



# Fourth Program Year Action Plan

The CPMP Fourth Annual Action Plan includes the SF 424 and Narrative Responses to Action Plan questions that CDBG, HOME, HOPWA, and ESG grantees must respond to each year in order to be compliant with the Consolidated Planning Regulations. The Executive Summary narratives are optional.

## SF 424

Complete the fillable fields (blue cells) in the table below. The other items are pre-filled with values from the Grantee Information Worksheet.

Date Submitted	Applicant Identifier	Type of Submission	
Date Received by state	State Identifier	Application	Pre-application
Date Received by HUD	Federal Identifier	<input type="checkbox"/> Construction	<input type="checkbox"/> Construction
		<input type="checkbox"/> Non Construction	<input type="checkbox"/> Non Construction
Applicant Information			
City of Green Bay		WI552664 GREEN BAY	
100 N. Jefferson Street, Room 608		074797028	
0		Redevelopment Authority	
Green Bay	Wisconsin	Planning	
54301	Country U.S.A.	Community Development	
Employer Identification Number (EIN):		Brown County	
39-6005458		Program Year Start Date (02/01)	
Applicant Type:		Specify Other Type if necessary:	
Local Government: City		Specify Other Type	
Program Funding		U.S. Department of Housing and Urban Development	
Catalogue of Federal Domestic Assistance Numbers; Descriptive Title of Applicant Project(s); Areas Affected by Project(s) (cities, Counties, localities etc.); Estimated Funding			
Community Development Block Grant		14.218 Entitlement Grant	
CDBG Project Titles		Description of Areas Affected by CDBG Project(s)	
\$CDBG Grant Amount	\$Additional HUD Grant(s) Leveraged	Describe	
\$Additional Federal Funds Leveraged		\$Additional State Funds Leveraged	
\$Locally Leveraged Funds		\$Grantee Funds Leveraged	
\$Anticipated Program Income		Other (Describe)	
Total Funds Leveraged for CDBG-based Project(s)			
Home Investment Partnerships Program		14.239 HOME	
HOME Project Titles		Description of Areas Affected by HOME Project(s)	

\$HOME Grant Amount		\$Additional HUD Grant(s) Leveraged		Describe	
\$Additional Federal Funds Leveraged			\$Additional State Funds Leveraged		
\$Locally Leveraged Funds			\$Grantee Funds Leveraged		
\$Anticipated Program Income			Other (Describe)		
Total Funds Leveraged for HOME-based Project(s)					
<b>Housing Opportunities for People with AIDS</b>			14.241 HOPWA		
HOPWA Project Titles			Description of Areas Affected by HOPWA Project(s)		
\$HOPWA Grant Amount		\$Additional HUD Grant(s) Leveraged		Describe	
\$Additional Federal Funds Leveraged			\$Additional State Funds Leveraged		
\$Locally Leveraged Funds			\$Grantee Funds Leveraged		
\$Anticipated Program Income			Other (Describe)		
Total Funds Leveraged for HOPWA-based Project(s)					
<b>Emergency Shelter Grants Program</b>			14.231 ESG		
ESG Project Titles			Description of Areas Affected by ESG Project(s)		
\$ESG Grant Amount		\$Additional HUD Grant(s) Leveraged		Describe	
\$Additional Federal Funds Leveraged			\$Additional State Funds Leveraged		
\$Locally Leveraged Funds			\$Grantee Funds Leveraged		
\$Anticipated Program Income			Other (Describe)		
Total Funds Leveraged for ESG-based Project(s)					
Congressional Districts of:			Is application subject to review by state Executive Order 12372 Process?		
Applicant Districts		Project Districts			
Is the applicant delinquent on any federal debt? If "Yes" please include an additional document explaining the situation.			<input type="checkbox"/> Yes	This application was made available to the state EO 12372 process for review on DATE	
			<input type="checkbox"/> No	Program is not covered by EO 12372	
<input type="checkbox"/> Yes		<input type="checkbox"/> No	<input type="checkbox"/> N/A	Program has not been selected by the state for review	

Person to be contacted regarding this application		
Brooke	A.	Kwaterski
CD Specialist	(920) 448-3411	(920) 448-3426
brookekw@ci.green-bay.wi.us	www.green-bay.org	Other Contact
Signature of Authorized Representative		Date Signed

# Narrative Responses

## .GENERAL

### Executive Summary

The Executive Summary is optional, but encouraged. If you choose to complete it, please provide a brief overview that includes major initiatives and highlights that are proposed during the next year.

Program Year 4 Action Plan Executive Summary:

The City of Green Bay will continue the multi-year Impact Area plan in began in Program Year 2007 for Program Year 2008. Starting in 2006, staff began an extensive review of the City’s allocation process and determined that in order to be most effective with federal funds, specific areas of the City would be targeted to receive multi-year CDBG and HOME funding. By focusing on smaller areas, a stronger visual and social impact will occur in a shorter timeframe. In each area, staff will coordinate its efforts with community groups and neighborhood residents in order to accomplish three main goals:

1. Increase quality, affordable housing
2. Increase Economic Development Opportunities
3. Crime Prevention

Most of the activities in the impact areas will focus on the continuation of residential real estate activities such as demolition or rehabilitation of housing acquired in 2007, new construction of affordable housing, homeowner rehabilitation and homebuyer assistance. Approximately \$362,800 in CDBG funding and \$215,318 in HOME funding will be utilized specifically for housing related activities within the Impact Areas. There are some other programs, however, that will also be utilized in both the smaller impact areas as well as CDBG area wide. These include the following:

- **Economic Development Revolving Loan Fund:** The program is a low-interest rate loan program which serves as gap financing, as long as

business owners commit to creating full-time equivalent positions for low to moderate-income individuals. The 2008 funds will continue to capitalize the fund, which successfully serves both startups and expansions citywide.

- **Façade Loan Program and Demolition Program:** The Façade Loan program will offer low-interest loans and will be made available to business owners located in buildings *within* the designated Impact areas. The funds could be utilized to renovate, restore and/or preserve the exterior of building facades. The Demolition Program will be a grant of \$7000 to \$10,000 for the demolition of business property located *within* the designated Impact areas.
- **Parks Projects:** While planning staff will work closely with Parks staff on funding decisions, Parks staff has identified several critical needs that are not within current Impact areas. Please see Attachment “A” for 2008 Parks Projects that are located outside of Impact areas.
- **Alleys and Sidewalks:** The Department of Public Works (DPW) will work in designated Impact Areas to resurface alleys, which are reaching an age where resurfacing is necessary, eliminate trip hazards on sidewalks caused by tree roots and make improvements to ensure sidewalks are ADA accessible. The total allocation will be \$150,000, with \$90,000 for alleys and \$60,000 for sidewalks. DPW will provide a detailed listing for sidewalks and alleys before going out to bid.
- **Community Service Interns:** Funding in the amount of \$55,000 will be utilized to continue the Community Service Intern (CSI) program. While interns will work CDBG area wide, their focus will be in the Impact areas. This program has been a very successful component of decreasing crime in the City’s core neighborhoods. Interns assist the police department by attending neighborhood events, picking up found bicycles and logging them into police evidence, conducting vacation checks for residents gone for extended periods of time, providing translation services, making referrals to inspection, and creating a police presence in downtown neighborhoods.
- **Juvenile Crime Prevention:** The prevention of juvenile crime continues to be a major concern in our Impact Areas. The City of Green Bay will send our requests for proposal seeking a local organization that has the organizational capacity to provide direct services to prevent delinquent behavior in youth and/or address youth at risk of delinquency. Between April 1, 2005 and December 31, 2005, the Green Bay Police Department issued 2,502 citations to juveniles in the City of Green Bay. About a quarter of all juvenile citations were issued within the Impact Area neighborhoods.
- **Neighborhood Preservation Inspector:** Minor inspection violations such as junk, trash, pet waste, grass and weed control and vehicles in the front yard are becoming a major problem in our Impact Areas. For Program Year 2008, the City of Green Bay will fund a full-time inspection position that is responsible for performing inspections and conducting problem resolution in these areas. The position will be funded with a \$20,000 CDBG allocation.
- **Operation Neighborhood Sweep:** Funding in the amount of \$25,000 will toward this program, which utilizes off-duty police officers to

aggressively patrol small pockets of Impact Areas. These officers proactively enforce City ordinances by following a zero tolerance policy approach to all violations, including loitering, prowling, obstructing traffic, loud stereos and illegal drug activity.

- **Homeownership Counseling:** This program continues to be an important component of promoting homeownership in CDBG-eligible areas for several years. A 2008 allocation of \$10,000 will be utilized to provide direct counseling for low-to-moderate income prospective and current homeowners. Counseling includes weekly classroom instruction, monthly seminars and individual counseling on a walk-in or appointment basis.
- **Fair Housing Services:** As both a HUD mandate and an important component to affirmatively furthering fair housing choice, an allocation of \$10,000 will be utilized to ensure fair housing practices. Proposed activities under this project include educational services through presentations and direct assistance, managing fair housing complaints, and distribution of information of fair housing laws and illegal discrimination.
- **Single Family Rehab Loan Program:** This program is designed to improve the housing stock in LMI area neighborhoods. Low-to-moderate income households apply for deferred interest loans that range from \$2,000 to \$24,999. The rehab loans help low-income homeowners pay for necessary maintenance for their properties, thus increasing the attractiveness and value of the entire neighborhood. A 2008 HOME allocation of \$250,000 will be used for this program.
- **Downpayment/Closing Cost Assistance:** With a \$200,000 HOME allocation, this program, deferred interest loans are provided to low-to-moderate income families for down payment and/or closing cost assistance. This program is critical to the goal of achieving increased homeownership in LMI areas. Also, because it reduces the amount of cash needed up front for the purchase of a home, it aids in making homeownership a reality for many LMI families. Special financing will be made to those who purchase homes within the Impact Areas.

## General Questions

1. Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed during the next year.
2. Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) during the next year and the rationale for assigning the priorities.
3. Describe actions that will take place during the next year to address obstacles to meeting underserved needs.

Program Year 4 Action Plan General Questions response:

The City of Green Bay had an estimated 2006 population of 104,230, which represents a 1.4% growth since 2000. It is the third largest city in Wisconsin behind Milwaukee and Madison. Green Bay is located on the Bay of Green Bay in Brown County. In 2000, the City accounted for 45.1% of the entire county's population. In 2005, the average household size was 2.3 and the median family income was \$40,777. Approximately 49% of the population of Green Bay is considered low-to-moderate income (LMI). Most LMI Census Tracts are concentrated near the central city. A listing of all Census Tracts and Block Groups can be found in the folder "Year 4 Additional Files."

According to the 2000 Census, the City of Green Bay has 41,591 households, an increase of over 8% since the 1990 Census. There are a total of 43,123 housing units; 23,303 owner-occupied units and 18,326 renter occupied units. The average size of a owner-occupied housing unit is 2.56, while the average size of a renter-occupied housing unit is 2.19. The median value for a single-family, owner-occupied home in 2000 was \$96,400. The average value in 2000 was \$111,880.

The number of minority races and ethnicities in Green Bay has increased dramatically from 1990 to 2000. The 2000 U.S. Census Bureau reported a 211% increase in the number of African Americans, a 37% increase for American Indians, a 74% increase for Asians and a staggering 585% increase of Hispanics in Green Bay in the ten-year span from 1990 to 2000. While white residents accounted for 94.2% of the population of the city in 1990, in 2000, whites accounted for only 83.2% of the population. Almost 20% of Green Bay's population is now made up of ethnic and racial minority populations. All Census Tracts that contain a higher percentage of minorities than the City as a whole are also 51% LMI or more. (These can also be found in the folder marked "Year 4 Additional Files.")

Revitalization of these central city areas remains a top priority for City staff. Besides having the largest concentrations of urban poor, these areas also have the oldest and most deteriorated housing stock.

### **Impact Areas**

As stated in the Executive Summary, the City decided last program year to adopt an Impact Area plan that will specifically allocate a large portion of HUD funding to smaller areas of the City. There are four specific Impact Areas: Olde North and Navarino on the East Side of the Fox River and Seymour and Fort Howard on the West Side. As mentioned in the Year 3 Annual Action Plan, these areas contain some of the most deteriorated housing stock in the City, extremely high concentrations of LMI households and above-average crime rates. The Impact Areas also have very low homeowner rates and higher than average rates of inspection violations. These areas were also chosen due to economic development opportunities and their close proximity to schools and parks. Maps of the Impact Areas are included in "Year 4 Additional Files."

In order to really make a difference in these areas and help restore vibrant and strong neighborhoods, many of the City's programs will be targeted to these areas. These include the Economic Development Revolving Loan Fund, the Economic Development Façade Loan and Demolition Grant program, the Single-Family Rehab Loan Program and the Homebuyer Downpayment/Closing Cost Assistance Program.

Since the focus of 2007 money is acquisition, 2008 funding will most likely go toward demolition of blighted properties and the rehabilitation or new construction of single-family housing. In order to increase homeownership in downtown neighborhoods, it is necessary to have quality, affordable housing available.

It is also important for staff to create “neighborhoods of choice” within the Impact Areas. Staff wants neighborhoods within the Impact Areas to become sustainable and thrive. In order to attract homeowners, these neighborhoods must not only offer quality, affordable housing, but also close access to schools, retail, jobs and healthcare. Neighborhoods must also have low crime rates and good infrastructure. The Neighborhood Division is dedicated to creating this environment within the Impact Areas.

### **Obstacles to Meeting Underserved Needs**

Reductions to funding levels have remained the City’s main obstacle to meeting the needs of underserved populations. Though funding remained consistent from FY2006 to FY2007, it is still below funding from a few years ago. Particularly for CDBG, as funding levels decrease, so does the level of funding that can be provided for public services activities that provide direct services to underserved populations. This is one of the main reasons that the City decided to revise its allocation process by adopting the Impact Area concept. Staff hopes to focus a large majority of HOME and CDBG funding over the next three to five years into smaller areas and also to only focus on the particular public service needs. In 2007 and in 2008, a large portion of public service dollars will be put toward the prevention of crime in the Impact Areas with an emphasis on juvenile crime prevention.

### **Managing the Process**

1. Identify the lead agency, entity, and agencies responsible for administering programs covered by the consolidated plan.
2. Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.
3. Describe actions that will take place during the next year to enhance coordination between public and private housing, health, and social service agencies.

Program Year 4 Action Plan Managing the Process response:

The City of Green Bay Redevelopment Authority (RDA) is the lead agency responsible for the coordination, administration and writing of the Annual Action and Consolidated Plans. Once this Plan is approved by the U.S. Department of Housing and Urban Development (HUD), the RDA manages the activities implemented to meet the goals of the Consolidated Plan.

The process of developing the Annual Action Plan involves many contributors, including City departments, local agencies and the public. The goals set-up for the 2008 Plan have actually been discussed since early 2007 during meetings of the Impact Team. The Team was created after the decision was made to focus federal funds into specific impact areas of the City. The Team consists of the Neighborhood Division staff, Economic Development Staff and a City Planner. The Team meets every two weeks to discuss progress made within the Impact Areas, possible projects and future goals. The Team also discussed current and future projects with pertinent housing providers and community groups to ensure that the needs of the community are being met adequately. Further, all area social service agencies, housing providers and community groups were invited to a public hearing on August 16, 2007 to discuss 2008 proposed projects.

After the Impact Team develops funding recommendations and goals for 2008, they are sent to Planning Staff and the RDA for discussion and approval. Upon their review, recommendations are made to the Common Council for final approval.

### **Citizen Participation**

1. Provide a summary of the citizen participation process.
2. Provide a summary of citizen comments or views on the plan.
3. Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.
4. Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.

\*Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.

Program Year 4 Action Plan Citizen Participation response:

The citizen participation process for the Annual Action plan includes a public notice which is published in our local newspaper regarding a hearing to receive input and comment on housing and community development needs. This year, this notice was also mailed to area community service agencies including minority-based organizations and those that serve persons with disabilities such as Entrepreneurs of Color Council, United Hmong and Asian American Resource Center, United AmerIndian Center, Urban Hope, Fair Housing Services of Northeast Wisconsin, NeighborWorks Green Bay, Options for Independent Living, Family Services of Northeast Wisconsin and ASPIRO. Additionally, the public notice was also posted on the Brown County United Way's weekly listserv, "Connect", in order to maximize visibility and participation.

The public hearing was attended by several representatives from local agencies. Each were given their opportunity to discuss current issues and concerns regarding the allocation of funds, housing and community needs.

**MINUTES**  
PUBLIC HEARING  
on  
HOUSING and COMMUNITY DEVELOPMENT NEEDS  
and  
PROJECT PROPOSALS  
for the  
2008 COMMUNITY DEVELOPMENT BLOCK GRANT & HOME PROGRAMS

Thursday, August 16, 2007  
Room 604, City Hall  
5:00 p.m.

Present: Brooke Kwaterski, Kathy Groat, Kristi Cutts, Patty Nagle, Kathryn Zavala, Jennifer Allen, Mary Marks, Sandy Popp and Naletta Burr

B. Kwaterski opened the hearing at 5:00 p.m. She explained that there are two areas for testimony this evening. First to go over the allocation process for the CDBG and HOME programs, including changes made during the 2007 Program Year. Secondly, to receive comments on the community development and housing needs of the City.

The following persons provided comments:

S. Popp, Options for Independent Living – S. Popp discussed the need for more affordable housing for the disabled and elderly in Green Bay. She asked that when CDBG and HOME funding is used to rehabilitate or construct new housing, it be required that universal design be utilized whenever feasible. She also requested that the City lift its target area restrictions for the HOME program’s Single Family Rehab Loan Program. Many disabled and elderly purchase ranch homes that are outside of the target area because they are easier for mobility. Most housing within the target areas are two-story, older homes. When those who purchase outside of the target area need a new roof or windows, for example, they are unable to apply for the City’s Rehab Loan Program. S. Popp proposed lifting the target area restriction for people with disabilities needing housing modifications and/or repairs. She also brought a letter stating these concerns from Options For Independent Living’s Executive Directors, Thomas J. Diedrick.

M. Marks, St. Vincent De Paul – M. Marks stated she was at the hearing on behalf of the Brown County Housing and Homeless Coalition and the COTS Program. She asked that the City consider using HOME funds homeless activities, particularly targeting the chronically homeless and the need for permanent housing for this population. She also discussed the “housing first model” in which housing is a basic human right and support services are attached to housing. Requiring homeless to abstain from alcohol or drugs as part of a program is not effective. She gave B. Kwaterski a copy of the new Wisconsin Interagency Council on Homelessness’ “Plan to End Homelessness in Wisconsin.”

J. Allen, House of Hope – J. Allen also discussed the need to use federal funding such as HOME funds to benefit the homeless. She stated that Tenant Based Rental Assistance and the creation of scattered site housing would be good options to benefit the homeless population. Other communities utilize HOME funding to help the homeless, which is a good idea because it helps create solutions and a better environment for all citizens.

P. Nagle, Forward Service Corp. – P. Nagle discussed the services Forward Service Corp. provides, including job training, GED classes, and running the W-2 program. Recent cuts in federal funding have severely hurt their programming and she is looking for additional sources of funding.

K. Zavala, Family Services of Northeast Wisconsin – K. Zavala discussed their current CDBG funded program, Community Connections. The program focuses on juvenile crime prevention through community service projects. Thus far, they have had 73 youth participate in 13 projects. Most of the youth are between the ages of 13-16 and a majority are from ethnic minority backgrounds. The program will run through the end of October.

K. Groat and K. Cutts, Fair Housing Center of Northeastern Wisconsin – K. Groat thanked the City for its support over the years and dedication toward fair housing practices. A majority of fair housing discrimination complaints received this year have been race-based, thus racial discrimination is still a huge issue in housing. The Fair Housing Center will continue its work in the Green Bay area by attending interagency meetings, giving trainings and presentations and taking complaints. After some discussion with B. Kwaterski, they will work with the Neighborhood Division to provide more training to social service agencies regarding fair housing and protected classes.

N. Cooke, Amerindian Center – N. Cooke explained that she is new to the allocation process and is attending the meeting to receive more information. The Amerindian Center has experienced large cuts in its federal funding and has had to supplement with other programs. They opened a floral shop on the bottom floor of its building and manage several apartments for at-risk persons.

B. Kwaterski thanked everyone for coming and stated that their concerns were noted and will be presented to staff.

There being no other persons wishing to provide comment, the hearing was adjourned.

Staff brought these concerns to the Impact Team for their review. All concerns were noted and the final recommendation for the RDA was created. This recommendation was also brought to the City Council for their approval. A notice was published in the City newspaper providing a 30-day comment period on the allocations and proposed plan. Copies were made available on the City of Green Bay's website, the main branch of the public library and at the Planning office located within City Hall.

## **Institutional Structure**

1. Describe actions that will take place during the next year to develop institutional structure.

Program Year 4 Action Plan Institutional Structure response:

The City of Green Bay has a well-developed and successful institutional structure in place for the administration of federal funding.

### **Public Groups:**

The City of Green Bay is the grantee for many of the affordable housing and community development programs that are provided by HUD. It provides the primary governmental support needed to implement programs under these grants.

The Redevelopment Authority of the City of Green Bay administers the CDBG and HOME Programs for the City. Planning Department staff is responsible for the everyday administration of HUD funded programming, including financial management. Neighborhood Division staff is primarily responsible for the real estate work done in the Impact Areas, administration of the Community Service Intern Program and the administration of the Owner-occupied Rehabilitation Loan Program.

The Department of Public Works administers public infrastructure programs for the City including the repair of alleys and sidewalks in LMI areas. The Department of Parks, Recreation & Forestry administers park and parkway facilities and programming within the City. The Economic Development Authority administers the City's Economic Development Revolving Loan Fund along with demolition grants and façade loans within LMI areas.

The City of Green Bay Housing Authority manages 50 scattered site family rental units available for LMI households. The units are quality, single-family houses or duplexes that range in size from two to four- bedrooms to accommodate larger families. There are 15 four-bedroom units, 40 three-bedroom units and 5 two-bedroom units. The Green Bay Housing Authority also manages Mason Manor, a 153-unit complex for the low and moderate-income elderly. Together with the Brown County Housing Authority, it also manages the Housing Choice (HCV) program, which is designed to help individuals and families living on a limited income afford a private housing unit. Formerly known as the Section 8 Rental Assistance program, HCV now serves more than 3,200 households in Brown County.

### **Non-profit Organizations:**

Listed below are non-profit agencies that the City may work with during the 2008 Program Year for various community development and housing related programs:

Entrepreneurs of Color Council, Inc. is a designated CHDO and has received HOME funding in the past to create LMI affordable housing.

Fair Housing Council of Northeast Wisconsin has administered the City's fair housing program for several years. This organization focuses on outreach and education.

Habitat for Humanity has received CDBG and HOME funding in the past to create LMI affordable housing. Habitat for Humanity is currently working with the City on a multi-year development, which will create eleven new homes for LMI households in a near downtown neighborhood.

Integrated Community Services works with the City of Green Bay Housing Authority along with the Brown County Housing Authority to administer and monitor the Housing Choice Voucher Program throughout Brown County.

Mayor's Neighborhood Leadership Council has raised thousands of private dollars for the creation of affordable housing and other neighborhood initiatives.

NeighborWorks Green Bay, formerly Neighborhood Housing Services of Green Bay, is a designated CHDO for the City of Green Bay. It currently receives CDBG and HOME funding for the administration of the Homebuyer Counseling Program and the

Downpayment/Closing Cost Assistance Program. NeighborWorks often works with the City and the County to create LMI, affordable housing in deteriorated areas.

Private Industry:

Listed below are some of the private businesses that the City has worked with in the past to provide assistance to LMI households.

Wisconsin Public Service has provided energy assistance to LMI property owners ranging from furnaces to energy audits to low-interest loans.

Financial Institutions that have partnered with the City to provide affordable housing in the past:

Associated Bank

Bank One

Bank Mutual

U.S. Bank

Wells Fargo

M&I Bank

North Shore Bank

Prime Federal

## Monitoring

1. Describe actions that will take place during the next year to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.

Program Year 4 Action Plan Monitoring response:

Planning Department staff will provide general management, oversight and coordination of CDBG and HOME funded projects, including analysis of actual performance to anticipated performance. Staff will conduct compliance and financial monitoring of all subrecipients on-site as it does every year. Forms have been designed to conduct monitoring visits, outlining compliance issues to be verified by staff. All forms contain Performance Measurement language in order to meet HUD requirements. During monitoring, all activities are checked to ensure beneficiary data is up-to-date and accurate. Planning staff also provides on-going management to ensure timeliness of expenditures and acceptable percentages for LMI benefit. Currently, the Community Development Specialist does a monthly workout plan regarding expenditures. This plan is shared with Planning Staff weekly and subrecipients monthly.

The Department of Public Works and the Department of Parks, Recreation & Forestry will provide day-to-day monitoring of public works and parks projects. Planning staff is responsible for ensuring that all federal requirements, such as Davis-Bacon wage rates, are followed on all projects. Economic Development staff will provide day-to-day monitoring of the Revolving Loan Fund.

Rental housing projects that were funded with HOME funds are monitored annually for tenant eligibility and unit inspection by NeighborWorks Green Bay.

To ensure compliance with federal regulations and stay current with any changes, staff will continue to utilize trainings provided by HUD and other housing providers.

## Lead-based Paint

1. Describe the actions that will take place during the next year to evaluate and reduce the number of housing units containing lead-based paint hazards in order to increase the inventory of lead-safe housing available to extremely low-income, low-income, and moderate-income families.

Program Year 4 Action Plan Lead-based Paint response:

The City of Green Bay has adopted the position that presumes there is lead present in all pre-1978 housing. Therefore, lead-safe work practices are utilized in all rehabilitation projects. Projects that work with potential lead hazards are identified and receive standard treatments. All projects must pass a lead clearance test. Staff also distributes the pamphlet, "Protect Your Family From Lead in Your Home," to all households participating in a rehabilitation project. The City of Green Bay has a staff person that is certified as a lead supervisor and one that is a certified risk assessor. Staff from the City of Green Bay is also working with other communities in Brown County to start a regional Lead Coalition. Some of the goals identified for this coalition are to develop a local plan including issues such as increasing public education, testing of high-risk children and funding for lead abatement.

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## HOUSING

### Specific Housing Objectives

\*Please also refer to the Housing Needs Table in the Needs.xls workbook.

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve during the next year.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

Program Year 4 Action Plan Specific Objectives response:

As with Program Year 3, allocations will be targeted toward specific Impact Areas. It is staff's hope that with multi-year funding, these areas will experience a comprehensive revitalization. This would include the continued acquisition of blighted and deteriorated housing, marketing the homeowner rehabilitation loan program, creation of homeownership opportunities and promotion of affordable housing.

The creation of homeownership opportunities remains a top priority for the City. Our Impact Area neighborhoods have very low rates of homeownership, some as low as 15%. A healthy neighborhood should have an equitable mix of rental and owner-occupied housing. For this reason, staff will focus on creating new homeownership opportunities through the rehabilitation and new construction of single-family housing. In

many cases, staff will purchase a housing unit that was originally built as a single-family house, but, over the years, was poorly altered so that it would become a multi-family rental unit. This property is then either rehabilitated and converted back into a single-family house or demolished for the construction of a new single-family house. Staff will work with other City departments, neighborhood residents and community housing organizations to identify properties most in need of improvement.

Homeownership will also be promoted through the continued funding of a downpayment/closing cost program. Currently, NeighborWorks Green Bay runs this program with a HOME allocation. The City will once again send out requests for proposal to community organizations interested in running this program. It offers deferred, no-interest loans to LMI persons so that they have the funds necessary to purchase a home. NeighborWorks also runs a Homebuyer Counseling program with a CDBG allocation. This program promotes homeownership for LMI persons, often first-time buyers. The City has worked with NeighborWorks for several years to run this program and plans on allocating \$10,000 in 2008 CDBG funding to continue it

The City will utilize all available funding to carry out our affordable housing programs. This would include the federal HOME Program and Community Development Block Grant Program for acquisition, demolition, rehabilitation, new construction, homebuyer assistance, rental assistance and homeless assistance. Further, the City will continue to utilize the Housing Choice Voucher (formerly Section 8) program to fund rental assistance as well as homebuyer assistance.

Staff will also look into utilizing non-federal funding such as the Wisconsin Housing and Economic Development Authority (WHEDA) programs to promote affordable housing. These include the Tax Credit Allocation Program and the Tax Credit Allocation.

Staff has also utilized Neighborhood Enhancement Funds to acquire properties that are deteriorated, non-conforming or too dense. This program, funded through bonding, is used to acquire and demolish these properties. The empty lots are often made available for new construction or sold to neighbors to lessen density.

Private resources that may be used are working with local lenders to provide loans for affordable housing projects or homebuyer assistance.

Nonprofits including Habitat for Humanity, NeighborWorks and local churches often purchase lots and then work with staff to construct affordable housing for LMI buyers.

## **Needs of Public Housing**

1. Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake during the next year to encourage public housing residents to become more involved in management and participate in homeownership.
2. If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation during the next year.

Program Year 4 Action Plan Public Housing Strategy response:

The City of Green Bay Housing Authority, along with the Brown County Housing Authority, manages all public housing within the City. The City of Green Bay Housing Authority manages 50 scattered site family rental units that are available for LMI households. The units are quality, single-family houses or duplexes that range in size from two to four- bedrooms to accommodate larger families. There are 15 four-bedroom units, 40 three-bedroom units and 5 two-bedroom units. The Green Bay Housing Authority also manages Mason Manor, a 153-unit complex for the low and moderate-income elderly. Together with the Brown County Housing Authority, it also manages the Housing Choice (HCV) program, which is designed to help individuals and families living on a limited income afford a private housing unit. Formerly known as the Section 8 Rental Assistance program, HCV now serves more than 3,200 households in Brown County. A majority of these vouchers are used in the near downtown area.

Though public housing is a very important need in our community, staff continues to promote homeownership for LMI residents. CDBG and HOME funding is used to provide programming that helps low and very-low income households become more involved in management and homeownership. These programs include free homebuyer counseling courses and Downpayment/Closing Cost Assistance. The Brown County Housing Authority will also continue its HCV Homeownership Program, which helps persons in the HCV rental program purchase homes. As of 2006 year-end, 87 clients have purchased homes through this program.

No public housing has been designated as “troubled” by HUD or is otherwise performing poorly.

### **Barriers to Affordable Housing**

1. Describe the actions that will take place during the next year to remove barriers to affordable housing.

Program Year 4 Action Plan Barriers to Affordable Housing response:

Neighborhood Division staff has been working on an updated version of Green Bay’s Analysis of Impediments to Fair Housing. Barriers will be identified in this document along with actions to remove these barriers.

### **HOME/ American Dream Down payment Initiative (ADDI)**

1. Describe other forms of investment not described in § 92.205(b).
2. If the participating jurisdiction (PJ) will use HOME or ADDI funds for homebuyers, it must state the guidelines for resale or recapture, as required in § 92.254 of the HOME rule.

3. If the PJ will use HOME funds to refinance existing debt secured by multifamily housing that is that is being rehabilitated with HOME funds, it must state its refinancing guidelines required under § 92.206(b). The guidelines shall describe the conditions under which the PJ will refinance existing debt. At a minimum these guidelines must:
  - a. Demonstrate that rehabilitation is the primary eligible activity and ensure that this requirement is met by establishing a minimum level of rehabilitation per unit or a required ratio between rehabilitation and refinancing.
  - b. Require a review of management practices to demonstrate that disinvestments in the property has not occurred; that the long-term needs of the project can be met; and that the feasibility of serving the targeted population over an extended affordability period can be demonstrated.
  - c. State whether the new investment is being made to maintain current affordable units, create additional affordable units, or both.
  - d. Specify the required period of affordability, whether it is the minimum 15 years or longer.
  - e. Specify whether the investment of HOME funds may be jurisdiction-wide or limited to a specific geographic area, such as a neighborhood identified in a neighborhood revitalization strategy under 24 CFR 91.215(e)(2) or a Federally designated Empowerment Zone or Enterprise Community.
  - f. State that HOME funds cannot be used to refinance multifamily loans made or insured by any federal program, including CDBG.
4. If the PJ is going to receive American Dream Down payment Initiative (ADDI) funds, please complete the following narratives:
  - a. Describe the planned use of the ADDI funds.
  - b. Describe the PJ's plan for conducting targeted outreach to residents and tenants of public housing and manufactured housing and to other families assisted by public housing agencies, for the purposes of ensuring that the ADDI funds are used to provide down payment assistance for such residents, tenants, and families.
  - c. Describe the actions to be taken to ensure the suitability of families receiving ADDI funds to undertake and maintain homeownership, such as provision of housing counseling to homebuyers.

Program Year 4 Action Plan HOME/ADDI response:

1. No other forms of investment will be utilized.
2. As stated in the Consolidated Plan, the City of Green Bay has elected the recapture provision for HOME funds. If a project utilized HOME funds, but the homebuyer received no direct assistance in the purchase of the home, the resale option will be utilized.
3. The City of Green Bay will not be using HOME funds to refinance existing debt secured by multifamily housing.
4. The City has not applied for and does not expect to receive any ADDI funds for the 2008 Program Year.

## HOMELESS

### Specific Homeless Prevention Elements

\*Please also refer to the Homeless Needs Table in the Needs.xls workbook.

1. Sources of Funds—Identify the private and public resources that the jurisdiction expects to receive during the next year to address homeless needs and to prevent homelessness. These include the McKinney-Vento Homeless Assistance Act programs, other special federal, state and local and private funds targeted to homeless individuals and families with children, especially the chronically homeless, the HUD formula programs, and any publicly-owned land or property. Please describe, briefly, the jurisdiction's plan for the investment and use of funds directed toward homelessness.
2. Homelessness—In a narrative, describe how the action plan will address the specific objectives of the Strategic Plan and, ultimately, the priority needs identified. Please also identify potential obstacles to completing these action steps.
3. Chronic homelessness—The jurisdiction must describe the specific planned action steps it will take over the next year aimed at eliminating chronic homelessness by 2012. Again, please identify barriers to achieving this.
4. Homelessness Prevention—The jurisdiction must describe its planned action steps over the next year to address the individual and families with children at imminent risk of becoming homeless.
5. Discharge Coordination Policy—Explain planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how, in the coming year, the community will move toward such a policy.

Program Year 4 Action Plan Special Needs response:

1. Federal funds applied for under the HOME and CDBG programs are available to address homeless needs and to prevent homelessness. However, the City has chosen not to use these funds to directly fund shelters or transitional housing. Instead, the City is using its federal allocations to help low-income persons prevent homelessness through programs such as the Single-Family Rehabilitation Loan Program that provides low-interest deferred loans in order to fix housing code-violations or imminent problems such as a caving roof. The City also supports the Brown County Homeless and Housing Coalition, which applies for HUD funding to directly support homeless activities.

2. Homelessness is a high priority need that has been addressed in the City's 5-year Consolidated Plan. The City has put special emphasis on funding activities that will support families with children. As previously stated, HOME funds are used to fund the Single-Family Rehabilitation Loan Program that provides no-interest, deferred loans to LMI households to repair their homes. For some families, this loan could mean the difference between imminent homelessness and keeping their home. Brown County Human Services employs two staff persons for outreach to individuals and families threatened by homelessness. They provide assistance and referral information for housing and services to help families avoid homelessness. Potential obstacles to completing these activities are the overwhelming need compared to available funding.
3. Chronic homelessness was also identified as a high priority need in our community in the Consolidated Plan. Neighborhood staff has tried for the past three years to work with Lutheran Social Services (LSS) to create a facility in the downtown area for the chronically homeless, including those with physical and mental disabilities. Unfortunately, the project has not been able to get past the planning stages due to LSS not being able to secure additional funding and resistance by the public to allow such a facility in their neighborhood. Staff continues to encourage LSS to work on this project and will support any future applications they bring for HOME funding.

As stated, a barrier to addressing homelessness in our community continues to be resistance by residents to have transitional or emergency housing within their neighborhoods (NIMBYISM). Staff and homeless providers have discussed this and education along with new housing options (scattered site versus a large housing development) may be the best solution.

Another barrier to providing additional funding to create emergency and transitional housing is the lack of support by neighboring communities. There is no emergency or transitional housing outside of the City of Green Bay in Brown County. In order to address homelessness, it is important for surrounding communities to utilize their resources to address this very important issue.

4. As described in the previous items, the City plans to continue to address homelessness in the coming year. This includes funding the Single-Family Rehab Loan Program, the ED Revolving Loan Fund program that creates jobs for LMI persons and creating affordable housing with providers such as Habitat for Humanity. The City will work also with local social service agencies and the Brown County Human Services Department to identify and aid families with children that are at imminent risk for becoming homeless.

5. The need for a cohesive, community-wide Discharge Coordination Policy is very important to preventing homelessness among individuals in the corrections system or some other type of facility. Brown County Human Services, the Brown County Jail and the Crisis Center work together to address housing for these individuals. Brown County will continue its Outreach Program to ensure that recently released inmates discharged from the Wisconsin Prison/Corrections System do not become homeless due to a lack of social, psychiatric and social support. Further, Brown County staff will remain actively involved in the local Continuum of Care program that works with the Brown County Mental Health Center and its patients upon discharge. Clients willing to participate receive a number of supportive services that help lead to a more smooth and successful re-entry into society.

## Emergency Shelter Grants (ESG)

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

Program Year 4 Action Plan ESG response:

Not applicable.

## COMMUNITY DEVELOPMENT

### Community Development

\*Please also refer to the Community Development Table in the Needs.xls workbook.

1. Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B), public facilities, public improvements, public services and economic development.
2. Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.

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

Program Year 4 Action Plan Community Development response:

The City of Green Bay has identified several non-housing community development needs for its 2008 Program Year:

Public Improvements: Central Green Bay's business and entertainment district has been in need of revitalization and rehabilitation for many years. Downtown has suffered

from many businesses moving to the outlying suburbs along with its consumers. The City has developed plans to create a more attractive downtown district, which includes housing, retail and infrastructure improvements. Funds have already been designated to two of the central city's main streets, Main Street and Broadway. These streets are both historically and socially significant areas. The City has also just unveiled its plans to revitalize the boardwalk along the Fox River. Named "The City Deck," the plan includes the creation of several docks, walking trails and open spaces for the public to gather.

**Public Facilities:** The City is dedicated to providing and maintaining all parks and recreational facilities. It is also important to ensure equal access to these areas for all residents despite age and/or physical disability.

**Public Services:** Creating and maintaining strong neighborhoods is the goal of the Neighborhood Division. In order to do this, revitalization needs to be comprehensive and include services such as juvenile crime prevention and homebuyer counseling. Staff will continue to work with local service agencies to provide resources for LMI households.

**Economic Development:** Development of new business is key to the revitalization of downtown Green Bay and its surrounding neighborhoods. The ED RLF provides loans to businesses for start-up and also expansion. There are opportunities for neighborhood-based businesses to improve themselves through façade loans and demolition grants.

For specific long-term and short-term community development objectives, please see the Community Development Table in the Needs.xls workbook.

## **Antipoverty Strategy**

1. Describe the actions that will take place during the next year to reduce the number of poverty level families.

Program Year 4 Action Plan Antipoverty Strategy response:

The City will continue a number of programs during the next year that have the goal of reducing poverty among area families. Rental assistance through the HCV program reduces the housing cost burden to very-low income clients. Clients are able to choose where they live, allowing them to find locations near employment opportunities, transportation and support services.

City staff will also continue to coordinate with other agencies and programs in order to provide services to very-low income families. Wisconsin Public Service, Integrated Community Services, NeighborWorks Green Bay and Greater Green Bay Habitat for Humanity have all been partners in creating affordable housing opportunities for families in poverty.

Very-low income households can qualify for rental assistance through the HCV Program. Once in this program, these persons are eligible to participate in the Family Self Sufficiency Program, (FSS Program) The FSS Program is a cooperative program that provides support and assistance to LMI families for up to five years. HCV program households that participate in the FSS program set an action plan that identifies the

family's employment goals. The plan outlines the activities and services required to achieve the goals. FSS Coordinators assist the families in staying on track with their goals and monitoring their progress. FSS families earn escrow accounts as their earned income increases. Over 70 families have achieved self-sufficiency since the inception of the FSS Program, with a total of more than \$150,000 in escrow money having been awarded to these successful families.

Job creation efforts for LMI persons will continue through the Economic Development Revolving Loan Fund. ED staff is marketing the Revolving Loan Fund heavily in the Impact Areas in order to create neighborhood-based businesses and jobs for the area residents.

## NON-HOMELESS SPECIAL NEEDS HOUSING

### Non-homeless Special Needs (91.220 (c) and (e))

\*Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve for the period covered by the Action Plan.

Program Year 4 Action Plan Specific Objectives response:

1. Benefit lower-income families by maintaining high quality rental assistance programs.
  2. Rehabilitation and new construction projects for which create affordable housing that include energy efficiency elements, which will lower overall housing costs.
  3. Affordable housing rehabilitation, rental assistance and other programs will be tailored to meet the needs of large families, the elderly and persons with disabilities. New construction of units with universal design will be considered more heavily when choosing projects in order to better serve the needs of the elderly and disabled.
  4. Working with local social service and housing agencies to provide supportive service assistance to secure available funding for households with special needs.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

Federal Programs – the following programs may be available to assist the City in carrying out affordable housing programs that meet the needs of special needs households:

Acquisition: HOME Program, CDBG Program, Self-Help Homeownership Opportunity Program (SHOP)

Rehabilitation: HOME Program, CDBG

New Construction: HOME Program

Homebuyer Assistance: HOME Program, Housing Choice Voucher Program

Rental Assistance: Housing Choice Voucher Program

State Programs – the following programs are available to assist the City in carrying out affordable housing programs for persons with special needs:

Acquisition: WHEDA Below-market interest rate home purchase, WHEDA Tax Credit Allocation Program

Rehabilitation: WHEDA Low Interest Loan Program (Owners), WHEDA Tax Credit Allocation Program

New Construction: WHEDA Tax Credit Allocation Program

Homebuyer Assistance: Housing Cost Reduction Initiative Program which provides downpayment assistance for first-time homebuyers; WHEDA HOME Plus Program

Local Programs – the following funds may be available to assist the City in carrying out affordable housing programs for persons with special needs:

Acquisition: The City of Green Bay has bonded for Neighborhood Enhancement Funds, which are used to acquire blighted properties. These sites may be made available for new home construction.

Rehabilitation: Neighborhood Enhancement Funds (if property is not cleared).

For Profit Resources: Local lenders have provided loans for affordable housing projects requiring private matching funds. They also have provided loans for affordable housing projects for first-time homebuyers.

Non-Profit Resources:

Acquisition/New Construction: The City will continue to work with Greater Green Bay Habitat for Humanity, NeighborWorks Green Bay and ECC to purchase lots for the creation of affordable housing.

Rehabilitation: Currently, NeighborWorks actively searches for blighted properties that are good candidates for rehabilitation and sale to LMI households.

## **Housing Opportunities for People with AIDS**

\*Please also refer to the HOPWA Table in the Needs.xls workbook.

1. Provide a Brief description of the organization, the area of service, the name of the program contacts, and a broad overview of the range/ type of housing activities to be done during the next year.
2. Report on the actions taken during the year that addressed the special needs of persons who are not homeless but require supportive housing, and assistance for persons who are homeless.

3. Evaluate the progress in meeting its specific objective of providing affordable housing, including a comparison of actual outputs and outcomes to proposed goals and progress made on the other planned actions indicated in the strategic and action plans. The evaluation can address any related program adjustments or future plans.
4. Report on the accomplishments under the annual HOPWA output goals for the number of households assisted during the year in: (1) short-term rent, mortgage and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as community residences and SRO dwellings, where funds are used to develop and/or operate these facilities. Include any assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.
5. Report on the use of committed leveraging from other public and private resources that helped to address needs identified in the plan.
6. Provide an analysis of the extent to which HOPWA funds were distributed among different categories of housing needs consistent with the geographic distribution plans identified in its approved Consolidated Plan.
7. Describe any barriers (including non-regulatory) encountered, actions in response to barriers, and recommendations for program improvement.
8. Please describe the expected trends facing the community in meeting the needs of persons living with HIV/AIDS and provide additional information regarding the administration of services to people with HIV/AIDS.
9. Please note any evaluations, studies or other assessments that will be conducted on the local HOPWA program during the next year.

Program Year 4 Action Plan HOPWA response:

The City of Green Bay does not receive HOPWA funds.

### **Specific HOPWA Objectives**

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

Program Year 4 Specific HOPWA Objectives response:

The City of Green Bay does not receive HOPWA funds.

### **Other Narrative**

Include any Action Plan information that was not covered by a narrative in any other section.

