



2024 Consolidated Annual Performance Evaluation Report (CAPER)

CR-05 - Goals and Outcomes

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

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

The City of Sheboygan presents the Program Year 2024 CAPER for the period of April 1, 2024 - March 31, 2025. The CAPER presents the City's progress in carrying out projects and activities pursuant to the 2024 Annual Action Plan for CDBG funds received from the United States Department of the Housing and Urban Development (HUD) to principally benefit low- and moderate-income persons. The CAPER also provides a general assessment of the City's progress in addressing the priorities and objectives contained in the five-year Consolidated Plan (Con Plan) 2020-2024. In 2024, the City spent approximately 98.87% percent of the funds on activities benefiting LMI persons.

The city continues to assist LMI households through the housing rehab program which ensures homes are decent, safe and sanitary for the occupants and helps to preserve quality housing within our city.

Critical partnerships with many non-profits throughout the city continue to be a major focus in supporting LMI households with critical services from transportation, case management and housing counseling.

Finally, the city was able to assist three small businesses launch and expand its job force with vital financial assistance.

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

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

Information in the chart below represents the activities by category in the Consolidated Plan, expected and actual, as well as the most recent Annual Action Plan, expected and actual.

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Accessibility improvements to existing homes	Affordable Housing Homeless	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	30	23	76.67%	44	44	100%
Affordable Housing Market Analysis	Affordable Housing Homeless	CDBG: \$	Other	Other	1	1	100.00%	1	1	100%
Child Care Assistance	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	100	222	222.00%	0	0	
Child Care Assistance	Non-Housing Community Development	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	0	0		0	0	
Community Facilities	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	15000	11140	74.27%	24593	24593	100%
Community Facilities	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	0		0	0	

Community Facilities	Non-Housing Community Development	CDBG: \$	Businesses assisted	Businesses Assisted	0	5066		0	0	0.00%
Economic Development	Non-Housing Community Development	CDBG: \$	Jobs created/retained	Jobs	35	35	100.00%	35	35	100.00%
Homelessness	Homeless	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	1000	4074	407.40%	0	0	
Homelessness	Homeless	CDBG: \$	Tenant-based rental assistance / Rapid Rehousing	Households Assisted	0	0		725	0	0.00%
Homelessness	Homeless	CDBG: \$	Homeless Person Overnight Shelter	Persons Assisted	200	272	136.00%	0	0	
Homelessness	Homeless	CDBG: \$	Overnight/Emergency Shelter/Transitional Housing Beds added	Beds	0	146		725	725	100%
Homelessness	Homeless	CDBG: \$	Homelessness Prevention	Persons Assisted	0	0		150	150	100%
Homelessness	Homeless	CDBG: \$	Other	Other	1	0	0.00%			
Increased home ownership opportunities	Affordable Housing Homeless	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	0		0	35	

Increased home ownership opportunities	Affordable Housing Homeless	CDBG: \$	Direct Financial Assistance to Homebuyers	Households Assisted	15	213	1,420.00%	2	0	0.00%
Increased home ownership opportunities	Affordable Housing Homeless	CDBG: \$	Other	Other	0	0		2	0	0.00%
Mental and Health Services	Non-Homeless Special Needs	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	150	409	272.67%	0	0	
Neighborhood Revitalization and Stabilization	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	Households Assisted	10000	41259	412.59%	24593	24593	100%
Neighborhood Revitalization and Stabilization	Non-Housing Community Development	CDBG: \$	Buildings Demolished	Buildings	5	0	0.00%	0	0	
Neighborhood Revitalization and Stabilization	Non-Housing Community Development	CDBG: \$	Housing Code Enforcement/Foreclosed Property Care	Household Housing Unit	300	428	142.67%	0	0	
Neighborhood Revitalization and Stabilization	Non-Housing Community Development	CDBG: \$	Other	Other	12	13	108.33%	872	872	100%

New owner-occupied housing construction	Affordable Housing	CDBG: \$	Rental units constructed	Household Housing Unit	3	0	0.00%			
New owner-occupied housing construction	Affordable Housing	CDBG: \$	Homeowner Housing Added	Household Housing Unit	2	0	0.00%			
Preservation of existing homes	Affordable Housing	CDBG: \$	Rental units rehabilitated	Household Housing Unit	2	2	100.00%	2	0	0.00%
Preservation of existing homes	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	0	7		10	4	40%
Preservation of existing homes	Affordable Housing	CDBG: \$	Direct Financial Assistance to Homebuyers	Households Assisted	30	114	380.00%	0	4	400%
Preservation of existing homes	Affordable Housing	CDBG: \$	Buildings Demolished	Buildings	5	0	0.00%			
Preservation of existing homes	Affordable Housing	CDBG: \$	Housing Code Enforcement/Foreclosed Property Care	Household Housing Unit	500	641	128.20%			
Re-Evaluate City Rehab Programs	Affordable Housing Homeless	CDBG: \$	Homeowner Housing Added	Household Housing Unit	15	0	0.00%			

Youth Assistance Program	Non-Homeless Special Needs	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	400	2851	712.75%	400	961	240%
Youth Assistance Program	Non-Homeless Special Needs	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	50	454	908.00%	50	220	440%

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

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

The City continues to prioritize creating and rehabilitating housing opportunities, improving public facilities, assisting businesses create jobs and support households with critical services such as transportation, case management and housing counseling. This year, 98.87% of our funding benefited low-to-moderate income persons. Goals that were not achieved were missed due to a combination of shortage of contractors, shortage of qualified applicants (homeowner rehabilitation) and staffing vacancies within the Department of Planning and Development.

CR-10 - Racial and Ethnic composition of families assisted

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

	CDBG
White	3,574
Black or African American	547
Asian	471
American Indian or American Native	37
Native Hawaiian or Other Pacific Islander	0
Total	4,629
Hispanic	753
Not Hispanic	4,855

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

Narrative

The City served over 5000 households with CDBG funded activities during the 2024 Program Year. These numbers exclude area benefit activities that impact an entire neighborhood. It is important to note that in addition to the races listed above, the City of Sheboygan also served American Indian/Alaskan Native and White; Asian and White; Black/African American and White; Am. Indian/Alaskan and Black/African American; and other Multi-Racial households.

CR-15 - Resources and Investments 91.520(a)

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	2,753,777	743,772

Table 3 - Resources Made Available

Narrative

This includes Loan 108 program funding sources.

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
BLOCK GRANT TARGET AREA, SHEBOYGAN	80	50	
Downtown Central Commerical Business District	10		
Eligible Census Tracts	10	50	

Table 4 – Identify the geographic distribution and location of investments

Narrative

The work completed in program year 2024 was completed through public service subrecipients and on residential rehab projects for homeowners and renters. Work was also completed in a low income census tract for public facilities. Work was not undertaken downtown for a variety of reasons, including (primarily) staff transitions.

Leveraging

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

In order to expand the scope and impact of our projects, the City of Sheboygan works to ensure it is utilizing all available funding streams. In 2024, in addition to its entitlement of \$891,668, the City planned to leverage other funding, but due to staff vacancies in the Department of Development, additional funds were not expended. Like most cities, Sheboygan has multifaceted needs which cannot be met by CDBG alone, including affordable housing, infrastructure improvements, economic development, and social services among others. However, this past program year, those plans did not come to fruition.

CR-20 - Affordable Housing 91.520(b)

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

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	725	725
Number of Non-Homeless households to be provided affordable housing units	1200	1200
Number of Special-Needs households to be provided affordable housing units	20	0
Total	1,945	1925

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	725	725
Number of households supported through The Production of New Units	0	44
Number of households supported through Rehab of Existing Units	15	4
Number of households supported through Acquisition of Existing Units	0	0
Total	740	773

Table 6 – Number of Households Supported

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

In addition to households supported above, the city also supports Shoreline Metro our local city bus service. CDBG funds specifically target the routes in the LMI census tracts. Through this an additional 2,877 individuals were served.

We continue to have a labor shortage in the construction trades. It is very difficult to find contractors that want to participate in housing rehabilitation programs. Most contractors that do rehabilitation are

interested in complete kitchen and bath remodels. It is also very difficult to find available plumbers and electricians. Another challenge facing the city of Sheboygan is the incredible amount of homeowner rehab loan applicants who are ineligible but try to scam the system. More applications are denied due to being unqualified than are approved and awarded a loan. Additionally, where goals were not met, it is a direct result of being without CDBG staff for a period of months.

Discuss how these outcomes will impact future annual action plans.

The City worked with public service and other partners to assist with acquisition and soft costs in a tax credit project to create 44 new housing units for 60% LMI or lower. These units were completed in 2024. The CDBG program will also be launching a down payment assistance program to ensure LMI households are able to access housing in our current market at an affordable rate. The vacancy rate for all housing options in our community is under 1%. This is making it even more difficult to find affordable housing. The city has plans for over 3000 new housing units to be built over the next 5-7 years that will begin to relieve pressure on accessing housing.

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

Number of Households Served	CDBG Actual	HOME Actual
Extremely Low-income	3,383	0
Low-income	1,233	0
Moderate-income	924	0
Total	5,540	0

Table 7 – Number of Households Served

Narrative Information

A significant increase in households served was realized in the 2024 program year, largely due to the public service subrecipients' demand for services, and the City's work with Shoreline Metro, who served over 2,800 people from low income neighborhoods with rides to work, healthcare appointments, and other business/services. With the highest number served being in the extremely low income category, we believe these CDBG dollars are doing the very important work that they are designed to do, in our community.

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

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

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

Outreach services are used to engage people experiencing homelessness who are otherwise unable or unwilling to seek assistance on their own. Lakeshore Community Action Program, a subrecipient, serves as the lead agency for the Lakeshore Continuum of Care, and is also responsible for administering the City's Point In Time count. The agency participates in extensive outreach activities and responds to each client. CDBG funds are allocated to their supportive housing and rental assistance program. They also offer a homebuyer program, skills enhancement, the Emergency Food Assistance Program, and a GED/HSED program. Lakeshore CAP's staff consistently works to gain a holistic understanding of the situation that led the individual to be homeless in order to connect them with appropriate services, while respecting their autonomy.

As like most communities, we need additional resources to address the mental health and substance addiction needs within the community.

Addressing the emergency shelter and transitional housing needs of homeless persons

The Lakeshore Continuum of Care utilizes a coordinated entry system which provides a systematic process for assessing people and prioritizing them for the appropriate housing intervention based on need and vulnerability. Emergency shelter and transitional housing staff provide the valuable service of assessing program consumers and referring them to necessary services within the community. The Salvation Army, Safe Harbor, the Sheboygan County Warming Center and Pay it Forward served the homeless population in various capacities in 2024.

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

The homelessness prevention and rapid re-housing programs are administered by the Lakeshore CAP, a CDBG subrecipient. The Sheboygan Housing Coalition, a cross-sector cooperative comprised of more than 70 member agencies, including the City, also works to prevent homelessness through various programs.

CDBG funds are directly used for rental assistance in an effort to prevent homelessness.

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

This continues to be a challenge for us in the City. This is especially true because even with program supports, our vacancy rate is less than 1%. In January 2025 there were 6 vacant housing units available across the entire city. We continue to work with partner agencies and identify opportunities to address this critical need.

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

Actions taken to address the needs of public housing

The housing authority has experienced some turn over in staffing, but for the majority of the program year had stable employment. The Housing Authority is also undertaking a major renovation and transition to partnership with outside ownership, of their high-rise building, which provides a bulk of the public housing in the City of Sheboygan. This has added to the existing challenges previously experienced by individuals residing in public housing within the city. City staff continue to look for opportunities to partner with the housing authority.

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

Lakeshore CAP and Partners for Community Development offer down payment assistance programs for first time homeowners. These agencies also provide rent smart training to residents of the public housing.

Actions taken to provide assistance to troubled PHAs

The City of Sheboygan's Housing Authority is a not a troubled PHA.

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

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

The city conducted a new housing study in 2024. According to that study, the city will need about 5000 new housing units over the next 5 years. This equates to 2,165 new rental units and 3,040 new owner-occupied units. In recent past, the city has been constructing approximately 200 annually. The City is aggressively addressing the housing shortage with a multi-prong approach. Support for affordable/workforce housing as well as market rate housing is strong. In the last year and a half, the city created 4 new tax increment districts with a large focus on housing. We anticipate about 3000 new housing units within these 4 new TIDs. We have also created an affordable housing revolving loan fund program with TID closure funds to also support the development of new housing units. This growth will help our local businesses with work force shortages, provide options to empty nesters to move out of large underutilized homes, as well as take pressure off the existing rental market to make units available for affordable rent.

Changes to the zoning code are ongoing, and as recently as March of 2024, codes were updated. The goal is to remove any negative effects of zoning policy that serve as a barrier to affordable housing construction/development.

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

The City completed a public request for proposals process to allow public service agencies to submit a request for funding, ensuring applicant programs meet priority needs found in the Consolidated and Annual Action Plans. Material cost and contractor availability continue to be addressed. Staff continue to look for additional funding streams and for opportunities to collaborate with outside agencies.

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

The city addresses lead-based paint hazards through the housing rehabilitation program. In addition, Partners for Community Development receives funding through the State to address additional eligible properties abate lead hazards.

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

The city works in collaboration with many agencies to provide services to poverty level families. In addition, we maximize our CDBG public service grants to further this mission.

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

City staff works throughout the year to increase institutional structure, both within the City and throughout our partner agencies. This is accomplished by providing technical assistance on federal grant management, such as growing their knowledge of Davis-Bacon requirements, financial management and other grant management procedures. Staff maintains contact with partner agencies throughout the year, offering referrals for funding and training opportunities where appropriate.

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

City staff is heavily connected to work with public and private housing and social services agencies to make the biggest impact. Evidence of this includes involvement in multi-sector task forces, coalitions, and networks that connect the City to private and social service programs.

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

The City of Sheboygan continued to work with the Lakeshore Apartment Association to educate local landlords on fair housing related issues. The City also funded Partners for Community Development in conjunction with Recommendation No. 3, funding post-purchase counseling.

CR-40 - Monitoring 91.220 and 91.230

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

Projects and programs funded with CDBG are subject to monitoring. City staff makes contact with each subrecipient prior to the execution of agreements. Performance standards are established and included in the signed Agreement for each subrecipient of CDBG funds. All recipients of CDBG public services funds are evaluated through quarterly reports to the City, as required by the funding agreement. Each report provides statistics on the program participants and a narrative of the activities undertaken during the reporting period. The information provided to the City is entered into the Integrated Disbursement and Information System (IDIS). City staff continues to be in regular contact with subrecipients throughout the program year, offering training sessions, one-on-one technical assistance and performance check-ins.

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

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

The City makes every effort to provide citizens with reasonable notice and opportunity to comment on performance reports. Notice of the public hearing and comment period is published in the paper of record, the Sheboygan Press and is posted on the City website and in public locations throughout the City, including the Library and City Hall. A copy of the report is available for review on the City's website and residents are encouraged to share their feedback at the public hearing, held during a Personnel and Finance Committee meeting.

CR-45 - CDBG 91.520(c)

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

No significant changes at this time.

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

No

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

N/A

CR-45 - CDBG 91.520(c)

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

No significant changes at this time.

Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants? No

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

N/A

CR-58 – Section 3

Identify the number of individuals assisted and the types of assistance provided

Total Labor Hours	CDBG	HOME	ESG	HOPWA	HTF
Total Number of Activities	0	0	0	0	0
Total Labor Hours	0				
Total Section 3 Worker Hours	0				
Total Targeted Section 3 Worker Hours	0				

Table 8 – Total Labor Hours

Qualitative Efforts - Number of Activities by Program	CDBG	HOME	ESG	HOPWA	HTF
Outreach efforts to generate job applicants who are Public Housing Targeted Workers					
Outreach efforts to generate job applicants who are Other Funding Targeted Workers.					
Direct, on-the job training (including apprenticeships).	0				
Indirect training such as arranging for, contracting for, or paying tuition for, off-site training.					
Technical assistance to help Section 3 workers compete for jobs (e.g., resume assistance, coaching).					
Outreach efforts to identify and secure bids from Section 3 business concerns.	0				
Technical assistance to help Section 3 business concerns understand and bid on contracts.					
Division of contracts into smaller jobs to facilitate participation by Section 3 business concerns.					
Provided or connected residents with assistance in seeking employment including: drafting resumes, preparing for interviews, finding job opportunities, connecting residents to job placement services.					
Held one or more job fairs.					
Provided or connected residents with supportive services that can provide direct services or referrals.					
Provided or connected residents with supportive services that provide one or more of the following: work readiness health screenings, interview clothing, uniforms, test fees, transportation.					
Assisted residents with finding child care.					
Assisted residents to apply for, or attend community college or a four year educational institution.					
Assisted residents to apply for, or attend vocational/technical training.					
Assisted residents to obtain financial literacy training and/or coaching.					
Bonding assistance, guaranties, or other efforts to support viable bids from Section 3 business concerns.					
Provided or connected residents with training on computer use or online technologies.					
Promoting the use of a business registry designed to create opportunities for disadvantaged and small businesses.					
Outreach, engagement, or referrals with the state one-stop system, as designed in Section 121(e)(2) of the Workforce Innovation and Opportunity Act.					

Other.						
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Table 9 – Qualitative Efforts - Number of Activities by Program

Narrative

The City of Sheboygan includes Section 3 goals in all of our publically-bid projects. Given the small market in Sheboygan, meeting the Section 3 goals can be difficult but the City continues to make every effort to do so.

Attachment

Affidavit of Publishing