



Sheboygan 2010-2014 Consolidated Strategic Plan

This document includes Narrative Responses to specific questions that grantees of the Community Development Block Grant, HOME Investment Partnership, Housing Opportunities for People with AIDS and Emergency Shelter Grants Programs must respond to in order to be compliant with the Consolidated Planning Regulations.

Narrative Responses

Executive Summary

An Executive Summary is required. The Summary must include the objectives and outcomes identified in the plan and an evaluation of past performance.

The City of Sheboygan is situated along Lake Michigan between Milwaukee and Green Bay metropolitan areas. Median family income in the City of Sheboygan is \$54,150 about 80 percent of national median family income, but the cost of living is also more affordable than that for the nation as a whole. The City of Sheboygan also has one of the lowest crime rates of cities involving a metropolitan statistical area (MSA) in the United States. Although it operates in a conservative fiscal environment, the City of Sheboygan has completed several projects which will improve the economic vitality of the community, including the a business park, marina, and the redevelopment of the former Reiss property now known as the South Pier. The central business district continues to experience the redevelopment of many historic buildings over the past ten years. Prior to the economic crisis of 2008-2009, total employment had increased in the City from 23,941 in 1990 to 26,875 in 2000, an increase of 10 percent. Other surrounding jurisdictions also experienced large employment increases which, in many cases, exceeded population increase. Manufacturing employment showed an increase between 1992 and 2002; some subsectors within manufacturing suffered marked employment losses, while others showed great increases. The City is an attractive place for manufacturing employment with a skilled labor force, and the City is diversifying its employment base through its Harbor Centre development. However, since the economic downturn, the City has experienced a loss of jobs and a down turn in economic opportunities within the community.

Sheboygan County historically has had one of the lowest unemployment rates among

metropolitan statistical areas in Wisconsin. Unfortunately, unemployment as of September 30, 2009, was at 8.3 per cent nearly equal to the average unemployment rate of the State. This rate has dramatically risen over a one year period from 3.9 percent in September of 2008.

The City of Sheboygan increased population between 1990 and 2008 (the latest Census estimates available). The population of the City was 49,587 in 1990, and was 50,792 in 2000. Although there are no estimates available for later years for the City of Sheboygan, the census estimate for 2008 for Sheboygan County is 114,561. Recent trends have shown Sheboygan to be gaining population steadily but slowly and this trend is expected to continue. The climate of the City of Sheboygan involves cold winters and mild to warm summers. However, summer temperatures are cooler and winter temperatures are warmer occasionally near Lake Michigan. The climatic effects can make Sheboygan a pleasant place to live and visit, particularly during the summer months.

The Consolidated Plan/Annual Plan is based on data from the 2000 Census and on updates available through other resources, such as the American Community Survey, 2008 Update. Our housing inventory and analysis was completed in October/November, 2009 and was included in the Consolidated Plan/Annual Plan that was made available for public review and comment during the comment period of December 1-31, 2009. We are aware that the CHAS data was recently updated to 2009 and provided to grantees during the week of December 21, 2009; therefore, as you can see, this data became available after we had completed our consolidated plan development process. We plan to review this data along with our consultants, and, if there are significant changes, we will update our Consolidated Plan and Annual Plans either later in 2010 or with the 2011 submission.

The primary strategic objectives and 2010-2014 outcomes addressed in this Consolidated Plan include the following:

Housing

- Priority:** Make repairs or rehab to existing income-eligible owner-occupied housing to address building code issues.
- Objective:** 105 homes of income-eligible homeowners are made safer.

Priority: Assist income-eligible households into homeownership.
Objective: 15 income-eligible households helped to become homeowners.

Priority: Assist owners of rental properties to develop or improve rental housing for lower income households with special needs or homelessness, including such activities as enhanced code enforcement.
Objective: 15 rental properties developed or rehabbed to be code compliant and made affordable.

Homeless Needs

Priority: Reduce incidents of homelessness.
Objective: 1400 persons helped to avoid or mitigate homelessness.

Community Development (non-housing)

Priority: Increase child care and youth recreation services.
Objective: 1400 children cared for in a safe, stimulating environment.
1400 youth participate in safe programming.

Priority: Increase or improve quality of physical facilities available for services benefiting income-eligible households.
Objective: 10 buildings for services acquired, made accessible or renovated to improve service delivery.

Economic Development

Priority: Create or retain full-time permanent jobs at living wages.
Objective: 40 jobs created or retained.

Priority: Improve rate of survival of micro-enterprises
Objective: 60 micro-businesses helped to thrive (experience a 10% growth in gross sales following assistance)

Targeted Geographical Focus Area

- Priority:** Initiate improvement efforts in locally-selected geographical areas
- Objective:** 3 neighborhoods improved through variety of initiatives, including park and infrastructure improvements.
- Priority:** Foster building code compliance of rental properties in locally selected areas.
- Objective:** To be determined number of rental units identified and made code compliant.

MANAGING THE PROCESS

Consultation 91.200(b)

1. *Identify the lead agency or entity for overseeing the development of the plan and the major public and private agencies responsible for administering programs covered by the consolidated plan.*
2. *Identify agencies, groups, and organizations that participated in the process. This should reflect consultation requirements regarding the following:*
 - **General** §91.100 (a)(1) - *Consult with public and private agencies that provide health services, social and fair housing services (including those focusing on services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, homeless persons) during the preparation of the plan.*
 - **Homeless strategy** §91.100 (a)(2) – *Consult with public and private agencies that provide assisted housing, health services, and social services to determine what resources are available to address the needs of any persons that are chronically homeless.*
 - **Lead lead-based paint hazards** §91.100 (a)(3) – *Consult with State or local health and child welfare agencies and examine existing data related to lead-based paint hazards and poisonings.*
 - **Adjacent governments** §91.100 (a)(4) -- *Notify adjacent governments regarding priority non-housing community development needs.*
 - **Metropolitan planning** §91.100 (a)(5) -- *Consult with adjacent units of general local government, including local government agencies with metropolitan-wide planning*

responsibilities, particularly for problems and solutions that go beyond a single jurisdiction, i.e. transportation, etc.

- **HOPWA §91.100 (b)** -- *Largest city in EMSA consult broadly to develop metropolitan-wide strategy for addressing needs of persons with HIV/AIDS and their families.*
- **Public housing §91.100 (c)** -- *Consult with the local public housing agency concerning public housing needs, planned programs, and activities.*

The City of Sheboygan Department of Planning and Development is the lead agency for the coordination and management of the consolidated planning process. As part of this process, The Department has been working with numerous groups to identify needs, develop goals and objectives and to design, implement and administer projects and programs. Chad Pelishek is the Economic Development Manager and oversees the Consolidated Plan as well as the Community Development Block Grant Program. The Department director is Paulette Enders.

Together with community leaders, municipal government representatives and local advocates for community development, housing and homeless issues, the City worked to develop a set of priority needs, in addition to specific goals and objectives, for related programming from 2010-2014.

In an effort to increase public involvement in the development of the 2010-2014 Five-Year Consolidated Plan, the City of Contracted with the consultant firms of Urban Strategies, LLC and Community Planning and Development Advisors, LLC to conduct a focus group for stakeholders and practitioners involved with CDBG and HOME and to conduct Internet surveys of community members.

The City of Sheboygan and CPDA/US invited over 30 people who represented the variety of groups, elected officials, and administrators involved in the city's community development program. On September 22, 2009, CPDA conducted a focus group for stakeholders and practitioners in Sheboygan to provide advice and input to the City for the development of the 2010-2014 Consolidated Plan. Sixteen people appeared and participated.

The 16 were divided into two groups of 8 people apiece. Facilitators used a nominal group technique developed by Andre Delbecq to help each group generate a series of responses to a topic question, clarify and consolidate the ideas, and then rank them. This was repeated for each of the two other

topic questions to provide City staff and the consultants with enriched observations about the strengths, weaknesses and balancing efforts of the community development program. These observations will be used by the consultants and the City's policy committees as they shape the City's Five-Year Consolidated Plan.

Both groups enthusiastically complimented the city, city staff and the CDBG/Con Plan process. They also appeared to be familiar with each other and supportive of other programs and agencies that are part of the city's community development apparatus. They were appreciative of the city's sensitivity and responsiveness to their agency's needs and concerns and believed that the project selection process was fair and inclusive.

Only two concerns were noted.

- Education and awareness about the Con Plan and CDBG, especially outcomes, needs to be improved significantly (see below) for the public and agencies.
- Staffing of the CDBG program that the city maintains was a significant concern. Both groups noted strong support for increased staffing especially if new or expanded programs are going to be implemented.

There are no apparent inconsistencies or significant differences between the conclusions of the two groups in regard to any of the three questions. In some other focus groups that we've held for Consolidated Plans, groups have listed similar items in strengths and weaknesses which indicate on the one hand different perspectives and awareness of the various elements of the city's program. There was none of this between the two Sheboygan focus groups. Strengths and Weaknesses stood alone.

On the other hand, there was general agreement on the items that were included in each list and the relative rankings. One group did provide more detailed items and the other group appeared to focus more on program administration and management as well as activities and programs but they were all consistent and appear appropriately included.

Programs and activities that were viewed as strengths included:

- Housing rehab programs:
- Support for homeless programs;

- Lead-based paint abatement;
- Infrastructure;
- Parks and recreation;
- Health programs.

No one listed any of these as weakness or as receiving too much money or attention for example.

Program management strengths included:

- The process for determining allocations;
- Support for grassroots organizations;
- The willingness of many organizations to cooperate.

On the list of weaknesses, two program management issues stand out:

- Belief by many members of one group that the city process lacks prioritization and acts in crisis mode to address issues rather than from a long term perspective.
- The need for significantly increased education of providers and the public about the Consolidated Plan and the process used to develop it. This concern included the belief that there is a lack of awareness particularly of the public about the activities being funded by the program and the outcomes. This was mentioned three times under weaknesses with a total of 34 points. It was also stated as a high priority for improving the program, 9 points, with the recommendation being “increase awareness” and “develop a marketing program.”

Programmatically, and of no surprise, was the strong support for increasing economic development programs and activities. Obviously, Economic Development was not listed as a Strength by either group. As a Weakness, it was noted by both groups with a total of 21 points assigned to it equaling the highest rated weakness individually. Additionally, one group also added as a weakness that employment and training programs are not flexible and do not reflect changing needs (2) points. That could be considered related to economic development activities. As a priority, it was the highest rated priority of one group receiving 18.5 points. The other group did not list Economic Development as a priority, but did list getting more overall funding as a high priority and specifically mentioned funding for employment and training as a priority need.

Priorities and improvements recommended for managing the Con Plan and CDBG program were also consistent with what both groups viewed as weaknesses. Encouraging agencies to work together; to develop a long range plan based on collaborative work and prioritizing and considering proposals that address the identified needs, and fund those collaborative proposals as well as developing and monitoring the overall program for desired outcomes, and priorities was a highly ranked priority with 16 points.

Issues that appeared on both the strengths and Priorities lists included funding assistance for homeless services as well health, especially mental health, program funding. The sense of the groups was that these are programs that the city is funding and is sensitive to, but that must remain as priorities and may be entitled to increased funding if the funds were available.

The chart below lists side by side the Strengths, Weaknesses and Priorities. Where items within each category were the same or similar between the two groups, those items have been put together but their individual scores noted separately.

Figure 1: Summary of Focus Group Comments

STRENGTHS	WEAKNESSES	GOALS/PRIORITIES
<ul style="list-style-type: none"> ➤ Housing for homebuyers, rental assistance (26) ➤ Excellent process for deciding on allocations (15) ➤ Good support for homeless shelter, transitional housing and domestic violence. ➤ Lead paint hazard abatement (11) ➤ Excellent investment in infrastructure especially flood prevention and parks (8) Recreation facilities (6) 	<ul style="list-style-type: none"> ➤ Lack of prioritization; current program built on crisis model and not long range (21) ➤ Overall lack of funding (20) ➤ Agencies and service providers need to be better educated by the city (15). Lack of public education as to effectiveness of programs and networking (10) Weak community (public) awareness of the plan and activities and results (outcomes) (9) ➤ Need more job development and retention programs (11) Job creation and job finding activities (10) Flexibility of employment/training; not focused on changing needs. Example of machine operators, then nurses, 	<ul style="list-style-type: none"> ➤ Job development and retention including support services (i.e. childcare, transportation), adequate and accessible and affordable (18) ➤ Get more dollars; lobby the Feds for more money; increase the City role in other community funding processes. (17) ➤ Encourage agencies to work together. Develop a long range plan based on collaborative work and prioritizing. Consider proposals that address the identified needs, and fund those collaborative proposals. Monitor the overall program

STRENGTHS	WEAKNESSES	GOALS/PRIORITIES
<ul style="list-style-type: none"> ➤ City is supportive of grassroots organizations (5) ➤ Health programs (4) ➤ Willingness of many, cross-representation among groups in many activities (3) ➤ Program supports low income families especially childcare payments to providers (3) ➤ Counseling, referral of families to resources; programs for battered or abused spouses (2) ➤ Funds are available for community agencies (2) ➤ Economic development: job creation and maintenance activities (1) ➤ Streets (1) ➤ Services to limited-English speaking people (1) ➤ Programs for positive youth development and strong families (1) ➤ Homeless (0) ➤ Use of funds follows a plan (0) ➤ Building improvements for agencies (non-residential) (0) 	<p>then...) (2)</p> <ul style="list-style-type: none"> ➤ Lack of public education as to effectiveness of programs and networking (10) Weak community (public) awareness of the plan and activities and results (outcomes) (9) ➤ Development of small businesses; qualifying and training of new businesses (6) ➤ Mental health and chemical addiction activities (3) Mental health programs have been cut (3) ➤ Dental services to MA patients (3) ➤ Homelessness (this is a moving target relative to economic conditions) (3) ➤ No explanation by city after funding awards are made of the funding decision rationales (3) ➤ Neighborhood clubs and volunteer centers (2) ➤ Emergency assistance (2) ➤ Foreclosure prevention (1) ➤ Disparity of pots of funds (limitation on services pot as distinct from capital pots) (1) ➤ Energy conservation efforts (1) ➤ Lack of sufficient funding for rent assistance (long waiting lists) (1) ➤ Lack of enough collaboration, competitiveness of application process.(1) ➤ Losing sense of community (1) 	<p>for desired outcomes, and priorities. (16)</p> <ul style="list-style-type: none"> ➤ Homeless intervention and prevention including mental health services, ADOA, neighborhood improvements and infrastructure (9) ➤ Increase public awareness of program and funded activities. State the brutal facts: what dollars are available, what programs are funded. Develop a marketing campaign to identify successes. Distribute it to potential participants in the funded activities, and make it non-computer-based, since some do not have access to a computer. (9) ➤ Increase the funds for the housing stock, for streets, and for public areas (8) ➤ Collaborate and network more. (4) ➤ Fund creation of neighborhood centers, volunteer clubs (3) ➤ Childcare (3) ➤ Infrastructure (3)

Community Needs Survey

The Internet Community Needs Survey was conducted during the months of August and September 2009 and was accessible to residents through the City's website. The Mayor of Sheboygan and the Department of Planning and Development invited residents of the City of Sheboygan to participate in the online Community-Wide Needs Survey in a press release issued by the Mayor on August 11, 2009.

The press release went to the following media outlets:

- WHBL (Local Radio Station, the Sheboygan Press and the Plymouth Review.
- The Mayor notified the public during Common Council meetings.
- A legal ad was posted in the Sheboygan Press on August 13, 2009.
- Email to local business owner database of 500 addresses.
- Posted at the Mead Public Library
- Sent an email to City Alderpersons and City email users.

The results of the needs survey were to help the City determine the use of public funds, including their yearly allocations of Community Development Block Grant funds and programs introduced under the economic stimulus package.

Two hundred and thirty-seven (237) residents of the City of Sheboygan accessed the survey with 83% (237) of those responding completing the survey. The majority of the respondents to the survey lived in zip codes 53081 and 53083 and almost 85% (196) of respondents were homeowners.

Among the questions regarding Sheboygan's neighborhoods were two related to neighborhood safety. In response to the question that asked for the residents "feeling about neighborhood safety," 27.6% said that they always feel safe, 60.1% said that they mostly feel safe, 10.5% said sometimes feel safe and only 1.8% said that they never feel safe. The follow up question was whether their feeling of safety improved, not changed or declined in the last 5 years. 45.4% said that it has not changed, but 50.2% said it had worsened while only 4.4% said that it had improved.

The next question asked residents to rate their neighborhoods on a number of factors including housing, shopping, safety and places for children to play. Among the results it was evident that most respondents said that in these categories their neighborhood was "about right." In the category of "needs more," the most notable and highest rated choice was "places that are safe after dark." The only "needs less" rating of note was for "availability of rental housing."

The survey asked community residents to rate the importance of spending public dollars on various activities relating to housing, economic development, public improvements, revitalization efforts, homeless programs and public services. The activities were selected for inclusion in the survey based on a review of funding decisions made by the City in allocating Community Development Block Grant (CDBG) funds over the last 10 years.

In the housing category, the activity rated highest in importance was housing for persons with disabilities at 54.9% followed very closely by housing for seniors at 53.7% and owner housing development at 52.7%.

In the economic development/public improvement category, increasing the opportunity for jobs was rated very important/important by 95.5% of those responding and street improvement including sidewalk and lighting was next highest rated at 91.9%. Also highly rated was encouraging the development of small businesses at 86.8% as well as remove, repairs, replace blighted and damaged buildings also at 81%.

In the category for homeless and public service programs the highest in importance (rated very important/important) were job training programs at 77.1% and literacy programs at 73%.

The survey asked respondents what activities were most important to fund in the City's Targeted Reinvestment Area over the next five years. The activities rated highest in importance were 1) to work with public and private agencies to reduce criminal activity and improve public safety (89%) and 2) create job opportunities by expanding existing businesses (84.7%). When asked what activities were most needed in the Targeted Reinvestment Area, the respondents gave the highest ratings to creating job opportunities by expanding existing businesses (76.6%) and working with public and private agencies to reduce criminal activity and improve public safety (76%).

Another question on the survey asked if Sheboygan is better off, the same or worse than 5 years ago in the following areas: availability of decent housing; availability of affordable housing; availability of owner housing; availability of rental housing; availability of housing for seniors; availability of housing for people with disabilities; condition of streets and sidewalks; condition of parks and other public spaces; opportunities for walking; opportunities for biking; opportunities for jobs/employment; public transportation options; safe places for children to play; and general neighborhood appearance. Overwhelmingly, the respondents felt that Sheboygan was about the same in most of these areas as it

was 5 years ago. Among the highest rated in this “about the same” category was public transportation rated by 61.3% of respondents followed by condition of parks and other public spaces, 59.6%, and safe places for children to play at 59.1%.

The areas that were noted as “better off” included opportunities for biking, 34.7 %, availability of housing for seniors at 37% and then opportunities for walking at 28%.

The areas thought to be “worse off” were opportunities for jobs and employment at 85.1%, condition of streets and sidewalks at 62.2%, and general neighborhood appearance at 56.7%. It should be noted that in the “stayed the same” category, there were many scores in the 60 and 50 percentage range, whereas in the “better off” category the highest rated were only in the teens and 20%. “Worse off” had three scores over 55% and the rest mostly below 20%.

The survey allowed for written comments to each question and the last question on the survey invited respondents to provide any additional comments or recommendations on the use of public funds by the City over the next 5 years. The respondents to the survey were more than willing to provide their recommendations with 267 comments. Of course, the general comments “other” category received the highest number of responses, but notable was the section asking whether safety has changed over the past 5 years that received 58 written responses. Street improvements, neighborhood clean-up, gang activity and increased vandalism along with safety and need for jobs were frequently commented upon in the narratives that people added. The City did receive a number of complimentary comments such as “...best place to live” and “great city.” These comments and survey results can be viewed in their entirety in Appendix XX.

The following conclusions were reached based on the survey responses:

Economic Development and Public Facilities Components

Conclusion # 1:

The survey concluded that increasing job opportunities is one of the most important needs in the city. This was reflected in the ratings and comments in regard to economic development as well as the Targeted investment area. Encouraging small business development was also highly rated and this relates to job opportunities as well. It was also noted as the highest rated need to address homelessness

Conclusion # 2:

Also rated highly important were street improvements including improved lighting.

Conclusion # 3:

Survey respondents rated highly the need to remove, replace or repair blighted or deteriorated structures.

Housing Components

Conclusion # 1:

Housing for the disabled and seniors were viewed by respondents as the most important housing needs.

Conclusion # 2:

The second most important need in the housing category was for owner housing development.

Homeless and Public Service Components

Conclusion # 1:

Respondents stated that job training was the most important activity that the city can undertake to assist the homeless.

Conclusion #2:

The next most important activity to address homelessness according to the survey is improved/increased literacy programming.

Targeted Reinvestment Area Component

Conclusion # 1:

The activity rated highest in importance was to work with public and private agencies to reduce criminal activity and improve public safety.

Conclusion # 2:

Creating job opportunities by expanding existing businesses was the second most important activity recommended by survey participants.

Citizen Participation 91.200 (b)

3. *Based on the jurisdiction's current citizen participation plan, provide a summary of the citizen participation process used in the development of the consolidated plan. Include a description of actions taken to encourage participation of all its residents, including the following:*
 - *low- and moderate-income residents where housing and community development funds may be spent;*
 - *minorities and non-English speaking persons, as well as persons with disabilities;*
 - *local and regional institutions and other organizations (including businesses, developers, community and faith-based organizations);*
 - *residents of public and assisted housing developments and recipients of tenant- based assistance;*
 - *residents of targeted revitalization areas.*

4. *Provide a description of the process used to allow citizens to review and submit comments on the proposed consolidated plan, including how the plan (or a summary of the plan) was published for review; the dates, times and locations of a public hearing, or hearings; when and how notice was provided to citizens of the hearing(s); the dates of the 30 day citizen comment period, and if technical assistance was provided to groups developing proposals for funding assistance under the consolidated plan and how this assistance was provided.*

5. *Provide a summary of citizen comments or views received on the plan and explain any comments not accepted and reasons why these comments were not accepted.*
**Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.*

The process undertaken to identify the Consolidated Plan priority needs involved pulling together representation from various agencies throughout the community who address decent housing, suitable living environments or work to expand economic opportunities. Additionally, a public notice was published in the August 11, 2009, our local newspaper, as well as on the City of Sheboygan's web page announcing the opportunity for public input in identifying community needs. Anyone is welcome to participate.

On an annual basis, public input is specifically sought in the following areas:

- 1.) A formal public hearing on community development needs is held by the Finance Committee and/or Strategic Fiscal Planning Committee during the application process timeframe. At this public hearing, citizens are encouraged to identify needs and to suggest community development programs and projects to address those needs. Information gained from this hearing is utilized by the Department of Planning and Development for the coming year and is incorporated into the City's Consolidated Plan.
- 2.) A public comment period is held on the City's Consolidated Plan/Annual Action Plan upon completion of the CDBG funding process and prior to the Annual Action Plan submission sometime in December/January of each year. Citizens are invited and encouraged to review the Annual Action Plan and provide comments. Any comments received at the public hearing or during the public comment period will be included with the Plan.
- 3.) A public comment hearing period is held on the Consolidated Annual Performance and Evaluation Report (CAPER) which provides information on the status and performance of CDBG programming is held upon completion of the CDBG program fiscal year and completion of the CAPER, sometime in April/May of each year. Any comments received at the public hearing or during the public comment period will be included with the Report.

Additionally, public notices are published whenever there is any plan and/or report substantial amendments, plan and/or report submissions seeking public comment. Public comment periods are at least thirty days in length. Public comments are encouraged through meeting attendance or in writing.

The City of Sheboygan is committed toward citizen participation in its CDBG process. Notices of meetings, application schedules and other relevant program information are regularly transmitted through various media outlets, direct mail solicitations and on the City of Sheboygan's website.

To encourage citizens and community organizations in the development of proposals to address community development needs, citizens are invited to contact City staff at 920.459.3377 or visit the City's website at www.ci.sheboygan.wi.us for information, application forms, program policies and other technical assistance throughout the program year. Staff can assist agencies and community groups in determining program/project eligibility and in formulating proposals for funding with CDBG funds.

Sheboygan has a government of inclusiveness that encourages all of its citizens to participate in its governmental process. No person shall be excluded from participation in the City of Sheboygan CDBG programs on the grounds of race, color, national origin, gender, sexual orientation, age, religious creed or disability. To encourage equal access in participation for persons with disabilities, all meetings and hearings are held at accessible sites.

No comments were received during the public comment period regarding the 5-Year Consolidated Plan.

HOUSING AND HOMELESS NEEDS

Housing Needs 91.205

****If not using the CPMP Tool:*** Complete and submit CHAS Table from:
<http://socds.huduser.org/scripts/odbic.exe/chas/index.htm>

****If using the CPMP Tool:*** Complete and submit the Needs/Housing Table

6. *In this narrative, describe the estimated housing needs projected for the next five year period for the following categories of persons: extremely low-income, low-income, moderate-income, and middle-income families, renters and owners, elderly persons, persons with disabilities, including persons with HIV/AIDS and their families, single persons, large families, public housing residents, victims of domestic violence, families on the public housing and section 8 tenant-based waiting list, and discuss specific housing problems, including: cost-burden, severe cost-burden, substandard housing, and overcrowding (especially large families) and substandard conditions being experienced by extremely low-income, low-income, moderate-income, and middle-income renters and owners compare to the jurisdiction as a whole. The jurisdiction must define the terms "standard condition" and "substandard condition but suitable for rehabilitation."*
7. *To the extent that any racial or ethnic group has a disproportionately greater need for any income category in comparison to the needs of that category as a whole, the jurisdiction must provide an assessment of that specific need. For this purpose, disproportionately greater need exists when the percentage of persons in a category of need who are members of a particular racial or ethnic group is at least ten percentage points higher than the percentage of persons in the category as a whole.*

Housing needs for the next five years are as follows:

HOMEOWNERS

- Extremely low-income
- Low-income
- Moderate-income
- Elderly

- Persons with disabilities
- Persons with HIV/AIDS and their families
- Single persons
- Large families

Income eligible owner households with housing cost burdens greater than 30%, living in houses in need of repairs or renovation in order to meet building code, lead paint mitigation or greater energy efficiency standards.

Households with incomes between 40% to 80% of median income that want to become homeowners.

Income eligible renter households with housing cost burdens greater than 30%, living in houses in need of repairs or renovation in order to meet building code, lead paint mitigation or greater energy efficiency standards.

RENTERS

- Extremely low-income
- Low-income
- Moderate-income
- Elderly
- Persons with disabilities
- Persons with HIV/AIDS and their families
- Single families
- Large families

Income eligible renter households with housing cost burdens greater than 30%, living in houses in need of repairs or renovation in order to meet building code, lead paint mitigation or greater energy efficiency standards.

PUBLIC HOUSING & SECTION 8 PROGRAM

- Public housing residents
- Scattered-site family housing waiting list
- Section 8 waiting list

SPECIFIC HOUSING PROBLEMS

Cost Burden and Severe Cost-Burden - Renters and Owners

CHAS Data indicates that there are housing needs for cost-burden of <30% median family income renters and owners, including elderly, small family, and large family. There is very little cost burden to persons of income levels of >50% median family income. This data reflects that even though there is affordable housing available in the community it is not affordable to the extremely low and low-income owners and renters. Rents for three bedroom and other size units have increased in the past ten years. Newer rental units are being added and the pre-1950 housing stock is deteriorating.

A 2009 study of house valuations in Sheboygan showed a decrease in the value of housing in the metropolitan area of 2 percent. In 2009, the average valuation was \$ 140,200, down from \$ 144,400 in 2007. For comparison purposes, in 2005, the valuation was \$ 135,600.

Substandard housing continues to be a problem in the City of Sheboygan. Housing code inspection violations are increasing. Community Development has funds available to landlords for building rehabilitation but initially landlords were reluctant to take advantage of these programs because of the lead-based paint issue.

Overcrowding of units continues to be a problem in the City of Sheboygan. As refugee families arrive they are living with host families causing overcrowded conditions. The housing market does not have enough affordable large family units available for this influx of families. Landlords are refusing to convert duplexes back to single family units as it would cause a loss in rental income to them. The majority of new construction rental units consist of 2 bedroom units. The few three bedroom units that become available are immediately taken.

The City of Sheboygan is the largest city in Sheboygan County. Sheboygan County census data indicates minorities equal 7.3% of the population. The City of Sheboygan's minority population is 12.4% of the population. The City provides not only the majority of services to this population, but also the majority of housing.

The influx of the Southeast Asian refugees and meeting their needs, relative to the housing assistance, language barriers, health, and job skills, all fall under a priority over the next

five years in the community. Asians make up 6.5% and Hispanics represent 6.0% of the minority population within the City of Sheboygan. The City will work with non-profit groups in the next five years to continue to meet specific needs within this population group.

See Appendix C for 2000 and 2009 CHAS Data Tables for Racial Disparity

Homeless Needs 91.205 (c)

*Refer to the Homeless Needs Table 1A or the CPMP Tool's Needs.xls workbook

8. *Homeless Needs— The jurisdiction must provide a concise summary of the nature and extent of homelessness in the jurisdiction, (including rural homelessness and chronic homelessness where applicable), addressing separately the need for facilities and services for homeless persons and homeless families with children, both sheltered and unsheltered, and homeless subpopulations, in accordance with Table 1A. The summary must include the characteristics and needs of low-income individuals and children, (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered.*
9. *Describe, to the extent information is available, the nature and extent of homelessness by racial and ethnic group. A quantitative analysis is not required. If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates.*

Homeless needs in Sheboygan are for single men and women with children. There is not a large homeless population, but shelters and assistance programs report a growing number of homeless that is currently beginning to exceed the capacity especially of the existing shelters. Intake is undertaken by various organizations. The REACH Helpline is an information and referral service of Family Connections. The REACH Helpline will be closed at the end of this year; however the city has a new system (211) which can replace this existing system. The Salvation Army's phones are also "manned" 24 hours a day, 7 days a week to assist with emergency housing situations. Safe Harbor has a crisis line for victims of domestic abuse and sexual assault. Other agencies also provide referrals. Each agency staffs their lines during daytime hours. Calls for emergency shelter are referred to appropriate agencies such as the Salvation Army Emergency Lodge for shelter, Safe Harbor for domestic abuse victims, Lutheran Social Services Project Youth. Calls for financial assistance and information related to housing are referred to the Sheboygan Housing Assistance Center; calls for other service needs are referred to the appropriate community agency. The United Way has a guide for assistance titled "Help for Hard Times" which includes a "Resources Quick list"

The primary homeless shelter is operated by the Salvation Army and can accommodate up to 21 persons each night. The shelter has been operating most months at capacity and has opened an overflow area of the building to accommodate up to 6 additional individuals. The Salvation Army currently is in the process of a capital campaign to increase capacity to 35; however the Salvation Army is planning on building a new facility which could, based on square footage, accommodate up to 45 for any future increased need. A Capital Campaign was recently begun to raise funds for the expansion. There has been about a 15% increase in the number of families seeking shelter. In 2009, the shelter turned away 96 people seeking shelter because of space limitations or because they were intoxicated. The shelter has generally been able to meet the needs of the homeless. In the past, months of greatest demand used to involve the summer and early fall months, however, according to the Salvation Army, they have averaged full capacity many months of the year the past two years. Currently, the facility meets the needs of the community but an increase in capacity is needed.

The unmet need of homelessness is for the chronic homeless. The city needs to look at more formal HUD funded transitional housing for homeless and provide housing options with services to 'chronic homeless', especially single individuals.

Non-homeless Special Needs 91.205 (d) including HOPWA

*Please also refer to the Non-homeless Special Needs Tables 1A & 1B or, in the CPMP Tool, the Needs.xls workbook.

10. *Estimate, to the extent practicable, the number of persons in various subpopulations that are not homeless but may require housing or supportive services, including the elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction, victims of domestic violence, public housing residents, and any other categories the jurisdiction may specify and describe their supportive housing needs. The jurisdiction can use the Non-Homeless Special Needs Table (Table 1B or Needs.xls in CPMP Tool) of their Consolidated Plan to help identify these needs. *Note: HOPWA recipients must identify the size and characteristics of the population with HIV/AIDS and their families that will be served in the metropolitan area.*

Projects funded through the City of Sheboygan will assist with Homeless Prevention elements. Projects include maintaining and enhancing services and facilities to homeless individuals and families, emergency shelters, case management and supportive services for single woman and outreach.

The City of Sheboygan provides funding of an emergency medical medication account to substance abuse and alcoholic individuals. The City also works with the Salvation Army and their programs to include the elderly and persons with disabilities.

The City of Sheboygan continues to work with agencies such as the Salvation Army in addressing homelessness. The Salvation Army is looking to expand its existing shelter and the City is assisting in locating a site for the shelter in the City's central business district. The City worked with Safe Harbor's emergency shelter for abused woman by providing assistance to allow them to acquire industrial revenue bonds at a lower interest rate than a standard bond.

Lead-based Paint 91.205 (e)

11. *Estimate the number of housing units* that contain lead-based paint hazards, as defined in section 1004 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, and are occupied by extremely low-income, low-income, and moderate-income families.*

**If using the CPMP Tool, this number can be provided on the Housing Needs Table in the Needs.xls file.*

The numbers of rental properties built prior to 1978 are: 7,324 which is 90% of our rental housing stock. The number occupied by moderate, low and extremely low-income: of the 8,121 rental units, approximately 50% or 4,060 are occupied by low, very-low and extremely low-income families.

Lead Hazard Reduction Grant

The City Department of Planning and Development in collaboration with the city Housing Authority and Sheboygan County Health and Family Services department obtained a \$1.8 million Lead Hazard Control Grant from the federal Department of Housing and Urban Development in 2007. The goal was to have 120 units lead safe in a three year period. To date, they have accomplished 56.

Every property has a Lead Risk Assessment performed indicating where the lead hazards are and guidelines for making units lead safe. The applicant's are educated through the county Health Department on lead-based paint and the hazards associated with deteriorating paint. Only certified Lead Contractors are allowed to perform the

rehabilitation work. After the work is completed, a Lead Clearance Test is performed and if the test indicates the levels of dust are below the HUD thresholds, payment to contractor can be made. The families are relocated to one lead safe furnished apartment secured through the grant.

Owner Occupied Housing Rehabilitation Loan Program

Every applicant is educated on lead-based paint and the possible hazards that are associated with deteriorating lead-based paint. Every property built before 1978 has a Lead Risk Assessment performed to identify lead hazards. If lead hazards are present, only a Lead Certified Contractor is allowed to perform this rehabilitation work. Many of the Lead Hazard Reduction Grant participants have also taken advantage of the Housing Rehabilitation Loan Program in conjunction with the lead work performed. After the lead work is completed, a Lead Clearance test is performed to determine if the dust levels are below the HUD threshold.

Rental Rehabilitation Loan Program

Every landlord and tenant is educated on lead-based paint and the possible hazards associated with deteriorating lead-based paint. All properties built prior to 1978 have a Lead Risk Assessment performed to indicate where the lead hazards are located and the rehabilitation action that needs to be taken. Any hazards are made part of the rehabilitation project and only Lead Certified Contractors are allowed to perform this work. This program has also worked in conjunction with the federal Lead Hazard Control Grant. After the lead work is completed, a Lead Clearance test is performed to determine if the dust levels are below the HUD threshold

HOUSING MARKET ANALYSIS

Housing Market Analysis 91.210

Refer to the Housing Market Analysis Table in the Needs.xls workbook

12. *Based on information available to the jurisdiction, describe the significant characteristics of the housing market in terms of supply, demand, condition, and the cost of housing; the housing stock available to serve persons with disabilities; and to serve persons with HIV/AIDS and their families.*

13. *Provide an estimate; to the extent information is available, of the number of vacant or abandoned buildings and whether units in these buildings are suitable for rehabilitation.*

Housing Supply

From 2004 to 2009, the City of Sheboygan added 239 housing units to the housing stock. Over 100 units were demolished during this period, leaving a net of 133 housing units.¹ The majority of this increase occurred in single family homes and condominiums.

Cost of Housing

In Sheboygan County, Fair Market Rents increased by 12% from 2004 to 2010. In 2010 the Fair Market Rent for 1 bedroom units is \$538, \$635 for 2 bedroom units, \$785 for 3 bedroom units and \$963 for 4 bedroom units.

Foreclosures

Per each 76-84 owner-occupied housing unit in Sheboygan County, one of those units originated in subprime loan.² In 2008, Sheboygan County had 101-125 housing units in foreclosure.³ Although this rate is not extreme compared to other rates across the state, the rate is slightly worse than the average rate across the state.

The most significant information regarding the housing market in the City of Sheboygan is 9,786 of the 20,814 units (47%) are built prior to 1950, and 7,882 of the 20,814 units (38%) are built prior to 1939. The current vacancy rate in the City of Sheboygan is 4.5%. Many of these older homes do not meet minimum housing code and are in need of rehabilitation. There continues to be a shortage of affordable housing for disabled persons and persons with HIV/AIDS. As the population ages, more of the existing units must be rehabilitated to include ramps, grab bars, and other improvements to the disabled person. Though there are houses on the market to purchase, affordability is becoming an issue due to increases in the prices of these homes.

¹City of Sheboygan, building permit and demolition data.

²2007 Home Mortgage Disclosure Act Data and UW Extension Center for Community & Economic Development

³Wisconsin Department of Administration, Consolidated Court Automation Program

PUBLIC HOUSING AUTHORITY OWNED:

- Georgia Avenue Family Units- 30 units of family housing not expected to be lost over the next five year period.
- Tamarack House- 104 unit elderly housing units not expected to be lost over the next five year period.
- Wasserman Apartments - 104 elderly housing units not expected to be lost over the next five year period.
- Park Plaza - 80 elderly units serve the extremely low and low-income families.

AFFORDABLE HOUSING COMPLEXES (Privately Owned):

Family Units:

- Eisner Court- 72 family units serve the extremely low and low-income families.
- Parkwood Village - 40 family units serve the extremely low and low-income families.
- Camelot Manor - 76 family units serve the extremely low and low-income families.

Elderly Units:

- St. Nicholas Apartments - 100 elderly units serve the extremely low and low-income families.
- Niagara Heights - 28 elderly units serve the extremely low and low-income families.
- Covenant House - 39 elderly units serve the extremely low and low-income families.
- Riverview Apartments - 47 elderly units serve the extremely low and low-income families.

The housing market analysis indicates that our resources need to address the continued rehabilitation and lead hazard reduction of owner and rental units within the target area, to continue to provide rental assistance in the form of Section 8, and to continue assisting families in becoming homeowners.

Public and Assisted Housing 91.210 (b)

14. *In cooperation with the public housing agency or agencies located within its boundaries, describe the needs of public housing, including*

- *the number of public housing units in the jurisdiction,*
- *the physical condition of such units,*
- *the restoration and revitalization needs of public housing projects within the jurisdiction,*
- *the number of families on public housing and tenant-based waiting lists and*

- *results from the Section 504 needs assessment of public housing projects located within its boundaries (i.e. assessment of needs of tenants and applicants on waiting list for accessible units as required by 24 CFR 8.25).*

The jurisdiction can use the optional Priority Public Housing Needs Table of the Consolidated Plan to identify priority public housing needs to assist in this process.

15. *Describe the number and targeting (income level and type of household served) of units currently assisted by local, state, or federally funded programs, and an assessment of whether any such units are expected to be lost from the assisted housing inventory for any reason, (i.e. expiration of Section 8 contracts).*

The Housing Authority's most significant problem has been the HUD budget cuts for the Housing Choice Voucher Program. The Authority has numerous families on a waiting list for Section 8 assistance.

The Authority has reduced the number of households on the program to 164 and is still over spending by approximately \$4,500 per month. HUD has threatened to reduce their reserves to the equivalent of one-week of Housing Assistance Payments or \$9,334.00.

Homeless Inventory 91.210 (c)

16. *The jurisdiction shall provide a concise summary of the existing facilities and services (including a brief inventory) that assist homeless persons and families with children and subpopulations identified in Table 1A or in the CPMP Tool Needs Table. These include outreach and assessment, emergency shelters and services, transitional housing, permanent supportive housing, access to permanent housing, and activities to prevent low-income individuals and families with children (especially extremely low-income) from becoming homeless. This inventory of facilities should include (to the extent it is available to the jurisdiction) an estimate of the percentage or number of beds and supportive services programs that are serving people that are chronically homeless.*

The jurisdiction can use the optional Continuum of Care Housing Activity Chart and Service Activity Chart to meet this requirement.

In the past, two 24-hour crisis lines in Sheboygan County were frequently the initial points of contact for individuals who are homeless or at risk of becoming homeless. The REACH Helpline is an information and referral service of Family Connections. The REACH Helpline will be closed at the end of this year; however the city has a new system (211) which can replace this existing system. The Salvation Army's phones are also "manned" 24 hours a day, 7 days a week to assist with emergency housing situations. As described above, other agencies also operate

phone referrals and assistance. Calls for financial assistance and information related to housing are referred to the Sheboygan Housing Assistance Center; calls for other service needs are referred to the appropriate community agency.

Other homeless assistance is provided through various programs. These include:

Salvation Army:

- The Salvation Army of Sheboygan Homeless Prevention Services
- The Salvation Army of Sheboygan Free Clinic
- The Salvation Army of Sheboygan Housing Assistance Center
- The Salvation Army of Sheboygan Motel Voucher Program
- The Salvation Army of Sheboygan TBRA (Tenant-based rental assistance)
- The Salvation Army Transitional Living Program which provides 12-18 month assistance to single individuals with addiction or mental health issues.

Safe Harbor is a domestic violence shelter that provides various services including transitional housing as well as counseling and other supportive services. Safe Harbor has 16 beds available.

Sheboygan County Interfaith Organization operates and/or supports a number of programs including Bridgeway House, a transitional living facility for single mothers and their children.

The Sheboygan County Housing Assistance Center, established through a collaborative effort of the former W-2 Housing Sub-committee members, serves as the central intake point for households seeking housing information and financial assistance. Family Connections serves as the fiscal agent and the Salvation Army provides office space for the Sheboygan County Assistance Center staff person. The Sheboygan County Assistance Center provides information to families and individuals about housing laws and standards, landlord/tenant rights and responsibilities, and area housing programs and community services that can assist them. The Sheboygan Public Housing Authority also works closely with the Housing Assistance center.

HPRP and Stimulus Funding:

The Salvation Army is slated to receive Housing Prevention and Rapid Re-housing (HPRP) dollars, and this will help address some housing issues. The Salvation Army, along with Lakeshore CAP and Legal Action of Wisconsin received HPRP funds in December, 2009. Additionally, the Salvation Army

did receive stimulus money through FEMA in 2009 which was used to assist with utilities, rent, food and diapers (homelessness prevention).

Special Need Facilities and Services 91.210 (d)

17. Describe, to the extent information is available, the facilities and services that assist persons who are not homeless but require supportive housing, and programs for ensuring persons returning from mental and physical health institutions receive appropriate supportive housing.

The Division of Community Service Programs administered by Sheboygan County works with persons who are being discharged from mental and physical health institutions to develop a process for them. Three facilities are located in the City of Sheboygan that provide these services, Group Homes and Turning Point which is a crisis center that assists patients once they leave the institutions.

Barriers to Affordable Housing 91.210 (e)

18. Explain whether the cost of housing or the incentives to develop, maintain, or improve affordable housing are affected by public policies, particularly those of the local jurisdiction. Such policies include tax policy affecting land and other property, land use controls, zoning ordinances, building codes, fees and charges, growth limits, and policies that affect the return on residential investment.

There are barriers to affordable housing within the City of Sheboygan. One barrier that has continued here is the inability of the City to annex adjacent, developing areas. Wisconsin annexation statutes make it difficult to annex so the City provides numerous urban services to the metropolitan areas such as parks, transit, library, public housing, etc. and the surrounding town areas do not pay their fair share for these urban services which creates a barrier to affordable housing.

A major impact on affordable housing is in the lead hazard reduction area. Contractors are having difficulty in some instances of obtaining the necessary insurance to work on projects. If insurance is received, it is costly. All contractor employees must be certified by the State of Wisconsin to work on rehabilitation projects where lead hazards are found. Continued education required to continue to be licensed also drives up project costs. In some cases, landlords are choosing not to participate in the program offered because of the above referenced reasons. This creates an affordable housing barrier for low-income tenants within the City of Sheboygan.

Policy changes suggested in past Consolidated Plans included the elimination of interest charged for homeowners that qualify for rehabilitation activities and to increase the loan to value ratio to 95%. Interest charges were eliminated for the extremely low-income and the low-income owners for rehabilitation services and the loan to value ratio was increased to 90% for rehabilitation loans and to 100% for the Lead Hazard Reduction Program. In addition, under the Lead Hazard Reduction Grant Program if the owner continues to own and occupy and if it is an owner investor loan that the property made available to low-income families with children under 6 for a five year period, the loan is forgiven.

The City of Sheboygan completed the Analysis of Impediments in 2006. Although HUD does not have any required timelines, the City under a planning activity during this consolidated planning process, will be hiring a consultant to assist the City in updating the 2006 plan.

STRATEGIC PLAN

The strategic plan must describe how the jurisdiction plans to provide new or improved availability, affordability, and sustainability of decent housing, a suitable living environment, and economic opportunity, principally for extremely low-, low-income, and moderate-income residents.

General Priority Needs Analysis and Strategies 91.215 (a)

19. *In this narrative, describe the reasons for setting priorities for allocating investment among different activities and needs, as identified in tables* prescribed by HUD. 92.215(a)(1)*

****If not using the CPMP Tool:** Complete and submit Table 1A Homeless and Special Needs Population; Table 1B Special Needs (Non-Homeless) Populations; Table 2A Priority Housing Needs/Investment Plan Table; and Table 2B Priority Community Development Needs.*

****If using the CPMP Tool:** Complete and submit the Needs Table file: Needs.xls*

20. *Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed.*

21. *If applicable, identify the census tracts for Neighborhood Revitalization Strategy Areas and/or any local targeted areas.*

22. *Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) and the basis for assigning the priority (including the relative priority, where required) given to each category of priority needs (91.215(a)(2)).*

23. If appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to Neighborhood Revitalization Strategy Areas and/or any local targeted areas.

24. Identify any obstacles to meeting underserved needs.

The activities and assistance will be within the City of Sheboygan, Wisconsin. Assistance will be directed to areas in the city with over 50% low and moderate-income households. Census data indicates that there are ten Census Tract/Block Groups tracts over the 50% threshold.

The City of Sheboygan has been approved for a Neighborhood Revitalization Strategy Area and funding for this area will begin with the 2010 program year. The Neighborhood Revitalization Strategy Area includes Census Tract 5, block Group 1 and Census Tract 8, Block Group 2 as depicted in the NRSA map provided in Appendix A. This area is generally recognized as one of the City's most challenged neighborhoods in terms of unemployment, crime, housing quality and economic status.

Since the City of Sheboygan is only in the first year of implementation of the previous consolidated plan, the City would request HUD approval of the NRSA for this consolidated plan period in order to fulfill the five year outcomes.

The plan allocates investments to citywide projects through the low-moderate housing, low-moderate job, and the low-moderate clientele designation as well as resources into census tracts that are over 50% low-moderate income through the low-moderate area benefit.

Another obstacle to meeting under-served needs is the reduction in staff and funds not only in the government but in the agencies that serve the low-moderate income population. Other factors that affect this would include additional building code regulations and the cost for insurance to do business.

The City of Sheboygan covers an area of nearly 15 square miles and is situated along Lake Michigan between Milwaukee and Green Bay metropolitan areas. During the next 5 years, assistance will be directed to Census Tracts 2, 5, & 8. These two census tracts have the highest concentrations of Low-to-moderate income persons and non-white individuals per the 2000 Census. Census Tract 2 is located north of STH 23 and east of STH 28 in the northeastern portion of the City. Census Tract 8 is

located in the heart of the City of Sheboygan and is bordered by S. 14th Street on the west, Lake Michigan on the east, and the Sheboygan River on the north.

The City's Neighborhood Revitalization Strategy Area (NRSA), which includes Census Tracts 5 & 8, is a key area where funds will be expended over the next five years in a targeted area. This area is generally recognized as one of the City's most challenged neighborhoods in terms of unemployment, crime, housing quality, and economic status.

The City of Sheboygan intends to concentrate resources that benefit existing residents in the CDBG eligible areas where the highest concentration of low and moderate income households live (Census Tracts 2, 5 & 8). For affordable rental and homeownership projects and public service programs, we will support projects in all parts of the City. Sheboygan supports the even distribution of CDBG funded activities throughout the neighborhoods of the City that demonstrate need and where opportunities to increase the affordable housing stock exist.

The major obstacle to meeting under-served needs is the challenging market and consumer credit environment for housing. It is complicated by the tightening of credit reductions and loss of revenue for community and government housing agencies. These reductions have generated more agency and end user caution in undertaking and financing home improvements and development, and have especially impacted the initiation of new projects. Focus group participants also identified the lack of solid information about available housing programs, the implementation of new International building code regulations at the State level, and the rising cost of property insurance as additional barriers to housing development or improvement.

Another obstacle to meeting the underserved needs in the City of Sheboygan is a lack of available funding to the City and to the various non-profit agencies the City partners with in serving the low and moderate-income residents of Sheboygan. As entitlement grants shrink or the cost of delivering services and completing projects increases and the economy continues to be challenging, the need is greater this year for these funds.

The available funding was allocated based on criteria that includes: the national objectives and items such as income verification to confirm that the users are LMI, what the percent of CDBG dollars vs. the applicants overall budget, and whether the activity is addressing a need in the community. Maintaining

the housing stock in older LMI areas is a top priority, as well as providing other social/public services to LMI families in need during these difficult economic times.

Specific Objectives 91.215 (a) (4)

25. Summarize priorities and specific objectives the jurisdiction intends to initiate and/or complete in accordance with the tables* prescribed by HUD. Outcomes must be categorized as providing either new or improved availability/accessibility, affordability, or sustainability of decent housing, a suitable living environment, and economic opportunity.

Identify Specific Objectives and Proposed Outcomes by completing Table 1C or 2C – Summary of Specific Objectives

Figure 2: HUD *Outcome/Objective Codes

Outcomes >>> Objectives v v v	Availability/ Accessibility	Affordability	Sustainability
Decent Housing	DH-1	DH-2	DH-3
Suitable Living Environment	SL-1	SL-2	SL-3
Economic Opportunity	EO-1	EO-2	EO-3

Figure 3: 5-Year Housing Goals and Objectives

Obj#	Specific Objectives	Sources of Funds	Amount 5 yr	Performance Indicators	Expected 5 Yr Number	Outcome/Objective*
Decent Housing						
• Housing						
H-1	Make repairs or rehab to existing income-eligible owner-occupied housing to address building code issues and lead paint issues	CDBG	\$525,000	Number of homes made safer	105 units	DH-1
H-2	Assist income-eligible households into homeownership (DH2)	CDBG	\$350,000	Number of households helped to become owners	15 households	DH-2
H-3	Assist owners of rental properties to develop or improve rental housing for				15 units	DH-1

	lower income households with special needs or homelessness, including such activities as enhanced code enforcement.	CDBG	\$250,000	Number of units rehabbed to be code compliant and made affordable		
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Figure 4: 5-Year Community Development Goals and Objectives

Obj#	Specific Objectives	Sources of Funds	Amount /5 yrs	Performance Indicators	Expected 5 Yr Number	Outcome/ Objective*
Community Development – Suitable Living Environment/Economic Opportunities						
• Public Services/Public Facilities						
CD-1	Reduce incidents of homelessness	CDBG	\$210,000	Number of people served	1400 people	SL-1
CD-2	Increase child care and youth recreation services	CDBG	\$420,000	Number of youth served	2800 people	SL-1
CD-3	Increase or improve quality of physical facilities available for services benefiting income-eligible households	CDBG	\$472,500	Number of people served Number of buildings acquired, developed, brought to code, or made accessible	1400 people 10 buildings	SL-1
• Economic Development						
CD-4	Create or retain full-time permanent jobs at living wages	CDBG	\$1,050,000	Number of jobs created or retained for income eligible persons	105 jobs	EO-1
CD-5	Improve rate of survival of micro-enterprises	CDBG	\$315,000	Number of businesses assisted Number of jobs created and/or retained	60 small businesses 20 jobs	EO-1
• Neighborhood Revitalization/Other						
CD-6	Initiate improvement efforts in locally-selected geographical areas	CDBG	\$472,000	Number of neighborhoods improved (other measurements depend upon type of activity funded)	3 neighborhoods	SL-1
CD-7	Foster building code compliance of rental properties in locally selected areas.	CDBG	Included in CD-6	Number of code compliant rental units	500 units	SL-1
• Planning/Administration						
	Administer the program effectively	CDBG	\$1,050,000	Years of successful administration	5 years	

Figure 5: Overall Goals and Objectives

Goals and objectives to be carried out during the strategic plan period are indicated by placing a check in the following boxes.

<input type="checkbox"/>	Objective Category Decent Housing Which includes:	<input type="checkbox"/>	Objective Category: Sustainable Opportunities Which includes:	<input type="checkbox"/>	Objective Category: Expanded Economic Opportunities Which includes:
<input type="checkbox"/>	assisting homeless persons obtain affordable housing	X	improving the safety and livability of neighborhoods	X	job creation and retention
X	assisting persons at risk of becoming homeless	<input checked="" type="checkbox"/>	eliminating blighting influences and the deterioration of property and facilities	X	establishment, stabilization and expansion of small business (including micro-businesses)
<input type="checkbox"/>	retaining the affordable housing stock	<input type="checkbox"/>	increasing the access to quality public and private facilities	<input type="checkbox"/>	the provision of public services concerned with employment
<input type="checkbox"/>	increasing the availability of affordable permanent housing in standard condition to low-income and moderate-income families, particularly to members of disadvantaged minorities without discrimination on the basis of race, color, religion, sex, national origin, familial status, or disability	<input type="checkbox"/>	reducing the isolation of income groups within areas through spatial deconcentration of housing opportunities for lower income persons and the revitalization of deteriorating neighborhoods	<input type="checkbox"/>	the provision of jobs to low-income persons living in areas affected by those programs and activities under programs covered by the plan
<input type="checkbox"/>	increasing the supply of supportive housing which includes structural features and services to enable persons with special needs (including persons with HIV/AIDS) to live in dignity and independence	X	restoring and preserving properties of special historic, architectural, or aesthetic value	<input type="checkbox"/>	availability of mortgage financing for low income persons at reasonable rates using non-discriminatory lending practices
X	providing affordable housing that is accessible to job opportunities	X	conserving energy resources and use of renewable energy sources	<input type="checkbox"/>	access to capital and credit for development activities that promote the long-term economic social viability of the community

HOUSING

Priority Housing Needs

91.215 (b)

26. Describe the relationship between the allocation priorities and the extent of need given to each category specified in the Housing Needs Table (Table 2A or Needs.xls). These categories

correspond with special tabulations of U.S. census data provided by HUD for the preparation of the Consolidated Plan.

27. *Provide an analysis of how the characteristics of the housing market and the severity of housing problems and needs of each category of residents provided the basis for determining the relative priority of each priority housing need category, particularly among extremely low-income, low-income, and moderate-income households.*

Note: Family and income types may be grouped in the case of closely related categories of residents where the analysis would apply to more than one family or income type.

28. *Identify any obstacles to meeting underserved needs.*

Priority Needs:

- Income eligible owner households with housing cost burdens greater than 30%, living in houses in need of repairs or renovation in order to meet building code, lead paint mitigation or greater energy efficiency standards.
- Households between 40% and 80% of median income that are trying to purchase their own homes.
- Income eligible renter households with housing cost burdens greater than 30%, living in houses in need of repairs or renovation in order to meet building code, lead paint mitigation or greater energy efficiency standards.

Over the next five years, our goals are to continue the Homeowner Rehabilitation and the Lead Hazard Control programs. These programs enable elderly homeowners to continue to stay in their homes. These programs assist minority households with code violations and additional bedrooms; it provides young families with needed repairs and energy efficiency items. These programs improve our existing housing stock, provide lead safe homes, and enables low and moderate-income households to continue as home owners.

Rental housing has significant needs and is more difficult to address. The Rental Rehabilitation as well as the Lead Hazard Control Grant programs will continue to assist private sector landlords with rental repairs, lead hazard reduction, and energy efficiency items.

There are two programs to assist homeowners with housing assistance, the Homeowner Rehabilitation and the Lead Hazard Control program. Each program works with all categories including extremely low, low, moderate-income elderly, disabled, and special needs. Both programs run on a first come, first serve basis.

Market characteristics include a large percentage of Homeowner Rehabilitation are spent on deferred maintenance which would include new roofs, furnace replacement, updating electrical systems, plumbing repairs, porch repairs, new windows, and new vinyl siding. The Lead Hazard Control Grant program would assistance homeowners with the necessary work to provide a lead safe unit free of lead-paint hazards.

There are two programs to assist landlords with housing assistance, the Rental Rehabilitation Loan Program and the Lead Hazard Control program. Each program works with all categories including extremely low, low, moderate-income tenants within the City of Sheboygan. The Lead Hazard Control Grant has generated much interest among landlords in the past two years. Owners are able to make units lead safe and if the owner continues to make the apartment available to income eligible families with children under 6 for a five year period, the loan is forgiven. We use the lead program in conjunction with the Rental Rehabilitation program for other code violation and energy related rehabilitation work.

The basis for assigning high priority needs for each category listed on the priority needs list was determined after all information was reviewed. The City has limited resources and has the same problems facing larger cities with more resources. We will continue to market and rehabilitate homes with our existing programs and continue to analyze and implement new solutions for our priority needs.

The major obstacle to meeting under-served needs is the challenging market and consumer credit environment for housing. It is complicated by the tightening of credit reductions and loss of revenue for community and government housing agencies. These reductions have generated more agency and end user caution in undertaking and financing home improvements and development, and have especially impacted the initiation of new projects. Focus group participants also identified the lack of solid information about available housing programs, the implementation of new International

building code regulations at the State level, and the rising cost of property insurance as additional barriers to housing development or improvement.

Other obstacles to meeting priority needs are: need to educate landlords and tenants on lead hazards in older housing, lack of State of Wisconsin Lead Certified Contractors and the reducing of funding for all programs.

Specific Objectives/Affordable Housing 91.215 (b)

Note: Specific affordable housing objectives must specify the number of extremely low-income, low-income, and moderate-income households to whom the jurisdiction will provide affordable housing as defined in 24 CFR 92.252 for rental housing and 24 CFR 92.254 for homeownership. (24 CFR 91.215(b)(2))

- 29. Identify each specific housing objective by number (DH-1, DH-2, DH-2), proposed accomplishments and outcomes the jurisdiction hopes to achieve in quantitative terms over a specified time period, or in other measurable terms as identified and defined by the jurisdiction. Complete and submit Table 1C Summary of Specific Objectives or, if using the CPMP Tool, the Summaries.xls file.*
- 30. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.*
- 31. Indicate how the characteristics of the housing market will influence the use of funds made available for rental assistance, production of new units, rehabilitation of old units, or acquisition of existing units.*
- 32. If the jurisdiction intends to use HOME funds for tenant-based rental assistance, specify local market conditions that led to the choice of that option.*

Sheboygan does not undertake activities meeting the requirements for 92.215.

Public Housing Strategy 91.215 (c)

- 33. Describe the public housing agency's strategy to serve the needs of extremely low-income, low-income, and moderate-income families residing in the jurisdiction served by the public housing agency (including families on the public housing and section 8 tenant-based waiting list).*
- 34. Describe the public housing agency's strategy for addressing the revitalization and restoration needs of public housing projects within the jurisdiction and improving the management and operation of such public housing.*

35. *Describe the public housing agency's strategy for improving the living environment of extremely low-income, low-income, and moderate families residing in public housing.*

36. *Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake to encourage public housing residents to become more involved in management and participate in homeownership. (NAHA Sec. 105 (b)(11) and (91.215 (k))*

37. *If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation. (NAHA Sec. 105 (g))*

The mission of the Public Housing Authority is the same as that of the Department of Housing and Urban Development: To promote adequate and affordable housing, economic opportunity and a suitable living environment free from discrimination to the best of our ability.

The Public Housing Authorities strategy for extremely low-income and low income is the policy of a minimum rent at \$50.00 per month. Low-income residents pay 30% of their adjusted income based on fair market rent. Moderate-income tenants also pay 30% of their income based on fair market rent.

At this time the Public Housing Units are in good shape and there is not a need for restoration of their buildings.

Another area where the Public Housing Authority is looking for assistance is in the portable voucher holder program. The Housing Authority currently has three portable voucher holders that have moved to Cook County Illinois at a total cost of \$2,337 per month. Since the average payment for each tenant is \$256.00, they could support 9 additional families in the City of Sheboygan with the funding that is obligated to Illinois each month.

Residents are encouraged to apply for Community Development Block Grant Programs where appropriate. The federal government is encouraging all Housing Authority's to initiate a home-ownership program in conjunction with the Housing Choice Voucher Program. The Housing Authority is concerned that Community Development Block Grant dollars are diverted to Department of Commerce. If this happens, low-income families who purchase a home that need improvements, may not ever qualify for

Community Development Block Grant funding to make improvements in their homes. The trickle-down effect could hamper those same low-income families in the areas of extremely high utility bills because the home may not be well insulated, inadequate heating systems, and lead-paint issues.

The Sheboygan Public Housing Authority Is "High Performing."

HOMELESS

Priority Homeless Needs

*Refer to the Homeless Needs Table 1A or the CPMP Tool's Needs.xls workbook

38. *Describe the jurisdiction's choice of priority needs and allocation priorities, based on reliable data meeting HUD standards and reflecting the required consultation with homeless assistance providers, homeless persons, and other concerned citizens regarding the needs of homeless families with children and individuals.*

39. *Provide an analysis of how the needs of each category of residents (listed in question #38) provided the basis for determining the relative priority of each priority homeless need category.*

40. *Provide a brief narrative addressing gaps in services and housing for the sheltered and unsheltered chronic homeless.*

A community should give a high priority to chronically homeless persons, where the jurisdiction identifies sheltered and unsheltered chronic homeless persons in its Homeless Needs Table - Homeless Populations and Subpopulations.

Priority needs:

- Shortage of long-term affordable housing linked with supportive services
- Supportive services such as health care, literacy, employment training child care, and transportation
- Households at risk of eviction or homelessness

Homeless Strategy 91.215 (d)

Homelessness

41. *Describe the jurisdiction's strategy for developing a system to address homelessness and the priority needs of homeless persons and families (including the subpopulations identified in the needs section). The jurisdiction's strategy must consider the housing and supportive services needed in each stage of the process which includes preventing homelessness, outreach/assessment, emergency shelters and services, transitional housing, and helping homeless*

persons (especially any persons that are chronically homeless) make the transition to permanent housing and independent living.

42. *Describe the jurisdiction's strategy for helping extremely low- and low-income individuals and families who are at imminent risk of becoming homeless.*

Chronic Homelessness

43. *Describe the jurisdiction's strategy for eliminating chronic homelessness. This should include the strategy for helping homeless persons make the transition to permanent housing and independent living. This strategy should, to the maximum extent feasible, be coordinated with the strategy presented in Exhibit 1 of the Continuum of Care (CoC) application and any other strategy or plan to eliminate chronic homelessness.*

44. *Describe the efforts to increase coordination between housing providers, health, and service agencies in addressing the needs of persons that are chronically homeless.(91.215(l))*

Homelessness Prevention

45. *Describe the jurisdiction's strategy to help prevent homelessness for individuals and families with children who are at imminent risk of becoming homeless.*

Institutional Structure

46. *Briefly describe the institutional structure, including private industry, non-profit organizations, and public institutions, through which the jurisdiction will carry out its homelessness strategy.*

Discharge Coordination Policy

47. *Every jurisdiction receiving McKinney-Vento Homeless Assistance Act Emergency Shelter Grant (ESG), Supportive Housing, Shelter Plus Care, or Section 8 SRO Program funds must develop and implement a Discharge Coordination Policy, to the maximum extent practicable. Such a policy should include "policies and protocols for the discharge of persons from publicly funded institutions or systems of care (such as health care facilities, foster care or other youth facilities, or correction programs and institutions) in order to prevent such discharge from immediately resulting in homelessness for such persons." The jurisdiction should describe its planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how the community will move toward such a policy.*

- *Continue to provide funding to agencies that provide services to special needs populations and homelessness.*
- *Continue to provide block grant funding to shelter providers.*

- Work with the Sheboygan Housing Coalition (formerly the W-2 housing sub-committee) on a plan to address chronic homelessness.
- Continue to fund agencies that provide housing counseling including affordability assessments, landlord-tenant relations, clinic services, medication, and resource and referral information.
- Chronic Homeless: The City and local Continuum of Care will continue to work together to develop a plan to address the needs of the chronic homeless.

The current system of referrals, intake and services works well in Sheboygan and the plan is to continue this system while pursuing improvements and additional sources of funding. The new 211 system will become operation at the beginning of 2010.

The Sheboygan Housing Assistance Center will continue to refer homeless individuals to the appropriate emergency shelters and services such as the Salvation Army Emergency Lodge, Safe Harbor for domestic abuse and sexual assault victims; Project Youth to assist teens. When an individual's needs cannot be accommodated with existing shelter resources, Family Connections arranges and often pays for a one or two night stay in a motel until an assessment is made and appropriate resources can be accessed. While individuals reside in a temporary shelter, an initial assessment is made to determine their long-term housing needs. They receive support services and case management to assist them in achieving self-defined goals. Emergency shelter agency staff may provide services directly or will assist individuals in accessing services from other community agencies.

Services include but are not limited to public assistance programs, transportation, and medical and entail care, child care, work clothing, school fees and supplies, domestic abuse and sexual assault services, credit and budget counseling, legal services, mental health and AODA services, transitional living and home ownership services. Legal Action conducts weekly services at the Salvation Army. This arrangement makes legal services easily accessible for residents of the Salvation Army and Safe Harbor shelter residents as well as for persons dependent on public transportation.

Elimination of chronic homelessness is a high priority. The City and participating agencies had intended to create a plan to address chronic homelessness but this has not been

developed. The Salvation Army with the support of the local continuum have applied for and received TBRA grants from the State of Wisconsin HOME program in 2008 and 2009 to help address this problem. Agencies work with those individuals who are homeless or at imminent risk of homelessness and who have mental health issues and/or AODA issues. These are people that agencies have identified over the years as using the Salvation Army shelter or other services on a regular basis, along with the psychiatric unit of the hospital and the jails, and for whom there appears to be a gap in service. This TBRA is a transitional living program with case management and supportive services offered either by the Salvation Army or more frequently through partner agencies, both public and private. Sheboygan's agencies use a "housing first" model for this program and believe that they are beginning to see some positive results. The Sheboygan Housing Coalition (formerly the W2 Housing subcommittee) continues to meet on a monthly basis throughout the year and is active in identifying issues and discussing funding sources to continue funding the agencies that help prevent homelessness as well as to continue to support the Sheboygan Housing Assistance Center.

The Homeless Prevention strategy has four activities.

- Continue funding agencies that help prevent homelessness and to continue to support the Sheboygan Housing Assistance Center. Utilize State Homeless Prevention and Rapid Re-housing funding expected to be awarded to the Salvation Army, Lakeshore CAP and Legal Action of Wisconsin.
- Continue providing assistance through the State HOME TBRA program that was funding in both 2008 and 2009 of approximately \$ 210,000.
- Provide assistance for utilities, rent, food and diapers using FEMA stimulus funding awarded in 2009.
- The institutional structure through which the City of Sheboygan will carry out its homeless strategy is the local Continuum of Care of Sheboygan which consists of the Salvation Army, Safe Harbor, United Way, Sheboygan Housing Authority, Partners for Community Development, Hmong Association, City Development, Sheboygan County Interfaith Organization, and Family Connections. Sheboygan is also a participant in the formal State of Wisconsin Continuum of Care and participated actively in quarterly meetings and submission of the application for HUD McKinney-Vento Homeless assistance.

The City of Sheboygan does not operate shelters although the public service agencies that receive funding from the City each have a discharge coordination policy that provide the necessary resources for the individual once they are discharged.

Emergency Shelter Grants (ESG)

(States only) Describe the process for awarding grants to State recipients, and a description of how the allocation will be made available to units of local government.

Not applicable

Specific Objectives/Homeless (91.215)

48. *Identify specific objectives that the jurisdiction intends to initiate and/or complete in accordance with the tables* prescribed by HUD, and how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan. For each specific objective, identify proposed accomplishments and outcomes the jurisdiction hopes to achieve in quantitative terms over a specified time period (one, two, three or more years) or in other measurable terms as defined by the jurisdiction.*

Complete and submit Table 1C Summary of Specific Objectives or, if using the CPMP Tool, the Summaries.xls worksheets.

Figure 6: 5-Year Homeless Goals and Objectives

Obj#	Specific Objectives	Sources of Funds	Amount /5 yrs	Performance Indicators	Expected Number	Outcome/ Objective*
Community Development – Suitable Living Environment/Economic Opportunities						
• Public Services/Public Facilities						
CD-1	Reduce incidents of homelessness	CDBG	\$210,000	Number of people served	1400 people	SL-1

NON-HOMELESS SPECIAL NEEDS

*Refer to Table 1B Non-Homeless Special Needs or the CPMP Tool's Needs.xls workbook

Priority Non-Homeless Needs 91.215 (e)

49. *Identify the priority housing and supportive service needs of persons who are not homeless but may or may not require supportive housing, i.e., elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction by using the Non-homeless Special Needs Table.*

50. *Describe the basis for assigning the priority given to each category of priority needs.*
51. *Identify any obstacles to meeting underserved needs.*
52. *To the extent information is available, describe the facilities and services that assist persons who are not homeless but require supportive housing, and programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing.*
53. *If the jurisdiction plans to use HOME or other tenant based rental assistance to assist one or more of these subpopulations, it must justify the need for such assistance in the plan.*

Priority Needs:

- Permanent affordable housing for persons with special needs, such as the frail elderly or those people with disabilities or alcohol or drug issues
- Supportive services or linkages to such service

The Department of Planning and Development relies on the continuation of funding through the Federal Block Grant Programs to continue to meet the priority needs established through this process. These funds are not guaranteed.

Sheboygan does not receive HOME funding.

Specific Special Needs Objectives

91.215 (e)

54. *Identify each specific objective developed to address a priority need by number and contain proposed accomplishments and outcomes the jurisdiction expects to achieve in quantitative terms through related activities over a specified time period (i.e. one, two, three or more years), or in other measurable terms as identified and defined by the jurisdiction.
The jurisdiction may satisfy this requirement by using Table 1C or, if using the CPMP Tool, the Projects.xls worksheets*
55. *Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.*

The Department of Planning and Development reviews and applies for matching grant funds when available from other Federal and State agencies. The City has been successful is receiving these funds especially for projects in income qualified neighborhoods.

Figure 7: 5-Year Special Needs Goals and Objectives

Obj#	Specific Objectives	Sources of Funds	Amount 5 yr	Performance Indicators	Expected 5 Yr Number	Outcome/ Objective*
Decent Housing						
• Housing						
H-3	Assist owners of rental properties to develop or improve rental housing for lower income households with special needs or homelessness, including such activities as enhanced code enforcement.	CDBG	\$250,000	Number of units rehabbed to be code compliant and made affordable	15 units	DH-1

COMMUNITY DEVELOPMENT

Priority Community Development Needs 91.215 (f)

*Refers to Table 2B or to the Community Development Table in the Needs.xls workbook

56. *Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table* – i.e., public facilities, public improvements, public services and economic development.*

57. *Describe the basis for assigning the priority given to each category of priority needs provided on Table 2B or the Community Development Table in the CPMP Tool's Needs.xls worksheet.*

58. *Identify any obstacles to meeting underserved needs.*

Homeless Needs

Priority: Reduce incidents of homelessness.

Objective: 1400 persons helped to avoid or mitigate homelessness.

Community Development (non-housing)

Priority: Increase child care and youth recreation services.

Objective: 1400 children cared for in a safe, stimulating environment.
1400 youth participate in safe programming.

Priority: Increase or improve quality of physical facilities available for services benefiting income-eligible households.

Objective: 10 buildings for services acquired, made accessible or renovated to improve service delivery.

Economic Development

Priority: Create or retain full-time permanent jobs at living wages.

Objective: 40 jobs created or retained.

Priority: Improve rate of survival of micro-enterprises

Objective: 60 micro-businesses helped to thrive (experience a 10% growth in gross sales following assistance)

Targeted Geographical Focus Area

Priority: Initiate improvement efforts in locally-selected geographical areas

Objective: two neighborhoods improved through variety of initiatives, including park and infrastructure improvements.

Priority: Foster building code compliance of rental properties in locally selected areas.

Objective: Implement a Rental Inspection Program to establish a registry of rental units and yearly inspections of these properties for building code violations.

The basis for assigning priority needs for these projects was through working with organizations throughout the community as well as City Departments and City Committees. In addition, the results of the focus group and community survey were used in determining priority needs.

Obstacles for meeting underserved needs are the potential for federal fund cuts, staff reductions, and rules and regulations which make some projects unfeasible.

Specific Community Development Objectives

59. Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.

Complete and submit Table 2C Summary of Specific Objectives or, if using the CPMP Tool, the Summaries.xls worksheets.

NOTE: Each specific objective developed to address a priority need, must be identified by number and contain proposed accomplishments, the time period (i.e., one, two, three, or more years), and annual program year numeric goals the jurisdiction hopes to achieve in quantitative terms, or in other measurable terms as identified and defined by the jurisdiction. 24 CFR 91.215(a)(4)

Figure 8: 5-Year Community Development Goals and Objectives

Obj#	Specific Objectives	Sources of Funds	Amount /5 yrs	Performance Indicators	Expected Number	Outcome/ Objective*
Community Development – Suitable Living Environment/Economic Opportunities						
• Public Services/Public Facilities						
CD-1	Reduce incidents of homelessness	CDBG	\$210,000	Number of people served	1400 people	SL-1
CD-2	Increase child care and youth recreation services	CDBG	\$420,000	Number of youth served	2800 people	SL-1
CD-3	Increase or improve quality of physical facilities available for services benefiting income-eligible households	CDBG	\$472,500	Number of people served Number of buildings acquired, developed, brought to code, or made accessible	1400 people 10 buildings	SL-1
• Economic Development						
CD-4	Create or retain full-time permanent jobs at living wages	CDBG	\$1,050,000	Number of jobs created or retained for income eligible persons	105 jobs	EO-1
CD-5	Improve rate of survival of micro-enterprises	CDBG	\$315,000	Number of businesses assisted Number of jobs created and/or retained	60 small businesses 20 jobs	EO-1
• Neighborhood Revitalization/Other						

CD-6	Initiate improvement efforts in locally-selected geographical areas	CDBG	\$472,000	Number of neighborhoods improved (other measurements depend upon type of activity funded)	3 neighborhoods	SL-1
CD-7	Foster building code compliance of rental properties in locally selected areas.	CDBG	Included in CD-6	Number of code compliant rental units	500 units	SL-1
• Planning/Administration						
	Administer the program effectively	CDBG	\$1,050,000	Years of successful administration	5 years	

Neighborhood Revitalization Strategy Areas 91.215(g)

60. *If the jurisdiction has one or more approved Neighborhood Revitalization Strategy Areas, the jurisdiction must provide, with the submission of a new Consolidated Plan, either: the prior HUD-approved strategy, or strategies, with a statement that there has been no change in the strategy (in which case, HUD approval for the existing strategy is not needed a second time) or submit a new or amended neighborhood revitalization strategy, or strategies, (for which separate HUD approval would be required).*

The City’s Neighborhood Revitalization Strategy Area (NRSA), which includes Census Tracts 5 & 8, is a key area where funds will be expended pending on a locally targeted basis. This area is generally recognized as one of the City’s most challenged neighborhoods in terms of unemployment, crime, housing quality, and economic status. A copy of the recently approved NRSA can be found in Appendix A.

Barriers to Affordable Housing 91.215 (h)

61. *Describe the strategy to remove or ameliorate negative effects of public policies that serve as barriers to affordable housing, except that, if a State requires a unit of general local government to submit a regulatory barrier assessment that is substantially equivalent to the information required under this part, as determined by HUD, the unit of general local government may submit that assessment to HUD and it shall be considered to have complied with this requirement.*

One recommendation in the AI prepared in May 2005 stated that the City should fund post-purchase counseling. In the next HUD program year, the City will be funding, through public service dollars, two organizations that provide counseling services for LMI persons.

The Family Service Association provides budget, credit counseling, and foreclosure counseling to help LMI individuals and families to deal with housing and everyday living needs.

The other organization that provides post-purchase counseling is Partners for Community Development. The City funds this program through public service dollars to allow Partners to assist eligible first-time homebuyers with post-purchase counseling to manage their money and minimize the risk of negative net worth and possibility foreclosure in the future.

The City of Sheboygan also submitted an application for funds from the Neighborhood Stabilization Program (NSP) allocated to the State Department of Commerce to establish a first-time homebuyers program in cooperation with the Family Service Association/Consumer Credit Counseling Center to offer down payment assistance, loan closing costs, homeownership counseling and post-home ownership counseling to interested first time homebuyers to purchase vacant foreclosed properties in the City.

Lead-based Paint 91.215 (i)

62. Describe the jurisdiction's plan to evaluate and reduce lead-based paint hazards and describe how lead based paint hazards will be integrated into housing policies and programs, and how the plan for the reduction of lead-based hazards is related to the extent of lead poisoning and hazards.

The City's housing rehabilitation program has integrated lead paint remediation into every application funded where lead paint has been found. Also, in November 2007, the City of Sheboygan was awarded a HUD Office of Healthy Homes and Lead Hazard Control grant for \$1.8M to address lead based paint in 120 units within the City.

With these two programs, the City will continue to make properties with lead poisoned children our top priority. The City hires consultants to complete lead risk assessments at each eligible home. The City's Housing Rehabilitation Loan will act as a match to the qualified units that receive funding through the lead grant program.

Antipoverty Strategy 91.215 (j)

63. Describe the jurisdiction's goals, programs, and policies for reducing the number of poverty level families (as defined by the Office of Management and Budget and revised annually

64. Identify the extent to which this strategy will reduce (or assist in reducing) the number of poverty level families, taking into consideration factors over which the jurisdiction has control.

The City of Sheboygan will continue to work closely with the W-2 Housing Sub-Committee to provide a one-stop shop for persons in need and continue to share the same goal to

provide decent safe and affordable housing to low and moderate-income individuals and families. Through this coordinated effort, we will reduce the number of poverty level families systematically.

The Department of Planning and Development will continue to work with affordable housing developers and assist with Incentives to locate and build units within the city that offer new housing opportunities to families in poverty.

The Economic Development Loan Program will provide a tool necessary to encourage job creation/retention in the target area for low and moderate-income individuals as well as other areas of the City.

This strategy will help in reducing individuals and families with children from poverty by continuing to work together to solve problems. We will continue to work closely with non-profits and other organizations to help fight poverty.

Institutional Structure 91.215 (k)

65. Provide a concise summary of the institutional structure through which the jurisdiction will carry out its consolidated plan, including private industry, non-profit organizations, community and faith-based organizations, and public institutions.

66. Provide an assessment of the strengths and gaps in the delivery system.

67. Describe efforts to enhance coordination with private industry, businesses, developers, and social service agencies, particularly with regard to the development of the jurisdiction's economic development strategy. (91.215(l))

The Department of Planning and Development will work with the City Engineering Division, Sheboygan Redevelopment Authority, City Building Inspections Division and the City's Finance Department to coordinate and enhance the services provided by this funding and to maximize the impact on the community. The Department of Planning and Development Department will continue to work with the Finance Department to review the process used in the IDIS system. The Planning and Development office will continue inputting beneficiary data into the IDIS system. Both the Planning and Development office and the Finance Department will work on updating and adding documentation to the IDIS system. Interdepartmental meetings are held to address concerns between the different offices.

The major strength in this delivery system is that the City public service organizations, housing agencies, and City Departments operate in a small geographic environment. As a result of this, communication and coordination between organizations is relatively easy. Gaps in delivery of services in Sheboygan are not related to institutional issues, but rather in insufficient funding.

Also, the Department of Planning and Development office created a database of public service agencies to provide quarterly new updates on Federal funds, timeline for funding, and other relevant information to be connected with our Public Service agencies.

Coordination 91.215 (I)

68. Describe the efforts to enhance coordination between public and assisted housing providers and governmental health, mental health, and service agencies.

69. Describe efforts in addressing the needs of persons that are chronically homeless with respect to the preparation of the homeless strategy.

70. Describe the means of cooperation and coordination among the state and any units of general local government in the metropolitan area in the implementation of the plan.

71. Describe efforts to enhance coordination with private industry, businesses, developers, and social service agencies, particularly with regard to the development of the jurisdiction's economic development strategy.

72. Describe the jurisdiction's efforts to coordinate its housing strategy with its transportation planning strategies to ensure to the extent practicable that residents of affordable housing have access to public transportation.

The major strength in this delivery system is that the City public service organizations, housing agencies, and City Departments operate in a small geographic environment. As a result of this, communication and coordination between organizations is relatively easy. Gaps in delivery of services in Sheboygan are not related to institutional issues, but rather in insufficient funding.

The Department of Planning Development communicates with State agencies as well as other agencies frequently to apply for other grants that may assist with particular projects. One recent example, is a grant from the State of Wisconsin Department of Commerce, Community Development Block Grant-Emergency Assistance Program (CDBG-EAP) to deal with insufficient storm sewer in LMI neighborhoods. The project was funded 75% CDBG-EAP and 25% Entitlement funds.

The Department of Planning and Development communicates with the private sector businesses through an email database by sending out quarterly newsletters of new developments. Currently, there is 800 email addresses and continue to grow this database.

Some of the CDBG funds are used to fund the Public Transit System. The specific program that is funded is the weekday, evenings, and weekends program to assure LMI users have access to second and third shift jobs. The City's Transit Commission meets monthly and the Department of Planning and Development director is a voting member on the Commission, there are any further opportunities can be connected with the housing strategy.

Monitoring 91.230

73. Describe the standards and procedures the jurisdiction will use to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.

The City of Sheboygan intends to use the existing system of administration through the Department of Planning and Development to achieve its production and service goals. While this will include managing some in-house programs, many public service programs and services will be contracted out to sub-grantees. For specific development projects, funds will be allocated to eligible projects on a competitive basis. Sheboygan has a very successful history of managing housing, public service, and economic development programs in this manner. We also follow the City's adopted procurement process for hiring contractors. The City's policy is more stringent than HUD's policy. We also complete on-site visits of public service agencies to review the programs and related financial information.

The Department of Planning and Development monitors the public service organizations through the submittal of quarterly reports. As for other aspects of the administration of CDBG funded activities, the City will utilize subcontractors/consulting firms to assist within meeting HUD requirements.

The Department of Planning and Development will continue to update IDIS to include the beneficiary data as collected from public service agencies. The Department will require submittal of quarterly reports to obtain this data. Also, the Department of Planning and Development will continue to set up accounts in IDIS and then allow the Finance Department to make draws.

The Department of Planning and Development will also continue to hire consultants to assist with environmental reviews and Federal requirements on projects that require Davis Bacon wage rates to be used and continue to use local companies to meet historic preservation requirements, as well as providing lead risk assessments.

The City of Sheboygan will also be hiring a consultant to assist with updating the City's Comprehensive Plan during 2010.

With the down turn in the housing market, the City of Sheboygan continues to see a large amount of housing foreclosures and abandoned vacant parcels. The City of Sheboygan has supported the efforts of a public service organization, Partners for Community Development, to apply to the Wisconsin Department of Commerce for Neighborhood Stabilization Program funds for the purchase of vacant homes, rehabilitation, and first time homebuyer programs to re-sell these dwelling units. The City has also applied for funds through this program to establish a first-time homebuyer program with the HUD certified Family Service Association to provide funding to interested homeowners to buy vacant foreclosed homes and was unsuccessful in receiving grant funds. By undertaking these initiatives the City is working to minimize the negative impact vacant homes can have in our low-to-moderate income neighborhoods.

Also, the Department of Planning and Development, as well as the City's Building Inspection Division, make on-site inspections of housing related activities to determine if the house has any minimum code violations that need to be corrected. During the construction phase of all projects, whether the project is a housing activity or public facilities activity, a representative of one of the designated City departments oversees the contractors to make sure the work is being completed per the specifications and/or drawings.

Many of the CDBG funded activities are carried out through sub-recipient agreements. These contractual arrangements are monitored by Department of Planning and Development staff to ensure that the program is carried out according to HUD requirements. The agreement sets forth the proposed activities of the program, as well as the responsibilities of both the sub recipient and the City, particularly with respect to compliance with HUD regulations.

Site visits or desktop monitoring for CDBG funded activities are conducted at least once per year. A checklist prepared by the Department of Planning and Development is reviewed for each organization the checklist and includes the following items:

- National Objective and Eligibility
- Conformance to the Sub-recipient Agreement
- Record-Keeping Systems
- Financial Management Systems
- Procurement Policy
- Insurance
- Equipment and Real Property
- Non-Discrimination and Actions to Further Fair Housing
- Conclusion and Follow-up

Housing Opportunities for People with AIDS (HOPWA)

*Refers to the HOPWA Table in the Needs.xls workbook.

74. *Describe the activities to be undertaken with HOPWA Program funds to address priority unmet housing needs for the eligible population. Activities will assist persons who are not homeless but require supportive housing, such as efforts to prevent low-income individuals and families from becoming homeless and may address the housing needs of persons who are homeless in order to help homeless persons make the transition to permanent housing and independent living.*
75. *Identify any obstacles to meeting underserved needs and summarize the priorities and specific objectives, describing how funds made available will be used to address identified needs.*
76. *The Plan must establish annual HOPWA output goals for the planned number of households to be assisted during the year in: (1) short-term rent, mortgage and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as community residences and SRO dwellings, where funds are used to develop and/or operate these facilities. The plan can also describe the special features or needs being addressed, such as support for persons who are homeless or chronically homeless. These outputs are to be used in connection with an assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.*
77. *For housing facility projects being developed, a target date for the completion of each development activity must be included and information on the continued use of these units for the eligible population based on their stewardship requirements (e.g. within the ten-year use periods for projects involving acquisition, new construction or substantial rehabilitation).*

78. Provide an explanation of how the funds will be allocated including a description of the geographic area in which assistance will be directed and the rationale for these geographic allocations and priorities. Include the name of each project sponsor, the zip code for the primary area(s) of planned activities, amounts committed to that sponsor, and whether the sponsor is a faith-based and/or grassroots organization.

79. Describe the role of the lead jurisdiction in the eligible metropolitan statistical area (EMSA), involving (a) consultation to develop a metropolitan-wide strategy for addressing the needs of persons with HIV/AIDS and their families living throughout the EMSA with the other jurisdictions within the EMSA; (b) the standards and procedures to be used to monitor HOPWA Program activities in order to ensure compliance by project sponsors of the requirements of the program.

Not Applicable

Specific HOPWA Objectives

80. Identify specific objectives that the jurisdiction intends to initiate and/or complete in accordance with the tables* prescribed by HUD. Complete and submit Table 1C Summary of Specific Objectives or, if using the CPMP Tool, the Summaries.xls worksheets.

81. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

Not Applicable

OTHER NARRATIVES AND ATTACHMENTS

82. Include any Strategic Plan information that was not covered by a narrative in any other section. If optional tables are not used, provide comparable information that is required by consolidated plan regulations.

83. Attach copy of CHAS Housing Needs Data Tables from:
<http://socds.huduser.org/scripts/odbic.exe/chas/index.htm>

84. Section 108 Loan Guarantee

Not Applicable

If the jurisdiction has an open Section 108 project, provide a summary of the project. The summary should include the Project Name, a short description of the project and the current status of the project, the amount of the Section 108 loan, whether you have an EDI or BEDI grant and the amount of this grant, the total amount of CDBG assistance provided for the project, the national objective(s) codes for the project, the Matrix Codes, if the activity is complete, if the national objective has been met, the most current number of beneficiaries (jobs created/retained, number of

FTE jobs held by/made available to LMI persons, number of housing units assisted, number of units occupied by LMI households, etc.)

85. *Regional Connections*

Describe how the jurisdiction's strategic plan connects its actions to the larger economic strategies for the metropolitan region. Does the plan reference the plans of other agencies that have responsibilities for metropolitan economic development, transportation, and workforce investment?

The City of Sheboygan adopted a Comprehensive Plan in 2000. This plan was developed per the Smart Growth initiatives outlined by the State of Wisconsin. The City will be updating the plan during the 2010 calendar year. This plan is utilized as the City's strategic plan.

Regional Planning Services for the City of Sheboygan are provided by the Bay-Lake Regional Planning Commission. Bay-Lake RPC is the designated Metropolitan Planning Organization (MPO) for metropolitan economic development, transportation planning and is the designated water quality agent for the purposes of long-range sanitary sewerage planning.