

**Comprehensive Annual Performance
Evaluation Report (CAPER)**

PY 2019

**Community Development Block Grant
Program**



Submitted November 5, 2020

DRAFT

CR-05 - Goals and Outcomes

Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)

This could be an overview that includes major initiatives and highlights that were proposed and executed throughout the program year.

In accordance with regulation 24 CFR 570, the City of Sheboygan has prepared this CAPER for the period 4/1/2019 - 3/31/2020. The CAPER presents the City's progress in carrying out projects and activities pursuant to the 2019 Annual Action Plan for CDBG funds received from the United States Department of the Housing and Urban Development (HUD) to principally benefit low and moderate income persons. The CAPER also provides a general assessment for the City's progress in addressing the priorities and objectives contained in the five-year Consolidated Plan (Con Plan) 2014-2019. In 2019, the City spent approximately 100 percent of the funds on activities benefiting LMI persons.

The City also received an additional allocation in 2019 known as CDBG-CV funds. The first allocation of the CDBG-CV fund has been allocated to the following activities, Public Services, Project Administration and Microenterprises Loans. As of the writing of this report, the city has expended approximately 60 percent of the funds.

Comparison of the proposed versus actual outcomes for each outcome measure submitted with the consolidated plan and explain, if applicable, why progress was not made toward meeting goals and objectives. 91.520(g)

Categories, priority levels, funding sources and amounts, outcomes/objectives, goal outcome indicators, units of measure, targets, actual outcomes/outputs, and percentage completed for each of the grantee's program year goals.

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected - Strategic Plan	Actual - Strategic Plan	Percent Complete	Expected - Program Year	Actual - Program Year	Percent Complete
Allleviate Proverty	Non-Homeless Special Needs	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0			2000	29650	1,482.50%

Public Infrac/Park Improvements/Public Facilities	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	20000	23845	119.23%	0	23845	
Public Infrac/Park Improvements/Public Facilities	Non-Housing Community Development	CDBG: \$	Other	Other	0	0		2	0	0.00%
Reduce incidents of homelessness	Homeless	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	449		1000	449	44.90%
Reduce incidents of homelessness	Homeless	CDBG: \$	Homeless Person Overnight Shelter	Persons Assisted	1000	449	44.90%	0	449	
Reduce incidents of homelessness	Homeless	CDBG: \$	Overnight/Emergency Shelter/Transitional Housing Beds added	Beds	0	0		45	45	100.00%
Repair Aging Housing Infrastructure	Affordable Housing	CDBG: \$	Rental units rehabilitated	Household Housing Unit	25	0	0.00%			
Repair Aging Housing Infrastructure	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	60	4	6.67%	5	1	20.00%

Table 1 - Accomplishments – Program Year & Strategic Plan to Date

Assess how the jurisdiction's use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan, giving special attention to the highest priority activities identified.

The City of Sheboygan has identified eight goals. All of the goals are of high priority. The city strives to providing funding to public service agencies that can help meet our targets for goals/objectives and also uses the remaining funds to assist the city's neighborhood revitalization strategy that both addresses the goals as well as keeps crime down while keeping property values up.

CR-10 - Racial and Ethnic composition of families assisted

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

91.520(a)

	CDBG
White	1,620
Black or African American	288
Asian	225
American Indian or American Native	7
Native Hawaiian or Other Pacific Islander	0
Total	2,140
Hispanic	100
Not Hispanic	2,040

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

Narrative

In 2019, activities implemented with CDBG funds benefited approximately 2,140 individuals. These numbers do not take into account the area benefit activities that benefit an entire neighborhood. The numbers for activities with area benefit National objectives are pulled from census tract data for the neighborhood in which particular CDBG activity provides services. Sheboygan is a predominately white community, although hispanic and hmong make up almost 10 percent of our population.

CR-15 - Resources and Investments 91.520(a)

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	1,352,214	1,116,748

Table 3 - Resources Made Available

Narrative

None

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
BLOCK GRANT TARGET AREA, SHEBOYGAN	5		
Downtown Central Commercial Business District	30	28	
Eligible Census Tracts	65		

Table 4 – Identify the geographic distribution and location of investments

Narrative

100% of the 2019 funds benefitted Low to Moderate income persons.

Leveraging

Explain how federal funds leveraged additional resources (private, state and local funds), including a description of how matching requirements were satisfied, as well as how any publicly owned land or property located within the jurisdiction that were used to address the needs identified in the plan.

Awarding City funds and incentives to programs that make use of other private and non-profit resources remains central to the philosophy of the City of Sheboygan. Funds are awarded to public service agencies, business owners, homeowners and others only when they demonstrate that they have obtained the maximum possible amount of the private funding and equity.

CR-20 - Affordable Housing 91.520(b)

Evaluation of the jurisdiction's progress in providing affordable housing, including the number and types of families served, the number of extremely low-income, low-income, moderate-income, and middle-income persons served.

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	10	8
Number of Special-Needs households to be provided affordable housing units	0	0
Total	10	8

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	25	35
Number of households supported through The Production of New Units	118	118
Number of households supported through Rehab of Existing Units	0	0
Number of households supported through Acquisition of Existing Units	0	0
Total	143	153

Table 6 – Number of Households Supported

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

The City of Sheboygan was fortunate to have a 118 unit affordable housing development underway in 2019. We also exceeded our rental assistance number for the year over year.

Discuss how these outcomes will impact future annual action plans.

Keeping more individuals and families housed prior to eviction is a critical keystone to reducing homelessness. In 2020, the City is commissioning an a comprehensive affordable housing market study to determine the definition of affordability for Sheboygan as well as the inventory needed for different lower incomes.

Include the number of extremely low-income, low-income, and moderate-income persons served by each activity where information on income by family size is required to determine the eligibility of the activity.

Number of Households Served	CDBG Actual	HOME Actual
Extremely Low-income	349	0
Low-income	287	0
Moderate-income	127	0
Total	763	0

Table 7 – Number of Households Served

Narrative Information

The City works hard to spend CDBG funding that benefits low to moderate income individuals.

CR-25 - Homeless and Other Special Needs 91.220(d, e); 91.320(d, e); 91.520(c)

Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through:

Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs

Outreach services are used to engage people experiencing homelessness who are otherwise unable to or unwilling to seek assistance on their own. Lakeshore CAP administers the City's Point In Time count and as part of the bi annual count, they try to understand the situations of the homeless persons they come in contact with so, so they can be connected to the appropriate services.

Addressing the emergency shelter and transitional housing needs of homeless persons

The City of Sheboygan Continuum of Care utilizes a coordinated entry system which provides a systematic process for assessing people and prioritizing them for the appropriate housing intervention based on need and vulnerability. Emergency shelter and transitional housing staff provide the valuable service of assessing program consumers and referring them to necessary services within the community.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs

The City is not a recipient of the ESG and HOME funds, therefore we rely on our partners to provide services normally covered by these funds. The City supports organizations like Lakeshore CAP whom apply for rapid rehousing funds for the community.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

The City does not receive ESG funds therefore we rely on partnerships with service providers in the community.

CR-30 - Public Housing 91.220(h); 91.320(j)

Actions taken to address the needs of public housing

The following are the goals and objectives for the public housing authority:

- Reduce public housing vacancies
- Continue to improve public housing management by increasing customer satisfaction
- Continue to make improvements in building components for better efficiency
- Continue working with law enforcement, background checks and building security
- Continue to take affirmative measures to ensure accessible housing to persons with disabilities
- Continue to target families below 30% of the median income level
- Continue to make structural and aesthetic improvements in tandem with the recommendations of the Green Physical Needs Assessment

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

The Authority recognizes that communities and families are strengthened through homeownership and the Sheboygan Housing Authority will continue to promote and provide the Section 8 homeownership program through support from partner organizations.

Actions taken to provide assistance to troubled PHAs

Not troubled.

CR-35 - Other Actions 91.220(j)-(k); 91.320(i)-(j)

Actions taken to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment. 91.220 (j); 91.320 (i)

The City of Sheboygan has completed a comprehensive review of our ordinances and codes to make sure they do not create barriers to affordable housing. The City has one affordable multi-family project completing with 118 units, another for 200 units, a new subdivision starting soon and is completing a market study related to affordable housing.

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

The City completed a fair request for proposals process to allow public service agencies to submit a request for funding. The City works with applicants to make sure their programs meet the needs outlined in the consolidated plan and CAPER.

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

The City follows lead based paint requirements on all housing rehabilitation projects. We also partner with the Sheboygan County Health and Human Services, Public Health Division to deal with problem properties in the city that have outstanding lead related orders to correct.

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

The City of Sheboygan works with local public service providers and provides funding to agencies that provides service to poverty level families.

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

City staff works throughout the year to increase institutional structure, both within the City and throughout our partner agencies. This is accomplished through providing technical assistance on federal grant management requirements, such as growing their knowledge of Davis-Bacon requirements, financial management and other grant management procedures. Staff maintains contact with partner agencies throughout the year, offering referrals for funding and training opportunities where appropriate. All policies and procedures related to internal grant management procedures are reviewed and updated when areas of opportunity for efficiency and collaboration are identified.

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

City staff is heavily connected to work with public and private housing and social services agencies to make the biggest impact in the local community. Evidence of this is involved in task forces, housing coalitions, and networks that connect the city to private and social service programs.

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

The City of Sheboygan in partnership with the Lakeshore Apartment Association held a fair housing training for local landlords. We also held the annual Landlord Training Program.

The City of Sheboygan has also worked with a developer to construction Section 42 affordable housing known as the Badger State Lofts. This project will add 118 affordable housing units to address Impediment No. 2/Recommendation No. 2 in our plan: Inadequate Affordable Housing Supply relative to resident income and Facilitate the production of affordable and accessible housing.

The City also funded Partners for Community Development in conjunction with Recommendation No. 3, funding post-purchase counseling.

CR-40 - Monitoring 91.220 and 91.230

Describe the standards and procedures used to monitor activities carried out in furtherance of the plan and used to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements

Projects and programs funded with CDBG are subject to monitoring. All recipients of CDBG public services funds are monitored regularly through monthly or quarterly reports to the city, as required by the funding agreement. Each report provides statistics on the program participants and a narrative of the activities undertaken during the reporting period. The information provided to the city is entered into the Integrated Disbursement and Information System (IDIS).

Depending on the requirements of the funding agreement, recipients of federal funding submit periodic reimbursement requests that include proof of payment of all expenses. City staff conducts annual site visits to review half of the applicants identified through a risk analysis.

Citizen Participation Plan 91.105(d); 91.115(d)

Describe the efforts to provide citizens with reasonable notice and an opportunity to comment on performance reports.

To ensure maximum participation in the Consolidated Plan process among all populations and special needs groups, and to ensure their issues and concerns are adequately addressed, the City follows its Citizen Participation Plan which describes the actions to be taken to encourage citizen participation in the development of the Consolidated Plan, any Substantial Amendments to the Consolidated Plan, the Annual Action Plan, and the CAPER.

The City's public comment period for the draft 2019 CAPER ran from October 4, 2020 through November 4, 2020. Notification of the availability of the draft 2019 CAPER for public comment was published in the Sheboygan Press on October 4, 2020. The draft 2019 CAPER was made available for review online at www.sheboyganwi.gov and at the City Development office in City Hall. No comments were received.

CR-45 - CDBG 91.520(c)

Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs as a result of its

experiences.

The 2015-2019 Consolidated Plan was amended in 2020 to accept CDBG-CV funding as part of the CARES Act. The City used the \$539,956 to complete three activities. \$420,000 was dedicated to the establishment of a small business microenterprise program in which the city provided small loans up to \$15,000 to small businesses owners impacted by COVID and agreed to retain one FTE job for six months, \$38,963 towards public service agencies included Habitat for Humanity Lakeside, Sheboygan County Food Bank, Meals on Wheels, and the Family Service Association, as well as \$80,993 for administration services. In September 2020, Sheboygan was awarded another \$231,000 known as CDBG-CV3. At the this time, it has not been determined how the city will allocate funds from this allocation.

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

No

[BEDI grantees] Describe accomplishments and program outcomes during the last year.

CR-45 - CDBG 91.520(c)

Specify the nature of, and reasons for, any changes in the jurisdiction’s program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.

The 2015-2019 Consolidated Plan was amended in 2020 to accept CDBG-CV funding as part of the CARES Act. The City used the \$539,956 to complete three activities. \$420,000 was dedicated to the establishment of a small business microenterprise program in which the city provided small loans up to \$15,000 to small businesses owners impacted by COVID and agreed to retain one FTE job for six months, \$38,963 towards public service agencies included Habitat for Humanity Lakeside, Sheboygan County Food Bank, Meals on Wheels, and the Family Service Association, as well as \$80,993 for administration services. In September 2020, Sheboygan was awarded another \$231,000 known as CDBG-CV3. At the this time, it has not been determined how the city will allocate funds from this allocation.

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

No

[BEDI grantees] Describe accomplishments and program outcomes during the last year.