners through one of two HUD programs. A three-year Lead Hazard Reduction Grant program is available to remediate lead based paint in households where children under 6 years of age reside and a Housing Rehabilitation Loan Program that provides renovation funding to income-eligible homes either on a deferred basis or a 1-4% payback loan. Both of these programs provide funding to better affordable housing in our low-to-moderate income neighborhoods.

#### 2. Pre-Purchase Counseling and Homebuyer Assistance

Partners for Community Development assists eligible applicants with direct down payment assistance, pre-purchase counseling services and housing rehabilitation under this program to income eligible applicants.

#### 3. Rebuilding Together

The Rebuilding Together organization's mission is to preserve and revitalize houses and communities, assuring that low-income homeowners, particularly those who are elderly and disabled and families with children, live in warmth, safety, and independence. The goal is to make a sustainable impact in partnership with communities.

#### 4. The Sheboygan Housing Assistance Center

The Sheboygan Housing Assistance Center provides a single point of contact for clients to access services related to housing issues. The center strives to assist individuals and families secure and adequate housing in a non-discriminatory manner.

### *Sheboygan Fair Housing Ordinance*

Municipal Code of the City of Sheboygan, Chapter 46 – Fair Housing (see Appendix A).

#### Declaration of Policy

It is declared to be the policy of the city, pursuant to the United States Constitution and state constitution, W.S.A., §§ 66.1011, 106.04, and also its power to protect the public health, safety and general welfare that all persons, regardless of their sex, race, color, religion, ancestry, national origin, handicap or sexual orientation, are entitled to fair and equal access to housing. To that end the city enacts this chapter, which prohibits any person, not exempted in this chapter, from discriminating against any other person by impairing to any degree access to any housing or housing accommodations on the basis of sex, race, color, religion, ancestry, national origin, handicap or sexual orientation and creates a board with the power and duty to enforce equal opportunity in housing for all citizens of the city.

## *City of Sheboygan Comprehensive Plan*

On December 5, 2011, the City of Sheboygan adopted its Comprehensive Plan. Chapter Four of this plan describes the City's goals for Housing and Neighborhood Development. The plan states the following:

“Facilitate the provision of quality, safe, and appealing housing at a variety of price points and for all stages of life. Support the development and maintenance of strong neighborhoods.”

The City also states that it will strive to adapt to changing demographics, living preferences, family sizes and economic conditions to continue meeting the needs of existing and potential new residents.

## *Fair Housing Legal Status*

No files or other fair housing complaint details were received by the City of Sheboygan in the last five years. Neither the City Attorney's office nor the Department of City Development maintained records of complaints filed under the City's fair housing ordinance. In addition, neither entity had records of fair housing actions initiated against the City, a company or corporation within the City.

## *Fair Housing Commission*

On April 12, 2006, the Fair Housing Commission made a motion to hold two agenda items until further information is provided. Each motion carried (see Appendix B). The Fair Housing Commission has not met since the April 12, 2006 meeting.

Gen. Ord. No. 63-09-10 adopted April 19, 2010 states that the Fair Housing Commission and the Board of Housing Appeals were merged into a new Board of Housing Appeals and Fair Housing Practices.

## *Focus Group Results*

The City of Sheboygan Department of City Development conducted a survey to gather information regarding impediments to fair housing. The survey went out to various groups and organizations throughout the City (see Appendices C, D & E). The majority of survey participants believed that impediments to fair housing do exist in the City of Sheboygan. The primary reasons these impediments exist are believed to be employment issues, a lack of affordable housing, language/cultural barriers, a lack of education about fair housing rights and responsibilities, and racial bias. Some less common reasons included a fear and misunderstanding of those with disabilities, lack of accessible housing and lending practices and foreclosures. Most survey participants also thought there was a lack of sufficient education and outreach regarding affirmatively furthering fair housing in the City.

## Impediments to Fair Housing Choice

Impediments to fair housing choice are:

- Any actions, omissions, or decisions taken because of race, color, religion, sex, disability, familial status, or national origin which restrict housing choices or the availability of housing choices
- Any actions, omissions, or decisions which have the effect of restricting housing choices or the availability of housing choices on the basis of race, color, religion, sex, disability, familial status, or national origin.

This section describes fair housing impediments identified through the City of Sheboygan's research and interviews with community representatives. This section is organized into City of Sheboygan impediments, Federal and State impediments and Private market impediments.

### *City of Sheboygan Impediments*

#### Impediment #1: Flawed City Fair Housing Ordinance

The following is an excerpt from the Introduction of the City of Sheboygan's Fair Housing Ordinance:

##### *Declaration of Policy*

It is declared to be the policy of the city, pursuant to the United States Constitution and state constitution, W.S.A., §§ 66.1011, 106.04, and also its power to protect the public health, safety and general welfare that all persons, regardless of their sex, race, color, religion, ancestry, national origin, handicap or sexual orientation, are entitled to fair and equal access to housing. To that end the city enacts this chapter, which prohibits any person, not exempted in this chapter, from discriminating against any other person by impairing to any degree access to any housing or housing accommodations on the basis of sex, race, color, religion, ancestry, national

origin, handicap or sexual orientation and creates a board with the power and duty to enforce equal opportunity in housing for all citizens of the city.

The City of Sheboygan **Fair Housing Ordinance** is an inadequate tool to effectively address housing discrimination in Sheboygan for several reasons. Listed below are the problematic aspects of the ordinance.

### *Protected Classes:*

- The protected classes in this ordinance are not equivalent to those covered by the Federal Fair Housing Act. Specifically, the ordinance does not include protection to persons on the basis of familial status. This can have a significant impact on racial and ethnic groups, which have an increased likelihood of larger household sizes, as described in the previous section. Additionally age, marital status and lawful source of income are protected under the Wisconsin Open Housing Law, but not included in Sheboygan's ordinance. These protected classes may have a disproportionate impact on persons of color.
- The definition of disability/handicap is too restrictive under Sheboygan's ordinance and not in accord with either federal or state laws. It does not provide protection to persons with mental disabilities other than those caused by neurological origins. For example, this ordinance excludes mental and psychological illnesses, as well as those recovering from drug and alcohol addictions.

### *Prohibited Acts:*

- Contrary to Federal and State Fair Housing laws, Sheboygan's ordinance does not provide protection for persons with disabilities who are in need of accommodations of policies or rules, or modifications to the premises because of their disability.
- In addition, there is no requirement that new housing be accessible for persons with disabilities, as required under Federal and State Fair Housing laws.

### *Investigation of Complaints*

- Sheboygan's ordinance provides that fair housing investigations will be completed within thirty days, which undermines the ability to complete comprehensive investigations of complaints. This is not nearly enough time for members of Sheboygan's Commission on Fair Housing Practices to thoroughly investigate a complaint and issue an initial determination. The U.S. Department of Housing and Urban Development (HUD) utilizes experienced, full-time investigators who have one hundred days under the federal statute to complete such investigations.

### *Remedies*

- The "Penalties" section of the ordinance references a Wisconsin Statute that no longer exists and has not been replaced. This means the City of Sheboygan's Ordinance provides no penalties, fines, or civil forfeitures to be issued against persons found to have violated the law. It does not allow victims of illegal housing discrimination to recover any type of damages, such as compensatory damages or injunctive relief. Consequently, there is little or no incentive for

persons to pursue a complaint under this ordinance, as there are no penalties or remedies that may be obtained.

### *Ordinance Implementation*

Several questions can be raised about how accessible the Sheboygan Fair Housing Ordinance is to victims of housing discrimination. No matter what protections are afforded under a local fair housing ordinance, its usefulness is severely impeded if local residents lack access to it.

- There is no evidence that fair housing rights are being publicized or marketed in an effective way. A 13-year-old brochure was the most recent publication produced by the City. The brochure explains the protected classes and briefly describes people's rights under the State and Federal Fair Housing laws. However, people with questions about fair housing are directed to "contact the Community Housing Resource Board at P.O. Box 1437, Sheboygan, WI 53082-1437". This is an inadequate method of having fair housing questions and issues addressed
- There is no phone number specifically for fair housing questions/complaints listed in the Sheboygan telephone directory.
- The inordinately low number of complaints filed evidences the lack of access or knowledge about Sheboygan's Fair Housing Ordinance. According to the City Attorney, the Commission on Fair Housing Practices only meets when it has a complaint to address. The frequency of fair housing complaints represents only a fraction of the frequency of housing discrimination. The minimal number of complaints may be due to the public's unfamiliarity with the fair housing laws/ordinance and the weak protections the law offers, how the City of Sheboygan can assist them, as well as the subtle nature of housing discrimination.

### *Fair Housing Complaint Profile/Actions Initiated Against the City, Company or a Corporation within the City*

No files or other fair housing complaint details were received by the City of Sheboygan in the last five years. Neither the City Attorney's office nor the Department of City Development maintained records of complaints filed under the City's fair housing ordinance. In addition, neither entity had records of fair housing actions initiated against the City, a company or corporation within the City.

### **Impediment #2: Lack of Housing Units Accessible to Persons with Disabilities**

While it may not be a direct City policy that has created the shortage of accessible housing, City policies can be used to address this shortage (see Recommendations).

There is a wide range of physical disabilities that can impede one's access to housing. Ensuring there is an adequate supply of accessible housing to meet the needs of persons with disabilities must be a goal of Sheboygan. While the actual number of accessible private housing units is not available, the need for such housing is apparent. According to the 2010 US Census, 12.3% of the City of Sheboygan's population has a disability. Often persons with disabilities are more likely to be unemployed, or employed in lower paying jobs. Based on interviews with area Independent Living Centers who serve Sheboygan and Wisconsin, persons with disabilities are proportionally more in need of affordable housing than those without disabilities.

Another aspect related to accessibility is the elderly population in Sheboygan. In 2010, approximately 4,568 of Sheboygan's households were headed by individuals classified as elderly (65 and older). It is important to consider homes owned by the elderly. They often need to be made accessible as many older adults have difficulty entering and leaving their homes, as well as moving within them.

### **Impediment #3: Group Homes of Community Living Arrangements (CLA)**

Community Living Arrangements by City definition refer to facilities licensed by the State of Wisconsin, including child welfare agencies, group homes for children, and community based residential facilities. CLAs, as stated in the Sheboygan zoning ordinance, shall not be within 2,500 feet of another CLA. In addition, the City ordinance states, "The total capacity of all community living arrangements (of all capacities) in the City shall not exceed 1% of the City's population (unless specifically authorized by the City Council following a public hearing)."

Advocates of persons with disabilities have said that the intent of this 2500-foot law is to prevent the *ghettoization* of group homes, but instead ends up being an impediment to locating these group homes. Advocates in other communities have successfully challenged similar municipal ordinances as violations of the Federal Fair Housing Act.

### **Impediment #4: Inadequate Affordable Housing Supply Relative to Resident Income**

A shortage of affordable housing may not appear to be a fair housing issue on its face. However, the negative impact that lack of affordability has particularly on persons with disabilities, people of color, families with children or the elderly cannot be ignored. Having an adequate supply of affordable housing, both for ownership and rental, in which a household will pay no more than 30% of its gross annual income, is essential for an open and inclusive housing market in Sheboygan. The Fair Market Rent for a two-bedroom apartment in Sheboygan for 2011 was \$649. According to the National Low Income Housing Coalition's Out of Reach report, in order to afford this level of rent and utilities without paying more than 30% of its income on housing, a household must earn \$2,117 monthly or \$25,400 annually. Currently, 40% of Sheboygan households (2,901 households) pay 30% or more of their income for rent. Spending more than 30% of household income on rent or housing costs is considered to be a rent burden. See Map 4.

#### *Structural Quality/Substandard Housing*

The age of a housing unit is not an absolute predictor of housing quality; however, the older the housing structure, the greater the likelihood of code compliance problems. Thirty six percent of Sheboygan's housing was built before 1939. The majority of those units are located in the central part of the City. Not surprisingly, the least expensive housing costs are also in the older, central part of the City. (It is likely that one reason many of the homes there are not expensive is because they are more likely to be in disrepair.)

#### *The Lack of Financial Resources to Build/Preserve/Rehabilitate Affordable Housing*

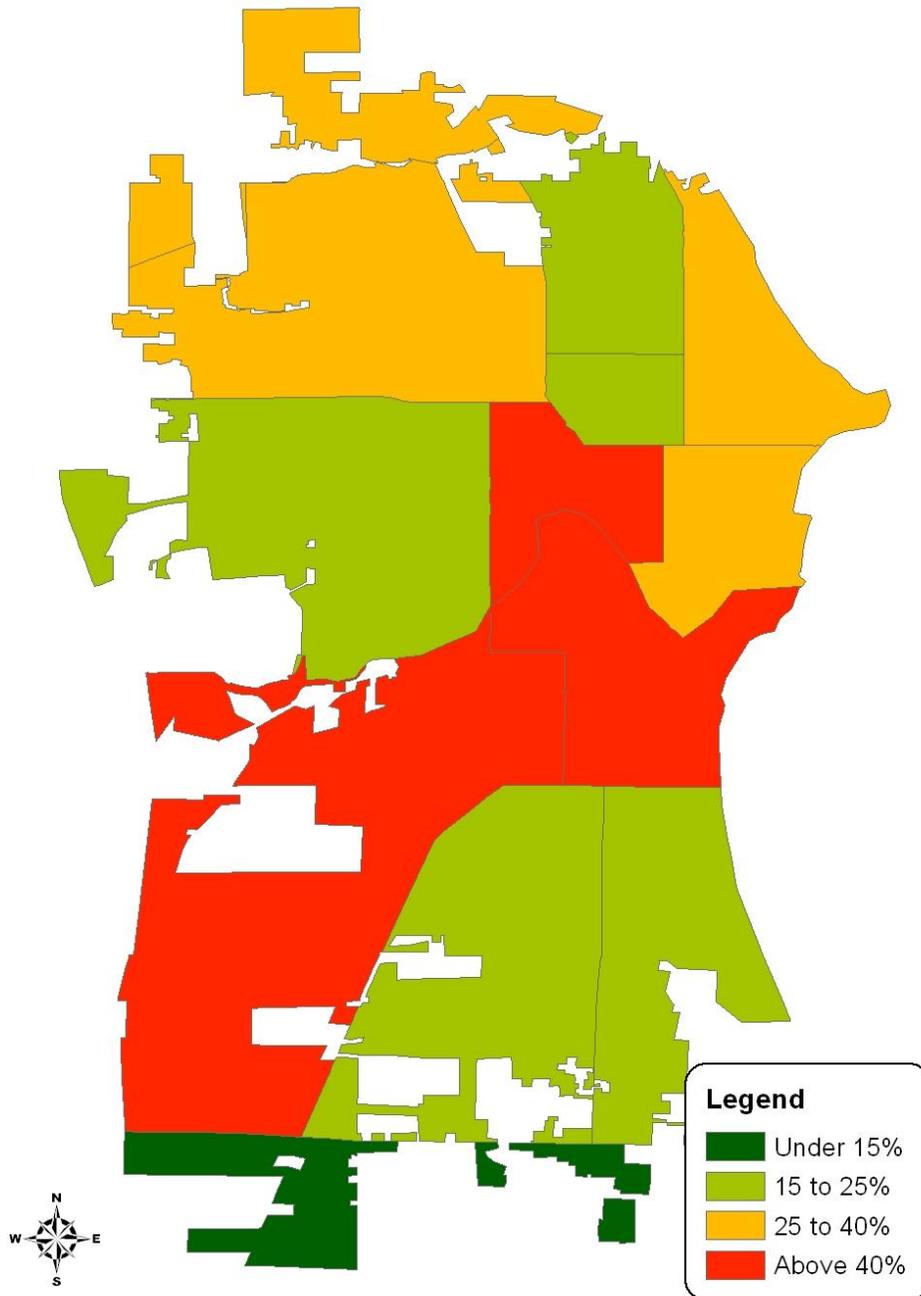
In part, the shortage of affordable housing is due to a lack of resources to build and preserve affordable units in Sheboygan. Constructing any type of affordable housing requires numerous subsidies. This layering of subsidies is common in affordable housing and necessary to close the financing gap. Most developers currently obtain financing by combining federal money disbursed through local and state governments. In addition to this very complex nature of financing, the development of affordable housing is also highly competitive. When financing and subsidy resources are scarce and a higher return on investment is unlikely, many developers prefer to build simpler and more profitable market rate housing developments.

*Housing Authority City of Sheboygan (HACS): Lack of Housing Choice Section 8 Rent Assistance Vouchers*  
The inability to find suitable and quality affordable housing is a difficult challenge for many households. The need for Section 8 Rent Assistance Vouchers far exceeds the available resources.

#### **Map 4: Percent of Household Income in Sheboygan Spent on Gross Rent**

Map 4 illustrates which census tracts in the City are spending more of their household incomes on rent. Similar to the map showing the lowest median household incomes, the tracts on the central and east side of the City are spending the most on rent.

### Percent Income Spent on Gross Rent - City of Sheboygan



#### Impediment #5: Poor Credit, Lack of Credit History and Lack of Financial Literacy

Poor credit history, whether incurred by personal choices or circumstances beyond a person’s control, can hinder a person’s access to housing. Persons new to this country, specifically those who speak Hmong, often have not established the credit required to obtain a prime mortgage or rental housing. In addition, both housing industry and advocacy representatives suggest that some African

Americans do not have an established relationship with a conventional bank or financial institution and/or have sufficient credit histories. These situations do not make these groups any less likely to be able to responsibly take on a mortgage; however, these situations do make it difficult for lenders to use conventional underwriting guidelines to give them a mortgage and give lenders a seemingly legitimate excuse to deny the loan. Also, many landlords use an applicant's credit history as a part of the tenant selection process. Those persons without a good credit history may be ineligible for some housing options.

## **Impediment #6: CDBG Funding Policies**

The Community Development Block Grant funding process and priorities can be an impediment to maximizing resources for affordable housing production, rehab and preservation – all of which are resources necessary to break down impediments to fair housing. Issues identified in interviews and research are:

- *No fair housing enforcement program*  
HUD requires all communities that receive Federal block grant funding to “affirmatively further fair housing”. Currently, the City’s ability to guarantee equal access to housing opportunities is severely restricted by its ineffective Fair Housing Ordinance and its inability to implement and enforce various components of that ordinance.
- *Insufficient outreach to the Hmong community to assess/address needs*  
The Hmong community is the fastest growing minority group in the City of Sheboygan and is expected to increase dramatically in the future. The housing, employment, educational and language needs of this community are both immediate and substantial.
- *Lack of post-purchase housing counseling*  
Efforts to revitalize neighborhoods and increase homeownership rates can be jeopardized by predatory lending. Millions of dollars of public and private funds, including CDBG dollars are used to revitalize neighborhoods, and if the national trend in the increase in foreclosures continues, that money may be lost. The impact of predatory lending on a community is seen as property values are lowered (because of foreclosures and disinvestment), and the tax base is weakened. This further affects the infrastructure of a community, impacting the viability of schools, recreational facilities, transportation and other vital services for families with children.

## **Impediment #7: Racial/Ethnic Segregation and Linguistic Isolation**

### *Segregation*

Legal but discriminatory housing practices created segregated and unequal neighborhoods and communities in all parts of the country, including Sheboygan. Although housing discrimination is no

longer legal, residential segregation persists due to long-standing housing patterns, current and historic institutional barriers and economic disparities.

As noted previously, almost all of the minority population in Sheboygan County is located in the City of Sheboygan. Most of the residential minority concentration is in the east central part of the City of Sheboygan, with the Latino and Asian populations. This same area is still very populated with white households.

The reasons for this racial/ethnic segregation in Sheboygan are no different than those reasons established by researchers for other American cities: (1) housing costs are lower in the areas in which minorities have concentrated; (2) some families may choose to live in neighborhoods that have other families of the same race or ethnicity; or (3) discriminatory practices on the part of various actors (real estate professionals, lenders, rental agents or homeowners insurance brokers) in the housing industry. While segregation and minority concentration are not as serious in Sheboygan as they are in larger urban areas like Milwaukee and Detroit, it is important to recognize their existence now before the long term effects and costs of segregation start to impact Sheboygan, as they have in Milwaukee and elsewhere.

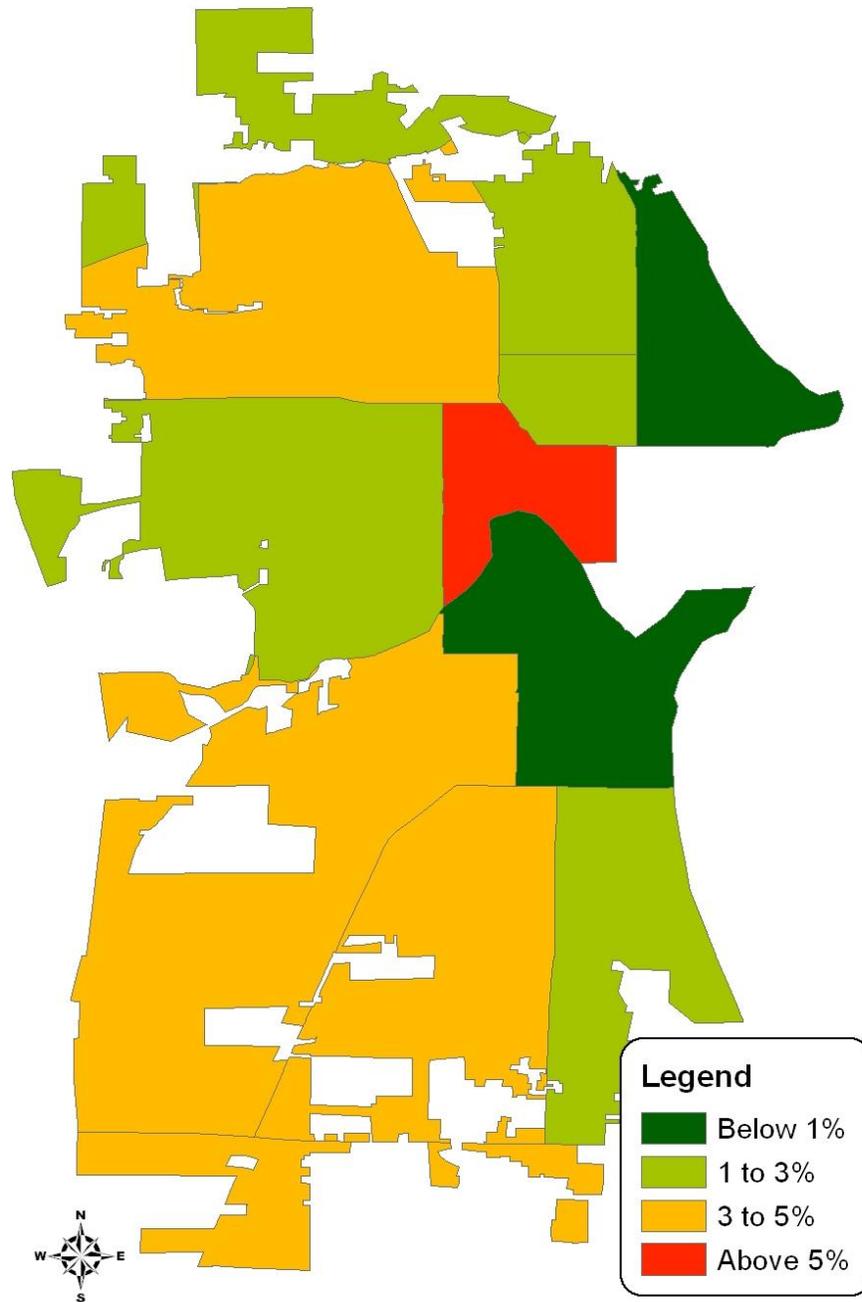
### *Linguistic Isolation*

A household in which no one in the household speaks English well is *linguistically isolated*. Linguistic isolation hinders a person's ability to integrate economically, academically and socially into our society and has stranded many non-English speakers in low-wage menial jobs.

As shown on Map 5, there is one census tract in which the linguistic isolation exists in over 5% of the households. A population that does not speak English well will have specific housing impediments related to communicating effectively with a rental agent, real estate agent, mortgage lender or insurance agent.

### **Map 5: Linguistic Isolation in the City of Sheboygan**

### Linguistic Isolation - City of Sheboygan



While the City of Sheboygan is not directly involved in these Federal and State impediments, it is essential to address them because they impact the City's ability to "affirmatively further fair housing" as required by HUD. In addition, it is important the City address these impediments in order to develop recommendations and local responses, as warranted.

## **Impediment #8: Section 8 Housing Choice Vouchers Availability**

As mentioned previously, cuts in funding to the Section 8 program impedes local communities' ability to assist their population in finding quality, affordable housing.

## **Impediment #9: Frequent Attacks on the Community Reinvestment Act (CRA) by Banking Regulators**

The Community Reinvestment Act is intended to encourage depository institutions to help meet the credit needs of the communities in which they operate, including low- and moderate-income neighborhoods. The CRA requires that each depository institution's record in helping meet the credit needs of its entire community be evaluated periodically. That record is taken into account in considering an institution's application for deposit facilities. CRA regulators (Office of the Comptroller of Currency, Office of Thrift Supervision, Federal Reserve Bank, and Federal Financial Institutions Examination Council) are regularly submitting proposals to weaken the Community Reinvestment Act. Both urban areas and rural communities depend on CRA to leverage affordable housing and economic development.

## **Impediment #10: Lack of resources/incentives for developers to build for lowest income households**

As mentioned in the previous section, most resources for the development of affordable housing are federal programs. Resources for the building of new rental housing have lagged far behind the demand, resulting in the shortage of affordable rental housing in many communities, including Sheboygan. Production of new low-income housing today is primarily achieved through the Low Income Housing Tax Credit (LIHTC) Program. This is the most utilized program for the production of affordable housing, but insufficient to overcome the affordable housing shortage, especially for the lowest income families.

## **Impediment #11: Wisconsin Housing and Economic Development Authority (WHEDA) LIHTC allocation scoring Limits Housing Opportunities**

WHEDA's tool for scoring LIHTC applicants, the Qualified Allocation Plan (QAP), gives preference to development projects that have community support. For example, a developer of a LIHTC project must have a letter from the mayor or village president of a community in support of their affordable housing proposal. Under WHEDA's current tax credit scoring policy, it is likely communities that already have affordable housing will continue to allow its development. However, those communities that have a shortage of affordable housing, even though there is a need for it, can continue to deny its development. This policy limits housing opportunity and contributes to the concentration of poverty that exists in some communities.

The process of obtaining low-income housing tax credits in Wisconsin is highly competitive and can only be done through WHEDA. Even though the *local support* category is just 6% of the total QAP scoring, this can be enough to eliminate a project, thus preventing its construction in a community in which it may be greatly needed. This policy, in effect, is an impediment to housing opportunity in Sheboygan and throughout the State.

## **Impediment #12: No Infrastructure between Medicare/Medicaid and Section 8**

Researchers and practitioners have demonstrated repeatedly that people with severe disabilities living in institutions can live successfully in the community. To succeed, they need decent, safe, and affordable housing as well as access to the supports and services they want and need to live as independently as possible. Unfortunately, as mentioned earlier, people with disabilities are disproportionately poor – particularly those individuals who must rely on Supplemental Security Income. For low-income people with disabilities, affordable housing means subsidized housing that is either developed or rented through government housing programs.

### *Private Market Impediments*

Private market impediments are obstacles to fair housing in the housing production, mortgage lending, homeowner's insurance, and rental and home sales markets. Though Sheboygan is limited in its ability to directly address private market impediments, it can take a leadership role in bringing these issues to the public's attention. The following discussion identifies several private market impediments that must be addressed.

## **Impediment #13: Housing Producers**

Housing production in the private market is based on incentives that are usually monetary. Subsequently, one of the impediments to fair housing in housing production is attributed to a lack of programs that provide such incentives to these developers.

### *Accessibility: Not enough rental and for sale units being produced*

The lack of accessible housing is an impediment to persons with disabilities. As mentioned above, one reason not enough accessible units are built is the lack of incentives made available to housing producers. In addition, Sheboygan is not exempt from a statewide impediment – local building inspection departments are not always aware of, and therefore, do not always effectively enforce laws that require accessible construction, like the Americans with Disabilities Act, the Federal Fair Housing Act, and Section 504.

### *Affordability: Not enough affordable housing units being produced*

Lack of affordable housing, both private and subsidized, is an impediment to low-income populations. Because low income persons are more likely to be people of color, persons with a disability, elderly or

families with children, this is a fair housing concern. As mentioned previously, constructing any type of affordable housing requires numerous subsidies. Currently, 40% of Sheboygan households (2,901 households) pay 30% or more of their income for rent.

### *Unit Size: Lack of large units is an impediment*

A lack of larger units is a fair housing impediment because it impacts at least two protected class groups – families (with children and extended), as well as minority households, many of which tend to be larger. The dearth of these larger units also affects families who are low-income, as they do not have the range of choices available to them, as do families with higher income. The result of this impediment is also overcrowded housing, primarily among new immigrant families who may be doubling up, have larger families, or be living as an extended family with several generations under one roof. As discussed in a previous section, these issues are of increasing importance in Sheboygan.

### **Impediment #14: Mortgage Lending**

#### *Discrimination in the Lending Market*

Discrimination in mortgage lending prevents or impedes home seekers from obtaining the financing normally required to purchase a home. Racial discrimination in the home loan industry can be based either on the race of the loan seeker or on the racial composition of the neighborhood in which the home being purchased is located. This latter form of discrimination is commonly referred to as mortgage redlining.

Discrimination in the home loan industry can take several forms including: outright denial of a loan; discouraging a loan seeker from applying; less favorable rates and terms; long processing times; and exclusionary underwriting guidelines. Loan policies can also have a discriminatory effect on minorities when qualifying standards are more stringent than warranted to secure a loan. Discrimination can also occur externally to the lending institution itself, specifically, in the appraisal of the home; in the underwriting of private mortgage insurance, and in the practices and procedures of the secondary loan market. The lack of loan origination offices in minority and central city areas is also a form of redlining, which can lead to disparate impact.

#### *Lack of Spanish/Hmong-speaking lenders*

For non-English speaking persons new to this country or for persons more comfortable speaking another language, obtaining a home mortgage can be particularly difficult. Because non-English speaking persons seeking a mortgage often have to rely on their children or other family members to translate, errors and misunderstandings are more likely to occur.

#### *Foreclosures*

Foreclosures of single-family homes are a serious threat to neighborhood stability and community wellbeing, particularly low income neighborhoods. Research has shown that the explosion in

foreclosures that started in the 1990s was primarily driven by the growth of high risk, subprime lending. Foreclosures, particularly in lower-income neighborhoods, can lead to vacant, boarded-up, or abandoned properties. These properties, in turn, contribute to the stock of “physical disorder” in a community that can create a haven for criminal activity, discourage social capital formation and lead to further disinvestment.

### *Lack of flexible underwriting to accommodate persons with no credit history*

Persons new to this country have not the established credit typically required to obtain a prime mortgage. In addition, many people of color do not have a business relationship with a conventional bank or financial institution. These situations may complicate the ability for members of these groups to obtain a mortgage, even if they are otherwise qualified and creditworthy. Such situations may make it more challenging for lenders to use conventional underwriting guidelines, thus creating an obstacle to homeownership. This impediment to fair housing must be addressed by more flexibility in underwriting guidelines, as will be discussed in the Recommendations Section of this report.

### **Impediment #15: Housing Sales and Rental Markets**

A major impediment to housing choice is discrimination in the sale and rental of housing. Racial discrimination remains the major form of discrimination in the housing market and there is evidence that despite legislation and enforcement efforts, it has not diminished. Moreover, discrimination in the housing market is seen as the major contributor to residential racial segregation.

It is difficult to assess the severity of the problem of discrimination in the sale of homes in Eau Claire on the basis of the number of complaints that have been reported to the City or fair housing enforcement agencies. Typically, most people who are denied housing or offered unfavorable terms because of discrimination do not realize that discrimination has occurred. In other cases, people may be aware or suspect discrimination, but they may not know where to file a complaint, do not feel that it will be remedied, or do not want to be confrontational. In other cases, people may feel vulnerable and fear retaliation by a housing provider.

### *Lack of Spanish and Hmong-speaking real estate brokers*

It is essential for non-English speaking, or limited English speaking persons to have access to housing professionals who are bi- or multilingual. This assures that all home seekers are afforded the same information and service when purchasing housing. With the burgeoning Hmong and Spanish-speaking populations in Sheboygan, it is important to ensure an equal level of service be available to alleviate this impediment to fair housing choice.

## **Recommendations**

The most critical element of the Analysis of Impediments to Fair Housing is the *Recommendations* that are provided for local communities to address and remedy the barriers identified. This section should be used as a starting point for the City to develop and implement a comprehensive fair housing action plan. The format of this section replicates the format found in the Impediments Section.

## Recommendation #1: Review and Amend Sheboygan's Fair Housing Ordinance

As described previously, the City of Sheboygan's Fair Housing Ordinance is an inadequate tool to effectively address housing discrimination. The mayor of Sheboygan should enlist the Commission of Fair Housing Practices, along with the City Attorney's office, to review the local fair housing ordinance. This analysis should include a review of federal and state fair housing laws to facilitate revisions of the ordinance. It is highly recommended that local ordinances be substantially equivalent to state and federal laws in both protections and remedies. Recommended revisions are as follows:

### *Protected Classes:*

- In order to be equivalent to both the Federal Fair Housing Act and Wisconsin Open Housing Law, the Sheboygan City ordinance should include protections to persons on the basis of: familial status, age marital status and lawful source of income.
- Redefine disability/handicap to be in accord with federal and state laws. This revision should include protection to persons with mental disabilities in addition to those caused of neurological origin.

### *Prohibited Acts:*

- Add protection for persons with disabilities who are in need of reasonable accommodations to policies or rules or modifications to premises. This revision should also be based on the protections afforded under the state and federal fair housing laws.
- In order to assure accessibility of housing for persons with disabilities, the City ordinance must be amended to mirror both the federal and state law in the requirements for design and construction of new housing.

### *Investigation of Complaints:*

- Sheboygan's Commission on Fair Housing Practices should amend the ordinance to allow adequate time for thorough and comprehensive investigation of complaints. The time frame for which investigations are to be completed under the federal and state laws is 100 days. The Sheboygan ordinance should reflect similar time frames for the completion of investigations.
- Contract with a professional fair housing enforcement organization to take fair housing questions and complaints, perform complaint intake and investigate complaints. Or have commissioners trained by a professional fair housing enforcement agency to effectively carry out investigations.

### *Remedies:*

- The City's ordinance must be revised to include penalties, fines, and/or civil forfeitures to be issued against persons found to have violated the law. The law must also allow victims of illegal housing discrimination to recover damages, such as compensatory damages or injunctive relief.

### *Ordinance Implementation:*

- Contract with a professional fair housing agency to conduct outreach and educational presentations on fair housing to various groups in the City. Such presentations would include information on rights, responsibilities and remedies under fair housing laws and inform the public of the complaint-filing process. Public access to this information is an essential part of eliminating impediments to fair housing.
- Contract with a professional fair housing organization to develop effective outreach tools, such as posters, flyers, public service announcements, etc.
- Establish a telephone number, to be housed within a City Department or with a fair housing organization, specifically to respond to fair housing questions and complaints. Publish the clearly identified phone number in the telephone directory on City and County websites, on posters, flyers and other outreach and educational materials.
- Require more regularly scheduled meetings of the Commission on Fair Housing Practices. In the absence of complaints to discuss, Commissioners may receive additional training on the laws and receive updates of fair housing issues and case law.

### *Fair Housing Complaint Profile/Actions Initiated Against City, a Company or a Corporation within the City:*

The City should design procedures and assign responsibilities for the maintenance of files and records of the complaints filed under the City's fair housing ordinance. This record keeping should include the tracking of complaints, including those that were referred to another administrative agency or organization.

### **Recommendation #2: Devote Resources to a Comprehensive Review of Section 15.26 of the City of Sheboygan's Ordinances: Community Living Arrangements (CLA)**

The City should partner with disability advocacy groups, such as the Wisconsin Coalition for Advocacy and other Independent Living Centers to review and analyze the Community living Arrangements section of their zoning ordinance. The language should be reviewed in terms of future legal implications and potential liability of the City, as advocates have successfully challenged similar municipal ordinances elsewhere as violations of the Federal Fair Housing Act.

### **Recommendation #3: Facilitate the Production of Affordable and Accessible Housing**

#### *Fund an Affordable/Accessible Housing Production Task Force*

The City of Sheboygan should establish an Affordable/Accessible Housing Production Task Force. This task force, comprised of private and not-for-profit housing experts, should identify the challenges in producing affordable/accessible housing, as well as develop recommendations for policy changes on

federal, state and local levels. Also this task force may be charged with identifying and securing federal and private funds to help subsidize the development of low-income, affordable and accessible housing.

### *Utilize Tax Incremental Financing (TIF) to Produce Accessible and Affordable Housing*

The City should more assertively use TIF to create more accessible housing units. Partner with local Independent Living Centers and other disability rights advocacy groups to research more creative ways for the City to use TIF to produce affordable, accessible housing. Additionally, the State of Wisconsin passed TIF legislation in 2009 that allows municipalities to extend their TIF districts by one year after loan for improvements is repaid. The cities can then use that additional tax increment to fund affordable housing in that municipality.

### *Enforce Existing Laws that Ensure Accessible Housing Construction*

The City can ensure an increased production of accessible housing by undertaking an investigation of new multi-family construction. The investigation, to be performed by trained fair housing accessibility experts, would determine whether housing is in compliance with applicable laws, such as the Federal Fair Housing Act, the Americans with Disabilities Act, and Section 504.

### *Continue to Implement the Rehabilitation Program*

The City of Sheboygan should continue its existing housing programs to increase the quantity of affordable, quality housing units. If participation in these programs declines, the City should consider different programs to address the housing quality impediments found within the City.

### *Incorporate Home Modification Requirements into City Housing Rehabilitation Program*

The City should continue to fund agencies that provide home modification grants to persons with disabilities. The grants should also be expanded to include landlords with disabled tenants who require a modification. The City needs to incorporate these practices into its own programs.

## **Recommendation #4: Increase Education and Outreach about Fair Housing Issues and Resources**

The City of Sheboygan must actively *affirmatively further fair housing* by making sure its residents are informed and educated on their fair housing rights and how to file a claim.

### *Research and Encourage Fair Housing Service Providers*

The City should research service provider options to provide fair housing services such as: conducting housing discrimination complaint intake, case management, investigation and legal referral services to victims of discrimination; investigations of systemic forms of illegal discrimination; and outreach and education throughout the community.

### *Increase knowledge and awareness of fair housing rights and procedures*

The City should create a concise packet of information on fair housing, along with a complaint form that can be used to file a claim with the City of Sheboygan. Include the state and federal complaint forms in the packet (see Appendix F). This packet should be easily viewable on the City's website. It should also be available to all different housing and service providers. The packet should also be available in English, Spanish and Hmong.

## *Increase Outreach to Linguistically Isolated and Bilingual Communities*

The City should facilitate the formation of a partnership with organizations such as the Hmong Mutual Assistance Association that serve non-English speaking or limited English-speaking persons, to develop a pro-active approach to reaching these linguistically isolated populations. The City should also work particularly with agencies that have relationships with the Hmong and Hispanic communities to develop an outreach plan. One important aspect of this plan would be to evaluate and devise methods by which the City communicates with non-English speaking residents about housing issues. Overall, this plan should assess both the immediate and long-term needs of the community and create strategies to address them. In addition, the City should work towards hiring bilingual employees, particularly in departments that most often work with the public.

## *Streamline the City's Discrimination Complaint Process*

The City should draft an internal memo outlining instructions for all City employees as to how to deal with a fair housing complaint. The City should also create an intake form that outlines the process, and should offer this form with the educational packet described above. The complaint process and the forms described above should be readily available via a link on the City's website.

## *Provide Training for City Staff and Elected Officials*

The staff of the City Council and appropriate City departments should be trained and familiarized with the recommendations of this document, the City's Fair Housing Ordinance, the City's obligation to "affirmatively further fair housing" and how to facilitate referrals of fair housing and fair lending inquiries.

## **Recommendation #5: Fund Post-purchase Counseling**

The City should fund post-purchase counseling services conducted by a viable homebuyer counseling agency, in order to successfully combat predatory loans in the Sheboygan community. These counseling services assist in preventing foreclosure, as well as educate homeowners about refinancing options for more affordable and suitable loans.

## *Federal and State Recommendations*

## **Recommendation #6: Advocate for Changes in State and Federal Programs to Expand Affordable Housing Options**

### *Advocate for Additional Section 8 Housing Choice Vouchers*

The City of Sheboygan should facilitate a meeting with local HUD officials, as well as Wisconsin's US Senators and Representatives, to discuss the adverse impact of recent HUD actions. Specifically, these discussions should emphasize the deleterious effects of the HUD budget cuts and administrative changes within the Section 8 Voucher Program on the City and its residents. The City of Sheboygan should advocate for additional Section 8 Vouchers or alternative means to meet the need of low-income residents.

## *Advocate for Affordable Housing Production Resources*

The City of Sheboygan should facilitate a meeting with state and federal elected officials to advocate for additional financing resources to build affordable housing, particularly for extremely low-income persons. The City should also research successful models of affordable housing production in other communities for possible replication in the City of Sheboygan.

## *Advocate for Revisions to WHEDA's Low Income Housing Tax Credit (LIHTC) Program allocation scoring*

WHEDA's tool for scoring LIHTC applicants, the Qualified Allocation Plan (QAP), gives preference to development projects that have community support. As discussed previously, this *community support* allows a municipality to oppose needed affordable housing. The City of Sheboygan should advocate that WHEDA develop a scoring mechanism that calculates the need for affordable housing based on the wages and salaries of the employment opportunities in that municipality. For example, if a community has a large supply of expensive, unaffordable housing, yet a workforce with many low-paying retail jobs, it must develop a housing plan to accommodate the development of housing which is affordable to those low wage earners.

## *Advocate for the Creation of a Smoother Infrastructure between Medicare/Medicaid and Section 8*

Many persons with disabilities who desire to move out of nursing care facilities lack the financial resources to make such a transition. The City should meet with representatives of HUD and the Department of Health and Human Services to explore options that would allow those persons, desiring to do so, to move out of nursing care facilities and be integrated into the community.

## *Private Market Recommendations*

### **Recommendation #7: Advocate for Open and Inclusive Real Estate and Rental Markets**

The City of Sheboygan should advocate for more open and inclusive home rental and sales markets by working with the housing industry and appropriate State departments to accomplish the following:

- Initiate regular training of members of various real estate professional organizations, apartment owners associations, building owners and managers, rental-housing providers, local newspapers and other members of the housing industry to ensure all members have the most up-to-date information on fair housing laws, procedures, regulations and issues. These training sessions should also be designed to increase awareness and sensitivity to fair housing advocacy.
- Encourage greater efforts on the part of the real estate and rental industries to hire and train minority and bilingual real estate and rental professionals.
- Increase efforts by the Wisconsin Department of Regulations and Licensing to prevent and discourage discrimination by licensees. This would mean a greater willingness by the State to use license suspension and revocation powers to prevent and discourage discrimination.
- Initiate public/private worksharing agreements between government and private enforcement advocacy organizations to conduct ongoing systemic testing of the industry to monitor and assure compliance with fair housing laws.

- Encourage more active support by the real estate and rental industries for affirmative programs designed to promote integrated residential patterns.
- Encourage more active participation by providers of rental housing in local rent assistance programs to expand location choice for low-income and minority residents.

## **Recommendation #8: Improve Access of Minority and Low-Income Applicants to Home Mortgages**

There are a number of ways in which minority and low-income loan seekers could obtain greater access to home mortgages, as follows:

- Lenders should adopt a pro-integrative component in their lending programs. Without this component, well-intentioned programs targeting lower income census tracts or borrowers may only serve to exacerbate patterns of racially segregated housing in Sheboygan.
- Lenders need to become more responsive to the needs of all the neighborhoods that they claim to serve. This means locating offices in lower income neighborhoods, having loan originators interact with local citizens and community organizations and participating in programs that will benefit low-income and minority communities, such as the Federal Home Loan Bank's Affordable Housing Program.
- Additional mortgage products are needed that include innovative rate structures, lower down payments and credit provisions for low-income families and immigrant families with no credit history.
- Special loan programs should be more heavily marketed in the lower income and minority neighborhoods. These programs also need to be marketed more creatively through a variety of mediums.
- Housing counseling services for low-income families should be coordinated between the various housing counseling organizations to ensure consistent and uniform information is provided. Counseling service topics should be expanded to include skill development for home seekers to include risk reduction and accident prevention information. This can help improve credit and debt ratios in order to meet the qualifying standards required by lenders.
- Methods need to be explored to work with the secondary market and private mortgage insurance (PMI) companies to tailor programs to the needs of Sheboygan.
- Testing of lenders should be ongoing to monitor compliance with fair lending and fair housing laws, for the same reasons as stated in the previous section.
- Increase efforts by the Wisconsin Department of Financial Institutions to prevent and discourage discrimination by lenders and brokers. This would mean a greater willingness by the State to use license suspension and revocation powers to prevent and discourage discrimination.
- Training programs for loan officers should be expanded to assure they are knowledgeable about fair lending requirements and sensitive to community needs.
- There needs to be an expansion of second review programs for minorities who are rejected.

**Resolution**

Appendix A

Sheboygan, Wisconsin, Code of Ordinances >> - MUNICIPAL CODE >> [Chapter 46 - FAIR HOUSING >>](#)

**Chapter 46 - FAIR HOUSING** <sup>[52]</sup>

- [ARTICLE I. - IN GENERAL](#)
- [ARTICLE II. - POWERS AND DUTIES](#)
- [ARTICLE III. - ENFORCEMENT PROCEDURES](#)

**FOOTNOTE(S):**

<sup>(52)</sup> *Editor's note*— Ord. No. 63-09-10, § 9, adopted April 19, 2010, repealed the former Ch. 46, §§ 46-1—46-6, 46-36—46-41, 46-66—46-78, and enacted a new Ch. 46 as set out herein. The former Ch. 46 pertained to similar subject matter and derived from §§ 14-1—14-5.1, 14-18—14-23, 14-35—14-37, 14-39—14-48 of the 1975 Code; Ord. No. 60-00-01, § 10, 10-2-00. [\(Back\)](#)

<sup>(52)</sup> *State Law reference*— Equal rights in housing, W.S.A., § 101.22. [\(Back\)](#)

Sheboygan, Wisconsin, Code of Ordinances >> - MUNICIPAL CODE >> [Chapter 46 - FAIR HOUSING >>](#)  
[ARTICLE I. - IN GENERAL >>](#)

**ARTICLE I. - IN GENERAL**

- [Sec. 46-1. - Definitions.](#)
- [Sec. 46-2. - Declaration of policy.](#)
- [Sec. 46-3. - Penalties.](#)
- [Sec. 46-4. - Implementation.](#)
- [Sec. 46-5. - Prohibited acts.](#)
- [Sec. 46-6. - Exceptions.](#)
- [Secs. 46-7—46-40. - Reserved.](#)

**Sec. 46-1. - Definitions.**

The following words, terms and phrases, when used in this chapter, shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

*Accommodation* means any room, apartment, house, building or structure, any part of which is used for human habitation on a temporary or permanent basis.

*Board* means the board of housing appeals and fair housing practices.

*Complainant* means any person who files a complaint with the board.

*Discriminate, discrimination* means to segregate, separate, exclude or treat any person or class of persons unequally because of their sex, race, color, religion, ancestry, national origin, handicap, or sexual orientation.

*Handicap* means any physical disability or developmental disability as defined under W.S.A., § 51.01(5)(a).

*Hearing* means a hearing under the jurisdiction of the board, except where otherwise indicated.

*Housing* means any improved property, including any mobile home, which is used or occupied or is intended, arranged or designed to be used or occupied as a home or residence.

*Probable cause* means reasonable grounds to believe that a violation of section 46-5 may have occurred or may be occurring.

*Respondent* means any person who, according to the allegations contained in any complaint filed with the board, has violated any discriminatory practice prohibited by this chapter and has been named in the complaint as a respondent.

*Sexual orientation* means having a preference for heterosexuality, homosexuality or bisexuality; having a history of such a preference or being identified with such a preference.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-2. - Declaration of policy.**

It is declared to be the policy of the city, pursuant to the United States Constitution and state constitution, W.S.A., §§ 66.1011, 106.04, and also its power to protect the public health, safety and general welfare that all persons, regardless of their sex, race, color, religion, ancestry, national origin, handicap or sexual orientation, are entitled to fair and equal access to housing. To that end the city enacts this chapter, which prohibits any person, not exempted in this chapter, from discriminating against any other person by impairing to any degree access to any housing or housing accommodations on the basis of sex, race, color, religion, ancestry, national origin, handicap or sexual orientation and creates a board with the power and duty to enforce equal opportunity in housing for all citizens of the city.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-3. - Penalties.**

- (a) Any person who willfully violates this chapter or any lawful order issued under this chapter shall forfeit the amounts specified in W.S.A., § 106.04(10)(d).
- (b) Payment of any such forfeiture shall be stayed during the period in which an appeal may be taken and during the pendency of an appeal.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-4. - Implementation.**

The purposes and provisions of this chapter shall be implemented by the city board of housing appeals and fair housing practices and, where necessary, the city attorney.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-5. - Prohibited acts.**

- (a) It is unlawful for any person to discriminate by:
  - (1) Publishing, circulating, issuing or displaying or causing to be published, circulated, issued or displayed any communication, notice, advertisement or sign in connection

with the sale, financing, lease or rental of any housing or housing accommodation which states or indicates any discrimination in connection with housing or housing accommodations.

- (2) Refusing to sell, lease, sublease, rent or in any other manner deny, withhold or impair the transfer of title, leasehold or any other interest in any part of any housing or housing accommodation.
- (3) Refusing to lend money or security, guarantee any loan, accept any mortgage, contract to construct housing, discuss the terms thereof or in any other manner make unavailable any other funds or resources for the construction, acquisition, purchase, rehabilitation, repair or maintenance of any housing or housing accommodation.
- (4) Refusing to furnish any facilities or services for any housing or housing accommodation.
- (5) Refusing to permit inspection or exacting different or more stringent price, terms or conditions for the sale, lease, financing or rental of any housing or housing accommodation.
- (6) If in the business of insuring against hazards, refusing to enter into or by exacting different terms, conditions or privileges with respect to a contract of insurance against hazards to a dwelling.
- (7) Refusing to renew a lease, causing the eviction of a tenant from rental housing or engaging in the harassment of a tenant.
- (b) It shall be unlawful for any person to do or refuse to do any act which to any degree affects the purpose of any activity prohibited by this chapter.
- (c) No person may coerce, intimidate, threaten or interfere with any person in the exercise or enjoyment of any right granted or protected by this chapter or with any person who has abided by or encouraged another person in the exercise or enjoyment of any right granted or protected by this chapter.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-6. - Exceptions.**

- (a) Nothing in this chapter shall prohibit the development of housing designed specifically for a person with a handicap and discrimination on the basis of handicap in relation to such housing.
- (b) Nothing in this chapter shall prohibit an owner or agent from requiring that any person who seeks to buy, rent or lease housing supply information concerning family, marital, financial and business status but not concerning race, color, physical condition, developmental disability as defined in W.S.A., § 51.01(5), sexual orientation or creed.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Secs. 46-7—46-40. - Reserved.**

Sheboygan, Wisconsin, Code of Ordinances >> - MUNICIPAL CODE >> [Chapter 46 - FAIR HOUSING](#) >>  
[ARTICLE II. - POWERS AND DUTIES](#) >>

**ARTICLE II. - POWERS AND DUTIES**

Sec. 46-41. - Powers and duties.

Secs. 46-42—46-65. - Reserved.

**Sec. 46-41. - Powers and duties.**

The board of housing appeals and fair housing practices shall have the power and duty to:

- (1) Adopt, amend, publish and rescind rules for governing its meetings and hearings;
- (2) Adopt, amend, publish and rescind regulations consistent with and for the enforcement of this chapter, provided action affecting regulations shall be reported to the common council within ten days thereafter;
- (3) Appoint such other employees, agents and staff, subject to a table of organization and budget approval by the common council, as are necessary to promote the purposes of this chapter and prescribe their duties;
- (4) Receive, initiate and investigate all complaints alleging any discrimination or discriminatory practice prohibited by this chapter providing the notice in W.S.A., § 106.04(6)(a)(5);
- (5) Serve a copy of the complaint if required under W.S.A., § 106.04(6)(a)(5);
- (6) Appoint mediators, subject to a table of organization and budget approval by the common council, who initially shall seek a settlement agreeable to both the complainant and the respondent by means of informal conferences;
- (7) If necessary, hold hearings after efforts at settlement, based on complaints made against any person and a determination of probable cause; administer oaths and take testimony; compel the production of books, papers and any other documents relating to any matters involved in the complaint; and subpoena witnesses and compel their attendance. If a witness either fails or refuses to obey a subpoena issued by the board, the board may order attendance. At any time after it has issued such an order, the board may petition a court of competent jurisdiction for its enforcement;
- (8) Issue, after hearing, such final orders as are necessary to promote the purpose of this chapter;
- (9) Issue temporary orders effective for a maximum of 20 days, absent extraordinary circumstances, restraining the respondent from taking any action that would tend to render ineffective or unenforceable any order which the board might issue;
- (10) Refer orders, pursuant to section 46-66, to the city attorney to be enforced by him in the name of the city;
- (11) Except as provided in W.S.A., §§ 19.31 et seq., 106.04, make available to the public, in writing, copies of:
  - a. Transcripts of all of its proceedings except initial settlement efforts by its mediators;
  - b. All temporary and final orders; and
  - c. All decisions and opinions rendered.

No publicity, however, shall be given a complaint in those cases where the board obtains compliance with this chapter or the board finds that the complaint is without foundation;

- (12) Require a written report of the manner of compliance with any final order it may issue; and
- (13) Recommend to the mayor and common council any legislation necessary to further promote the purposes of this chapter and file annual written reports of its work to the mayor and common council.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Secs. 46-42—46-65. - Reserved.**

Sheboygan, Wisconsin, Code of Ordinances >> - MUNICIPAL CODE >> [Chapter 46 - FAIR HOUSING](#) >>  
[ARTICLE III. - ENFORCEMENT PROCEDURES](#) >>

**ARTICLE III. - ENFORCEMENT PROCEDURES**

[Sec. 46-66. - Complaint.](#)

[Sec. 46-67. - Filing complaint.](#)

[Sec. 46-68. - Time for filing complaint.](#)

[Sec. 46-69. - Amendment, withdrawal of complaint.](#)

[Sec. 46-70. - Investigation of complaint; initial determination.](#)

[Sec. 46-71. - Determination of no probable cause, appeal.](#)

[Sec. 46-72. - Determination of probable cause.](#)

[Sec. 46-73. - Hearing on failure to settle.](#)

[Sec. 46-74. - Findings of examiner.](#)

[Sec. 46-75. - Appeal from examiner's findings.](#)

[Sec. 46-76. - Transfer of proceedings.](#)

[Sec. 46-77. - Judicial enforcement.](#)

[Sec. 46-78. - Remedies.](#)

**Sec. 46-66. - Complaint.**

- (a) Any complaint alleging any discrimination or discriminatory practice prohibited by this chapter shall be in writing and verified by the complainant or his agent. Such complaints may be initiated by the complainant, who may mail his complaint to the board of housing appeals and fair housing practices or dictate it to an agent of the board or any agent of the complainant, including any agent who himself has solicited offers to buy, lease or rent any part of any housing or housing accommodation for the complainant.
- (b) All complaints shall contain the following:
  - (1) The name and address of the complainant;
  - (2) The name and address of the respondent;
  - (3) A statement setting forth the particulars of the alleged discrimination or discriminatory practice; and
  - (4) The date of the alleged discrimination or discriminatory practice.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-67. - Filing complaint.**

Complaints arising under this chapter shall be filed with the board of housing appeals and fair housing practices.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-68. - Time for filing complaint.**

Complaints alleging any discrimination or discriminatory practice prohibited by this chapter shall be filed no later than one year after the complainant knew or should reasonably have known that the alleged act occurred.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-69. - Amendment, withdrawal of complaint.**

A complaint filed under this article may be amended or withdrawn at any time with and subject to the approval of the board of housing appeals and fair housing practices or its designated agent and under such terms as the board or agent shall direct.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-70. - Investigation of complaint; initial determination.**

An agent designated by the board of housing appeals and fair housing practices shall promptly investigate all complaints duly filed under this article. Within 30 days of the filing of each complaint, the agent shall issue to the complainant and respondent an initial determination in writing of whether probable cause exists and setting forth the basis of the determination.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-71. - Determination of no probable cause, appeal.**

If a determination is made that there is no probable cause to believe discrimination in violation of this chapter has been or is being committed the complainant shall be afforded an opportunity to appeal such decision to the full board of housing appeals and fair housing practices. If the full board decides there is no probable cause, the complainant may appeal to either:

- (1) A court of competent jurisdiction for the county in which the alleged discrimination took place; or
- (2) A court of competent jurisdiction for the county in which the property or property interest in question is located.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-72. - Determination of probable cause.**

If a determination is made that there is probable cause to believe discrimination in violation of this chapter has been or is being committed, an agent designated by the board of housing appeals and fair housing practices shall endeavor, by means of conference, conciliation or persuasion, to eliminate the alleged discrimination or discriminatory practice.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-73. - Hearing on failure to settle.**

When efforts at settlement have failed to eliminate the discrimination or discriminatory practice alleged by the complainant under this article, the board of housing appeals and fair housing practices shall promptly cause to be issued a notice of a hearing before a hearing examiner, acting as an agent of the board, to determine the merits of the complaint.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-74. - Findings of examiner.**

- (a) Under this article, in all hearings before an examiner, except those for determining probable cause, the burden of proof is on the party alleging discrimination.
- (b) If, after hearing and on the basis of the official record made therein, the examiner finds by a fair preponderance of the evidence that the respondent has engaged in or is engaged in any discrimination prohibited by this chapter, he shall make and recommend to the board of housing appeals and fair housing practices written findings of fact and conclusions thereon and shall recommend such action to be taken by the respondent and, where necessary, by the complainant, as will effect the purposes of this chapter by eliminating the discrimination found.
- (c) A certified copy of such recommended findings, conclusions and orders, together with a summary of the findings of fact, shall be sent to the last known addresses of the complainant and the respondent by certified mail with return receipts requested.
- (d) If, within 20 days following the mailing of the examiner's decision, the board does not receive notice of appeal, the findings, conclusions and orders of the examiner shall be the findings, conclusions and orders of the commission.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-75. - Appeal from examiner's findings.**

Under this article, if within 30 days following the mailing of the examiner's decision, the complainant or respondent serves notice of appeal, such appeal may be had to the full board of housing appeals and fair housing practices. The board shall have the power to affirm, reverse or modify the determination of the hearing examiner. After final determination by the board, either party may appeal by certiorari to a court of competent jurisdiction. In the alternative, either party may receive a trial de novo on all issues relating to any alleged discrimination and a further right to a trial by jury.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-76. - Transfer of proceedings.**

At any time after a finding of probable cause under this article, the board of housing appeals and fair housing practices, with appropriate notice to the complainant and respondent, may transfer the proceedings to itself.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-77. - Judicial enforcement.**

Whenever, in the judgment of the board of housing appeals and fair housing practices, judicial enforcement of a board order is necessary to enforce this chapter, the board shall in writing request the city attorney to commence proceedings in a court of competent jurisdiction to enforce such orders in the name of the city. Upon receipt of any such request, the city attorney shall have the duty to seek enforcement of such orders in a court of competent jurisdiction.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Sec. 46-78. - Remedies.**

- (a) The board of housing appeals and fair housing practices shall have the power and duty, after investigation and hearing, to issue and implement such orders as may be necessary to effect the purposes of this chapter. Such orders may include the following:
  - (1) Cease and desist orders;
  - (2) Affirmative action by the respondent and, where necessary, by the complainant; and
  - (3) Any other orders which may be necessary to effect the purpose of this chapter.
- (b) Any of the orders of the board shall be stayed during the period in which any appeal may be taken and during the pendency of any appeal.

*(Ord. No. 63-09-10, § 9, 4-19-10)*

**Appendix B**

**MINUTES  
SHEBOYGAN COMMISSION ON FAIR HOUSING PRACTICES  
Wednesday April 12, 2006 @ 7:00 p.m.**

**Members Present:** Alderperson Marilyn Montemayor, Vue Yang, Dan Castro, Mary Keittel, Cory Salchert

**Others:** Susan Hart, Steve McLean

- Alderperson Montemayor called the meeting to order at 7:00 p.m.
- Minutes of March 21 reviewed by Committee. Motion by Yang, second by Keittel to approve. Motion carries.
- Discussion on the Makini Johnson issue. Susan Hart explained that she had talked to Dean Bogenschuetz, a member of the Housing Authority Board of Directors, and that they had decided to invite members of this committee to their next meeting; but he did not know when it was. Motion by Castro, second by Yang to hold until further information is gathered. Motion carries.
- Discussion on Erica Rodriguez's concerns with landlord Gary Kaker. Attorney McLean reported that he had called St. Vincent de Paul, but they were unable to provide information about the money distributed to Mr. Kaker such as which church wrote the check, or even if a check had been written. Also, St. Vincent had not been able to reach Ms. Rodriguez. Motion by Castro, second by Yang to held until more information is provided. Motion carries.
- No new business.
- It was decided to hold off on scheduling the next meeting until we receive needed information about Makini Johnson & Erica Rodriguez.
- Motion to Adjourn by Yang, second by Castro, motion carries.

Submitted by Susan Hart

**Appendix C**

*Supportive Housing Providers - Distribution List*

<b>Name</b>	<b>Organization</b>	<b>E-mail</b>
Ruth Evans	Lakeshore CAP	<a href="mailto:revans@lakeshorecap.org">revans@lakeshorecap.org</a>
Heidi Gudmundson	Runaway and Youth Services/LSS	<a href="mailto:heidi.gudmundson@lsswis.org">heidi.gudmundson@lsswis.org</a>
Karen Roehl	Legal Actions of WI	<a href="mailto:ksr@legalaction.org">ksr@legalaction.org</a>
Areli Estrada	Partners for community development	
Lucio Fuentes	Partners for Community Development	<a href="mailto:lucio@partners4cd.com">lucio@partners4cd.com</a>
Joe Rupnik	Sheboygan Housing Authority	<a href="mailto:housing@excel.net">housing@excel.net</a>
Laura Roenitz	Safe Harbor	<a href="mailto:Laurar@sheboygansafeharbor.org">Laurar@sheboygansafeharbor.org</a>
JoAnne Kemnitz	The Salvation Army	<a href="mailto:joanne_kemnitz@usc.salvationarmy.org">joanne_kemnitz@usc.salvationarmy.org</a>
Ann Wondergem	United Way	<a href="mailto:annw@sauw.org">annw@sauw.org</a>
Colleen Homb	Lakeshore CAP	<a href="mailto:colleenh@lakeshorecap.org">colleenh@lakeshorecap.org</a>
John Mees	Sheboygan Area School District	<a href="mailto:jmees@sheboygan.k12.wi.us">jmees@sheboygan.k12.wi.us</a>
Dave Humbracht	Landlord Association	<a href="mailto:dhumbracht@gmail.com">dhumbracht@gmail.com</a>
Mitch Birke	Economic Support	<a href="mailto:birkemlb@co.sheboygan.wi.us">birkemlb@co.sheboygan.wi.us</a>
Char Neitzel-Goostree	Salvation Army Housing	<a href="mailto:char_neitzel-goostree@usc.salvationarmy.org">char_neitzel-goostree@usc.salvationarmy.org</a>
Jennifer Miller	Salvation Army Emergency Shelter	<a href="mailto:jennifer_miller@usc.salvationarmy.org">jennifer_miller@usc.salvationarmy.org</a>
Katy Pruitt	Safe Harbor	<a href="mailto:katyp@sheboygansafeharbor.org">katyp@sheboygansafeharbor.org</a>
Kirsten Navarrette	Legal Actions of WI	<a href="mailto:kln@legalaction.org">kln@legalaction.org</a>
Dawn Zoerner	Partners for community development	<a href="mailto:sunnyside@partners4cd.com">sunnyside@partners4cd.com</a>
Kristina Meekins	Boys and Girls Club :Howards Grove	<a href="mailto:kmeekins@thepositiveplace.com">kmeekins@thepositiveplace.com</a>
Ryan Schmitt	Sheboygan Police Department	<a href="mailto:ryan.schmitt@ci.sheboygan.wi.us">ryan.schmitt@ci.sheboygan.wi.us</a>
Kim Murrow	Comfort Keepers	<a href="mailto:kimmurrow@comfortkeepers.com">kimmurrow@comfortkeepers.com</a>
Lisa Hurley	Home Care Health	<a href="mailto:lisa.hurley@homecarehealth.org">lisa.hurley@homecarehealth.org</a>
Dane Checolinski	Sheboygan County EDC	<a href="mailto:checolinski@sheboygancountyedc.com">checolinski@sheboygancountyedc.com</a>
	Sheboygan County Health Dept	<a href="mailto:liebedll@co.sheboygan.wi.us">liebedll@co.sheboygan.wi.us</a>
	Sheboygan County Health Dept	<a href="mailto:hippedah@co.sheboygan.wi.us">hippedah@co.sheboygan.wi.us</a>
Wendy Schmitz	Senior Activity Center	<a href="mailto:seniorcenter@ci.sheboygan.wi.us">seniorcenter@ci.sheboygan.wi.us</a>
Dennis Ketterman	Habitat for Humanity	<a href="mailto:dkhfhl@gmail.com">dkhfhl@gmail.com</a>
Kristine Feggstad	UW-Sheboygan	<a href="mailto:kristine.feggstad@uw.edu">kristine.feggstad@uw.edu</a>
Allison Weber	Lakeshore Technical College	<a href="mailto:allison.weber@gotoltc.edu">allison.weber@gotoltc.edu</a>
General Info	Lakeshore Technical College	<a href="mailto:info@gotoltc.edu">info@gotoltc.edu</a>
Kristin Blanchard	SCIO	<a href="mailto:scio@excel.net">scio@excel.net</a>
Thomas Eggebrecht, Director	Sheboygan County Aging and Disability Reso	<a href="mailto:adrc@co.sheboygan.wi.us">adrc@co.sheboygan.wi.us</a>
Charlene Cobb	Veterans Service Center	<a href="mailto:cvso@co.sheboygan.wi.us">cvso@co.sheboygan.wi.us</a>
Thomas Eggebrecht, Director	Elder Services	<a href="mailto:eggebtde@co.sheboygan.wi.us">eggebtde@co.sheboygan.wi.us</a>
Liz Mahloch	Division of Economic Support	<a href="mailto:MAHLOLLM@co.sheboygan.wi.us">MAHLOLLM@co.sheboygan.wi.us</a>
Dale Hippensteel	Division of Public Health	<a href="mailto:hippedah@co.sheboygan.wi.us">hippedah@co.sheboygan.wi.us</a>
Marty Bonk	Division of Social Services	<a href="mailto:BONKMJB@co.sheboygan.wi.us">BONKMJB@co.sheboygan.wi.us</a>
Jane Jensen	Sheboygan County UW-Extension - Family Liv	<a href="mailto:jane.jensen@ces.uwex.edu">jane.jensen@ces.uwex.edu</a>
Michael J. Taubenheim	Rocky Knoll Health Care Center	<a href="mailto:taubemjt@co.sheboygan.wi.us">taubemjt@co.sheboygan.wi.us</a>
Henry Capetillo	Home, Inc.	<a href="mailto:wihmnc@sbcglobal.net">wihmnc@sbcglobal.net</a>
Kenneth R King	Family Service Association, Inc.	<a href="mailto:ken.king@excel.net">ken.king@excel.net</a>
Chasong M. Yang	Hmong Association, Inc.	<a href="mailto:mail@hmaaweb.org">mail@hmaaweb.org</a>
Kate Baer (Hildebrandt)	Family Connections, Inc.	<a href="mailto:kateb@familyconnectionscc.org">kateb@familyconnectionscc.org</a>
Greg Wells	Rebuilding Together, Inc.	<a href="mailto:wells@charter.net">wells@charter.net</a>

**Appendix D**



April 10<sup>th</sup>, 2012

The City of Sheboygan City Development Department is updating its "Analysis of Impediments to Fair Housing" (AI) and will be submitting it to the Department of Housing and Urban Development (HUD). HUD defines impediments to fair housing choice as:

- Any actions, omissions, or decisions taken because of race, color, religion, sex, disability, familial status, or national origin which restrict housing choices or the availability of housing choices
- Any actions, omissions, or decisions which have the effect of restricting housing choices or the availability of housing choices on the basis of race, color, religion, sex, disability, familial status, or national origin.

Your input is requested regarding fair housing issues. Hopefully you will participate in the development of the updated AI. The AI identifies fair housing issues and is the first step in efforts to affirmatively further fair housing. Once impediments are identified, plans to remedy such impediments can be developed.

A copy of the previous AI will be sent to you for reference upon request. You are free to provide separate written comments regarding both impediments and remedies. All comments will be considered.

A public survey will be e-mailed to interested parties to gather additional information regarding impediments to fair housing choice. That survey can be viewed at <http://www.surveymonkey.com/s/F68BDTE>.

Other written comments may be faxed to (920)459-7302, mailed to the City Development Department, 828 Center Avenue, Suite 104 or e-mailed to [kristin.reichart@ci.sheboygan.wi.us](mailto:kristin.reichart@ci.sheboygan.wi.us). You may also call the City Development Department to share your comments verbally at (920)459-3377.

Sincerely,

Kristin Reichart  
Community Development Specialist  
City Development Department, City of Sheboygan

DEPARTMENT OF  
CITY DEVELOPMENT  
  
828 CENTER AVE., STE. #104  
SHEBOYGAN, WI  
53081-4442  
  
920/459-3377  
FAX 920/459-7302  
EMAIL: [development@ci.sheboygan.wi.us](mailto:development@ci.sheboygan.wi.us)  
WEBSITE: [ci.sheboygan.wi.us](http://ci.sheboygan.wi.us)

## Appendix E

### Analysis of Impediments to Fair Housing

Community Edit

Design Survey

Collect Responses

Analyze Results

**View Summary**

Browse Responses

Filter Responses

Crosstab Responses

Download Responses

Share Responses

Default Report

[+ Add Report](#)

## Response Summary

Total Started Survey: 15  
Total Completed Survey: 15 (100%)

PAGE: ANALYSIS OF IMPEDIMENTS TO FAIR HOUSING

1. Please provide the following demographic information. Your name and agency will be listed in the final AI document as having participated in the survey.

[Download](#)

	Response Percent	Response Count
<b>Name:</b> <a href="#">Show Responses</a>	100.0%	14
<b>Company:</b> <a href="#">Show Responses</a>	100.0%	14
<b>Address:</b> <a href="#">Show Responses</a>	100.0%	14
<b>Address 2:</b>	0.0%	0
<b>City/Town:</b> <a href="#">Show Responses</a>	100.0%	14
<b>State:</b> <a href="#">Show Responses</a>	100.0%	14
<b>ZIP:</b> <a href="#">Show Responses</a>	100.0%	14
<b>Country:</b> <a href="#">Show Responses</a>	85.7%	12
<b>Email Address:</b> <a href="#">Show Responses</a>	92.9%	13
<b>Phone Number:</b> <a href="#">Show Responses</a>	92.9%	13

answered question 14

skipped question 1

2. Do you believe that impediments/barriers to fair housing choice exist in the City of Sheboygan?

[Create Chart](#)

[Download](#)

	Response Percent	Response Count
answered question		13
skipped question		2

2. Do you believe that impediments/barriers to fair housing choice exist in the City of Sheboygan? Create Chart    Download

<b>Yes</b>	<b>61.5%</b>	<b>8</b>
<b>No</b>	<b>38.5%</b>	<b>5</b>
If you answered yes, please list the impediments/barriers that you are aware of. <a href="#">Show Responses</a>		<b>8</b>
<b>answered question</b>		<b>13</b>
<b>skipped question</b>		<b>2</b>

3. What do you believe to be the main cause or causes of impediments to fair housing choice? Select all that apply, but please focus on the main causes. Create Chart    Download

	Response Percent	Response Count
<b>Actions of Homeowner Associations</b>	0.0%	0
<b>Age Discrimination</b>	0.0%	0
<b>Employment Issues (low wages, unemployment, lack of job training, etc..)</b>	<b>72.7%</b>	<b>8</b>
<b>Fear and Misunderstanding of Those with Disabilities</b>	27.3%	3
<b>Inadequate Enforcement of Existing Laws</b>	9.1%	1
<b>Lack of Accessible Housing</b>	18.2%	2
<b>Lack of Affordable Housing</b>	<b>72.7%</b>	<b>8</b>
<b>Lack of Education about Fair Housing Rights and Responsibilities</b>	45.5%	5
<b>Language Barriers/Cultural Issues</b>	54.5%	6
<b>Lending Practices/Foreclosures</b>	18.2%	2
<b>Local Regulations</b>	0.0%	0
<b>Racial Bias</b>	36.4%	4
Other (please specify) <a href="#">Show Responses</a>		<b>1</b>
<b>answered question</b>		<b>11</b>
<b>skipped question</b>		<b>4</b>

4. Are you aware of any situation involving yourself and/or someone you know that appeared to restrict the free and equal access to residential housing in the City of Sheboygan? Create Chart    Download

	Response Percent	Response Count
<b>answered question</b>		<b>14</b>
<b>skipped question</b>		<b>1</b>

4. Are you aware of any situation involving yourself and/or someone you know that appeared to restrict the free and equal access to residential housing in the City of Sheboygan? Create Chart Download

	Response Percent	Response Count
Yes	28.6%	4
No	71.4%	10
<b>answered question</b>		<b>14</b>
<b>skipped question</b>		<b>1</b>

5. If you answered yes to Question #4, what basis do you believe was the cause? Select all that apply. Create Chart Download

	Response Percent	Response Count
Color	50.0%	1
Disability	0.0%	0
Familial Status	50.0%	1
Gender	0.0%	0
National Origin	0.0%	0
Race	50.0%	1
Religion	0.0%	0
Other (please specify) <small>Show Responses</small>		4
<b>answered question</b>		<b>2</b>
<b>skipped question</b>		<b>13</b>

6. Are you aware of where to go to get assistance with fair housing questions or concerns in the City of Sheboygan? Create Chart Download

	Response Percent	Response Count
Yes	71.4%	10
No	28.6%	4
Please list the names of the organizations that you are aware of who assist with fair housing issues in the City of Sheboygan. <small>Show Responses</small>		9
<b>answered question</b>		<b>14</b>
<b>skipped question</b>		<b>1</b>

7. Is there sufficient education and outreach regarding affirmatively furthering fair housing in the City of Sheboygan?

[Create Chart](#)   [Download](#)

	Response Percent	Response Count
<b>Too Little</b>	75.0%	9
<b>Right Amount</b>	25.0%	3
<b>Too Much</b>	0.0%	0
<b>answered question</b>		<b>12</b>
<b>skipped question</b>		<b>3</b>

8. Please share any additional information or comments that you believe would help the City of Sheboygan Department of City Development to understand the impediments/barriers to fair housing faced by residents of the City of Sheboygan.

[Download](#)

	Response Count
<a href="#">Show Responses</a>	4
<b>answered question</b>	<b>4</b>
<b>skipped question</b>	<b>11</b>

**Appendix F**

# HOUSING DISCRIMINATION INFORMATION

Departamento de Vivienda y Desarrollo Urbano    Oficina de Derecho Equitativo a la Vivienda  
 U.S. Department of Housing and Urban Development    Office of Fair Housing and Equal Opportunity

**Instructions:** (Please type or print) Read this form carefully. Try to answer all questions. If you do not know the answer or a question does not apply to you, leave the space blank. You have one year from the date of the alleged discrimination to file a complaint. Your form should be signed and dated.

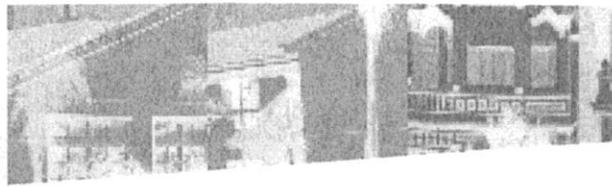
Your Name		
Your Address		
City	State	Zip Code
Best time to call	Your Daytime Phone No	Evening Phone No

**Who else can we call if we cannot reach you?**

Contact's Name	Best Time to call
Daytime Phone No	Evening Phone No
Contact's Name	Best Time to call
Daytime Phone No	Evening Phone No

**1** What happened to you?  
 How were you discriminated against?  
 For example: were you refused an opportunity to rent or buy housing? Denied a loan? Told that housing was not available when in fact it was? Treated differently from others seeking housing?  
 State briefly what happened.





It is Unlawful to Discriminate in Housing Based on These Factors...

- Race
- Color
- National origin
- Religion
- Sex
- Familial status (families with children under the age of 18, or who are expecting a child)
- Handicap (if you or someone close to you has a disability)

If You Believe Your Rights Have Been Violated...

- HUD or a State or local fair housing agency is ready to help you file a complaint.
- After your information is received, HUD or a State or local fair housing agency will contact you to discuss the concerns you raise.

Detach here. Fold and close with glue or tape (no staples)

Keep this information for your records.

Date you mailed your information to HUD: \_\_\_\_\_/\_\_\_\_\_/\_\_\_\_\_  
 Address to which you sent the information:

Office \_\_\_\_\_ Telephone \_\_\_\_\_

Street \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip Code \_\_\_\_\_

If you have not heard from HUD or a State or local fair housing agency within three weeks from the date you mailed this form, you may call to inquire about the status of your complaint. See address and telephone listings on back page.

## *Conversation with Char Neitzel-Goostree*

Char handles centralized intake of housing issues and complaints. She acts as a screening tool for local churches that also help with housing issues. It is very much a collaborative effort and reduces duplication of services and helps to form alternative solutions for maintaining stable housing options.

### Complaints:

#### *Landlords*

- a. Poor quality of housing
- b. Landlords not following laws governing landlord-tenant relationships
  - a. Ex: intimidating tenants /w unlawful eviction notices

#### *Selection Criteria*

- a. Selection criteria requires good credit to be accepted to low-income housing
- b. Many low-income housing units are run by a management company, rather than the housing authority, and their criteria are too strict.
- c. Landlords require too high of income for most low-income individuals to qualify.

#### *Long Waiting Lists*

#### *Low Quality of Housing*

#### *Slum Landlords*

- a. Serve a purpose but take advantage of people. Don't realize they have obligations as landlords.

#### *Complaint Process*

- a. Better communication with the general public in regards to where/how to complain about fair housing issues.

#### *Inexperienced Renters*

- a. Many renters are recently unemployed and try to fix the housing situation without help.

### Solutions:

#### *Salvation Army is Helping*

- a. Resolves issues with landlords by talking or mediation
- b. If problems persist, involves police department
- c. Referral to "Legal Action of Wisconsin"
- d. Work with City Housing Inspector
- e. Char is planning to teach a housing class for tenants on basic how-to's, spotting red flags, etc.