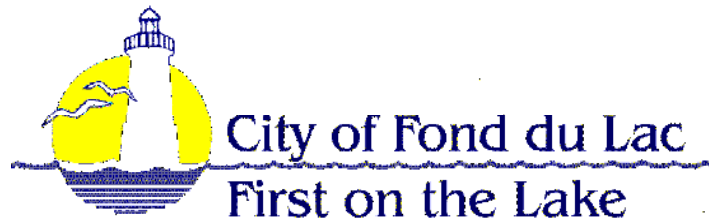


# **Program Year 2022 Annual Action Plan**



## **Community Development Block Grant**

## **U.S. Department of Housing and Urban Development**

**City of Fond du Lac  
Department of Community Development  
August 2022**

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## **Executive Summary**

### **AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)**

#### **1. Introduction**

The City of Fond du Lac's PY 2022 Annual Action Plan serves as the short term implementation plan for the community and is part of the larger 2022-2026 Consolidated Plan which is the City's 5-Year Strategic Plan. The City has made every effort to balance community development and housing needs through public service, public improvement, housing and economic development activities. Over the time, the City has refined its approach in investing CDBG funds in the community to include collaboration with community partners. The City continues its efforts to collaborate on and support other efforts and organizations within the community through communication, participation and, when possible, funding.

The Consolidated Plan represents activities that will meet the three basic goals to assist low-and-moderate income persons.

- 1) Provide decent affordable housing
- 2) Provide a suitable living environment
- 3) Expand economic opportunities

The City may update or amend the Consolidated Plan as additional data from the US Census, local data sources, and plans becomes available and may reflect changes within the community that impacts the proposed projects and activities or provides a greater understanding of need within the community.

#### **2. Summarize the objectives and outcomes identified in the Plan**

This could be a restatement of items or a table listed elsewhere in the plan or a reference to another location. It may also contain any essential items from the housing and homeless needs assessment, the housing market analysis or the strategic plan.

The following projects along with their objectives and outcomes are identified as part of the Consolidated Plan and are relevant for the PY 2022 Annual Action Plan:

##### **Affordability of Decent Housing**

- Increase affordability of owner-occupied occupied housing through a housing rehabilitation loan program.

- Create affordable homebuyer opportunities through the acquisition of vacant lots to donate to a local non-profit developer.
- Create affordable homebuyer opportunities through the acquisition and rehabilitation of blighted properties.

#### **Availability/Accessibility of Suitable Living Environment**

- Support of access to after-school and summer programs for low-and-moderate income youth.
- Support of access to shelter and case management for individuals that are homeless or at imminent risk of homelessness.
- Support of access to the warming shelter for the chronic homeless and persons experiencing homelessness.
- Support of access to dental care for low-and-moderate income persons within the community.

#### **Sustainability of Suitable Living Environment**

- Remove blighted conditions from historic properties.
- Raze, remediate and/or acquire blighted properties.
- Improve public spaces through neighborhood parks and downtown.

#### **Availability/Accessibility of Economic Opportunities**

- Support job creation/retention through a business revolving loan fund.
- Increase economic potential of downtown to attract new business through public space improvements.
- Support entrepreneurial initiatives that create opportunities for low and moderate income persons.

### **3. Evaluation of past performance**

This is an evaluation of past performance that helped lead the grantee to choose its goals or projects.

The drafting of the PY2022 Annual Action Plan was a challenge due to the ongoing impacts on COVID19 on the community. The expectation that the impacts of shutdowns, reduced capacities and other restrictions implemented in 2020 to handle the spread of COVID19 and then the slow reopening in 2021 would result in a more "normal" return to business was inaccurate. PY2021 CAPER showed that residual impacts from the pandemic continued as additional state and federal funds resulted in less need from the City through the CDBG program, contractor availability and delays to materials resulted in slower outputs in the Housing Rehab Loan Program and just an overall hesitancy by many aspects to return to business as usual. As a result, the City lower anticipated outcomes and goals for the Housing

Rehabilitation Loan Program due to ongoing issues with contractor availability, material availability and material cost. The goal for PY2022 is to reconnect and reassess with the Program's client base and to build capacity and collaboration amongst various community partners that have seen a turnover in staffing. In the past, the City of Fond du Lac has strived to increase collaboration among community partners and leverage multiple funding sources to meet the housing and community development needs of the City -this made more complex by COVID19 and now needs to be reimagined post COVID19. The City utilizes the Consolidated Annual Performance Evaluation Report (CAPER) process as an opportunity to identify areas for improvement and PY2021 CAPER demonstrated clearly the challenges that need to be addressed going forward. In the past, the City has budgeted and often exceeded the minimum 70% benefit to low and moderate income persons and that was a challenge in PY2021. In the past, the City has previously met the 1.5 standard for timeliness for CDBG funds at its 60-day review. The ability of the City to meet its timeliness test remains an ongoing priority and one that raises concerns during the time of the pandemic.

#### **4. Summary of Citizen Participation Process and consultation process**

Summary from citizen participation section of plan.

The Redevelopment Authority of the City of Fond du Lac (RDA) is the lead committee within the City for development and implementation of the Consolidated Plan. Staff from the City's Community Development Department collaborates with ADVOCAP, Inc., Solutions Center, Habitat for Humanity, Envision Greater Fond du Lac (formerly FCEDC), Downtown Fond du Lac Partnership (DFP) and program subrecipients to administer programs covered by the Consolidated Plan.

Staff consulted with various community partners regarding community needs. Community partners include Advocap, Habitat for Humanity, Housing Authority of the City of Fond du Lac, Fond du Lac County Health Department, Boys & Girls Club of Fond du Lac, Downtown Fond du Lac Partnership, Envision Greater Fond du Lac, Solutions Center, Forward Services and Salvation Army. Through the Housing Coalition/Continuum of Care, feedback from the following community partners was also considered Fond du Lac County Department of Social Services, Wisconsin Legal Action, Fond du Lac County Senior Services, Fond du Lac School District, CARE, Inc.

As part of the process, staff obtained feedback from the River Park Neighborhood group. This group is comprised of residents, property owners, tenants from this low-and-moderate income neighborhood. In addition, City of Fond du Lac Code Enforcement, City of Fond du Lac Police Department, Church of Peace, St. Paul's Church, and CBRF staff participate in the monthly meetings. The group serves as a great resource for needs within their neighborhood as well as comparable needs for low-and-moderate income neighborhoods that have not yet supported the creation of neighborhood group.

As part of the process, staff also considered recent plans and public involvement efforts, including the Downtown Exploratory Committee Final Report; Envision Fond du Lac Final Report; Healthy Fond du Lac 2021 Report and the City's Comprehensive Plan.

The City held two (2) public hearings: one for identification of community needs at which staff shared the results of the consultation discussions and one to approve the Annual Action Plan.

## **5. Summary of public comments**

This could be a brief narrative summary or reference an attached document from the Citizen Participation section of the Con Plan.

The City did not receive any public comments at either public hearing for the PY2022 Annual Action Plan.

## **6. Summary of comments or views not accepted and the reasons for not accepting them**

The City did not receive any public comments or views that were not accepted during the planning process for the PY2022 Annual Action Plan.

## **7. Summary**

The City of Fond du Lac became an Entitlement or Formula Grantee in 2004. The annual allocation of CDBG grant funds from the U.S. Department of Housing and Urban Development has had a significant impact on providing affordable, decent housing; creating economic opportunities and improving quality of life through a suitable living environment. The City is able to invest the limited CDBG funds to make the most impact as a result of the community partnerships that have been formed and the feedback that is shared through, not only the development of the Consolidated Plan, but other community initiatives, to identify the obstacles and needs within the city. Those efforts also highlight the community's strengths, the opportunities and the "wins." The identification of priority needs, the goals and initiatives outlined in the 2022-2026 Consolidated Plan and PY2022 Annual Action Plan were undertaken with thoughtful consideration of community needs; the best way to leverage limited resources not only within the City but amongst community partners, in order to make a positive impact on the community. The City feels confident that the efforts outlined in the plan can be achieved with positive outcomes. The City acknowledges that not every year will go as planned, that new needs may emerge and that resources may change but those challenges, like others, will be worked through as a community.

## PR-05 Lead & Responsible Agencies – 91.200(b)

### 1. Agency/entity responsible for preparing/administering the Consolidated Plan

Describe the agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	FOND DU LAC	Community Development Department

Table 1 – Responsible Agencies

### Narrative (optional)

The City of Fond du Lac became an Entitlement community in 2004. The responsibility for drafting, implementing, monitoring and overall administration of the program has been allocated to the Redevelopment Authority of the City of Fond du Lac (RDA) with primary staffing coming from the Community Development Department. Staff leading this effort include the Community Development Director, Community Development Specialist and the Rehabilitation Specialist. The Community development Department collaborates with various community partners, such as ADVOCAP, Inc.; Solutions Center; Habitat for Humanity; Envision greater Fond du Lac (formerly the Fond du Lac County Economic Development Corporation); Downtown Fond du Lac Partnership (DFP); Boys & Girls Club of Fond du Lac; Fond du Lac County Health Department and many others based upon the needs identified in the Consolidated Plan and Annual Action Plans.

### Consolidated Plan Public Contact Information

Community Development Department

Attn: Community Development Block Grant (CDBG) Program

160 S. Macy Street, PO Box 150

Fond du Lac, WI 54936-0150

Annual Action Plan  
2022

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(920) 322-3440

dbenson@fdl.wi.gov



## **AP-10 Consultation – 91.100, 91.200(b), 91.215(l)**

### **1. Introduction**

Despite the residual impacts of COVID19 and changeover in staffing at many community partners, consultation remains the key to a successful Community Development Block Grant (CDBG) Program. In order to understand the needs and challenges facing the community as well as the opportunities and means of addressing those issues, it is important that all community partners collaborate and communicate together. The City also understands that consultation with community partners cannot be just a one time action, but an ongoing effort in order to understand where we are at and where we need to be in order to see progress. The CDBG Program is in itself a limited resource so consultation with community partners is key to ensuring strategic investment of those monies into programs and activities.

### **Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(l))**

The City of Fond du Lac Community Development Department staff will continue to network with the Fond du Lac Housing Coalition at monthly meetings. The Housing Coalition is comprised of multiple nonprofit organizations that deal with housing, health, mental health and social service needs. Staff will provide quarterly updates on Community Development Department activities, specifically Community Development Block Grant activities, to these agencies during the meetings. In addition, the Coalition meetings provide an opportunity for staff to learn and be aware of the existing programs and new initiatives that are being undertaken by community partners to meet the needs of the community.

As a member of the Housing Coalition, staff will encourage collaboration among the representatives of various housing, health and social service agencies through participation in or support of any multi-agency grant funding applications, such as the Emergency Shelter Grants and identifying opportunities where CDBG funds may support new activities and/or help improve or expand activities that meet CDBG national objectives.

As part of the Needs Assessment and planning process for the Annual Action Plan, staff encourages organizations to communicate and collaborate on activities. With limited funding available for Public Service activities, the Redevelopment Authority discourages funding of duplicative efforts in order to ensure effectiveness and efficiency. If an organization requests funding for a new activity or project and staff is aware that a similar activity or effort is in place, staff will encourage those organizations to collaborate on those efforts before submitting a funding request.

**Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness.**

The primary consultation with public and private agencies to address needs of any persons that are chronically homeless occurs during the monthly Fond du Lac Housing Coalition meetings. The Coalition includes representatives from ADVOCAP, Inc. (the lead agency in the community's Continuum of Care); Solutions Center (provider of a NEW homeless shelter that serves families and singles); Salvation Army (warming shelter and supportive services); United Way (funding and resources); Fond du Lac County Veterans Department; Fond du Lac Housing Authority (representing City and County public housing); Habitat for Humanity; Fond du Lac County Health and Social Service Departments; Wisconsin Legal Action; St. Vincent De Paul; Fond du Lac School District and UW-Extension.

The monthly meetings focus on current issues facing the homeless population, including what agencies have capacity and resources available to serve these client needs; identifying needs that currently cannot be met with current resources and potential new programs or efforts to meet those unmet needs.

At the start of 2020, the City had hoped to work with the Coalition to draft a formal Homeless Strategy that could serve as a supportive document for agencies seeking various grant funds or private funding from foundations as well as facilitate a coordinated effort to work through addressing obstacles facing those experiencing homelessness. Staff would love to see this effort accomplished in PY2022, but realize staffing challenges for a community partners, resource limitations and time indicate that this should be a multi-year effort to produce a thorough and thoughtful document.

**Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards for and evaluate outcomes of projects and activities assisted by ESG funds, and develop funding, policies and procedures for the operation and administration of HMIS**

As part of each application cycle, the Housing Coalition/Continuum of Care provides feedback to Advocap, the lead agency, on the application on ESG funds and the proposed activities and outcomes.

**2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdiction's consultations with housing, social service agencies and other entities**

**Table 2 – Agencies, groups, organizations who participated**

1	<b>Agency/Group/Organization</b>	Fond du Lac Housing Authority
	<b>Agency/Group/Organization Type</b>	Housing PHA
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs Non-Homeless Special Needs
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The City and Housing Authority have a strong and solid ongoing collaboration. Staff talk frequently about the issues and challenges facing each organization and what partnership opportunities could emerge to resolve those issues. One key partnership has been the collaboration on a landlord training to ensure that both the City and Housing Authority have responsible landlords to serve the community's needs.
2	<b>Agency/Group/Organization</b>	Boys & Girls Club of Fond du Lac
	<b>Agency/Group/Organization Type</b>	Services-Children
	<b>What section of the Plan was addressed by Consultation?</b>	Anti-poverty Strategy
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	City staff and representatives from the Boys & Girls Club have an ongoing dialogue on the changing needs and challenges facing kids and families. Through their partnership with the Fond du Lac School District, the Boys & Girls Club has a broader understanding of those needs and the opportunities that might exist between the City, CDBG Program and their organization to meet those needs. One outcome of the consultation was an understanding of the need for additional summer programs to not only provide a safe place for kids to go during the summer but also an opportunity to provide ongoing educational support to ensure success when kids return to school in the fall.

3	<b>Agency/Group/Organization</b>	ADVOCAP INC.
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-homeless Services-Employment
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Homelessness Strategy Anti-poverty Strategy
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Advocap is the lead agency of the Housing Coalition/Continuum of Care. Through ongoing conversations with Advocap that the City is aware of the challenges facing the people at risk of homelessness and housing needs. The continued support of the Fresh Start program by the City ensures not only quality affordable housing but also job training opportunities for teens and young adults in the building trade.
4	<b>Agency/Group/Organization</b>	SALVATION ARMY
	<b>Agency/Group/Organization Type</b>	Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Homelessness Strategy Non-Homeless Special Needs Anti-poverty Strategy

	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Salvation Army has become more predominant in the conversation regarding homelessness. Salvation Army is a member of the Housing Coalition/Continuum of Care and does share information with the larger group. The Salvation Army, beyond managing the warming shelter, is identifying ways to meet the obstacles and needs of those in the community experiencing homelessness or at risk of homelessness.
5	<b>Agency/Group/Organization</b>	SOLUTIONS CENTER
	<b>Agency/Group/Organization Type</b>	Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Homelessness Strategy
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Solutions Center, the homeless shelter provider for the city, along with St. Vincent De Paul, are working together to construct a new homeless shelter to provide expanded capacity and services. The City has been involved in the identification and development process for the new shelter and are partners in working through challenges and opportunities to assist those in need in the community as the new shelter comes online.
6	<b>Agency/Group/Organization</b>	FOND DU LAC COUNTY HEALTH DEPT
	<b>Agency/Group/Organization Type</b>	Services-Health
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs Lead-based Paint Strategy

	<p><b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>The Fond du Lac County Health Department provides various services to those in need in the community. Each year, the Health Department works on a Healthy Fond du Lac Assessment that identifies gaps or challenges facing the wellbeing of the community. Collaboration with the Health Department identified dental health (even more so coming out of the COVID19 pandemic where many were unable to get dental care) and reaffirmed from other community partners feedback the importance of filling the mental health needs.</p>
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### **Identify any Agency Types not consulted and provide rationale for not consulting**

Envision Greater Fond du Lac initiated a survey and report in 2021 to assess broadband access throughout Fond du Lac County. The results of this survey, hopefully available later in 2022, will be used by the City for consideration in any future investments to assist eligible households as appropriate. In addition, all areas of the City are currently served by a wireline connection of 25 Mbps download and 3 Mbps upload speeds. The results of the broadband survey and report will assist in identifying if the gaps to broadband are the service itself or the technology to take advantage of it.

The City of Fond du Lac adopted the 2040 Comprehensive Plan in January 2021. The plan included action items that included components of sustainability and resiliency. As the City moves further into the implementation of the Comprehensive Plan, staff will be meeting with community partners about sustainability and resiliency.

### Other local/regional/state/federal planning efforts considered when preparing the Plan

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	Advocap, Inc	The goals of the PY 2022 Annual Action Plan, as part of the 5-Year Consolidated Plan, works to reduce homeless which is similar in effort by the Continuum of Care. Since the City is not a direct service agency, it is important to work together to achieve these goals

**Table 3 – Other local / regional / federal planning efforts**

### Narrative (optional)

Community Development staff has regular contact with the business community through its Economic Development efforts and programs. A representative from the City sits on the Envision Greater Fond du Lac Board of Directors and Revolving Loan Fund Committee. A City representative sits on the Downtown Fond du Lac Partnership Board of Directors. City staff also attends the monthly Hamilton Area Neighborhood District (a neighborhood group) meeting. This group includes a local church, residents and at times, local business owners. The Redevelopment Authority includes representatives from the business, development and faith-based organizations. This input is vital in identifying needs and opportunities in the community.

## **AP-12 Participation – 91.105, 91.200(c)**

### **1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting**

Public participation is an important component of the Annual Action Plan and Consolidated Plan development process. Residents are encouraged to participate in a number of ways. As described in the Citizen Participation Plan, residents are encouraged to attend the public hearing in which needs are identified as well as plan approval processes. Notices are printed in the Fond du Lac Action Advertiser, a general circulation newspaper distributed to all households, including low-and-moderate income households. The notices are placed on the City's website, Fond du Lac Public Library, Fond du Lac Police Department and City of Fond du Lac Notices/Agenda board outside the City Clerk's office. The notices include a statement in Hmong and Spanish, the predominate non-English languages within the community, inviting non-English speakers to attend and that interpreters are available upon request. In addition, these notices include a special invitation to the disabled community offering to make accommodations as needed to assure them the opportunity to communicate their input concerning CDBG and the Consolidated Plan.

Participation in all government meetings, whether CDBG -related or City Council, has greatly decreased over the years. Consultation with community partners is important to goal-setting as the City relies on the community partners to represent the needs of their clientele and the public. One of the shortcomings of government is the ability to efficiently utilize social media to build input and participation in the process.



## Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Public Hearing	<p>Minorities</p> <p>Non-English Speaking - Specify other language: Spanish, Hmong</p> <p>Persons with disabilities</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	Needs Assessment Public Hearing was held December 1, 2021. The Public Hearing on the approval of the AAP was held on January 18, 2022. No one attended the public hearings for the community needs assessment or for the approval of the PY2022 Annual Action Plan - in person or virtually.	No comments were received at the public hearings or the 30-days after the public hearings. The needs Assessment comment period was open from December 1, 2021 to January 13, 2022. The Approval comment period was open from January 18, 2022 through February 25, 2022.	No comments were received at the public hearings.	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
2	Public Meeting	<p>Minorities</p> <p>Non-English Speaking - Specify other language: Spanish, Hmong</p> <p>Persons with disabilities</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	All meetings are public meetings. No one attended the meetings to discuss community needs, the Annual Action Plan or any concern or questions about the CDBG Program.	There were no comments received.	There were no comments received.	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
3	Internet Outreach	<p>Minorities</p> <p>Non-English Speaking - Specify other language: Spanish, Hmong</p> <p>Persons with disabilities</p> <p>Non-targeted/broad community</p> <p>Residents of Public and Assisted Housing</p>	There was no one in attendance as a result of any internet posting or directed outreach.	There were no comments received.	There were no comments received.	

**Table 4 – Citizen Participation Outreach**

## **Expected Resources**

### **AP-15 Expected Resources – 91.220(c)(1,2)**

#### **Introduction**

The challenge in making change in the community is limited resources. In this day and age, it can no longer be expected that one sole organization or entity will have sufficient resources, primarily financial, to implement that change or make those improvements to benefit the community. Change can only be accomplished through partnerships and this is a critical component of the CDBG program. The funds that the City receives are limited, and often declining, resulting in a need to collaborate and work together to the benefit of the community. This enables local, state, federal and private resources to be leveraged and used to their maximum potential. The City continues to research and evaluate opportunities to apply for different grant funds, leverage existing local dollars and incentives and forge new partnerships to foster economic

development.

### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	533,330	220,000	0	753,330	2,000,000	Annual Allocation and estimated repayments from the Housing Rehab Loan Program. Expected for Remainder: Annual allocations are around \$500,000 per year. The City opted for a conservative estimate as it is hard to estimate future allocations and possible changes to program at the federal level.
LIHTC	private	Housing	0	0	0	0	0	
Tax Increment Financing	public - local	Acquisition Economic Development Housing Public Improvements	0	0	0	0	0	

Table 5 - Expected Resources – Priority Table

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

There are no matching requirements. The investment of CDBG resources, specifically in the Public Services activities, enables those community partners to use their limited funds derived from fundraising or other efforts to direct those monies to areas or initiatives that are not CDBG eligible. The City directs all of the community partners using CDBG funds that said funds must go to the direct benefit of low and moderate income persons which ensures that the funds are impacting the quality of life.

**If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

The City of Fond du Lac does not intend to use publicly owned land as a part of this plan.

**Discussion**

It is challenging to anticipate resources not only for the coming year, but also for future years since funding at the local, state and federal levels are constantly influx. Programs are proposed for elimination or reductions while new programs emerge that may further a community's goal or objective. Criteria for awarding funds or being eligible to even apply for funds changes from year to year. The anticipated resources identified above are those that the City is hopeful will continue to be available to benefit the community. As new opportunities arise and programs are no longer available, the City will incorporate those into future planning efforts.

## Annual Goals and Objectives

### AP-20 Annual Goals and Objectives

#### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator

Table 6 – Goals Summary

#### Goal Descriptions



## Projects

### AP-35 Projects – 91.220(d)

#### Introduction

The City of Fond du Lac has identified a series of goals and projects in which to invest CDBG fund as well as leverage private and public dollars in order to address needs within the community. The needs were identified after a series of consultations and conversations to focus on those priority needs, acknowledging that there are more needs than can be addressed through this effort alone. The PY2022 Annual Action, as well as the Strategic 5-Year Plan, focuses on the most basic of needs - housing as well as helping the most vulnerable within the community - persons at risk of or experiencing homelessness. Other efforts are intended to support and complement those initiatives by providing supportive services, creating job opportunities and improving quality of life.

#### Projects

#	Project Name
1	Owner Occupied Housing Rehabilitation, 1 Unit Structures
2	Homestead Opportunity Program
3	Homeless Assistance
4	Public Services
5	Blight Elimination
6	Public Facilities
7	Renter Occupied Housing Rehabilitation
8	Rehabilitation Program Administration
9	Administration

**Table 7 - Project Information**

#### **Describe the reasons for allocation priorities and any obstacles to addressing underserved needs**

The City has identified several obstacles to meeting underserved needs.

1) A key obstacle is lack of funding for all of the underserved needs. CDBG and other grant sources are insufficient to address all of the underserved needs. The City has to determine what activities to fund or to fund activities at a lower level in order to increase the number of activities that do receive funding. A second component of this obstacle are changes in government budgeting at the federal, state and local level have resulted in some grant programs being funded at lower levels and staff reductions.

2) Another obstacle to meeting underserved needs is the lack of awareness about the programs offered by the City, and most likely other agencies, to assist individuals in need. Many residents are unaware

about the programs that are available to them or assume that they would not qualify for the programs. This is an ongoing obstacle as the way information is disseminated to the public continues to change as traditional media gives way to social media.

3) Another obstacle, a component of #2 above, in meeting underserved needs is identifying what those needs are within the community. The Housing Coalition and other community partners provide critical input into the planning process, however, that input reflects one perspective of underserved needs in the community. Wider participation from other groups and the public is an important part in discovering underserved needs and incorporating them into the planning process. Again, this ties in to how information is communicated or shared with the public and identifying ways for meaningful participation in the process.

4) Changes in budgeting/funding also affect the non-profit organizations within the community. These changes often result in fewer staff, reduction in funding for key programs or elimination of programs. Staff reductions mean that each agency must do the same or more with fewer people. As a result, it can be difficult to get full participation by these agencies on various committees where information is exchanged and efforts are coordinated. In addition, a reduction or elimination in programs means increased demand upon other agencies or unmet needs within the community.

5) Another obstacle, although less significant than in earlier years, continues to be the economic conditions. The community has continued to see upward momentum in the economy as demonstrated by building permits and construction activity. However, this upward momentum has not correlated to increases in household income or significant job opportunities.

**AP-38 Project Summary**  
**Project Summary Information**

1	<b>Project Name</b>	Owner Occupied Housing Rehabilitation, 1 Unit Structures
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Affordable Housing Opportunities
	<b>Funding</b>	CDBG: \$220,000
	<b>Description</b>	Funding for the rehabilitation of Owner Occupied Housing Units for low and moderate income households.
	<b>Target Date</b>	3/31/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The Program targets low and moderate income households. Based upon past performance, the households typically assisted by the program are elderly; single female head of household; and then small households - less than 4 kids. The City anticipates assisting 2 elderly; 3 single female head of households and 2 households with less than 4 kids for the first year or two of the Consolidated Plan with optimistic hopes of increasing interest and demand in the program to double the numbers in those categories.
	<b>Location Description</b>	The Housing Rehab Loan Program is City wide subject to income qualifications. Preference is given to those households that are located within the Census tracts that are designated as 51% or more low and moderate income households.
2	<b>Planned Activities</b>	The Project will provide deferred housing rehab loans to assist with the repair or rehabilitation of housing quality standards items; code enforcement/building code violations; energy efficiency improvements and lead based paint.
	<b>Project Name</b>	Homestead Opportunity Program
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Affordable Housing Opportunities
	<b>Funding</b>	CDBG: \$111,110
	<b>Description</b>	Activities funded under this Project heading provide home ownership opportunities to income eligible households through: acquisition and/or demolition of vacant and/or blighted lots that are donated to ADVOCAP or Habitat for Humanity as a build site; or as an acquisition and rehabilitation of a blighted home that is then sold to an income eligible household through the Grantee.

	<b>Target Date</b>	3/31/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The City anticipates rehabilitating one blighted property into an income eligible homeownership opportunity for a low and moderate income household. Based upon past performance, eligible households have been low income or moderate income female heads of households.
	<b>Location Description</b>	The City focuses on acquiring and rehabilitating properties in the Census tracts that are identified as 51% or more low and moderate income.
	<b>Planned Activities</b>	The City plans to acquire and rehabilitate a house as an income eligible homeownership opportunity.
<b>3</b>	<b>Project Name</b>	Homeless Assistance
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Homeless Supportive Services
	<b>Funding</b>	CDBG: \$20,000
	<b>Description</b>	Activities funded under this project heading provide services to those individuals that are homeless or at imminent risk of homelessness.
	<b>Target Date</b>	3/31/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The warming shelter provides overnight shelter to single men and single women that are homeless.
	<b>Location Description</b>	The warming shelter is located near the downtown to enable clients to access a variety of other supportive services.
	<b>Planned Activities</b>	Funding to assist with utility costs and staffing costs for operating the warming shelter from November to March.
<b>4</b>	<b>Project Name</b>	Public Services
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Supportive Services (Public Services)
	<b>Funding</b>	CDBG: \$70,000
	<b>Description</b>	Activities funded under this project heading provide services to individuals and/or households that are low-and-moderate income.
	<b>Target Date</b>	3/31/2023

	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Activities funded under this project heading provide services to individuals and/or households that are low-and- moderate income.
	<b>Location Description</b>	Public service providers are based in the downtown area and serve low and moderate income households throughout the City.
	<b>Planned Activities</b>	Funding to assist community partners to provide services to low and moderate income households that address challenges related to poverty and educational success; health care and homeless needs (other than the warming shelter).
<b>5</b>	<b>Project Name</b>	Blight Elimination
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Blight Elimination
	<b>Funding</b>	CDBG: \$62,110
	<b>Description</b>	Funding to assist with the acquisition of a vacant and blighted structure.
	<b>Target Date</b>	3/31/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The removal of blight within low and moderate income neighborhoods benefits the neighborhood as a whole. The neighborhoods that are 51% or more LMI consist of elderly, single female heads of households, small families, large families, singles of all races and ethnicities.
	<b>Location Description</b>	Low and moderate income neighborhoods identified as 51% or more LMI.
	<b>Planned Activities</b>	The acquisition, and often razing, of blighted and/or contaminated sites within low and moderate income neighborhoods.
<b>6</b>	<b>Project Name</b>	Public Facilities
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Public Spaces
	<b>Funding</b>	CDBG: \$74,110
	<b>Description</b>	Activities funded under this project heading provide physical improvements in the public space to eliminate blight and provide amenities to low and moderate income persons and neighborhoods.
	<b>Target Date</b>	3/31/2023

	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Activities funded under this project heading provide physical improvements in the public space to eliminate blight and provide amenities to low and moderate income persons and neighborhoods.
	<b>Location Description</b>	Public spaces located within low and moderate income neighborhoods.
	<b>Planned Activities</b>	Improvements to public spaces in low and moderate income neighborhoods, such as downtown through public art, activities to engage children, activities to enhance safety and improvements to parks.
7	<b>Project Name</b>	Renter Occupied Housing Rehabilitation
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Affordable Housing Opportunities
	<b>Funding</b>	CDBG: \$10,000
	<b>Description</b>	Funding to assist with the rehabilitation of rental units to facilitate the transitioning out of homelessness in partnership with community partners as the market rate rents and even subsidized rents are too high for households. This is a result of feedback from community partners about the availability of truly affordable rents for those households at extremely low or even low income.
	<b>Target Date</b>	3/31/2025
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This is the big idea project for the 2022-2026 Consolidated Plan as identified by a number of community partners. The families that would be assisted include singles as well as families of various sizes moving out of homelessness. This is a nontraditional rental housing initiative as it is looking to increase the number of truly affordable rental units by working with community partners vs landlords
	<b>Location Description</b>	An appropriate property that could be rehabilitated to accommodate rental units to be used by community partners as a place for families moving out of homelessness can transition into before moving on to more traditional housing options.
	<b>Planned Activities</b>	Work with community partners to identify a building that could be utilized as rental units by the community partners with support for rehabbing the units with the City under this project. The resulting units would be rented to families moving out of homelessness by the community partners.

8	<b>Project Name</b>	Rehabilitation Program Administration
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Affordable Housing Opportunities
	<b>Funding</b>	CDBG: \$55,000
	<b>Description</b>	Project is for services provided by the Rehabilitation Specialist for the Housing Rehabilitation Loan Program, specifically the lead based paint assessment and development of rehab specifications.
	<b>Target Date</b>	3/31/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The Project supports funding the services for the Housing Rehabilitation Specialist to provide direct services for the Housing Rehabilitation Loan Program. The families assisted are the same as those assisted under the Housing Rehabilitation Loan Program.
	<b>Location Description</b>	Low and moderate income eligible households throughout the City with preference given to households located in Census tracts that are 51% or more low and moderate income.
9	<b>Planned Activities</b>	Services associated with the Housing Rehabilitation Loan Program, including Housing Quality Standards assessment; lead based paint assessment; drafting of bid specifications for work items; working with contractors and recipients through the process.
	<b>Project Name</b>	Administration
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Administration
	<b>Funding</b>	CDBG: \$118,000
	<b>Description</b>	Funding support for the Administration of the CDBG Program and Associated Activities.
	<b>Target Date</b>	3/31/2023
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Administration of the CDBG Program assist each of the households and families that receive benefits from the various activities funded by the Program, from the Housing Rehabilitation Loan Program, Public services, Public Facilities, etc.
	<b>Location Description</b>	Administration services are provided by the City through the Community Development Department located at 160 S. Macy Street.



	<b>Planned Activities</b>	Funding support for the administration of the CDBG Program including Housing Rehabilitation Loan Program applications, subrecipient monitoring, implementing programs implemented by the City, etc.
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## AP-50 Geographic Distribution – 91.220(f)

### Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed

The Census Bureau, at the request of the U.S. Department of Housing and Urban Development, conducted an analysis of American Community Survey Data Census to identify areas, on a block group basis, which will have a concentration of 51% or more low and moderate income persons. That study indicates the following block groups as meeting the criteria:

401-5	402-2	403-1	405-1	405-3	407-1
401-4	402-3	403-4	405-2	405-4	410-1

*Please see Attachments section for maps which identify the specific block groups geographically.*

The location of racial and ethnic minority group concentrations by census tract has also been identified. In order to make the analysis more useful, we have excluded Tract 420 from the City total due to its large institutional (Taycheedah Correctional Facility) population which would otherwise distort the analysis. The data is based off the 2009-2013 American Community Survey 5-Year Estimates from the US Census Bureau.

African-American: Census tracts: 405 (7.15%), 403 (2.57%), and 402 (1.58%). While these are concentrations, they still represent small numbers of African-Americans, only 2.1% of the total population of the community.

Hispanic: Within the City, the Hispanic community represents 6.3% of the population. Census tracts 403 (18.73%) and 405 (8.5%).

American Indian/Alaska Native: The City-wide representation of American Indian/Alaska Natives is 0.48%. Census tracts 405 (1.94%) and 409 (1.30%).

Asian: Asian/Native Hawaiian and Pacific Islanders represent 1.5% of the community's population. Census tracts: 403 (4.75%), 402 (2.42%), and 404 (1.31%).

Overall concentrations of minorities are most pronounced in census tracts 403 and 405 with 4 of the 5 groups having concentrations in these census tracts.

### Geographic Distribution

Target Area	Percentage of Funds
IMMEDIATE TARGET AREA	

**Table 8 - Geographic Distribution**

## **Rationale for the priorities for allocating investments geographically**

The City intends to use the large majority of its funds within the census block groups that have high concentrations of LMI persons. This is the area of greatest need for housing rehabilitation, replacement of deteriorated public infrastructure, concentration of housing affected by lead paint, location of historic properties, location of concentration of minority groups, and other community development priorities. Although the target area is the area of greatest need, there is significant need in areas outside the target area.

In the past, the City established a goal of allocating 75% of the housing rehabilitation funds to high LMI block groups. However, reaching that goal has been problematic for two reasons: 1) There has been decreased participation in the rehabilitation program by property owners in these high LMI block groups and 2) As a result of the declining economic conditions, LMI households and rehabilitation needs are occurring in other areas of the City that had not previously qualified for the program. As such, preference is provided to those individuals located in the high LMI block groups, however, the 75% goal has been readjusted to 51% for high LMI block groups.

## **Discussion**

The primary focus of CDBG Program is the direct benefit to low-and-moderate income persons, such as through the Housing Rehabilitation Loan Program, Public Service and Economic Development. The investment of funds into Public Facilities and Improvements as well as Blight Elimination is also important to ensuring suitable living environments and quality of life.

The information on minority populations show that the City is becoming a more demographically diverse population. The population of African- American, Hispanics, American Indian/Alaska Natives and individuals that identify with more than one race has slightly increased within the community since the 2000 Census. This increase in diversity is expected as part of a growing community that continues to increase economic opportunities, invest in decent housing and strive for a good quality of life.

## Affordable Housing

### AP-55 Affordable Housing – 91.220(g)

#### Introduction

The City's housing goals are reflected in the table below and include owner and renter occupied housing rehabilitation, homeownership opportunities and public housing. As part of the Year One Annual Action Plan, the City does not have any planned activities to assist public housing residents. However, this may change in future Annual Action Plans.

One Year Goals for the Number of Households to be Supported	
Homeless	0
Non-Homeless	7
Special-Needs	1
Total	8

Table 9 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	0
The Production of New Units	0
Rehab of Existing Units	7
Acquisition of Existing Units	1
Total	8

Table 10 - One Year Goals for Affordable Housing by Support Type

#### Discussion

The goals outlined above represent the following programs:

##### Homeownership (typically non-homeless)

New single-family construction (Habitat for Humanity or ADVOCAP) – 0 units ( reduced due to changes in agency capacity)

Foreclosure rehabilitation (City) – 1 unit; 1 household; 3-4 individuals

##### Housing Rehabilitation

Owner occupied – 12 units; 12 households; 30 non-homeless individuals

The Special -Needs persons that will benefit from the Affordable Housing goals are either the elderly

and/or persons with disabilities.

## **AP-60 Public Housing – 91.220(h)**

### **Introduction**

Public Housing, as provided through the Housing Authority of the City of Fond du Lac, is an important component of a community's housing inventory. Public housing meets an essential need for a segment of the population that faces the greatest income and housing cost challenges. The City has a strong partnership and collaboration with the Housing Authority. The Community Development Department and Housing Authority partner on an annual landlord training. The two (2) entities often support each other on grant funding applications.

### **Actions planned during the next year to address the needs to public housing**

The Housing Authority owns and operates several public housing facilities including Rosalind Apartments (135 units); Westnor Apartments (100 units); Grand Court Apartments (31 units); Calumet Apartments (35 units); and Scattered Site Family Units (76 units). All units have been well maintained due to periodic inspection and twice a year assessments of long term capital needs.

The Consolidated Plan and Annual Action Plan addresses the needs of public housing in different ways. CDBG funds and other resources are used to improve public facilities (parks, streets, etc) that are used by residents of public housing. In addition, the Consolidated Plan and Annual Action Plan also includes support for public services that may be used by residents of public housing developments. The housing rehabilitation program helps to conserve the affordable housing stock within the community. This housing stock will most likely become the viable homeownership opportunities for residents of public housing.

The Consolidated Plan and Annual Action Plan cannot address any wait list because that requires a substantial investment beyond the initial acquisition that has to be managed through the Housing Authority's operating budget which is not feasible at this time.

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

Community Development and Housing Authority staff meet frequently to review the needs of public housing, specifically: availability of units (number and type) versus demand as well as rehabilitation and public facility needs. Where possible, CDBG or other grant funds will be used to help meet the needs identified by staff.

Community Development and Housing Authority staff will continue to identify opportunities to collaborate on grant applications to help meet the needs of public housing. In the past, the CDBG-EAP grant that supported the renovation of the Calumet Apartments, increasing the number of accessible units, is an example of that collaboration. A potential future collaboration could include a WHEDA

Foundation Grant that could be used to improve accessibility at other Housing Authority sites.

The resident council, GrandRosaWest, reviews and has input on administrative policies that affect the residents.

The Housing Authority does not have a homeownership program but does refer tenants that have a desire for homeownership to local credit counseling services to help with financial management or to ADVOCAP, Inc for their homeownership program. In addition, the Housing Authority promotes homeownership by distributing information regarding home purchasing to tenants and voucher recipients, this includes referring tenants to Habitat for Humanity as an affordable homeownership opportunity.

The Consolidated Plan and Annual Action Plan include support for public services that may be used by residents of public housing developments. The housing rehabilitation program helps to conserve the affordable housing stock within the community. This housing stock will most likely become the viable homeownership opportunities for residents of public housing.

**If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance**

The Fond du Lac Housing Authority is not a “troubled” agency

**Discussion**

The City benefits from a strong and active Housing Authority. The Housing Authority is committed to meeting the needs of their residents; working with the City on various projects (from street projects to grant funding); and actively participates in different initiatives (River Park Neighborhood Group, Lakeside Park Exploratory Committee) and is committed to making the community a great place to live. The ongoing communication and collaboration is essential for both entities to achieve the goals of the perspective funding programs, CDBG Program and the PHA Program.

## **AP-65 Homeless and Other Special Needs Activities – 91.220(i)**

### **Introduction**

The City of Fond du Lac relies heavily on its community partners to meet the needs of those persons either at risk of homelessness or those persons experiencing homelessness. Community partners, primarily Salvation Army, Solutions Center and Advocap receive the grant-specific funding to address homeless needs and have the additional resources to provide those services, such as staffing capacity and capabilities and facilities. The City actively supports those initiatives and, where appropriate, will provide supplemental funding to meet those needs.

### **Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including**

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

DVOCAP, along with Solutions Center, Salvation Army and other community partners will continue to implement the Point in Time Surveys (bi-annual: January and July). These PIT surveys are essential to tracking the chronic homeless and provide an opportunity to share information about the resources available to assist these individuals.

Solutions Center provides services to homeless clients including AODA referrals, assistance in development of employment skills, securing employment and/or social services, etc. The City will partner with Solutions Center to identify eligible operational costs for funding support so that their resources can be most effectively used for client supportive services, including the chronic homeless.

ADVOCAP operates a Supportive Services Program through Emergency Shelter Grant funds. In order to be eligible to participate in the program, an individual must be homeless and be at or below 30% CMI and have a desire to participate in the program. Case workers help individuals identify barriers to housing and employment as well as help them develop an individualized plan for overcoming those obstacles.

The City has been involved in an ongoing collaboration between St. Vincent De Paul, Solution Center and Salvation Army to pursue an effort to expand shelter capacities and services. The partnership has investigated a number of existing buildings, but towards the end of PY2019, determined that the most effective means of enhancing this service is to build a new shelter. During PY2020, the partnership finalized a location, initiated building plans and started construction on the new shelter. The City has been actively engaged in those conversations and looks forward to the further efforts to bring it to fruition and how the CDBG Program could help leverage other private investment into the project.

The City will be working (hopefully) with the Housing Coalition/Continuum of Care on a homeless



strategic plan. This plan will go beyond the new shelter initiative and look to identify short, mid and long term goals to address gaps and obstacles to those at risk of homelessness or experiencing homelessness. The progress on this planning effort will be closely tied to the progress and challenges with COVID19 and developing effective virtual communication and collaboration strategies.

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

The City will continue to support funding for the warming shelter which is operated by Salvation Army. The warming shelter is operated from November 1 through March 30. Individuals who are chronically homeless often use the warming shelter during the winter season. These individuals typically refuse the services of the permanent shelters. By providing the warming shelter, staff will have the opportunity to offer supportive services/case management and provide shelter.

Solutions Center provides services to homeless clients including AODA referrals, assistance in development of employment skills, securing employment and/or social services, etc. The City will partner with Solutions Center to identify eligible operational costs for funding support so that their resources can be most effectively used for client supportive services, including the chronic homeless. Solutions Center has a NEW homeless shelter that serves families and singles (men & women).

ADVOCAP operates a Supportive Services Program through Emergency Shelter Grant funds. In order to be eligible to participate in the program, an individual must be homeless and be at or below 30% CMI and have a desire to participate in the program. Case workers help individuals identify barriers to housing and employment as well as help them develop an individualized plan for overcoming those obstacles.

ADVOCAP offers 12 units of transitional housing/permanent supportive housing that helps move individuals into a stable housing environment by providing housing on a rent scale or at no cost while continuing to provide supportive services. This provides the next step in the process after individuals who are chronically homeless receive services through the homeless or warming shelter and are ready to move out of homelessness. At the end of the transition period, the individuals are able to obtain and maintain housing independently. ADVOCAP is funded, in part, by ESG funds.

**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**

ADVOCAP offers 12 units of transitional housing/permanent supportive housing that helps move individuals into a stable housing environment by providing housing on a rent scale or at no cost while

continuing to provide supportive services. This provides the next step in the process after individuals who are chronically homeless receive services through the homeless or warming shelter and are ready to move out of homelessness. At the end of the transition period, the individuals are able to obtain and maintain housing independently. ADVOCAP is funded, in part, by ESG funds.

ADVOCAP operates a Supportive Services Program through Emergency Shelter Grant funds. In order to be eligible to participate in the program, an individual must be homeless and be at or below 30% CMI and have a desire to participate in the program. Case workers help individuals identify barriers to housing and employment as well as help them develop an individualized plan for overcoming those obstacles.

St. Vincent DePaul, Salvation Army and Church of Peace will continue to provide rent, utility and food assistance as resources permit. This assistance is critical to individuals who are just moving out of homelessness and those individuals who are at risk to become homeless.

The City will continue to work with Solutions Center to identify opportunities to provide funding assistance so that their financial resources can be most effectively used to assist individuals and families at risk of becoming homeless.

The Housing Coalition/Continuum of Care has indicated that the homeless and at risk of being homeless populations are changing and that more teens are seeking services. The Coalition invited the McKinney-Vento/HEARTH Act representative from the Fond du Lac School District to attend the monthly meetings. Their participation in the committee will highlight the issues and challenges facing teenagers who are homeless or at risk of being homeless. By being part of the Housing Coalition meetings, the School District has a more direct connection to the resources and opportunities available to assist their clients.

The City has been involved in an ongoing collaboration between St. Vincent De Paul, Solution Center and Salvation Army to pursue an effort to expand shelter capacities and services. As a result, Solution Center and St Vincent de Paul partner to construct a new homeless shelter that serves both families and singles (men & women). The City continues to be engaged in conversations regarding operational costs, programs and services and looks forward to the further efforts to bring it to fruition and how the CDBG Program could help leverage other private investment into the project. This initiative will help provide enhanced services to help those individuals transition to permanent housing and independent living.

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: 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); or, receiving**

**assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs.**

ADVOCAP provides different employment & training programs, including skills enhancement, working with displaced workers and work experience programs with local employers. These programs provide opportunities for individuals to build and develop skills that will enable them to find stable employment.

Salvation Army, St. Vincent De Paul, CARE, Inc and Church of Peace will continue to provide food, rent and utility assistance to individuals in need subject to availability of resources and donations. The City partnered with the Fondy Food pantry and St. Vincent De Paul to facilitate the relocation and expansion of the Fondy Food Pantry. This expanded resources helps individuals and families in need access food resources so they are not having to choose between paying rent or purchasing food.

Fond du Lac County Community Programs, in addition to the State of Wisconsin, are the agencies primarily responsible for AODA treatment within the community. Housing Coalition agencies, including Catholic Charities and HOPE Mentoring, attempt to provide counseling and mentoring to assist individuals maintain compliance with individual plans. The Fond du Lac County-Veterans Services provides support for veterans in need that are homeless.

Fond du Lac has a Discharge Coordination Policy that is implemented by the local hospital, nursing and other health care facilities as well as by the Taycheedah Correctional Facility. The City of Fond du Lac, as an organization, does not receive any McKinney-Vento Homeless Assistance Act Emergency Shelter Grant (ESG), Supportive Housing, Shelter Plus Care, or Section 8 SRO Program funds so this reporting does not certify that it has established a policy for discharge of persons from publicly funded institutions.

## **Discussion**

The Housing Coalition/Continuum of Care and other community partners are the primary agents undertaking steps to addressing homelessness and preventing homelessness while the City plays a supporting role. The City is committed to assist those community partners in making a significant and meaningful impact on this issue. As needs and concerns have been identified by the Housing Coalition/Continuum of Care, the City has been part of the conversation to determine what role or assistance the City could provide in filling those gaps. A recent example of that coordinated effort was when Solutions Center identified that they were unable to continue to operate the warming shelter. It was City staff that started reaching out to other community partners to identify who could fill that gap because the City knew that the community could not do without a warming shelter in order to serve the needs of the homeless in the community. The CDBG Program was able to provide funding support to allow the transition to shift from Solutions Center to Salvation Army. However, the City understands that it is the community partners that have the skills, staffing and resources to truly assist those persons

experiencing homelessness or at risk of being homeless.

## **AP-75 Barriers to affordable housing – 91.220(j)**

### **Introduction:**

The City of Fond du Lac has consistently had a pro-growth development policy and has often demonstrated a willingness to change its regulatory measures to accommodate new market trends. This has included rezoning land for multi-family development and recommending use variance or special use permits for mixed-use projects within the downtown area. The City's zoning ordinance provides for a broad range of housing types and densities. The City does not charge or assess any impact fees.

While opportunities may occur for new development near the City limits, the City encourages redevelopment and development of affordable housing and different housing types throughout the City. When financially feasible, the City utilizes Tax Incrementing Financing (TIF) to provide financial assistance on redevelopment projects, such as an affordable WHEDA tax credit assisted Residential Care Apartment Complex (RCAC) and a few different affordable WHEDA assisted (LIHTC) townhomes or apartment development projects.

The City is also proactive in addressing properties that are vacant, have been abandoned or foreclosed. Many of these properties are older homes that represent a portion of the City's affordable housing stock. Blighted, abandoned and vacant properties have a significant impact on neighborhoods and residential investment in those areas. Upon identification, City departments work together to mitigate negative impacts, such as concerns regarding property maintenance or becoming a property that attracts inappropriate behavior or activity. For example, a property that is known to be vacant will have the water disconnected so that there is no damage to the interior of the home from freezing/bursting water pipes. If possible, the City works with community partners, including Fond du Lac County, Habitat for Humanity and Advocap to turn those vacant, abandoned or blighted properties into new homeownership opportunities.

### **Actions it planned 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**

1) The new 2040 Comprehensive Plan was adopted in January 2021 and outlined the need for a housing study to identify housing gaps along with proposed updates to the zoning code to increase flexibility of housing options (eg accessory dwelling units). Staff will be working over the next 2-3 years to implement these initiatives.

2) Staff will continue to work with developers to facilitate the development of affordable housing through support of Low Income Tax Credit Project Proposals and Tax Increment Finance Districts in

blighted areas.

3) The City's Zoning Code permits developers the opportunity to build on smaller lots (up to 20% of residential lots) so that smaller homes can be built, providing opportunities for affordable single-family residential new construction.

4) The City will continue to support the provision and construction of multi-family housing. This is evidenced by the fact that over 1/3 of the housing stock in the community is multi-family.

5) The City will continue to fund the owner-occupied and renter-occupied housing rehabilitation program. This program provides opportunities for individuals to undertake rehabilitation projects and help preserve and maintain some of the existing affordable housing stock.

6) Staff will continue to partner with other non-profit organizations to develop affordable housing. The City acquires vacant and/or blighted foreclosed lots and donates them to Advocap or Habitat for Humanity as new affordable homeownership opportunities for income eligible households.

7) Due to the continued problems in the housing market, Fond du Lac County continues to acquire parcels due to tax foreclosures. Staff is working with Fond du Lac County to encourage other communities to undertake affordable housing projects, such as the City's Homestead Opportunity Program which acquires lots for donation to Habitat for Humanity. The City also acquires foreclosed properties that may only be in need of rehabilitation, rehabs the homes and offers them as affordable homeownership opportunities.

8) The City will continue to provide information to the County Treasurer's office about program set-up and funding sources. These efforts will try to increase affordable housing opportunities in other areas of the County.

### **Discussion:**

The City and staff are unaware of any negative effects of local public policies on affordable housing and residential development. However, WHEDA's policy/program for allocation of Low Income Housing Tax Credits (LIHTC) has the potential for negative effects. According to WHEDA's policies, LIHTCs can only be allocated to projects within certain qualifying Census tracts. This is concentrating LIHTC projects within a relatively small area of the city overall and could be perceived as concentrating poverty within an area. Staff has contacted WHEDA in regards to these impacts and the possibility of looking at other factors and giving those factors more points in the evaluation phase, such as proximity to employers. For example, the City's industrial parks are located on the west side of town, however, there are no LIHTC projects near these industrial parks. If projects could be closer to these areas, then it may be easier to address other issues, such as transit and childcare, while encourage a diverse base of residential investment. The City continues to advocate in conversations with WHEDA to look at expanding opportunities in mid sized communities where the inadvertent outcome of the qualifying

Census Tract is concentrating housing options in one area versus where it may be beneficial. A similar concern has been expressed about Opportunity Zone designations.

## **AP-85 Other Actions – 91.220(k)**

### **Introduction:**

The 2022 Annual Plan is the final year of the five (5) year Consolidated Plan 2022-2026.

The City of Fond du Lac CDBG Entitlement program was initially funded in 2004. The CDBG program is the most flexible source of funds to meet local housing, economic development, public services and community development needs with the allocation directed to meet one of three (3) federal objectives: 1) Benefit low and moderate income households; 2) Eliminate slum and/or blight and 3) Meet a specific urgent need. In order to meet those three (3) objectives, the City must also consider underserved needs; affordable housing; reducing poverty; addressing lead hazards; building institutional structure and enhancing coordination. The actions identified below are achievable means of addressing these issues but will not cease at the end of the Program Year. The actions identified below will be on-going efforts to improve the community by addressing these obstacles each and every year, at times considering new approaches and new tools.

### **Actions planned to address obstacles to meeting underserved needs**

- 1) The RDA and staff will continue to assess potential projects against the priority needs and goals of the Consolidated Plan. A project that does not meet a priority need or poses a low impact on meeting those needs will not be funded.
- 2) Staff continues to investigate new funding opportunities for projects or activities, including grants and loans from the Wisconsin Department of Natural Resources and Wisconsin Economic Development Corporation (WEDC); Department of Administration-Housing Division; Environmental Protection Agency (EPA); and other state and federal agencies.
- 3) Staff routinely check's HUD's website for Grant Funds Available to see the City of Fond du Lac is eligible for any of the Notices of Funds Available and if the grant opportunity correlated to any identified needs or potential activity/project.
- 4) The RDA will continue to follow the Public Services Policy which requires new funding for Public Service activities to be evaluated based upon the presence of existing or similar programs; funding shall be focused on direct services to LMI populations rather than funding administrative costs and collaboration among community partners. This policy ensures the most effective uses of CDBG funds and avoids duplication of services.
- 5) Provide program information to community organizations to share with their clientele. This will include email updates to our community organizations and printed materials.
- 6) Continue direct mailings to new homeowners in the target areas. New homeowners are identified



through the Assessment Office which provides information to staff regarding recent home sales.

7) Continue direct mailings to property owners that have been contacted by the Code Enforcement Officer for the City of Fond du Lac regarding code violations for exterior building maintenance (roofing, porches, etc).

8) Investigate and evaluate other means of communicating with the public beyond traditional media. This will be of paramount importance with the arrival of COVID19 and its yet to be determined long term impacts on public meetings and engagement.

### **Actions planned to foster and maintain affordable housing**

1) The new 2040 Comprehensive Plan was adopted in January 2021 and outlined the need for a housing study to identify housing gaps along with proposed updates to the zoning code to increase flexibility of housing options (eg accessory dwelling units). Staff will be working over the next 2-3 years to implement these initiatives.

2) Staff will continue to work with developers to facilitate the development of affordable housing through support of Low Income Tax Credit Project Proposals and Tax Increment Finance Districts in blighted areas.

3) The City's Zoning Code permits developers the opportunity to build on smaller lots (up to 20% of residential lots) so that smaller homes can be built, providing opportunities for affordable single-family residential new construction.

4) The City will continue to support the provision and construction of multi-family housing. This is evidenced by the fact that over 1/3 of the housing stock in the community is multi-family.

5) The City will continue to support Habitat for Humanity and Advocap, Inc by donating vacant residential lots to the organization for construction of new single-family homes for low-and moderate-income families.

6) The City will continue to fund the owner-occupied and renter-occupied housing rehabilitation program. This program provides opportunities for individuals to undertake rehabilitation projects and help preserve and maintain some of the existing affordable housing stock.

### **Actions planned to reduce lead-based paint hazards**

Using its own funds, the City of Fond du Lac has purchased a replacement advanced XRF machine, a Viken Pb200i. This equipment enables the City's Housing Rehabilitation Specialist to perform full lead hazard inspection as part of his regular housing rehabilitation survey inspection. The Rehabilitation Specialist is trained to operate the Niton and also is a licensed risk assessor/lead inspector/supervisor by

the State of Wisconsin. The equipment enables the City to avoid assuming lead on all deteriorated paint surfaces which can lead to considerable cost savings on the rehabilitation projects and increase the ability to assist those homes where lead is present. Deteriorated painted surfaces that contain lead are treated in accordance with lead safe practices and, if necessary, occupants are temporarily relocated, as rehab work is performed by trained and licensed lead abatement contractors.

As part of the Housing Rehabilitation Loan Program, the City has approved grants to cover the cost of the removal of lead based paint versus having the homeowner bear all of the cost as part of the loan. The City understands that someone's home is their principal financial asset, more so for low-and-moderate income homeowners and, as such, they may be hesitant to take on any additional debt beyond the basic needs. By covering the lead based paint under grant funds, the City is able to address the hazards and increase access to housing without lead based paint.

- 1) As part of the pre-qualification conversation for the Housing Rehabilitation Loan Program, applicants are made aware that removal of lead hazards are part of the program.
- 2) Conduct a lead hazard assessment on all properties in the Housing Rehabilitation Loan Program.
- 3) Once lead hazards are identified, work is undertaken by a qualified contractor.
- 4) Provide grant funding to cover the cost of the lead hazard removal if appropriate.

The Fond du Lac County Health Department has pursued grant funding to address lead based paint hazards and poisoning and the City, outside of using CDBG funding, has agreed to provide assistance to help them assist additional households whenever possible.

### **Actions planned to reduce the number of poverty-level families**

- 1) The City will continue the Economic Development Revolving Loan Fund (EDRLF). Job creation is a component of this program. The number of jobs created/retained is based upon the dollar value of the loan.
- 2) The City continues to operate and market modern industrial and business parks that provide the land and infrastructure for new or existing businesses to expand.
- 3) Staff will continue to increase awareness of technical assistance and financial incentives to businesses offered by Envision Greater Fond du Lac, Downtown Fond du Lac Partnership, Wisconsin Economic Development Corporation and other local, state and federal entities.
- 4) The City will continue to operate the Fond du Lac Area Transit System which provides access to jobs

and services to a broad range of households.

5) Staff will continue to collaborate with the Fond du Lac Housing Coalition to meet the needs of homeless individuals; individuals at-risk of becoming homeless and low income individuals. Each organization that comprises the Housing Coalition works to reduce poverty. Some agencies represented at the Housing Coalition provide rent and/or utility assistance (amounts vary based on the agency's available funds); food pantry/food assistance; counseling (family, employment, and financial); employment training; transportation assistance; and education (GED) assistance. Through these programs, the Housing Coalition works to help empower individuals to obtain stable housing and employment.

6) The City will ensure that local fair housing ordinances are explained and enforced. This will reduce the impact of discrimination against various protected classes as they work to escape poverty.

### **Actions planned to develop institutional structure**

1) The City of Fond du Lac Community Development Department will continue to administer the owner occupied and renter occupied residential rehabilitation loan programs (internal structure). The Community Development Director, Community Development Specialist and Rehabilitation Specialist will meet to discuss current and pending loan applications/projects, issues that need to be addressed and other questions or concerns.

2) The City will continue to develop and improve a means of educating and increasing awareness among the City's institutional structure partners about the programs offered by the City. Staff will send out quarterly email updates or newsletter regarding the programs to help promote the City's programs to their clients (external structure to support internal programs).

3) Publicly assisted housing developments will continue to be reviewed through consultations between Community Development and Housing Authority staff. Staff of both agencies meet bi-annually to discuss current concerns regarding public housing developments, demand versus supply and opportunities for improvements (amenities, new programs, public improvements).

4) Community Development staff will report on the progress towards goals outlined in the Consolidated Plan as part of their involvement in the Fond du Lac Housing Coalition (COC).

5) Envision Greater Fond du Lac (Economic Development Organization) and Downtown Fond du Lac Partnership (DFP) will continue to be active participants in the City's economic development efforts. Staff collaborates with the EGFDL and DFP to identify economic development opportunities and determine the appropriate use of funding, such as CDBG funds, EGFDL's Loan Program or DFP's programs. This collaboration is achieved through participation on various Boards and subcommittees

(external structure/external support).

6) The City will continue to work with subrecipients to implement programs that meet the goals of the Consolidated Plan. These are programs that help low-and-moderate income families, the homeless and individuals at risk for becoming homeless.

7) The Fond du Lac Housing Coalition (COC) will conduct periodic reviews of the community needs assessment to ensure continued focus on the most urgent housing and employment needs of the community. This has become more essential within the past year as the State COC's submit grant applications for funding and changes to funding structures as a result of regulatory changes (e.g. Hearth Act – definition of homeless, etc.)

### **Actions planned to enhance coordination between public and private housing and social service agencies**

1) The City of Fond du Lac Community Development Department staff will continue to network with the Fond du Lac Housing Coalition at monthly meetings. The Housing Coalition is comprised of multiple nonprofit organizations that deal with housing, health and social service needs. Staff will provide quarterly updates on Community Development Department activities, specifically Community Development Block Grant activities, to these agencies during the meetings. In addition, the Coalition meetings provide an opportunity for staff to learn and be aware of the existing programs and new initiatives that are being undertaken by community partners to meet the needs of the community.

2) As a member of the Housing Coalition, staff will encourage collaboration among the representatives of various housing, health and social service agencies through participation in or support of any multi-agency grant funding applications, such as the Emergency Shelter Grants and identifying opportunities where CDBG funds may support new activities and/or help improve or expand activities that meet CDBG national objectives.

3) Staff will continue to attend meetings of the River Park Neighborhood group (formerly Hamilton Area Neighborhood District). The meetings are also attended by local residents, landlords, Fond du Lac Housing Authority, City of Fond du Lac Code Enforcement, City of Fond du Lac Police Department and a local church. River Park discusses current issues facing the neighborhood and opportunities to address those concerns through multi-agency collaboration. The River Park neighborhood area has been a historically low and moderate income area that is seen increased reinvestment over the last several years.

4) As part of the Needs Assessment and planning process for the Annual Action Plan, staff encourages organizations to communicate and collaborate on activities. With limited funding available for Public Service activities, the Redevelopment Authority discourages funding of duplicative efforts in order to ensure effectiveness and efficiency. If an organization requests funding for a new activity or project and staff is aware that a similar activity or effort is in place, staff will encourage those organizations to

collaborate on those efforts before submitting a funding request.

### **Discussion:**

The actions identified as part of the PY2021 Annual Action Plan are able to be undertaken through collaboration and communication amongst the City and its community partners. These actions will be ongoing efforts to improve the quality of life for those in the community, particularly those individuals who face the most challenges and who are the most vulnerable. The actions, activities and goals in the Annual Plan will help make positive change in the community. The City and its community partners know that there will still be needs and obstacles that will need to be overcome, but will celebrate the achievements today and continue to work on solutions tomorrow.

In 2017, the City of Fond du Lac and the Fond du Lac Housing Authority partnered on an Analysis of Impediments that incorporated the principles of the new Assessment of Fair Housing. The report includes recommendations that both partners have been slowly working towards in conjunction with other community partners. For example, working with Envision Greater Fond du Lac on employment opportunities as the lead Economic Development Organization (EDO) within the community. The City and Housing Authority met in 2022 to discuss reviewing and updating the plan. Staff of both entities agreed to identify a consultant to help update the plan between 2022 and 2023 given the challenges with staffing limitations and capacities.

## Program Specific Requirements

### AP-90 Program Specific Requirements – 91.220(l)(1,2,4)

#### Introduction:

The City of Fond du Lac utilizes the annual grant allocations, housing rehabilitation loan funds (revolving/program income) and economic development revolving loan funds (revolving/program income) to undertake activities and initiatives outlined in the Consolidated Plan and Annual Action Plan. The City has not utilized the Section 108 loan guarantee. The City has not had any surplus funds from urban renewal settlements or float-funded activities.

#### Community Development Block Grant Program (CDBG)

##### Reference 24 CFR 91.220(l)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
<b>Total Program Income:</b>	<b>0</b>

#### Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	70.00%

The City will be more assertive in utilizing revolving loan funds to ensure that monies are being invested into the community as intended by the Community Development Block Grant program. The City understands the importance of responsibly managing CDBG funds whether annual grant allocations or the receipt of program income and revolving accounts. In addition, the City will work to reconnect and restrategize ways of connecting with low and moderate income households and clients to facilitate a return to business as usual for the grant program as well as work with community partners to facilitate their capacity to serve those in need in the community that are beyond the City's scope of services.

