

**CITY OF SHEBOYGAN  
DIRECT REFERRAL R. O. 21-24-25  
TO FINANCE AND PERSONNEL COMMITTEE**

**BY DIRECTOR OF PLANNING AND DEVELOPMENT.**

**JUNE 24, 2024.**

Submitting the 2023 Consolidated Annual Performance Evaluation Report (CAPER) for the purpose of a presentation and public hearing to be held on June 24, 2024.

# 2023 Consolidated Annual Performance Evaluation Report (CAPER)

COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) PROGRAM



## **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 2023 CAPER for the period of April 1, 2023 - March 31, 2024. The CAPER presents the City's progress in carrying out projects and activities pursuant to the 2023 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) 2020-2014. In 2023, the City spent approximately 95% percent of the funds on activities benefiting LMI persons.

The City complete one major road project, Broadway Street, in a qualified Census Tract.

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 two small businesses launch and expand it's 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.

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	0	0.00%			
Affordable Housing Market Analysis	Affordable Housing Homeless	CDBG: \$	Other	Other	1	0	0.00%			
Child Care Assistance	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	39		25	39	156.00%
Child Care Assistance	Non-Housing Community Development	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	100	0	0.00%			
Community Facilities	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	15000	0	0.00%	1200	0	0.00%
Community Facilities	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	870		875	870	99.43%
Community Facilities	Non-Housing Community Development	CDBG: \$	Businesses assisted	Businesses Assisted	0	0		25	0	0.00%

Economic Development	Non-Housing Community Development	CDBG: \$	Jobs created/retained	Jobs	35	0	0.00%	7	0	0.00%
Homelessness	Homeless	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	1000	602	60.20%	0	602	
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	0	41		156	41	26.28%
Homelessness	Homeless	CDBG: \$	Overnight/Emergency Shelter/Transitional Housing Beds added	Beds	0	146		0	146	
Homelessness	Homeless	CDBG: \$	Homelessness Prevention	Persons Assisted	0	0		150	0	0.00%
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	35		0	35	
Increased home ownership opportunities	Affordable Housing Homeless	CDBG: \$	Direct Financial Assistance to Homebuyers	Households Assisted	15	0	0.00%	15	0	0.00%

Increased home ownership opportunities	Affordable Housing Homeless	CDBG: \$	Other	Other	0	0		225	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	0	0.00%			
Neighborhood Revitalization and Stabilization	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit	Households Assisted	20000	0	0.00%			
Neighborhood Revitalization and Stabilization	Non-Housing Community Development	CDBG: \$	Buildings Demolished	Buildings	5	0	0.00%			
Neighborhood Revitalization and Stabilization	Non-Housing Community Development	CDBG: \$	Housing Code Enforcement/Foreclosed Property Care	Household Housing Unit	300	0	0.00%			
Neighborhood Revitalization and Stabilization	Non-Housing Community Development	CDBG: \$	Other	Other	12	0	0.00%			
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	0	0		2	0	0.00%
Preservation of existing homes	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	0	7		14	7	50.00%
Preservation of existing homes	Affordable Housing	CDBG: \$	Direct Financial Assistance to Homebuyers	Households Assisted	30	0	0.00%			
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	0	0.00%			
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	0	227		360	227	63.06%
Youth Assistance Program	Non-Homeless Special Needs	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	50	0	0.00%			

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

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



## 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	3,170
Black or African American	489
Asian	409
American Indian or American Native	48
Native Hawaiian or Other Pacific Islander	11
<b>Total</b>	<b>4,127</b>
Hispanic	591
Not Hispanic	4,583

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 2023 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	2,784,632	2,773,445

**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**

## 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 2023, in addition to its entitlement of \$865,297, the City leveraged other funding in the amount of \$7,914,819, allowing for a broader range of issues to be addressed. 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. By leveraging nearly \$9.14 in funds for every CDBG dollar spent, the City of Sheboygan was able to maximize available resources.

## 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	80	580
Number of Non-Homeless households to be provided affordable housing units	500	711
Number of Special-Needs households to be provided affordable housing units	20	0
<b>Total</b>	<b>600</b>	<b>1,291</b>

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	725	0
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	15	3
Number of households supported through Acquisition of Existing Units	0	0
<b>Total</b>	<b>740</b>	<b>3</b>

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 LMA census track. Through this an additional 2784 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.

**Discuss how these outcomes will impact future annual action plans.**

The City is working with our local CAP agency 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 will be reported in the next CAPER report. 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.**

<b>Number of Households Served</b>	<b>CDBG Actual</b>	<b>HOME Actual</b>
Extremely Low-income	2,515	0
Low-income	1,146	0
Moderate-income	704	0
<b>Total</b>	<b>4,365</b>	<b>0</b>

**Table 7 – Number of Households Served**

**Narrative Information**

## **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 2023.

### **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 2024 there were 12 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. This has added to the existing challenges previously experienced by individuals residing in public housing within the city. The city has seen an uptick in the number of complaints received from residents in public housing. 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 has no authority over the public housing authority.



### **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 housing study in 2021 that is currently being re-evaluated at this time. Based on preliminary numbers, the city will need about 5000 new housing units over the next 5 years. Currently, the city has been construction about 200 annually. The City is aggressively addressing the housing shortage with a multi-prong approach. We are actively working on 2 low-income tax credit projects that will bring about 90 new low income units into the market place. In addition, the city has support multiple housing projects for low income, senior and market rate units with our ARPA funding. We have just opened 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.

### **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 callaboration with many agencies to provide services to poverty level families. In addition, we maximize our CDBG public service funds 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 held two landlord training programs in 2023 and 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.**

**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.**

### CR-58 – Section 3

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

<b>Total Labor Hours</b>	<b>CDBG</b>	<b>HOME</b>	<b>ESG</b>	<b>HOPWA</b>	<b>HTF</b>
Total Number of Activities	1	0	0	0	0
Total Labor Hours	11,168				
Total Section 3 Worker Hours	0				
Total Targeted Section 3 Worker Hours	0				

**Table 8 – Total Labor Hours**

<b>Qualitative Efforts - Number of Activities by Program</b>	<b>CDBG</b>	<b>HOME</b>	<b>ESG</b>	<b>HOPWA</b>	<b>HTF</b>
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).	1				
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.	1				
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.