



# 2010-2014 Waukesha County Five Year Strategic Plan

*This document includes Narrative Responses to specific questions that grantees of the Community Development Block Grant, HOME Investment Partnership, Housing Opportunities for People with AIDS and Emergency Shelter Grants Programs must respond to in order to be compliant with the Consolidated Planning Regulations.*

## Executive Summary

1. *An Executive Summary is required. The Summary must include the objectives and outcomes identified in the plan and an evaluation of past performance.*

Waukesha County will utilize its federal Community Development Block Grant (CDBG) and HOME Investment Partnership (HOME) funds in a collaborative, coordinated manner to meet identified community needs serving low and moderate income residents. As part of the Waukesha County Five Year Consolidated Plan, the County has identified and developed strategies to meet housing and community development needs, address the issue of homelessness, poverty, barriers to affordable housing, special needs housing, and programs and assistance to persons with AIDS/HIV. The County will develop an annual plan which will describe how the needs within the Five Year Consolidated Plan will be met during the current program year. To accomplish its goals, Waukesha County will partner with non-profit agencies, community residents, business and other organizations and funding sources through measurable outcomes that will provide opportunities to improve the lives of residents and have a positive impact on Waukesha County quality of life.

Waukesha County, as the eligible designated federal grantee, will continue to administer two federal entitlement grant programs funded through the U.S. Department of Housing and Urban Development. Waukesha County has received Community Development Block Grant (CDBG) funds, as an Urban County, since 1989. The County, along with thirty-five of thirty seven local participating communities, allocates CDBG funds through sub grantees selected through a Request for Proposal (RFP) application process. All projects will meet one of the federal regulatory requirements: 1) meet the needs of low and moderate income persons/households; 2) prevent or eliminate slums and blight; and 3) meet a community urgent need. Waukesha County anticipates receiving \$7,250,000 in CDBG, \$7,500,000 in HOME and \$4,750,000 in Program Income over the next 5 years which will be used for projects and activities proposed in this 5-year Plan and each year's Annual Plan.

**Figure 1: HUD \*Outcome/Objective Codes**

<b>Outcomes &gt;&gt;&gt; Objectives v v v</b>	<b>Availability/ Accessibility</b>	<b>Affordability</b>	<b>Sustainability</b>
<b>Decent Housing</b>	<i>DH-1</i>	<i>DH-2</i>	<i>DH-3</i>
<b>Suitable Living Environment</b>	<i>SL-1</i>	<i>SL-2</i>	<i>SL-3</i>
<b>Economic Opportunity</b>	<i>EO-1</i>	<i>EO-2</i>	<i>EO-3</i>

**Figure 2: Table 1C: 5-Year Housing Objectives/Outcomes**

<b>Obj #</b>	<b>Specific Objectives</b>	<b>Sources of Funds</b>	<b>Amount 5 Yrs</b>	<b>Performance Indicators 5 Yrs</b>	<b>Expected Number 5 Yrs</b>	<b>Outcome/Objective*</b>
<b>Housing</b>						
<b>H-1</b>	Rehab/develop units to be code compliant and affordable to workforce housing, including residential units above commercial/retail stores	<b>CDBG</b>  <b>HOME</b>	\$400,000 PI: \$1,100,000 75 units  \$1,500,000 PI: \$1,250,000 175 units	# of units developed or rehabbed to be code compliant  # of residential units rehabbed or developed above commercial/retail stores	250 units  TBD	<b>DH-1</b> <b>DH-2</b>
<b>H-2</b>	Down Payment and Closing Costs Assistance	<b>HOME</b>	\$3,700,000	# of households who become homeowners	350 households	<b>DH-1</b>
<b>H-3</b>	Purchase/Rehab In conjunction with DPA program (H-2)	<b>HOME</b>	\$1,000,000	# of households assisted w/rehab of purchased unit	55 households	<b>DH-3</b>

<b>H-4</b>	Housing Development: Homeownership and/or Rental unit development	<b>CDBG</b>  <b>HOME:</b>	\$37,500 PI:\$625,000  \$425,000 PI: \$625,000	# of owner-occupied units made safer	325 units	<b>DH-3</b>
<b>H-5</b>	CHDO Reserve Projects	<b>HOME</b>	\$1,125,000	Increase in CHDO capacity  Development of housing in a larger region of the Consortium	2 viable CHDOs  10 units	<b>DH-1</b>

**Figure 3: Table 1C: 5-Year Community Development Objectives/Outcomes**

<b>Obj#</b>	<b>Specific Objectives</b>	<b>Sources of Funds</b>	<b>Amount 5 yrs</b>	<b>Performance Indicators 5 Yrs</b>	<b>Expected Number 5 Yrs</b>	<b>Outcome/Objective *</b>
<b>Community Development</b>						
<b>Public Services (Non-NRSA)</b>						
<b>CD-1</b>	Provide assistance to persons and/or families to mitigate or prevent homelessness	<b>CDBG</b>	\$525,000	# of persons assisted with services  51% of persons served are LMI	2625 persons  1340 persons	<b>SL-1</b>
<b>CD-2</b>	Provide assistance to at-risk families and youth. (Non-NRSA)	<b>CDBG</b>	\$350,000	# of persons/ households provided care  # of LMI persons / households	4545 persons/ households  2318 persons/ households	<b>SL-1</b>
<b>CD-3</b>	Provide assistance to seniors, including support services and transportation services	<b>CDBG</b>	\$ 250,000	# of persons provided assistance  # of LMI persons served	10,000 persons  5100 persons	<b>SL-1</b>
<b>Public Facilities (including Accessibility)</b>						

<b>CD-4</b>	Acquire, and/or make accessible or renovate buildings for delivery of services to income-eligible persons	<b>CDBG</b>	\$1,234,000	# of persons provided services # of LMI persons # of buildings acquired, made accessible and/or renovated	4000 persons 2040 persons 45 buildings 30 parks	<b>SL-1</b>
<b>Economic Development</b>						
<b>CD-5</b>	Provide assistance to businesses to create and/or retain jobs for LMI persons	<b>CDBG</b>	\$300,000 PI; \$4,000,000	# of jobs created or retained # of jobs made available to or taken by LMI persons	125 Jobs 64 Jobs	<b>EO-1</b>
<b>CD-6</b>	Create jobs for LMI persons with transit or workforce connections	<b>CDBG</b>	TBD	# of jobs created # of jobs made available to or taken by LMI persons	TBD Jobs Jobs	<b>EO-1</b>
<b>Neighborhood Revitalization/Other</b>						
<b>CD-7</b>	Improve targeted neighborhoods through variety of initiatives including park and infrastructure improvements	<b>CDBG</b>	TBD	# of neighborhoods assisted # of facilities improved	3 targeted areas assisted # of facilities improved	<b>SL-3</b>
<b>CD-8</b>	Provide public services for residents of 3 NRSAs	<b>CDBG</b>	\$2,397,350	# of persons assisted # of LMI persons assisted	68,200 persons/ households 34,782 persons/ households	<b>SL-1</b>
<b>CD-9</b>	Develop and/or acquire/rehab units affordable to workforce housing in	<b>CDBG</b> <b>HOME</b>	See H-5	# of units developed, acquired, and/or rehabbed in locations with jobs/	See H-5	<b>DH-1</b>

	outlying Consortium areas			transportation connections		
<b>Planning and Administration</b>						
<b>CD-10</b>	Effective overall program administration including Fair Housing	<b>CDBG</b>	\$1,155,000	# of years of successful program administration	5 Years	
		<b>HOME</b>	\$750,000			
	Effective planning	<b>CDBG Planning</b>	\$450,050	Effective planning		

### Community Development Block Grant Program

The CDBG program provides a flexible source of funds to meet locally identified needs to assist low and moderate income persons and households. The County has established an allocation process with the primary advisory responsibility of an eleven person appointed Board of Directors. The Board of Directors, with community input, has established funding priorities in accordance with federal regulatory limitation. The highest priority for the CDBG program has consistently been housing with particular emphasis on increasing the supply of affordable housing, rehabilitation and maintenance of the existing housing stock, and to meet special housing needs for persons with disabilities. With the receipt of additional housing funds through the HOME program, the amount of CDBG housing funding has decreased in recent years, although housing still represents the largest category of funding.

The area of greatest need based on applications received is consistently the Public Services category. These projects provide direct personal or household benefit by non-profit agencies serving the entire Urban County, and include ## of activities. Public services, by federal regulations, can only be funded at 15% of the annual amount of the CDBG grant plus the amount of program income received during the program year. This requirement makes the allocation process extremely difficult given that the amount applied for significantly exceeds the amount available for funding each year. Six primary areas of Public Services are funded, depending on the funding priority for each year, these are: 1) family/personal assistance; 2) shelters; 3) food/nutrition; 4) workforce/job training; 5) medical/health; and 6) transportation. The County tracks and accounts for those public services funded directly within designated Neighborhood Revitalization Strategy Areas (NRSA), of which there are currently three approved areas: the Phoenix Heights NRSA, the Haertel Field NRSA, and the West Side NRSA. Additionally, Waukesha County allocates CDBG grants, which do not count toward the 15% public services cap, directly to the neighborhood residents of the approved NRSA. See Appendix A for maps of each of these areas.

Both the County and federal regulations emphasize directing funding to these areas with concentration of low and moderate income households. Since 2000, Waukesha County has put in place the three NRSA approved neighborhoods with plans approved by the U.S. Department

of Housing and Urban Development. Based on census data, these concentrated areas of low and moderate income households have been funded to improve safety and quality of life, to increase economic opportunities, and to empower the residents to improve their neighborhoods. During the next five years of this Consolidated Plan, Waukesha County will continue to fund programs to benefit the three designated NRSAs.

Another continuing CDBG priority is economic development with job creation for low and moderate income persons foremost in precedence. The surveys and focus groups conducted as part of the process of developing priorities for this Consolidated Plan overwhelmingly called for the County to focus on creating jobs, improving transportation opportunities for persons to get to jobs, creating workforce housing that is affordable to persons taking these jobs, and to provide training opportunities and childcare assistance to increase the likelihood of persons keeping a job. Additional information is available in the recently completed Comprehensive Plan, Chapter 6, Economic Development Element, which is included in Appendix D of this Plan.

An area of continuing importance is physical improvements to public facilities, with an emphasis to increase accessibility to these facilities for persons with disabilities.

The final CDBG category of significant funding is Planning and Administration. Most planning projects are allocated from the set-aside of funds for each community participating in the Urban County CDBG program. All of the activities funded under planning relate to job creation, affordable housing or other plans to benefit low and moderate income households. Waukesha County's administrative budgets and staffing for the CDBG/HOME programs are among the lowest in the nation, with less than 10% of federal funds allocated for staff costs for these programs. Over the last few years, Waukesha County has elected to provide funding to outside contractors to meet the administrative requirements associated with the CDBG and HOME programs. At this time, it is the intent of the County to continue to utilize outside assistance over the five-year period of the 2010-2014 Consolidated Plan.

### **HOME Investment Partnership Program (HOME)**

In 1998, Waukesha County, in collaboration with Washington, Jefferson and Ozaukee counties, and municipalities within each of these four counties, qualified for HOME Investment Partnership Program (HOME) funding from the U.S. Department of Housing and Urban Development. This partnership is referred to as the Waukesha County HOME Consortium. The HOME grant provides funding for a variety of housing activities throughout the four-county area. Funding decisions are made by a Board of Directors consisting of three appointed representatives from each county. The Board establishes specific "core" activities for funding, historically these have been: Down payment Assistance, Homebuyer Counseling, and Housing Rehabilitation for allocation on a first come, first serve basis.

HOME regulations allow for administrative funding to Waukesha County as the lead agency for the Consortium and the Board also approves funding for technical assistance/ compliance/ marketing duties. The Wisconsin Partnership for Housing Development, selected through a

competitive Request for Proposal process, is currently the contracted program administrator. Most HOME activities are administered through an RFP process. The Board also approves allocations for funding to Community Housing Development Organizations (CHDOs), including operating funds and project funds. The HOME program requires that 15% of each year's grant must be allocated to housing development projects owned, sponsored or developed by CHDOs and, if the CHDO funds are not expended within a certain period of time, they must be returned to HUD. The timely expenditure of CHDO funds has always been a challenge for the Consortium due to the lack of organizations within the area with the capacity to manage costly and complicated housing development projects. Over the next five years, it will be imperative that Waukesha County identifies and partners with organizations capable of carrying out the required CHDO set-aside projects.

Over the last 10 years, HOME funding has been used for rental rehabilitation, senior housing development and conversion, rental unit construction, new single family construction and transitional housing assistance, with a small amount allocated for rental assistance. In the past, a sum of funds was allocated equally to each of the four participating counties for specific housing programs within their county. The allocation to Jefferson, Ozaukee and Washington Counties was suspended in 2009 due to an increasing demand and need for funding of the HOME "core" programs. Future Jefferson, Ozaukee, and Washington County allocation of funds will depend on the demand for core or development projects. Primary emphasis of the HOME program will continue to be the promotion of homeownership assistance and homeowner rehabilitation. However, due to the recent economic and housing crisis, more emphasis in the future may have to be placed on decent, safe and sanitary affordable rental housing for low and moderate income persons.

## **Homeless**

In 2009, the Waukesha County provided funding to Hebron House to commission a study to compare the State Ten Year Plan to End Homelessness with existing services, housing and plans for meeting needs of persons in a housing crisis in Waukesha County and to identify gaps in existing support services, housing availability and affordability for Waukesha County citizens.

The report found "many positives" already in place in the Waukesha County homeless "system" including the leadership role played by Hebron House and its executive director Bernie Juno. In addition, the study found that the Waukesha Housing Action Coalition, as well as a strong core group known as the Affordable Housing Task Force were advocating for the establishment of a local Housing Trust Fund and garnering strong support including that of the County. Additionally, the consultants found an informal group of practitioners, citizens and elected officials exploring alternatives for an overflow emergency shelter for the winter of 2009/10, which has come to fruition. Waukesha County entities have received a significant amount of U. S. Department of Housing and Urban Development (HUD) McKinney Act homeless funding over the years from the State of Wisconsin's Balance of state competitive Continuum of Care (COC).

Also, it was found that there is an excellent group of supportive service providers, both governmental agencies and non-profit organizations among the strong supporters of providing services to homeless individuals.

This study examined the Waukesha County Continuum of Care system from several perspectives:

- The existing programs and services available;
- The extent of involvement of homeless and non-homeless programs and services in the network;
- The extent of program and service coordination and integration;
- The extent to which client in need of particular programs, services and benefits could obtain them.

Six recommendations were presented in the final report:

- Expand permanent housing
- Strengthen the countywide homeless reporting system
- Continue to study and implement service sharing and streamlining initiatives
- Develop a local ten-year plan to mitigate homelessness
- Consider the development of a stronger or more formal organizational structure to improve the planning, coordination and evaluation functions for the overall system for homeless housing and services in Waukesha County.
- Consider withdrawing from the State Continuum of Care in favor of the local Waukesha County COC.

A copy of the complete report is attached to this Consolidated Plan in Appendix D.

Waukesha County is committed in all its efforts to meeting the needs of low and moderate households and will ensure the programs and activities are carried out to promote equal opportunity, non-discrimination, and fair housing. Waukesha County will continue its development of outcome measurements and require each funded activity to identify its outcomes and how the activity will improve the lives and opportunities of low and moderate income residents.

### **Strategic Plan**

This Strategic (Consolidated) Plan covers two primary federally funded programs:

- Community Development Block Grant Program (CDBG)
- HOME Investment Partnership Program (HOME)

Waukesha County participates in the Emergency Shelter Grant Program (ESG) through a state allocation of funds and also participates in the Housing Opportunities for Persons with AIDS (HOPWA) Program through a regional funding allocation.

Waukesha County also prepares a Continuum of Care Plan, which describes special housing and supportive programming needs and priorities that are attached and made a part of this document in Appendix D.

Mission: To meet community needs related to low and moderate households, to improve the quality of life, provide decent affordable housing, suitable living environments and expanding economic opportunities.

The plan provides a number of basic principles that guide funding decisions and priorities:

- Provide opportunities for the rehabilitation and development of affordable housing for both owner occupied and rental properties;
- Provide opportunities for low and moderate income households for homeownership;
- Reduce and/or eliminate barriers to affordable housing;
- Provide opportunities to meet special population affordable housing and support service needs;
- Provide direct client services to meet identified needs through collaborative public services;
- Provide for expanding economic opportunities and job creation for low and moderate income households;
- Provide opportunities for maintenance and rehabilitation of public facilities with emphasis on accessibility;
- Provide strategies and activities in areas of concentrated low and moderate income to improve the quality of life and opportunities to self-sufficiency;
- Concentration of resources directed to specific HUD eligible neighborhoods to improve livability, safety, and empower the residents.

## MANAGING THE PROCESS

### Consultation 91.200(b)

1. *Identify the lead agency or entity for overseeing the development of the plan and the major public and private agencies responsible for administering programs covered by the consolidated plan.*
2. *Identify agencies, groups, and organizations that participated in the process. This should reflect consultation requirements regarding the following:*
  - **General** §91.100 (a)(1) - *Consult with public and private agencies that provide health services, social and fair housing services (including those focusing on services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, homeless persons) during the preparation of the plan.*
  - **Homeless strategy** §91.100 (a)(2) – *Consult with public and private agencies that provide assisted housing, health services, and social services to determine what resources are available to address the needs of any persons that are chronically homeless.*
  - **Lead lead-based paint hazards** §91.100 (a)(3) – *Consult with State or local health and child welfare agencies and examine existing data related to lead-based paint hazards and poisonings.*
  - **Adjacent governments** §91.100 (a)(4) -- *Notify adjacent governments regarding priority non-housing community development needs.*
  - **Metropolitan planning** §91.100 (a)(5) -- *Consult with adjacent units of general local government, including local government agencies with metropolitan-wide planning responsibilities, particularly for problems and solutions that go beyond a single jurisdiction, i.e. transportation, workforce, etc.*
  - **HOPWA** §91.100 (b) -- *Largest city in EMSA consult broadly to develop metropolitan-wide strategy for addressing needs of persons with HIV/AIDS and their families.*
  - **Public housing** §91.100 (c) -- *Consult with the local public housing agency concerning public housing needs, planned programs, and activities.*

Waukesha County, as the lead agent and federal fund grantee, shall have primary responsibility for the development and implementation of this plan.

Waukesha County is the designated lead agent in the HOME Investment Partnership (HOME) Program, a collaborative, cooperative program including the counties of Waukesha, Washington, Jefferson and Ozaukee counties and 97 of 101 current municipal jurisdiction participants.

Together with community leaders, municipal government representatives and local advocates for community development, housing and homeless issues, the County worked to develop a set of priority needs, in addition to specific goals and objectives, for related programming from 2010-2014.

In an effort to increase public involvement in the development of the 2010-2014 Five-Year Consolidated Plan, Waukesha County contracted with the consultant firms of Urban Strategies, LLC and Community Planning and Development Advisors, LLC to conduct a series of focus groups for stakeholders and practitioners involved with CDBG and the HOME program and to conduct an Internet survey of community members.

## **Focus Groups**

The intent of the County was to provide a forum for participation by key community leaders, or stakeholders, from each of the four counties involved in the Consolidated Planning process, that being Jefferson, Ozaukee, Washington and Waukesha counties. An invitation to participate in the process was sent to people from each respective county who represented a variety of special interest groups, elected officials, public administrators, police and fire departments, and non-profit organizations. The focal point for sessions held in the HOME Consortium counties of Jefferson, Ozaukee and Washington County was on housing issues, given that HOME funding is exclusively for housing activities. Two sessions held in Waukesha County focused on both community development and housing issues since the County receives both CDBG and HOME funding. An additional session was held in Waukesha County, open to participants from all counties, to specifically cover fair housing issues. ***The comments and statements included below are solely of the participants in the focus groups and do not represent the opinions or policies of the Waukesha County Consortium***

The series of focus group sessions were held on the following dates:

- October 8, 2009 in Jefferson County, focused on Housing issues.
- October 14, 2009 in Ozaukee County, focused on Housing issues.
- October 21, 2009 in Washington County, focused on Housing issues.
- October 26, 2009 in Waukesha County, (an evening session) focused on both Community Development and Housing issues.
- October 28, 2009 in Waukesha County (2 sessions: am and pm), focused on both Community Development and Housing issues.
- November 4, 2009 in Waukesha County, focused on Fair Housing issues

At each of the sessions, the participants were divided into groups of 10 or less. Facilitators from Urban Strategies/Community Planning and Development Advisors used a nominal group technique developed by Andre Delbecq to help each group generate a series of responses to a question, clarify and consolidate the ideas, and then rank them. This was repeated for each of two or three topic questions to provide County staff and the consultants with enriched observations about the strengths, weaknesses and balancing efforts of the community development and housing programs.

### **Jefferson/Ozaukee/Washington County Housing Focus Groups**

The three questions asked at the housing-only sessions, one each in Jefferson, Ozaukee, and Washington Counties, were:

- What are the strengths of housing programs funded over the last 5 years in Jefferson/Washington/Ozaukee County under the Waukesha County Consortium Consolidated Plan?
- What are the weaknesses of housing programs funded over the last 5 years in Jefferson/Washington/Ozaukee County under the Waukesha County Consortium Consolidated Plan?
- What should be the priorities or focus of housing programs in the 2010 – 2014 Waukesha County Consolidated Plan for Jefferson/ Washington/Ozaukee County under the HOME program?

#### Summary Narrative

***Following is a summary of the strengths and weaknesses and recommendations for future funding offered at the three 3 focus group sessions held in Jefferson, Ozaukee, and Washington Counties. These statements were compiled by the consultants, Community Planning and Development Advisors. The following were observations and opinions of the participants in the focus groups. They have not been verified and are not presented as factually accurate. The statements provided below do not represent the opinions or policies of Waukesha County or the Waukesha County Consortium.***

Among the strengths mentioned by the groups were the following: there is a fairly good amount of housing available for seniors and the disabled and the quality of the housing stock is good; there is a variety of housing available; the old county by county allocation process was much more fair and useable for them and they would like to return to that process; there is minimal duplication of services within the counties; a housing hotline that refers people to available resources; the shared ride program offers improved transportation; agencies are very dedicated, sustainable and long term.

Among the weaknesses mentioned by the groups were the following: what is most needed is more affordable housing for people on SSI; need for more communication and education; the canceling a program in mid-year; need a landlord association in each county; there should be a percentage of the HOME allocation that has local control; there is a need for more transitional housing.

Many recommendations were made for what the focus and priorities should be over the next five years. Among these were: improve communication with seniors, disabled and caregivers on what is needed to keep people in their homes, including housing needs; provide technical assistance to individual organizations on how to access and use available funds; provide permanent housing with case management; continue assistance for purchasing homes; return to the old allocation system of providing each county with funding; change the administration of the program from Waukesha County being the lead agency to hiring an independent entity through a contractual arrangement; increase the allotment for Tenant-Based Rental Assistance and increase local control of that activity; provide grant writing assistance to organizations; work on legislation to reduce regulatory barriers to affordable, multi-family housing; provide education on job training for youth in housing rehab trades; re-evaluate the HOME Board composition and membership rules to allow for rotating terms, or 1/3, 1/3, 1/3 system; and better recognition of shared priorities.

### **Waukesha County Housing and Community Development Focus Groups**

The three questions asked at each of the three community development and housing sessions in Waukesha County were:

- What are the strengths of the current 5-Year Waukesha County Consolidated Plan or the community development and housing programs?
- What are the weaknesses of the current 5-Year Waukesha County Consolidated Plan or the community development and housing programs?
- What should be the priorities or focus of in the 2010 – 2014 Waukesha County Consolidated Plan for community development and housing programs?

#### Summary Narrative

***Following is a summary of the strengths and weaknesses and recommendations for future funding offered at the three 3 focus group sessions held for Waukesha County. These statements were compiled by the consultants, Community Planning and Development Advisors. The following were observations and opinions of the participants in the focus groups. They have not been verified and are not presented as factually accurate. The statements provided below do not represent the opinions or policies of Waukesha County or the Waukesha County Consortium.***

## Strengths

The highest rated strengths concerned the CDBG/HOME boards and the process of making funding decisions. Participants complimented the board for its diversity, knowledge and fairness in project selection. It was noted that the board process is open, asks good questions and are encouraging. Participants also complimented the application process which they said was simple.

There were also compliments for the County staff for being available, helpful and knowledgeable.

Programmatically, practitioners noted that the County funds “critical basic needs” programs such as social services and assists non-profits by funding programs and operations. Funding was described as diverse and flexible.

## Weaknesses

The most pronounced weakness in the community development in Waukesha is the lack of affordable housing. The participants noted a lack of mixed affordable housing outside of the city of Waukesha and they specifically mentioned rental and housing for the disabled.

The second cluster of comments about weaknesses in the program concerned the distribution of funds and the amount of available funds. The highest rated weakness was that CDBG is providing funding for government entities as well as other organizations that also provide funding. Although the groups knew that total funding for CDBG and HOME is based on a mathematical formula, participants still noted that the county tries to spread its funding too much. Two types of funding distribution methods were criticized. One was the decision not to fully fund projects so that the available funds can be further spread. This method was called “slow death.” Another funding method criticized was the county’s policy of not funding “duplicative” programs. A participant noted that “There is a lack of understanding of what constitutes “duplication” of services.

## Recommendations for Priorities

In analyzing the focus group sessions the consultants identified three major themes.

The first and the one that garnered the most comments involved the County’s process of making funding decisions. Recommendations included more funding for non-profits and more focus on community needs. Make sure that the programs selected match the needs. The group also recommended training and educational sessions for the board, the public as well as non-profits participating in the program. A two year grant was suggested. The group also recommended elimination of what they called “second level funding” including funding agencies that then turn around and fund other agencies.

The second theme was affordable housing. More housing was called for as was mixed income housing, and affordable housing in areas outside of the City of Waukesha. Comments also addressed increasing county resources for housing and educating the public about the housing trust fund and its benefits.

The third category of recommendations included specific programs including mental health and two recommendations for transportation.

### **Waukesha/Jefferson/Ozaukee/Washington Fair Housing Focus Groups**

The two questions asked at the one Fair Housing focus group session held in Waukesha County were:

- What are the strengths (S) and weaknesses (W) of the Fair Housing programs within Waukesha County and within the participating jurisdictions of the Waukesha County Consortium?
- What should the focus be or what actions should be taken over the five years to address Fair Housing issues in Waukesha County and the participating jurisdictions within the Waukesha County Consortium?

#### Summary Narrative and Analysis

***The following strengths and weaknesses were recorded observations and opinions of the participants in the focus groups. They were recorded by and analyzed by the consultants, CPDA. As previously noted these observations and opinions do not represent the opinions or policies of the Waukesha County Consortium nor are they to be considered as verified and factually accurate.***

#### Strengths

Very few strong points were listed by the groups with one group listing only three strengths and the other two groups listing five each.

The one strength listed by all three groups was the County's down payment assistance and homeownership program. Two groups listed the two advocacy groups supporting affordable housing in the county as strengths, the Housing Trust Fund and SOPHIA. Related to this, the one group that did not specify these groups did say that the county does work with community groups which may include these advocacy groups.

Two groups did compliment the CDBG/HOME program administrators saying that they are knowledgeable and helpful.

#### Weaknesses

The list of weaknesses is long. Two groups listed 17 weaknesses and the one remaining group listed 14. Many of the comments were made by one individual and were not duplicative.

If categorized, the most frequently mentioned weakness related to a lack of political will and commitment to affordable housing and fair housing on behalf of elected officials at the county level and at municipalities. One commenter said that there is a failure to accept affordable housing. Another said that there is a lack of political initiative. One said there is a “profound political resistance” to fair housing. Lack of commitment to the plan and implementation of fair housing by the private sector was also identified as a weakness.

Related to this, a number of commenter’s noted that the County “overstates” its commitment to affordable and fair housing as evidenced, for example, by the failure of the county to actually commit funds to the affordable housing trust fund and the failure to adopt a fair housing ordinance.

It was noted by a number of participants that racial segregation continues to be an issue and this is not identified in the analysis of impediments nor acknowledged. One commenter stated that Waukesha County is the “whitest” county and it did not get that way by “accident”. It was suggested that instances of discrimination is “understated” particularly because the minority population is so small that using grievances as an indicator is not an accurate measure.

Another commenter broadened that idea to a failure of the plan to identify the changing characteristics of the lower income population in Waukesha County.

A number of participants noted that the public lacks knowledge about fair housing and affordable housing and there is a need for education and “public discourse.”

The cost of land was identified by a number of participants as a major impediment to affordable and fair housing. It was noted that the cost of land continues to increase as suitable, available sites are developed for other uses such as commercial development or market rate housing. Related to this were comments concerning the restrictive effects of zoning and a lack of commitment to changing zoning restrictions, both of which contribute to the high cost of land. Also related was a comment that since Waukesha County doesn’t have the authority to implement provisions of the Smart Growth Plan in municipalities, this is a weakness inhibiting fair housing.

When discussing specifics of the Analysis of Impediments, Consolidated Plan and implementation of the CDBG and HOME programs, the participants noted a number of weaknesses. These included:

- There is no mention of Affirmative Fair Housing Marketing in the Analysis of Impediments.

- The plan does not create affordable housing. The plan does not promote affordable rental housing.
- There is too much emphasis on homeownership. This means that assistance is offered to moderate income households at the 50 – 89 percent of median income range but not available or affordable to those below 50 percent of county median.
- Housing plans are for senior housing not integrated or mixed housing.

Each group also identified as a major weakness a prohibition that prevents the Waukesha Housing Authority from developing affordable housing outside of the City of Waukesha.

The lack of jobs, workforce housing and transportation were also weaknesses mentioned and agreed to by many participants.

### **Recommended Priorities/Goals for Fair Housing**

Each of the three groups recommended support for the Housing Trust fund, improving the transportation system and linking jobs/employment to affordable housing as major priorities for the future. Workforce housing was mentioned a number of times and it was suggested that the county develop incentives to encourage employers to participate in programs for workforce housing.

Another major recommendation was that the County/Consortium must change the emphasis of the funding from homeowner to a more diversified mix of housing, especially multifamily housing. One comment was that the county must “stop the funding disparity.” Related to this were a number of other recommendations.

- Consolidate multiple funding sources to allow financing of larger projects.
- Better coordinate funding sources to align support services with housing development.
- Encourage bigger developments to help qualify for use of tax credits.
- Develop a new CHDO (Community Housing Development Organization) capable of developing affordable housing.

The groups also suggested continuing the education of public officials and the public at large about the benefits of affordable and fair housing. Among the suggestions were:

- Educate and encourage advocacy to the general public;
- Compile examples of good housing programs in other counties. Publicize and promote the benefits of affordable housing
-

- Make presentations to communities; make use of media.
- Develop a best practices inventory and other concepts.
- Identify champions in each municipality to attend meetings, voice the need for affordable housing.
- Identify and fund projects that meet goals of the plan.
- Gear education on benefits to local elected officials.
- Work with development community to highly publicize a good project i.e. concept houses.
- Change the “culture of exclusion” especially with elected officials.

Other recommendations included:

- Changing zoning to streamline the system and encourage/incentivize multifamily housing.
- Find methods to hold local governments accountable for enforcement of the Consolidated Plan's Certification to Affirmatively Further Fair Housing.
- Create a County Fair Housing Ordinance.
- Acquire foreclosed and abandoned properties to use for affordable housing.

See a summary of the results of each focus group in Appendix B.

## **Community Needs Survey**

A copy of the survey, charts of survey results and written comments from the survey are provided in Appendix B.

The Internet Community Needs and Housing Needs Survey was conducted during the months of September and October 2009 and was accessible to residents of Jefferson, Ozaukee, Washington and Waukesha counties through the Waukesha County's and Waukesha City's website. The results of the needs survey were to help the County determine the use of public funds, including their yearly allocations of Community Development Block Grant funds, HOME funds and programs introduced under the economic stimulus package.

Five hundred and four (504) residents of the four Consortium Counties accessed the survey with 89.9% (453) of those responding completing the entire survey. The respondents

represented residents of each of the counties in the Consortium by the following percentages: Jefferson County (26.5%), Ozaukee County (1%), Washington County (3.4%), and Waukesha County (69.1%). The survey included questions concerning community development and housing for residents of Waukesha County, but the questions for residents of Jefferson, Ozaukee and Washington counties focused on housing activities.

### **Waukesha County Questions and Results:**

Two of the questions asked Waukesha's residents about their feeling regarding neighborhood safety. In response to the question that asked about the residents "feeling about neighborhood safety," 43.4% said that "they always feel safe", 53.8% said that "they mostly feel safe", 3.1% said "mostly feel unsafe" and no one said that they "never feel safe". The follow up question was whether their feeling of safety had changed in the last 5 years. 10.6% said "they feel a lot safer", 31% said "they feel somewhat safer", 57% said "they feel somewhat less safe", and 2.1% said "they feel a lot less safe".

In regard to housing, the survey asked two questions of Waukesha County residents. First, the survey asked the residents to rate the Need for housing programs/assistance in their neighborhood. The rating scale used was 1 = Extreme Need to 4 = No Need at all. The highest ratings were in the 3 to 4 range indicating No Need to No Need at All. This indicated that residents did not believe that housing assistance was needed. Of those who did rate housing as needed, "places that are safe after dark", "places to walk" and "places for children to play" received the highest ratings. Rental housing was rated the highest under No Need At All.

The survey then asked Waukesha County residents to rate the importance of spending public dollars on various activities relating to housing, economic development, public improvements, revitalization efforts, homeless programs and public services. The ratings choices were Extremely Important, Very Important, Not Very Important, Not Important, or Don't Know. The activities were selected for inclusion in the survey based on a review of funding decisions made by the County in allocating Community Development Block Grant (CDBG) and HOME funds over the last 10 years.

The second housing question on the survey asked the residents to "rate the importance of spending public dollars on housing efforts." "Housing for persons with disabilities" and "housing for seniors" were the two categories with the highest scores of Extremely Important and Very Important. A rating of Very Important was selected most often by respondents for all but two of the activities listed: "affordable housing development" (36.4%), "owner housing development" (39.2%), "down payment and closing costs" (40%), "housing for seniors" (53.7%), "housing for persons with disabilities" (53.3%), "homeowner rehab loans" (41%), and "fair housing activities" (35%). The highest rating for Not Very Important was given to the two remaining activities of "rental housing development" (36.6%) and "rental rehab loans" (36%).

In the economic development/public improvement category, both "increasing the opportunity for jobs" and "encourage the development of small businesses" were rated extremely

important/very important by 90.6% of those responding. Repair/replace streets and street lighting was next highest rated at 86.3%. Also highly rated was to “remove/repair/replace blighted and damaged buildings” at 70.6%, followed by “repair/improve targeted public facilities” with 68.2% considering that category extremely important/ very important. Lowest scoring categories were “improve/ increase the number of bus shelters/stops” with 62.2% of those responding putting this in the not very important/not important categories and 55.4% of the respondents ranking not very important/not important for “improving the conditions of parks and public space”.

In the category for homeless and public service programs the choices all received fairly high levels of support in the categories of extremely important and very important. The highest in importance (rated extremely important/ very important) were “programs that assisted disabled persons” at 83.1 and job training programs at 82.4%. “Programs that assist senior citizens” were rated extremely important/very important by 81.3% and that was closely followed by “programs for youth” at 80.6%. 76.2 % of the respondents rated “programs that serve persons with mental illness” as extremely important/very important. At the low end, “legal services” was deemed not very important/not important by 48.8% of those responding followed by 42.3% for the category of “facility improvements for non-profits”.

The survey also asked Waukesha County residents “generally speaking, how has your City/Town/Village changed in the following areas over the last 5 years?” The choices were A Lot Better Off, Somewhat Better Off, Somewhat Worse Off, A lot Worse Off, and Don’t Know. Over 50% of the respondents rated their communities as A Lot Better Off in the following categories:

- Opportunities for walking (57.8%)
- Opportunities for biking (55.8%)
- Condition of parks and other public spaces (52.9%)
- General neighborhood appearance (51%)
- Safe places for children to play (50.9%)

On the opposite side, 22.7% of the respondents reported that Opportunities for Jobs was “A Lot Worse Off,” the highest rating in that category. If you combine this with those who rated this category “Somewhat Worse Off” (35.3%) the total was 58% of the respondents. This was the highest of the negative ratings followed by 45.1% who found the conditions of the streets and sidewalks worse off and 42.8% who the situation was worse off regarding affordable housing than it was five years ago.

What is interesting is the high number of respondents who did not know whether certain categories were better or worse off. However, three of the four highest rated as “don’t knows” were in regard to housing, particularly for rental, the disabled and seniors. This included:

- Availability of housing for people with disabilities (50.3%).
- Availability of housing for seniors (41.8%).
- Public transportation options (34.7%).
- Availability of rental housing (33%).

### **Jefferson, Ozaukee and Washington Counties**

Residents of Jefferson, Ozaukee and Washington Counties receive only HOME funding from the Waukesha County Consortium. Therefore, this survey only asked one program question relating to housing for each county. The question was: “...please rate the importance of spending public dollars on housing efforts in your county in the following areas.” A list then was provided of various housing program types and the respondents scored each according to a scale ranging from Extremely Important to Not Important. They were also given the opportunity to check Don’t Know.

Jefferson County: 132 respondents

The category of housing that received the highest percent response as Extremely Important was “Affordable Housing” at 52.7%. Combining that with those who responded that “Affordable Housing” was Very Important gave this category a rating of 86%. The second highest rated as Extremely Important was “Homeownership Assistance” at 47.5% although when combined with Very Important this activity rated fourth at 76.2%. “Rental Housing” was rated third as Extremely Important at 42.3% and third combined at 76.9%. Interestingly, the second highest combined score was for Fair Housing Information and education activities with a combined score of 79.5%.

Jefferson County residents rated “Rental Rehab Loans” and “Rental Housing” as one and two for being Not Very or Not Important scoring them 26.7% and 26.1% respectively.

Washington County: 17 respondents

38.9% of the Washington County respondents scored “Fair Housing Anti-Discrimination Activities” as Extremely Important, the highest score in the housing category. 55.6% scored “Housing Rehab loans” as Very important. Combined, the highest rated category was “Housing for disabled persons” at 77.8%. On the negative side, 44.4% of the respondents rated “Rental Rehab Loans” as Not Very Important.

Ozaukee County: 5 respondents

The highest rated category in Ozaukee County was “Owner Housing Development” with 66.7% of the respondents rating that as Extremely Important. “Affordable housing” was second at 33.3%. 66.7% of respondents said that “Homeowner Rehab Loans” was Not Very Important.

The survey allowed for written comments to each question and there was one open-ended question for each county inviting a respondent to provide any additional comments or recommendations on the use of public funds over the next 5 years. The respondents to the survey were more than willing to provide their recommendations with comments. (See Appendix B)

***Based upon the survey responses, the consultants, CPDA, have categorized the following conclusions for consideration by staff and County officials:***

### **Economic Development and Public Facilities Components (Question 12)**

**Conclusion # 1:**

Waukesha County survey respondents indicated a preference that CDBG funding should be provided to activities that increase opportunities for jobs.

**Conclusion # 2:**

Additionally, survey participants supported using federal funds to encourage the development of small businesses.

### **Homeless and Public Service Components (Question 13)**

**Conclusion # 1:**

Waukesha County survey participants favor funding programs that assist people with disabilities.

**Conclusion # 2:**

Waukesha County survey participants also favor funding job creation activities under public services.

### **Housing Components**

#### **Waukesha County: (Question 14)**

**Conclusion # 1:**

Less than 25% of Waukesha County respondents scored housing as an extremely important need in any housing category. The highest rated need was for “affordable owner-housing development”, but, at the same time, a higher number of people rated “affordable rental housing” as being of little or no need. “Rental housing” was seen by the largest percent of people responding as being Not Very Important or Not Important with a combined score of almost 50%.

**Conclusion # 2:**

If CDBG and/or HOME are used for housing activities, the activity that more than 50% of survey participants rated as most important was “housing for persons with disabilities” followed by “housing for seniors”.

**Jefferson County:** (Question 18)

Conclusion # 1:

Jefferson County survey participants favor funding of “affordable housing” activities.

Conclusion # 2:

Jefferson County survey participants favor funding of “homeownership assistance” activities.

Conclusion # 3:

Jefferson County survey participants favor encouraging Fair Housing information and education activities as well as Fair Housing anti discrimination activities.

**Ozaukee County:** (Question 21)

Conclusion # 1:

Ozaukee County survey participants favor funding for “owner housing development” programs.

**Washington County:** (Question 24)

Conclusion # 1:

“Housing rehab loans” were rated as very important by Washington County survey participants.

Conclusion # 2:

Fair housing anti-discrimination activities was rated as extremely important by Washington County survey participants.

Conclusion # 3:

Washington County survey participants rated “rental rehab loans” as not very important.

Comments and survey results can be viewed in Appendix B.

**Citizen Participation 91.200 (b)**

1. *Based on the jurisdiction’s current citizen participation plan, provide a summary of the citizen participation process used in the development of the consolidated plan. Include a description of actions taken to encourage participation of all its residents, including the following:*

- *low- and moderate-income residents where housing and community development funds may be spent;*
  - *minorities and non-English speaking persons, as well as persons with disabilities;*
  - *local and regional institutions and other organizations (including businesses, developers, community and faith-based organizations);*
  - *residents of public and assisted housing developments and recipients of tenant-based assistance;*
  - *residents of targeted revitalization areas*
2. *Provide a description of the process used to allow citizens to review and submit comments on the proposed consolidated plan, including how the plan (or a summary of the plan) was published for review; the dates, times and locations of a public hearing, or hearings; when and how notice was provided to citizens of the hearing(s); the dates of the 30 day citizen comment period, and if technical assistance was provided to groups developing proposals for funding assistance under the consolidated plan and how this assistance was provided.*
  3. *Provide a summary of citizen comments or views received on the plan and explain any comments not accepted and reasons why these comments were not accepted.*  
*\*Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.*

Waukesha County provides all citizens an opportunity to participate at all CDBG and HOME Board meetings through a public comment period. All CDBG and HOME meetings are posted in accordance with County requirements for public notice. In addition, a public hearing is held annually to obtain citizen comments on community needs and CDBG funding priorities. The CDBG Board also reviews comments received at the public hearings held by the Department of Health and Human Services and Department of Senior Services. CDBG staff also receives comments related to various community needs as a participant on numerous coordinating groups, including, but not limited to: Workforce Development Board, Waukesha Action Committee, United Way Community Building Committee, Regional Development Committee, Waukesha Youth Collaborative, and Waukesha Transit Collaborative, etc.

Waukesha County held public hearings to obtain citizen input on community-wide needs, comment on the annual allocation of funds and published all required public announcements.

A public hearing to comment on the 2010 CDBG allocation was published as a display advertisement in the Milwaukee Journal/Sentinel, the official county newspaper, on October 10, 2009. A similar notice relating to the 2010 HOME allocation was published as a display advertisement also on October 10, 2009. The CDBG public hearing was held in conjunction with the October 14, 2009 CDBG Board meeting and the HOME public hearing was held in conjunction with the HOME Board meeting on October 15, 2009. The County Board ordinance approving these allocations was held on October 27, 2009.

A copy of the proposed 2010-2014 Consolidated Plan and the 2010 Annual Plan was provided for review and comment to the public on January 4, 2010 through February 2, 2010.

See Appendix B for a list of comments received to the 1) Community Needs Survey, 2) during the Focus Group sessions, and 3) any comments received at the public hearings, and 4) any comments received during the 30 comment period. All comments received are listed; however, the comments were edited to remove information identifying a person or a business by name or location.

## HOUSING AND HOMELESS NEEDS

### Housing Needs 91.205

*\*If not using the CPMP Tool: Complete and submit CHAS Table from:*

<http://socds.huduser.org/scripts/odbic.exe/chas/index.htm>

*\*If using the CPMP Tool: Complete and submit the Needs/Housing Table*

4. *In this narrative, describe the estimated housing needs projected for the next five year period for the following categories of persons: extremely low-income, low-income, moderate-income, and middle-income families, renters and owners, elderly persons, persons with disabilities, including persons with HIV/AIDS and their families, single persons, large families, public housing residents, victims of domestic violence, families on the public housing and section 8 tenant-based waiting list, and discuss specific housing problems, including: cost-burden, severe cost-burden, substandard housing, and overcrowding (especially large families) and substandard conditions being experienced by extremely low-income, low-income, moderate-income, and middle-income renters and owners compare to the jurisdiction as a whole. The jurisdiction must define the terms "standard condition" and "substandard condition but suitable for rehabilitation."*
5. *To the extent that any racial or ethnic group has a disproportionately greater need for any income category in comparison to the needs of that category as a whole, the jurisdiction must provide an assessment of that specific need. For this purpose, disproportionately greater need exists when the percentage of persons in a category of need who are members of a particular racial or ethnic group is at least ten percentage points higher than the percentage of persons in the category as a whole.*

The housing element, Chapter 5, of the recently completed Waukesha County Comprehensive Development Plan required by Section 66.1001 of the Wisconsin Statutes is attached (See Appendix D) as additional information on the housing needs in Waukesha County over the next five years. The housing element of the comprehensive plan provides an assessment of the age, structural condition, value and occupancy characteristics of existing housing stock in the County and participating local government. Additionally, the housing element provides a description of the government

programs available to facilitate the provision of housing and recommendations through the Plan design year of 2035.

Housing has been identified as the highest priority for the CDBG program and the primary emphasis for the HOME Investment Partnership Program. Three of the four counties who participate in the HOME program, have a disparity between household income and cost of housing which is a difficult obstacle to overcome. While housing diversity and affordability for all income households and for all types of housing choices is an admirable goal, the reality is that low income households have an extremely difficult housing cost burden. In fact, moderate income housing in general also has a housing cost burden.

In regard to housing needs of persons with disabilities, information is obtained from Independence First, and the Waukesha County Department of Health and Human Services, with input also from the Mental Health Association, NAMI, and the Addiction Resource Center. Statistically, about 10% of the population has some form of disability; therefore, about 36,000 Waukesha County residents would have a disability.

Waukesha County meets some of the housing needs through various housing options including, but not limited to: state institutions, intensive care facilities, nursing homes, mental health institutions, or childcare facilities. In addition, local facilities such as group homes or supervised apartments serve persons needing supportive services. Persons with developmental disabilities receive case management from County agencies and Waukesha County provides services for mentally ill / dual diagnosed persons with community support programs, day treatment and residential services. Waukesha, in collaboration of various partners, provides residential living arrangements at the following eight (8) facilities for persons with severe or persistent mental illness: Nelson House, Jordan House, Lakeview, Pewaukee, Marion, Patricia Place, Madison House, and Drumlin Place.

Waukesha County does not have a specific housing facility for persons with physical disabilities. Under federal regulations, any state or federal construction project must contain 5% of the units for persons with physical disabilities. The total need for physically accessible units is estimated at 100 units in the four county areas.

Waukesha County is fortunate to have a hospice care facility (Richard's Place), which serves persons with HIV / AIDS with funding under the Supportive Services permanent housing program. A second facility under the same program provides for most of the current AIDS / HIV shelter needs. Similar facilities do not exist in the HOME participating counties.

## **Race**

Data from the 2000 Census was used instead of more recent American Community Survey data because the concentration of minorities in these four counties is so small, rendering large

margins of error in the sample data. Looking at the data, it appears that African Americans and Asians generally earn roughly equal or more than their white counterparts, while Hispanics consistently earn less than white, non-Hispanics. Income seems to be the largest barrier to finding an affordable home, but given that racial minorities and Hispanics in the Milwaukee metropolitan area tend to earn less than their white counterparts, race becomes a *de facto* barrier.

Whites are the overwhelming majority in all four counties. According to 2008 estimates from the American Community Survey, the percentage of people identifying as white alone was 96.7% in Jefferson County, 95.7% in Ozaukee County, 96.4% in Washington County, and 94.2% in Waukesha County. Although there have been slight increases in African-Americans in the four county area, just over 1% of the population in Waukesha and Ozaukee counties identify as black alone and less than 1% identify as black alone in Jefferson and Washington counties. In comparison, African-Americans are 5.9% of the populations statewide. While Latinos do not comprise a large proportion of the population, they are a growing segment of the population. Jefferson County has the highest proportion of Latinos at 5.8% and Ozaukee has the lowest at 2.0%.

HUD statistics have indicated that there exists a greater than 10% difference in cost burden for racial minority households with an income <30% of median. Within the four county area there exists a huge gap between those with higher incomes (in Waukesha County alone the median income is approaching \$74,000, compared to Milwaukee County median of \$29,000), resulting in a Metro median considerably less than median in Waukesha and similarly higher compared to Milwaukee County. The high cost of housing, low household incomes and the difference between higher-income professional minority households and lower wage service workers, explains the 10% difference in racial disparity for households with incomes < 30% of median. Waukesha County will continue to encourage the development of subsidized affordable rental housing using its CDBG and HOME funds to fill gaps that might inhibit or discourage development.

In general, the use of HOME and CDBG funds is a response to proposed private sector development. The HOME Consortium will encourage small scale rental rehabilitation projects to increase the affordable housing stock. Increases in the state minimum wages will increase the household income particularly on the lower (< 30 %) category, which should provide additional resources for household if housing costs do not correspondingly increase. Waukesha County will also encourage pro-active efforts through the Workforce Development Board to increase employment opportunities for lower income households that will increase housing opportunities. Staff will continue to collaborate with the Department of Health and Human Services.

**Figure 4: Median Household Income by Race**

	<b>Jefferson Co</b>	<b>Ozaukee Co</b>	<b>Washington Co</b>	<b>Waukesha Co</b>
<b>White Alone</b>	\$46,959	\$62,622	\$57,041	\$62,889
<b>African American Alone</b>	\$54,286	\$87,751	\$59,583	\$62,063
<b>American Indian of Alaska Native</b>	\$31,250	\$72,500	\$45,625	\$50,324
<b>Asian</b>	\$43,333	\$76,919	\$61,954	\$79,762
<b>Native Hawaiian or Pacific Islander Alone</b>	\$80,488	N/A	N/A	\$75,356
<b>Some Other Race</b>	\$42,574	\$56,250	\$69,000	\$46,149
<b>Two or More Races</b>	\$45,833	\$60,882	\$46,224	\$55,750
<b>White, Not Hispanic</b>	\$47,083	\$62,697	\$57,086	\$63,036
<b>Hispanic</b>	\$41,595	\$50,192	\$51,333	\$48,586

Source: Census 2000

## **Homeless Needs 91.205 (c)**

*\*Refer to the Homeless Needs Table 1A or the CPMP Tool's Needs.xls workbook*

6. *Homeless Needs— The jurisdiction must provide a concise summary of the nature and extent of homelessness in the jurisdiction, (including rural homelessness and chronic homelessness where applicable), addressing separately the need for facilities and services for homeless persons and homeless families with children, both sheltered and unsheltered, and homeless subpopulations, in accordance with Table 1A. The summary must include the characteristics and needs of low-income individuals and children, (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered.*
  
7. *Describe, to the extent information is available, the nature and extent of homelessness by racial and ethnic group. A quantitative analysis is not required. If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates.*

The homeless population and those at risk of homelessness of Waukesha County, as estimated from sources obtained by our consultants, has more than doubled in two years increasing from 3,149 total individuals in 2006 to 6,457 individuals in 2008, the latest year for which figures were available. .

Within shelters, total individuals receiving at least one night of shelter decreased from 763 in 2006 to 255 people in 2008. This total individual figure included 145 children in 2006 but decreased to 117 children in 2008; families decreased from 111 in 2006 to 103 families in 2008.

Within transitional housing, the number of people served also decreased from 43 in 2006 to 22 individuals in 2008. The 2006 clients included 43 families; the 2008 figures included 12 families.

Within the permanent housing category, the number of total people served rose from 3 in 2006 to 4 in 2008. Of this total, all 3 served in 2006 were individuals, and all 4 served in 2008 were also individuals.

The two programs serving the largest number of people included the Salvation Army homeless prevention program (4,113 people in 2008) and the Cooperating Congregations in Waukesha free meal and counseling programs (1,723 people in 2008). In 2008 the Salvation Army served 1,141 families and 623 singles. The CCWC served 395 families and 900 singles.

The State Homeless Plan describes the following as the primary causes of homelessness in Wisconsin in 2006:

**Figure 5: Primary Causes of Homelessness in Wisconsin**

Primary Causes of Homelessness in Wisconsin		
	Reported in 1995	Reported in 2006
Family violence	20%	29%
Low income	28%	26%
Other	35%	23%
Eviction	17%	21%

Source: State of Wisconsin 10 Year Plan to End Homelessness

Local Waukesha County data and informants suggest that the primary causes of homelessness in Waukesha County are not dissimilar to those of the state as a whole.

## **Non-homeless Special Needs 91.205 (d) including HOPWA**

*\*Please also refer to the Non-homeless Special Needs Tables 1A & 1B or, in the CPMP Tool, the Needs.xls workbook.*

8. *Estimate, to the extent practicable, the number of persons in various subpopulations that are not homeless but may require housing or supportive services, including the elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction, victims of domestic violence, public housing residents, and any other categories the jurisdiction may specify and describe their supportive housing needs. The jurisdiction can use the Non-Homeless*

*Special Needs Table (Table 1B or Needs.xls in CPMP Tool) of their Consolidated Plan to help identify these needs.*

***\*Note: HOPWA recipients must identify the size and characteristics of the population with HIV/AIDS and their families that will be served in the metropolitan area.***

In regard to special housing needs, in particular for persons with disabilities, additional units are always needed to meet this vital need. While funds through CDBG and HOME may be available for increasing the available supply of units, the greatest area of concern related to special need housing is the need for "supportive services", and the cost for such services. Waukesha County has an 8 - 10 year waiting list for special need housing. This list is affected by the lack of availability of funds for supportive services.

The needs related to the special needs population does not differ significantly from the needs of the general population. The primary difference in meeting the special needs population objectives is the intensity of services required and cost of providing services.

## **Lead-based Paint 91.205 (e)**

9. *Estimate the number of housing units\* that contain lead-based paint hazards, as defined in section 1004 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, and are occupied by extremely low-income, low-income, and moderate-income families.*

***\*If using the CPMP Tool, this number can be provided on the Housing Needs Table in the Needs.xls file.***

Based on 2000 census data, Waukesha County has 85,284 housing units built prior to 1978, which potentially have lead paint. An additional 67,179 units in the three HOME Consortium counties were built prior to 1978. Assuming 1% of these units have a lead paint hazard, 1,524 units might have potential lead hazard. Identified lead hazards units have been considerably lower than the 1% number.

Waukesha County in cooperation with the participating Home Counties and the health departments in each county have taken an aggressive approach to reducing and eliminating lead-based paint hazards. All rehabilitation work undertaken through any of the funded housing rehabilitation programs will require an HQS inspection for lead paint hazards such as peeling paint. Households occupying housing built before 1978 are provided lead paint brochures, particularly when young children live or visit the home, which describes lead paint hazards. When lead based paint has been identified, safe work practices are strictly enforced. Waukesha County has purchased and utilizes a lead paint detection gun to assess levels of lead paint.

Programs have been developed to include referrals from the health departments, local building inspectors, and private home inspectors. The Homebuyer Counseling agencies serving the four Home Counties have incorporated information on lead based paint hazard into their Homebuyer seminars.

During the next five year period, lead based paint hazard elimination will continue to be emphasized. Housing rehabilitation staff will continue outreach with local officials, home inspectors and health departments. Through either the special lead hazard elimination program, or the existing housing rehabilitation program, 20 units per year will have lead paint hazard eliminated from their housing unit.

**Figure 6: Housing Units built before 1978, assume possible lead paint hazard**

County	Owner-Occupied	Renter Occupied	Total
Waukesha	67,508	17,776	85,284
Jefferson	15,025	5,653	20,678
Washington	19,743	6,001	25,744
Ozaukee	15,910	4,844	20,754
Total	118,186	34,274	152,460

Source: 2000 Census

## HOUSING MARKET ANALYSIS

### Housing Market Analysis 91.210

*Refer to the Housing Market Analysis Table in the Needs.xls workbook*

10. *Based on information available to the jurisdiction, describe the significant characteristics of the housing market in terms of supply, demand, condition, and the cost of housing; the housing stock available to serve persons with disabilities; and to serve persons with HIV/AIDS and their families.*

11. *Provide an estimate; to the extent information is available, of the number of vacant or abandoned buildings and whether units in these buildings are suitable for rehabilitation.*

### Demographic Background

#### Population Trends

The population in all four counties of the four county areas (HOME participants) has increased since 2000, though the rate of growth has slowed in recent years. Waukesha County is by far the most populous county with a 2008 population estimate of 380,629. Due to its proximity to the City of Milwaukee and its strategic location between Madison and Milwaukee, Waukesha

County has experienced significant development pressures in recent decades as more agricultural land was used to accommodate housing. This trend, however, has slowed in recent years. This population increased by 8% from 1980 to 1990 and by 16% from 1990 to 2000, but only increased 5.5% between 2000 and 2008. (U.S. Bureau of Census and Wisconsin Department of Administration)

Jefferson County is the most rural of the four counties and has not seen the same development pressures as Waukesha County. The population increased 9.2% between 1990 and 2000 and 9.1% between 2000 and 2008.

Ozaukee County grew at a modest rate of 4.3% between 2000 and 2008. Ozaukee County remains largely a “bedroom community” of Milwaukee with convenient access along Interstate 43.

Washington County experienced the largest population increase among the four counties: the population increased by nearly a quarter between 2000 and 2008. This rapid growth is likely due to large amounts of available land, coupled with abundant transportation options.

The supply of housing in the four county areas continues to rise although that trend has slowed in recent years as a result of the downturn in the economy. Overall, the number of housing units increased 24.9% between 1990 and 2000, while the number of housing units increased only 12.2% between 2000 and 2008. Even though this latter figure only covers 8 years rather than 10 years, chances are highly unlikely that the increase in housing units will reach the same level as the previous decade. According to American Community Survey Estimates from 2006-2008, owner occupied housing units represent 77.0% of total occupied housing units, while renter occupied housing units comprise 23.0% of occupied housing units in the four county area. Overall, the proportion of renter occupied housing units has decreased slightly by 1.5% since 2000.

The data show that as of 2008 15,126, or 5.5%, of total housing units in the four county areas were vacant, an increase of 1.1% since 2000. Of these vacant housing units, 31.3% are for seasonal use.

The results for the four county areas are summarized below. Results from the individual counties are also included.

**Figure 7: Number of Housing Units by Type  
Four County Area (Jefferson, Ozaukee, Washington, Waukesha)**

<b>Waukesha County Consortium Four County Area Total</b>						
	1990 Census	% of Total	2000 Census	% of Total	2008 ACS Estimate	% of Total
Total Housing Units	197,135		246,301		276,298	
Occupied Housing Units	188,693	95.7	235,481	95.6	261,172	94.5
Owner Occupied Housing Units	142,403	75.5	180,545	76.7	200,998	77.0
Renter Occupied Housing Units	46,290	24.5	57,588	24.5	60,174	23.0
Vacant Housing Units	8342	4.2	10,820	4.4	15,126	5.5
For rent					3491	23.1
Renter, not occupied					1057	7.0
For sale only					2992	19.8
Sold, not occupied					526	3.5
Recreational, or occasional use					4742	31.3
For migrant workers					0	0.0
Other vacant					2318	15.3

Source: Census 1990, Census 2000, American Community Survey 2006-2008, 1990 & 2000 Census data not available for For Rent through Other Vacant.

### **Jefferson County**

In Jefferson County, the number of housing units increased 17.0% between 1990 and 2000 and 11.5% between 2000 and 2008. Even though this latter figure only covers 8 years rather than 10 years, chances are highly unlikely that the increase in housing units will reach the same level as the previous decade. According to American Community Survey Estimates from 2006-2008,

owner occupied housing units represent 72.5% of total occupied housing units, while renter occupied housing units comprise 27.5% of occupied housing units in the county. Overall, the proportion of renter occupied housing units has decreased slightly –.8%--since 2000. Jefferson County has the highest proportion of renters among the four county area bringing it closer to the state’s figure of 29.7%.

The data show that as of 2008 3,077—or 9.2% of total housing unit--in Jefferson County were vacant, an increase of about 3% since 2000. Of these vacant housing units, 35.3% are for seasonal use.

**Figure 8: Jefferson County Number of Housing Units by Type**

<b>Jefferson County</b>						
	1990 Census	% of Total	2000 Census	% of Total	2008 ACS Estimate	% of Total
Total Housing Units	25,719		30,092		33,541	
Occupied Housing Units	24,019	93.4	28,205	93.7	30,464	90.8
Owner Occupied Housing Units	16,964	70.6	20,231	71.7	22,077	72.5
Renter Occupied Housing Units	7,055	29.4	7,974	28.3	8,387	27.5
Vacant Housing Units	1,700	6.6	1,887	6.3	3,077	9.2
For rent					565	18.4
Renter, not occupied					144	4.7
For sale only					688	22.4
Sold, not occupied					103	3.3
Recreational, or occasional use					1,086	35.3
For migrant workers					0	0
Other vacant					491	16.0

Source: Census 1990, Census 2000, American Community Survey 2006-2008, 1990 & 2000 Census data not available for For Rent through Other Vacant.

## Ozaukee County

In Ozaukee County, the number of housing units increased 13.6% between 1990 and 2000 and 16.9% between 2000 and 2008. Ozaukee County is the only one of the four counties to see a larger increase in the last eight years than between 1990 and 2000. According to American Community Survey Estimates from 2006-2008, owner occupied housing units represent 78.4% of total occupied housing units, while renter occupied housing units comprise 21.6%% of occupied housing units in the county. Overall, the proportion of renter occupied housing units has decreased by 4.3% since 2000.

The data show that as of 2008 2,093—or 6.0% of total housing unit--in Ozaukee County were vacant, a decrease of about .3% since 2000. Ozaukee County is also the one of the four counties to see a decrease in the percentage of housing units that is vacant. Of these vacant housing units, 35.5% are for seasonal use.

**Figure 9: Ozaukee County Number of Housing Units by Type**

<b>Ozaukee County</b>						
	1990 Census	% of Total	2000 Census	% of Total	2008 ACS Estimate	% of Total
Total Housing Units	26,482		30,092		35,164	
Occupied Housing Units	25,707	97.1	28,205	93.7	33,071	94.0
Owner Occupied Housing Units	19,128	74.4	23,546	83.5	25,941	78.4
Renter Occupied Housing Units	6,579	25.6	7,311	25.9	7,130	21.6
Vacant Housing Units	775	2.9	1,887	6.3	2,093	6.0
For rent					530	22.8
Renter, not occupied					303	13.0
For sale only					428	18.4
Sold, not occupied					0	0

Recreational, or occasional use					520	22.4
For migrant workers					0	0.0
Other vacant					312	13.4

Source: Census 1990, Census 2000, American Community Survey 2006-2008, 1990 & 2000 Census data not available for For Rent through Other Vacant.

### Washington County

In Washington County, the number of housing units increased 32.8% between 1990 and 2000 and 15.4% between 2000 and 2008. Even though this latter figure only covers 8 years rather than 10 years, chances are highly unlikely that the increase in housing units will reach the same level as the previous decade. According to American Community Survey Estimates from 2006-2008, owner occupied housing units represent 77.7% of total occupied housing units, while renter occupied housing units comprise 22.3%% of occupied housing units in the county. Washington County has the highest proportion of owner-occupied housing units in the four county areas. The proportion of renter occupied housing units has decreased slightly -1.7%--since 2000.

The data show that as of 2008 2,322—or 4.4% of total housing unit--in Washington County were vacant, an almost negligible increase of about .1% since 2000. Of these vacant housing units, 35.3% are for seasonal use.

**Figure 10: Washington County Number of Housing Units by Type**

Washington County						
	1990 Census	% of Total	2000 Census	% of Total	2008 ACS Estimate	% of Total
Total Housing Units	34,482		45,808		52,866	
Occupied Housing Units	32,977	95.6	43,842	95.7	50,544	95.6
Owner Occupied Housing Units	24,383	73.9	33,310	76.0	39,258	77.7
Renter Occupied Housing Units	8,594	26.1	10,542	24.0	11,286	22.3
Vacant Housing Units	1,405	4.1	1,966	4.3	2,322	4.4
For rent					594	25.6

Renter, not occupied					78	3.4
For sale only					407	17.5
Sold, not occupied					67	2.9
Recreational, or occasional use					825	35.5
For migrant workers					0	0.0
Other vacant					351	15.1

Source: Census 1990, Census 2000, American Community Survey 2006-2008 1990 & 2000 Census data not available for For Rent through Other Vacant.

### Waukesha County

In Waukesha County, the number of housing units increased 27.0% between 1990 and 2000 and 10.3% between 2000 and 2008. Even though this latter figure only covers 8 years rather than 10 years, chances are highly unlikely that the increase in housing units will reach the same level as the previous decade. According to American Community Survey Estimates from 2006-2008, owner occupied housing units represent 77.3% of total occupied housing units, while renter occupied housing units comprise 22.7% of occupied housing units in the county. Overall, the proportion of renter occupied housing units has decreased slightly –by .8%--since 2000.

The data show that as of 2008 7,634—or 4.9% of total housing unit--in Washington County were vacant, an increase of 1.3% since 2000. Of these vacant housing units, 30.3% are for seasonal use.

**Figure 11: Waukesha County Number of Housing Units by Type**

Waukesha County						
	1990 Census	% of Total	2000 Census	% of Total	2008 ACS Estimate	% of Total
Total Housing Units	110,452		140,309		154,727	
Occupied Housing Units	105,990	96%	135,229	96.4%	147,093	95.1%
Owner Occupied Housing Units	81,928	77.3%	103,458	76.5%	113,772	77.3%
Renter Occupied Housing Units	24,062	22.7%	31,771	23.5%	33,371	22.7%

Vacant Housing Units	4,462	4.0%	5,080	3.6%	7,634	4.9%
For rent					1,802	23.6%
Renter, not occupied					532	7.0%
For sale only					1,469	19.2%
Sold, not occupied					356	4.7%
Recreational, or occasional use					2,311	30.3%
For migrant workers					0	0.0%
Other vacant					1,164	15.2%

Source: Census 1990, Census 2000, American Community Survey 2006-2008, 1990 & 2000 Census data not available for For Rent through Other Vacant.

### **Demand for Housing**

Several factors show that there is a strong demand for housing in the four county area. First, all four counties have experienced steady population growth. At the same time, average household sizes have trended downward since 1990, indicating that the jurisdictions may need more housing units even if the population does not increase. Second, three of the four counties, except for Jefferson County have very low vacancy rates. Even though Jefferson County has a higher vacancy rate of 9.2%, the fact that over 35% of those vacant units are considered to be seasonal indicates that there are not many homes on the market. Looking at the percentage of the total housing stock that is for sale and for rent, yields the following figures:

In Jefferson County, 2.1% of housing stock is for sale; 1.7% is for rent.

In Ozaukee County, 1.2% of the housing stock is for sale; 1.5% is for rent.

In Washington County, 1.9% of the housing stock is for sale; 1.1% is for rent.

In Waukesha County, 2.1% of the housing stock is for sale; 1.2% is for rent.

These figures indicate a stiff market for housing. According to the Department of Housing and Urban Development (HUD), a 1.5 % vacancy rate for owner-occupied housing and a 5% vacancy rate for rental is consider the minimum to ensure adequate housing mobility and choices. All four counties therefore have undesirably tight housing markets.

**Figure 12: Household Size Trends, 1990-2008**

<b>County</b>	<b>1990</b>	<b>2000</b>	<b>2008</b>
<b>Jefferson</b>			
Population	67,783	74,021	80,792
Occupied Housing Units	24,091	30,092	30,464
Person per occupied units	2.82	2.46	2.65
<b>Ozaukee</b>			
Population	72,831	82,317	85,874
Occupied Housing Units	25,707	30,092	33,071
Person per occupied units	2.83	2.74	2.60
<b>Washington</b>			
Population	95,328	117,493	129,477
Occupied Housing Units	32,977	45,808	50,544
Person per occupied units	2.89	2.56	2.56
<b>Waukesha</b>			
Population	304,715	360,715	380,629
Occupied Housing Units	105,990	140,309	147,093
Person per occupied units	2.02	2.57	2.60

Source: Census 1990, Census 2000, American Community Survey 2006-2008

### **Cost of Housing**

The cost of housing is rising in the four county areas as measured by fair market rents and median market value. The cost of housing represents a significant barrier to affordable housing and will be discussed in greater depth in this Plan.

A significant housing characteristic is the relatively high cost of housing as evidenced by the median values of owner-occupied housing show below. Jefferson County, with a median home value of \$181,500 is closest to the state median of \$168,500; however, median housing values in Ozaukee, Washington, and Waukesha counties range from 33-55% higher than the state median. Additionally, these counties represent the more affluent communities in the Milwaukee area, making it very difficult for households to find affordable housing. In every one of the four counties, the lower quartile housing bracket has appreciated at a slower rate than the median and upper quartile possibly because homeowners in these housing units cannot afford to make improvements.

**Figure 13: Owner-Occupied Housing Values for Four HOME Consortium Counties**

Owner Occupied Housing Values									
County	Lower Quartile			Median Value			Upper Quartile		
	2000	2008	% Increase	2000	2008	% Increase	2000	2008	% Increase
<b>Jefferson</b>	\$ 97,200	\$135,200	39.1%	\$123,800	\$181,500	46.6%	\$157,700	\$248,400	57.5%
<b>Ozaukee</b>	\$138,300	\$192,300	39.0%	\$177,300	\$249,800	40.9%	\$253,300	\$379,200	49.7%
<b>Washington</b>	\$126,700	\$174,400	38.7%	\$155,000	\$225,200	45.3%	\$196,400	\$308,900	57.3%
<b>Waukesha</b>	\$137,300	\$205,60	49.7%	\$170,400	\$261,700	53.6%	\$228,300	\$366,000	60.3%

Source: Census 1990, Census 2000, American Community Survey 2006-2008

In Ozaukee, Washington, and Waukesha counties, fair market rents have risen by 18.9% between 2006 and 2009. In 2006, fair market rents were \$591 for a one-bedroom, \$702 for a two-bedroom, \$890 for a three bedroom, and \$916 for a four bedroom. In 2009, fair market rents were \$702 for a one-bedroom, \$839 for a two bedroom, \$1057 for a three-bedroom, and \$1089 for a four-bedroom. By contrast, fair market rents were lower in Jefferson County and rents increased by 12.6%. In 2006, fair market rents were \$516 for a one-bedroom, \$680 for a two-bedroom, \$815 for a three-bedroom, and \$1027 for a four-bedroom. In 2009, fair market rents were \$581 for a one-bedroom, \$766 for a two-bedroom, \$918 for a three-bedroom, and \$1157 for a four-bedroom.

### **Housing stock available to serve persons with disabilities**

Waukesha County does not have a specific housing facility for persons with physical disabilities. Under federal regulations, any state or federal construction project must contain 5% of the units for persons with physical disabilities. The total need for physically accessible units is estimated at 100 units in the four county areas.

The HOME Consortium, in 2008, approved an allocation of HOME funds in the amount of \$431,000 for the acquisition of land, demolition of an existing property and construction of 11 rental units for persons with a disability under the Section 811 program. Due to a technical error in the application, it was denied for funding by HUD. The application was resubmitted for 2009 and a decision on funding is pending.

### **Housing stock available for persons with HIV/AIDS and their families**

Waukesha County is the only county among the HOME participants with housing for persons with HIV/ AIDS. Richard's Place, in the City of Waukesha, provides transitional and long-term housing, as well as hospice care for persons with HIV/AIDS. Richard's Place was funded, partly, through HUD Supportive Housing grants.

### **Condition of Housing Units**

In general, the quality of housing in the four county areas is very high, and only a very small percentage would be considered substandard. However, increasing taxes relative to income, seniors on fixed incomes have put a strain on housing maintenance, and may in the future adversely affect the housing stock. Poor housing maintenance may lower the value of some properties, making them affordable or inhibiting their appreciation. Persons with the ability to repair these units may find them to be one of the few options for affordable housing. Otherwise, the high demand and low supply of housing units in the four county area dictates that housing values and rents are some of the highest in the Milwaukee metropolitan region and are beyond what most people can reasonable afford.

According to the Department of Housing and Urban Development (HUD), a housing unit is considered substandard if it:

1. is dilapidated. A housing unit is dilapidated if it:
  - o does not provide safe and adequate shelter AND meets criteria 2, 3 or 4;
2. endangers the health, safety or well being of a family in its present condition;
3. has one or more critical defects; OR
4. has a combination of intermediate defects in sufficient number or extent to require considerable repair or rebuilding. (The defects may involve original construction, or they may result from continued neglect or lack of repair or rebuilding);
5. does not have operable indoor plumbing;
6. does not have a usable flush toilet, bathtub or shower inside the unit for the exclusive use of a family;
7. does not have electricity or has inadequate or unsafe electrical service;
8. does not have safe or adequate source of heat;
9. should, but does not, have a kitchen; OR,
10. has been declared unfit for the habitation by an agency or unit of government.

Some counties further define housing quality. Waukesha County's municipal assessor's office assigns each housing unit in the county a condition score. Scores range from excellent to unsound on a six point scale. According to the Waukesha County Comprehensive Plan, completed by the Southeastern Wisconsin Regional Planning Commission (SEWRPC), most housing units in the county are in average condition, and multi-family housing units are more likely to be rated as poor than single-family homes.

In general, however, very few housing units in the four county area lacks complete plumbing and kitchen facilities. Please reference the chart (Figure 14) below for more details.

**Figure 14: Housing Conditions in Four HOME Consortium Counties**

	Jefferson Co		Ozaukee Co		Washington Co		Waukesha Co	
<b>Plumbing Facilities</b>	<b># of units</b>	<b>%</b>						
<b>Total</b>	33,541		35,164		52,866		154,727	
<b>Complete Plumbing Facilities</b>	33,432	99.7	35,042	99.7	52,435	99.2	154,289	99.7
<b>Lacking Complete Plumbing Facilities</b>	109	0.3	122	0.3	431	0.8	438	0.3
	Jefferson Co		Ozaukee Co		Washington Co		Waukesha Co	
<b>Kitchen Facilities</b>	<b>Estimate # of units</b>	<b>%</b>						
<b>Total</b>	33,541		53,164		52,866		154,727	
<b>Complete Kitchen Facilities</b>	33,320	99.3	35,005	99.5	52,339	99.0	153,984	99.5
<b>Lack of Kitchen Facilities</b>	221	0.7	159	0.5	527	1.0	743	0.5

**General Characteristics of the Housing Stock**

According to the American Community Survey of 2008: Single-family detached units are the most common type of housing unit in the four county areas: 70.2% in Jefferson County, 68.5% in Ozaukee County, 67.9% in Washington County, and 69.7% in Waukesha County fall into this category.

In Jefferson County, 4.3% of housing structures are duplexes, 16.6% have more than 3 units, and 4.6% are mobile homes.

In Ozaukee County, 8.2% of housing structures are duplexes, 18.7% have more than 3 units, and .3% of the units are mobile homes.

In Washington County, 7.7 % of housing structures are duplexes, 17.0% have more than 3 units, and 1.9% are mobile homes.

In Waukesha County, 7.0% of housing structures are duplexes, 20.7% have more than 3 units, and .5% of the units are mobile homes.

### **Foreclosed Housing Units**

Units that have been foreclosed upon represent an opportunity for affordable housing. In particular, foreclosed properties can appeal to first-time homebuyers. In Wisconsin, a property is foreclosed upon when it goes to sheriff's sale.

According to data from the Waukesha County Sheriff's Department, as of the beginning on December 2009, there are just over 70 foreclosed housing units that are up for sheriff's sale. This figure does not include houses with past due mortgages. Even though many of these homes probably have deferred maintenance issues, it is likely that most of them are suitable for rehabilitation.

According to data from the Jefferson County Sheriff's Department, as of the beginning of December 2009, about 30 housing units were up for sheriff's sale. This figure does not include houses with past due mortgages. Even though many of these homes probably have deferred maintenance issues, it is likely that most of them are suitable for rehabilitation.

As of the beginning of December 2009, about 35 housing units were foreclosed upon and pending sheriff's sale in Ozaukee County. This figure does not include houses with past due mortgages. Even though many of these homes probably have deferred maintenance issues, it is likely that most of them are suitable for rehabilitation.

As of the beginning of December 2009, nearly 70 housing units in Washington County were foreclosed upon and pending sheriff sales. This figure does not include houses with past due mortgages. Even though many of these homes probably have deferred maintenance issues, it is likely that most of them are suitable for rehabilitation.

### **Public and Assisted Housing 91.210 (b)**

12. *In cooperation with the public housing agency or agencies located within its boundaries, describe the needs of public housing, including*

- *the number of public housing units in the jurisdiction,*
- *the physical condition of such units,*
- *the restoration and revitalization needs of public housing projects within the jurisdiction,*
- *the number of families on public housing and tenant-based waiting lists and*

- *results from the Section 504 needs assessment of public housing projects located within its boundaries (i.e. assessment of needs of tenants and applicants on waiting list for accessible units as required by 24 CFR 8.25).*

***The jurisdiction can use the optional Priority Public Housing Needs Table of the Consolidated Plan to identify priority public housing needs to assist in this process.***

13. *Describe the number and targeting (income level and type of household served) of units currently assisted by local, state, or federally funded programs, and an assessment of whether any such units are expected to be lost from the assisted housing inventory for any reason, (i.e. expiration of Section 8 contracts).*

This plan covers Public Housing within the four county HOME Consortium area, and the housing authorities within the affected four counties. The housing authorities within these counties vary considerably in size and scope of services. The largest is the Waukesha Housing Authority, which covers separately the City of Waukesha, Waukesha County, and the City of New Berlin Authority, which administers one program. The Waukesha Housing Authority also encompasses most public housing components, including elderly public housing, scattered site housing, Section 8 voucher program, and special need housing development with public bond authority. Ozaukee County has no housing authority of its own and Section 8 vouchers are processed under contract with the state to serve the county. Jefferson County has some elderly public housing, but similar to Ozaukee County, administration of the Section 8 project is contracted through the state. Washington County has the second most comprehensive housing authorities with one located in West Bend, Hartford and Slinger. Combined, these three housing authorities have all the same programming as in Waukesha. In fact, the Slinger Housing Authority also acts as the Homebuyer counseling agency for Washington and Ozaukee counties.

Most of the Housing Authorities have resident counsels providing residents the opportunity to participate in the decision-making process of the housing authority. Homebuyer counseling sessions to provide information on the homebuyer process are held by the housing authorities to encourage Section 8 households to consider homeownership. In Waukesha County, the Housing Authority has developed a cooperative agreement with the local Waukesha County Technical College to assist in the conversion of public housing units into group or transitional housing for specific disability residents

Most Section 8 households are not in a financial position to become homeowners; however, providing information and counseling may lead to future homeownership.

The greatest obstacle to Housing Authorities is the lack of sufficient resources to meet the demand for Section 8 vouchers. Currently, all entities administering the Section 8 program have waiting lists. The HOME Board, with the exception of a small allocation to the Hartford Community Development Authority has not allocated funds for Tenant Based Rental Assistance.

None of the Housing Authorities are designated as troubled.

Please refer to the respective Public Housing agency plans for a description of their respective needs and strategies. These plans can be found at the following HUD website:

<http://www.hud.gov/offices/pih/pha/index.cfm>

## Homeless Inventory 91.210 (c)

14. *The jurisdiction shall provide a concise summary of the existing facilities and services (including a brief inventory) that assist homeless persons and families with children and subpopulations identified in Table 1A or in the CPMP Tool Needs Table. These include outreach and assessment, emergency shelters and services, transitional housing, permanent supportive housing, access to permanent housing, and activities to prevent low-income individuals and families with children (especially extremely low-income) from becoming homeless. This inventory of facilities should include (to the extent it is available to the jurisdiction) an estimate of the percentage or number of beds and supportive services programs that are serving people that are chronically homeless. The jurisdiction can use the optional Continuum of Care Housing Activity Chart and Service Activity Chart to meet this requirement.*

The Homeless Needs for Waukesha County are met through the Waukesha Continuum of Care Housing which provides emergency shelters, transitional housing and permanent supportive housing. Waukesha County has developed a collaborative group of local agencies, state resources, local government, and public housing authorities, who are working to prevent and ultimately end homelessness. The balance of the four county areas also has reviewed their existing homeless needs and current resources to determine future actions. Waukesha County is the only one of the four counties to have a comprehensive array of homeless shelters. Per the 2009 study done for Hebron House and the Waukesha County Continuum of Care (See Appendix D) there is not a sufficient number of beds to meet the needs. As previously noted in this report, the physical facility is not the only need, but the on-going supportive services may be of greater need and more costly.

The current inventory of homeless facilities in Waukesha County includes three facilities operated by Hebron House of Hospitality: a.) Hebron House Shelter, a homeless shelter for women and families with a capacity of 29 beds, b.) Siena House, a homeless shelter for women and families with a capacity of 29 beds, (c.) Jeremy House, a safe house for persons with a mental illness with a capacity of 7 beds.

The Women's Center shelter serves victims of domestic abuse with a capacity of 32 beds. The Salvation Army has a homeless shelter serving men with a capacity of 32 beds (this capacity can be increased for emergency purposes). In Waukesha County a homeless shelter operated by the Friends of Abused Families with a 2 bed capacity serving victims of domestic abuse. In Waukesha, a temporary shelter was opened during the winter months at St. Matthews Episcopal Church in 2009 and will be available again

2010. All other shelter needs are provided to the other counties through mutual agreements with Milwaukee, Waukesha or Dane counties' shelters.

Transitional Housing for persons / households leaving emergency shelters, but still requiring some case management service support is available at the following facilities a.) Hebron House of Hospitality - Collins and Blackstone homes, single family homes for families - one home at each location, b.) Women's Center - transitional housing for victims of domestic abuse, who are leaving the emergency shelter, 9 total units, 5 within the Women's Center building, and four in individual homes within the Women's Center complex of housing, c.) Salvation Army has two transitional housing units for men leaving the emergency shelter, d.) Richard's Place is a hospice transitional house with 2 units serving persons with HIV / AIDS and there is a secondary facility for shelter for persons with HIV/AIDS.

The final inventory category maintained as part of the continuum of Care Housing Activity is Permanent Supportive Housing: a.) Hebron House of Hospitality - Gander House, providing supported housing for dual diagnosed mentally ill / AODA persons, 20 total beds available in eight housing units, b.) Hebron House of Hospitality - Cornerstone Apartments - 45 beds in individual units providing intensive case management.

The Continuum of Care also includes other related activities considered under housing: a.) Cooperating Congregations of Waukesha County provides housing vouchers for down payment / security deposit and b.) Waukesha Housing Authority has a Family Self Sufficiency program.

In 2009, Waukesha County provided funding to the Hebron House of Hospitality to conduct a study of current homeless needs and services in Waukesha County. The study was completed by consultants Community Planning and Development Advisors (CPDA) in September, 2009 and presented to Hebron House and Waukesha County in November, 2009. The report included an analysis of homeless needs, an inventory, analysis of services provided and recommendations for future actions. The following is excerpted from this study:

### **Homeless Services and Population in Waukesha County**

The demand side for homeless services in Waukesha County: Local community-based organizations and the Waukesha Housing Authority offer a range of services and housing to help people who are homeless or who are at risk of becoming homeless. A simplified chart describes the inventory of major players in this system of services and their primary target population.

**Figure 15: Inventory of Homeless Shelters and Services in Waukesha County**

PHASE >>> Population v v	Emergency shelter	Transitional and Permanent Housing	Initial contact/ Assessment	Case management and services	Prevention
Single men	Hebron House  Salvation Army	Richard's Place	Salvation Army	Richard's Place  Salvation Army  Mental Health Assn.	Hebron House  La Casa de Esperanza
Single Women	Hebron House  Women's Place	La Casa de Esperanza	Hebron House  Women's Center  Salvation Army  La Casa de Esperanza  211/FCFH	Hebron House  Women's Center  La Casa de Esperanza  Catholic Charities	Hebron House  Women's Center  La Casa de Esperanza
Families	Hebron House	Hebron House,  La Casa de Esperanza  Waukesha Housing Authority	Hebron House  Cooperating Congregations  211/FCFH	Hebron House  La Casa de Esperanza  Women's Center  Family Services  Catholic Charities	Hebron House  Salvation Army  Cooperating Congregations

These and other community organizations serve a homeless population and those at risk of homelessness that have more than doubled in two years increasing from 3,149 total individuals in 2006 to 6,457 individuals in 2008.

For a more detailed description of homeless facilities and services in Waukesha County, see the attached copy of the report titled: "Report to Hebron House: Analysis of State of Wisconsin Ten Year Plan and Waukesha County Homeless Initiatives".

### **Special Need Facilities and Services 91.210 (d)**

15. *Describe, to the extent information is available, the facilities and services that assist persons who are not homeless but require supportive housing, and programs for ensuring persons returning from mental and physical health institutions receive appropriate supportive housing.*

Most funding directed to meet special needs is not CDBG allocated. The federal government provides special need housing, either directly to counties to meet needs, or to the state, which distributes funds to the county and non-profit agencies. Most special needs funding is allocated to the County Department of Health and Human Services. The County budget, through tax levy also provides funding for special need projects / activities. The County may also contract with non-profit or for profit agencies for the operation / administration of special need projects in addition to administering projects by County staff. Changes in federal or state funding could affect county allocations of funds directed to special needs.

An inventory category maintained as part of the Continuum of Care Housing Activity is Permanent Supportive Housing: a.) Hebron House of Hospitality - Gander House, providing supported housing for dual diagnosed mentally ill / AODA persons, 20 total beds available in eight housing units, b.) Hebron House of Hospitality – Cornerstone Apartments - 45 beds in individual units providing intensive case management. The Continuum of Care Housing Activity Chart also includes other related activities considered under housing: a.) Cooperating Congregations of Waukesha County - housing vouchers for down payment / security deposit 20 households, b.) Waukesha Housing Authority – Family Self Sufficiency.

The HOME Consortium, in 2008, approved an allocation of HOME funds in the amount of \$431,000 for the acquisition of land, demolition of an existing property and construction of 11 rental units for persons with a disability under the Section 811 program. Due to a technical error in the application, it was denied for funding by HUD. The application was resubmitted for 2009 and a decision on funding is pending.

### **Barriers to Affordable Housing 91.210 (e)**

16. *Explain whether the cost of housing or the incentives to develop, maintain, or improve affordable housing are affected by public policies, particularly those of the local jurisdiction. Such policies include tax policy affecting land and other property, land use controls, zoning ordinances, building codes, fees and charges, growth limits, and policies that affect the return on residential investment.*

In developing the 2010-2014 Consolidated Plan, the following barriers were identified as a result of a review of the Smart Growth plan, the Waukesha County Analysis of Impediments and previous year plans. These factors are:

- Cost of living and living wages.
- Cost of land and development.
- Permitted zoning densities and zoning standards which raise housing construction costs.
- Insufficient public transportation.
- Lack of consumer housing choices that allow for a full range of structure types and sizes.
- Lack of housing affordability to match existing and projected jobs and wages.
- Racial and Ethnic Diversity
- Lack of CHDOs (Community Housing Development Organizations) for the HOME program.

A number of these factors are overlapping. These factors are not unique to Waukesha County or the Consortium members and they are being addressed in various forums and by a number of entities.

In 2009, the County, with assistance from its community development consultants, conducted a number of focus groups to discuss housing and community development issues. One group each was conducted in Jefferson, Ozaukee and Washington Counties. Seven groups were conducted for Waukesha County. In addition, three groups were convened on November 4, 2009 specifically to discuss Fair Housing issues. In all, over 100 housing and community development practitioners and a number of elected officials participated in these focus groups. The focus groups identified a number of additional barriers to affordable housing. These statements are solely of the participants of the focus groups and have not been adopted by the County. Among their comments were the following:

- Complexity of obtaining political support for and commitment to affordable housing.
- Need to acquire commitment to affordable housing from the private sector.
- Lack of an adopted fair housing ordinance or ordinances.
- Few sources capable of financing affordable housing.
- Racial segregation.
- Failure to acknowledge and identify the changing characteristics of the lower income population in Waukesha County.
- Negative public perception of fair housing and affordable housing.
- The cost of land and housing development in these counties.
- Restrictive effects of zoning and other land use regulations.
- County doesn't have the authority to implement provisions of the Comprehensive Development Plan in municipalities.
- Waukesha City Housing Authority lacks the authority to develop outside of the city.

The County completed and adopted the State required Comprehensive Development Plan in February 2009. These plans provide an excellent analysis of housing in the county as well as recommendations particularly related to expanding affordable housing. The issues identified by the Comprehensive Plan as barriers to affordable housing are similar, and, in many instances the same, as those identified by the focus groups. These include:

- High cost of land.
- A need for increased density.
- Densities driven more toward single-family (suburban) densities.
- Need for increased availability of affordable housing.
- Housing affordability needs to be based on projected job growth.
- Municipalities pushing for higher value development for tax base purposes.
- A lack of diverse housing stock in neighborhoods (ie. two-family or more with single-family homes).
- A need for more energy and water efficient appliances and continued emphasis on green building concepts.
- A need for more education on storm water management and other infiltration techniques.
- A need for increased political support to decrease the cost of the land and utilities to achieve affordable housing.
- Few municipal caps on maximum housing size.
- A need for increased understanding regarding the connection between the housing and community and regional economics.
- A need for increased ethnic and racial diversity.

Jefferson County, Ozaukee County and Washington County have also completed the required Comprehensive Development Plan.

Waukesha County also completed its revised Impediment to Fair Housing document and received a number of comments from the ACLU, Metropolitan Milwaukee Fair Housing Council and Metro Building which will be incorporated into the Impediments to Fair Housing Plan.

The County will continue to utilize the Metropolitan Milwaukee Fair Housing Council for dissemination and education of appropriate populations on the Fair Housing Law of the State of Wisconsin and rely on the Attorney General to prosecute referred violations of same and promote Affirmative Fair Marketing standards for HUD assisted housing.

## STRATEGIC PLAN

*The strategic plan must describe how the jurisdiction plans to provide new or improved availability, affordability, and sustainability of decent housing, a suitable living environment, and economic opportunity, principally for extremely low-, low-income, and moderate-income residents.*

## **General Priority Needs Analysis and Strategies 91.215 (a)**

17. *In this narrative, describe the reasons for setting priorities for allocating investment among different activities and needs, as identified in tables\* prescribed by HUD. 92.215(a)(1)*

*\*If not using the CPMP Tool: Complete and submit Table 1A Homeless and Special Needs Population; Table 1B Special Needs (Non-Homeless) Populations; Table 2A Priority Housing Needs/Investment Plan Table; and Table 2B Priority Community Development Needs.*

*\*If using the CPMP Tool: Complete and submit the Needs Table file: Needs.xls*

18. *Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed.*

19. *If applicable, identify the census tracts for Neighborhood Revitalization Strategy Areas and/or any local targeted areas.*

20. *Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) and the basis for assigning the priority (including the relative priority, where required) given to each category of priority needs (91.215(a)(2)).*

21. *If appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to Neighborhood Revitalization Strategy Areas and/or any local targeted areas.*

22. *Identify any obstacles to meeting underserved needs.*

The priority for funds for the CDBG program is determined by the CDBG Board of Directors and for the HOME program by the HOME Board of Directors. To establish priorities public hearings are held to obtain citizen comments on needs. In addition, public hearings held by the Department of Health and Human Services and the Department of Senior Services are reviewed and considered during priority deliberations. In an effort to increase public involvement in the development of the 2010-2014 Five-Year Consolidated Plan, Waukesha County contracted with the consultant firms of Urban Strategies, LLC and Community Planning and Development Advisors, LLC to conduct a series of focus groups for stakeholders and practitioners involved with CDBG and the HOME program and to conduct an Internet survey of community members.

Housing, as identified through the CDBG regulations, is a priority and as such has been the 1st priority of the Waukesha County CDBG program for the past fifteen years.

The amount of funding allocated to Housing through the CDBG allocation process has been reduced since Waukesha County became the lead agent for receipt of HOME Investment Partnership Program funds. Beginning in 1998, the primary priorities related to housing are formulated through the Waukesha Housing Action Coalition and the HOME Board through input from the technical advisory committees in each of the

participating counties. The annual allocation of HOME and CDBG funds annually is also supplemented with program income from repayment of previous housing loans.

Another variable besides program income to the amount of funds committed to housing on an annual basis is the number and type of requests for assistance through either or both of the CDBG and HOME programs. The priority listing for other categories is established by the respective Boards based on the identified needs in the community. Social services, or direct client assistance, identified by HUD as the Public Services category will continue to be the second highest funding priority. Restricted by HUD regulations to 15% of grant funds, this category has consistently been the highest in demand in terms of applications submitted.

While Economic Development remains a high priority, the amount of funds allocated for this purpose most likely will not increase during the next five-year period. As a revolving loan account, annual funding is supplemented with program income generated from loan repayments.

The economic development element, Chapter 6, of the recently completed Waukesha County Comprehensive Development Plan, as required by Section 66.1001 of the Wisconsin Statutes, is attached as additional information on the economic needs in Waukesha County over the next five years. This chapter provides an overview of the methodology and assumptions that underlie the economic and employment projections of the City of Waukesha, Waukesha County and southeastern Wisconsin. Included is descriptive information pertaining to measures of economic activity and employment projections. (See Attachment A)

A major shift in funding with CDBG allocations occurred in 1999 with the approval of the first Neighborhood Revitalization Strategy Area (NRSA) plan by HUD. NRSA funding and the allocation has increased annually. With a total now of three approved NRSA plan areas, this category will be the most directed and significant funding category for the next five years.

The final category of a substantial directed need is providing for rehabilitation, modernization and particularly accessibility for public facilities. Waukesha County has strongly supported local governments and agencies in their efforts to upgrade their facilities to meet the requirements of the Americans with Disabilities Act. Funding in the category can fluctuate annually both in terms of applications submitted and funding requested. Local governmental units, which receive a set-aside allocation of funds based on the County's three year funding cycle, often use their funding for planning purposes which must be related to economic development, affordable housing, comprehensive planning, and / or land use that will increase affordable housing, or job creation opportunities for low and moderate income households as a result of the planning undertaken.

The CDBG Board will also review applications submitted on an annual basis for projects determined to be eligible in the other HUD funding categories on an individual project submittal basis. All eligible projects will be considered for funding.

The HOME Board has been consistent since its inception in its priority of needs. Homeownership as a means for creating wealth, stabilizing neighborhoods, and housing opportunities for low and moderate income through Down payment / Closing Assistance has been the highest priority for HOME funding. Along with providing home buying opportunities, the Board has funded Homebuyer Counseling agencies under contract to assist homebuyers in the home buying process. Another funding priority is assistance to low and moderate income households for Housing Rehabilitation to preserve and maintain the current housing stock. Housing Rehabilitation is undertaken in collaboration with private financing to leverage and expand the use of HOME funds to benefit as many households as possible.

The balance of HOME funds are allocated on an as needed application basis. Priority to affordable single family homes, condominiums, townhouses, etc. is the highest priority for the balance of the funds. The Board also has a high priority for "family" rental projects, rental rehabilitation, and special need housing to include senior citizen developments. Finally, in response to specific needs within each participating county, HOME funds are provided to fund projects to meet the specific needs identified. Unless modified by the HOME Board funding for rent assistance will continue to be a low priority.

Obstacles to meeting needs clearly revolve around resources, particularly funding. Most programs / agencies rely to a certain extent on continued funding. The CDBG program Board Policies and Procedures does not provide for multi-year guaranteed funding, however, many agencies have been funded for a number of years and assume some continued funding. A significant decrease in the national appropriation or change in the formula for grantee allocation could change the priority needs.

While many needs have been identified, the delivery of services to clients and the ability of clients to reach services due to transportation unavailability is a growing obstacle, particularly for individuals without transportation and senior citizens.

Finally, as needs change and other needs become evident through community outreach, planning and / or public comment during the five year period, the priorities will be modified. Since most needs currently identified and funded will not disappear, a challenge between balancing current funded programs and new emerging needs, particularly with decreasing funds may determine how needs are analyzed for future priority.

### **Specific Objectives 91.215 (a) (4)**

*23. Summarize priorities and specific objectives the jurisdiction intends to initiate and/or complete in accordance with the tables\* prescribed by HUD. Outcomes must be*

categorized as providing either new or improved availability/accessibility, affordability, or sustainability of decent housing, a suitable living environment, and economic opportunity.

**Figure 16: Goals and objectives to be carried out during the strategic plan period are indicated by placing a check in the following boxes.**

<b>X</b>	<b>Objective Category Decent Housing</b> Which includes:	<b>X</b>	<b>Objective Category: Expanded Economic Opportunities</b> Which includes:	<b>X</b>	<b>Objective Category: Expanded Economic Opportunities</b> Which includes:
<input type="checkbox"/>	assisting homeless persons obtain affordable housing	<b>X</b>	improving the safety and livability of neighborhoods	<b>X</b>	job creation and retention
<b>X</b>	assisting persons at risk of becoming homeless	<b>X</b>	eliminating blighting influences and the deterioration of property and facilities	<b>X</b>	establishment, stabilization and expansion of small business (including micro-businesses)
<b>X</b>	retaining the affordable housing stock	<b>X</b>	increasing the access to quality public and private facilities	<b>X</b>	the provision of public services concerned with employment
<b>X</b>	increasing the availability of affordable permanent housing in standard condition to low-income and moderate-income families, particularly to members of disadvantaged minorities without discrimination on the basis of race, color, religion, sex, national origin, familial status, or disability	<b>X</b>	reducing the isolation of income groups within areas through spatial deconcentration of housing opportunities for lower income persons and the revitalization of deteriorating neighborhoods	<b>X</b>	the provision of jobs to low-income persons living in areas affected by those programs and activities under programs covered by the plan
<b>X</b>	increasing the supply of supportive housing which includes structural features and services to enable persons with special needs (including persons with HIV/AIDS) to live in dignity and independence	<b>X</b>	restoring and preserving properties of special historic, architectural, or aesthetic value	<b>X</b>	availability of mortgage financing for low income persons at reasonable rates using non-discriminatory lending practices
<b>X</b>	providing affordable housing that is accessible to job opportunities	<input type="checkbox"/>	conserving energy resources and use of renewable energy sources	<b>X</b>	access to capital and credit for development activities that promote the long-term economic social viability of the community

**Identify Specific Objectives and Proposed Outcomes by completing Table 1C or 2C – Summary of Specific Objectives**

**Priority Housing Needs 91.215 (b)**

24. Describe the relationship between the allocation priorities and the extent of need given to each category specified in the Housing Needs Table (Table 2A or Needs.xls). These categories correspond with special tabulations of U.S. census data provided by HUD for the preparation of the Consolidated Plan.
25. Provide an analysis of how the characteristics of the housing market and the severity of housing problems and needs of each category of residents provided the basis for determining the relative priority of each priority housing need category, particularly among extremely low-income, low-income, and moderate-income households.  
*Note: Family and income types may be grouped in the case of closely related categories of residents where the analysis would apply to more than one family or income type.*
26. Identify any obstacles to meeting underserved needs.

Waukesha County utilizing both statistics and perceptions of housing needs has developed a priority listing of housing needs. The needs developed are a combination of resources, the reality of meeting some of the housing needs and availability of supportive services related to the housing need identified. The priority needs were developed as a result from input as part of the continuum of care, participants of the Waukesha Housing Action Coalition and the 2009 Community and House Needs survey and focus groups held in conjunction with the planning process.

**Specific Objectives/Affordable Housing 91.215 (b)**

*Note: Specific affordable housing objectives must specify the number of extremely low-income, low-income, and moderate-income households to whom the jurisdiction will provide affordable housing as defined in 24 CFR 92.252 for rental housing and 24 CFR 92.254 for homeownership. (24 CFR 91.215(b)(2))*

27. Identify each specific housing objective by number (DH-1, DH-2, DH-2), proposed accomplishments and outcomes the jurisdiction hopes to achieve in quantitative terms over a specified time period, or in other measurable terms as identified and defined by the jurisdiction.  
**Complete and submit Table 1C Summary of Specific Objectives or, if using the CPMP Tool, the Summaries.xls file.**
28. 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 strategic plan.
29. Indicate how the characteristics of the housing market will influence the use of funds made available for rental assistance, production of new units, rehabilitation of old units, or

acquisition of existing units.

30. If the jurisdiction intends to use HOME funds for tenant-based rental assistance, specify local market conditions that led to the choice of that option.

The following are projected five year housing objectives assuming current funding levels and requests for gap financing assistance from private developers for low income housing development.

**Figure 17: HUD \*Outcome/Objective Codes**

<b>Outcomes &gt;&gt;&gt; Objectives v v v</b>	<b>Availability/ Accessibility</b>	<b>Affordability</b>	<b>Sustainability</b>
<b>Decent Housing</b>	<i>DH-1</i>	<i>DH-2</i>	<i>DH-3</i>
<b>Suitable Living Environment</b>	<i>SL-1</i>	<i>SL-2</i>	<i>SL-3</i>
<b>Economic Opportunity</b>	<i>EO-1</i>	<i>EO-2</i>	<i>EO-3</i>

**Figure 18: Table 1C: 5-Year Housing Objectives/Outcomes**

<b>Obj #</b>	<b>Specific Objectives</b>	<b>Sources of Funds</b>	<b>Amount 5 Yrs</b>	<b>Performance Indicators 5 Yrs</b>	<b>Expected Number 5 Yrs</b>	<b>Outcome/Objective*</b>
<b>Housing</b>						
<b>H-1</b>	Rehab/develop units to be code compliant and affordable to workforce housing, including residential units above commercial/retail stores	<b>CDBG</b>  <b>HOME</b>	\$400,000 PI: \$1,100,000 75 units  \$1,500,000 PI: \$1,250,000 175 units	# of units developed or rehabbed to be code compliant  # of residential units rehabbed or developed above commercial/retail stores	250 units  TBD	<b>DH-1</b> <b>DH-2</b>
<b>H-2</b>	Down Payment and Closing Costs Assistance	<b>HOME</b>	\$3,700,000	# of households who become homeowners	350 households	<b>DH-1</b>

<b>H-3</b>	Purchase/Rehab In conjunction with DPA program (H-2)	<b>HOME</b>	\$1,000,000	# of households assisted w/rehab of purchased unit	55 households	<b>DH-3</b>
<b>H-4</b>	Housing Development: Homeownership and/or Rental unit development	<b>CDBG</b>  <b>HOME:</b>	\$37,500 PI:\$625,000  \$425,000 PI: \$625,000	# of owner- occupied units made safer	325 units	<b>DH-3</b>
<b>H-5</b>	CHDO Reserve Projects	<b>HOME</b>	\$1,125,000	Increase in CHDO capacity  Development of housing in a larger region of the Consortium	2 viable CHDOs  10 units	<b>DH-1</b>

The specific housing objectives were based on current funding and consistent responses from private developers for gap financing assistance, particularly for new rental developments.

The HOME Consortium has been consistent in its funding for its core programs (Down Payment Assistance and Housing Rehabilitation). The difficulty is estimating how and where CHDO reserve funding will be allocated and how federal rules will apply to CHDO eligible projects. Because of the regulations applicable to the CDBG and HOME programs, funds may need to be directed to specific objectives to be eligible based on the funding available. Another difficulty facing the County is the need for the development or association with additional CHDO-eligible organizations to increase the ability to undertake sufficient CHDO eligible projects to meet the expenditure requirements of the 15% CHDO set-aside over the next five years.

In most instances the objectives and goals were established for the four county HOME areas, except for the Section 8 voucher program, which related only to Waukesha County. The goals also rely on the private sector proposed developments, using Low Income Tax Credits, WHEDA, or other financing for low income development. As noted in this report, in the area of special need housing, the physical structure is often not the problem. The funding required for supportive services inhibits the ability to reach goals.

Both CDBG and HOME Boards have funded and positively respond to requests for housing development projects funds. However, the number of requests submitted have been limited from developers; therefore, funding has been provided for the projects submitted. Neither the CDBG nor the HOME Board is developers and funding can only be provided in response to applications received.

## Public Housing Strategy 91.215 (c)

31. *Describe the public housing agency's strategy to serve the needs of extremely low-income, low-income, and moderate-income families residing in the jurisdiction served by the public housing agency (including families on the public housing and section 8 tenant-based waiting list).*
32. *Describe the public housing agency's strategy for addressing the revitalization and restoration needs of public housing projects within the jurisdiction and improving the management and operation of such public housing.*
33. *Describe the public housing agency's strategy for improving the living environment of extremely low-income, low-income, and moderate families residing in public housing.*
34. *Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake to encourage public housing residents to become more involved in management and participate in homeownership. (NAHA Sec. 105 (b)(11) and (91.215 (k))*
35. *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. (NAHA Sec. 105 (g))*
  - Maintenance of existing Section 8 vouchers. It is unlikely any increases will occur.
  - Conversion of scattered site units to homeownership and conversion of scattered site homes into special need housing
  - Continue maintenance and preservation of existing elderly subsidized units and scattered site homes.
  - Provide bond authority when requested to construct and / or rehab affordable units.
  - Continue to participate in a leadership role with the Waukesha Housing Coalition and state public housing agencies.

Please refer to the respective Public Housing agency plans for a description of their respective strategies. These plans can be found at the following HUD website:

<http://www.hud.gov/offices/pih/pha/index.cfm>

None of the housing authorities are designated as troubled.

### Priority Homeless Needs

\*Refer to the Homeless Needs Table 1A or the CPMP Tool's Needs.xls workbook

36. *Describe the jurisdiction's choice of priority needs and allocation priorities, based on reliable data meeting HUD standards and reflecting the required consultation with homeless assistance providers, homeless persons, and other concerned citizens regarding the needs of homeless families with children and individuals.*
37. *Provide an analysis of how the needs of each category of residents (listed in question #38) provided the basis for determining the relative priority of each priority homeless need category.*
38. *Provide a brief narrative addressing gaps in services and housing for the sheltered and unsheltered chronic homeless.  
A community should give a high priority to chronically homeless persons, where the jurisdiction identifies sheltered and unsheltered chronic homeless persons in its Homeless Needs Table - Homeless Populations and Subpopulations.*

Priority homeless needs in Waukesha County have included the following:

1. Emergency shelter
2. Permanent supportive housing
3. Case management for shelter clients
4. Case management for transitional housing clients
5. Community education
6. Case management for permanent supportive housing clients
7. Rent, mortgage and utility assistance to help prevent homelessness
8. Single family housing development
9. Multi-family housing development
10. Transportation

The previously noted study conducted in 2009 included an online survey as well as interviews with representatives of local governments, service providers from both the non-profit and for profit community and housing advocates. The consensus was that these priorities will remain. However the study did recommend a number of additional priorities that will be added to the list. These include:

- Strengthen the countywide homeless reporting system;
- Development of a local 10 Year Plan to End Homelessness;

- Development of a more formal organizational structure to improve planning, evaluation and coordination; and
- Consider forming its own formal Continuum of Care and withdrawing from the Balance of State COC.

These priorities were determined, in part, by using an online electronic survey of practitioners in community development and housing which resulted in 32 detailed responses as well as 11 direct interviews.

**Stakeholder survey:**

Of the 32 respondents, between 11% and 22% selected a choice of “not enough knowledge or “don’t know” when asked questions regarding the level of needs for various components within the homeless services system.

7% to 13% expressed “didn’t know regarding the importance of particular service categories, while 19% to 40% expressed “don’t know” regarding level of effectiveness of various components.

Over 59% of the respondents predicted that permanent housing with services was the part of the system that would show the greatest need for expansion in the next ten years. Over 42% indicated that prevention programs and emergency shelter were the areas of the system needing the greatest improvements.

When asked specifically about Homeless System Components and what works best and what needs improvement, the survey concluded the following:

- Both prevention programs and outreach/intake/assessment ranked highest in terms of both importance and need. Emergency shelter ranked lowest in terms of importance and need.
- Transitional Housing ranks high in importance but relatively lower in effectiveness, suggesting that this be one of the higher priority areas for public attention.
- Permanent supportive housing is an area where respondents saw a high need for expansion, and ranked the area relatively lower in how well it works.
- Respondents perceived the areas of supportive services and outreach/ assessment as areas that both worked well and were relatively lower in terms of needing improvement. However, both permanent housing and prevention programs were perceived to be in a higher need for improvement and working less effectively than other components. Permanent housing was ranked lowest in terms of working well, and average in terms of need for improvement.

## **Interviews:**

Interviews found relative satisfaction with the organizations serving the homeless in Waukesha County as well as the range of services provided by both governmental and non-governmental entities. Local organizations such as Hebron House, Richard's Place, The Salvation Army, The Women's Center, the Waukesha County Housing Authority and the Cooperating Congregations all received high praise, were well respected and trusted. However, interviewees also told us of gaps in the social service system including problems with accessibility especially for the homeless, lack of services for people aged 18-24 who live on their own and don't have adequate education or skills and the mentally ill.

Interviewees were mixed on their response to questions regarding actions and attitudes of elected officials toward homeless and housing issues in Waukesha County. Many told us that local elected officials by and large were aware of the problems and were sensitive to the needs of the homeless. However, interviewees also expressed reservations about the ability or willingness of local elected officials to commit additional funding to homeless projects or services. Interviewees also said that outside of the City of Waukesha, elected officials were either uninformed or refused to acknowledge that the problem was local. One respondent told us that the local officials still think that most of the homeless are from Milwaukee and they are surprised when they are told that only about 20% come from outside of Waukesha County.

When asked about priority needs, interviewees were split between the need for additional permanent housing or an additional emergency shelter. Apparently, the controversy over the St. Matthias shelter last winter had a huge impact on perceptions of need as did the actual number of homeless who eventually filled the shelter. Many respondents echoed the thought that both the public and elected officials believe in NIMBYism (not in my back yard) when asked to do something specific. Another respondent told us that some elected officials believe, in regard to affordable housing and particularly housing for the homeless, "if you build it, they will come," and that "they are under pressure from their constituents not to allow this type of housing to be built in their city."

Interviewees unanimously agreed that there is not enough affordable housing in the County and, although efforts to increase the supply such as the Housing Trust Fund are active and continuing, the task is difficult. One of the most frequent comments regarded the high cost of housing for people who work in the county but cannot afford to live in the county. One respondent referred us to a report that showed what workers in an area could afford. The report showed that in Waukesha County it would take the pay of 5 or 6 workers to afford one house. The respondent said if she had to put the availability of affordable housing in Waukesha County on a scale of 1 to 10, she would give them about a .5.

Others discussed the problems people with housing vouchers have living in the county. They told us that many who do come from outside Waukesha County return to their original home

area, mostly Milwaukee, after a year or two, for various reasons including high costs in the County, returning to family, harassment including problems with children at local schools.

One comment that we did not expect but received a number of times was support for doing this study, and surveys. Interviewees all expressed the need for additional publicity and education about homelessness in Waukesha County. However, as one respondent said, "I am glad you are doing these surveys, but I hope it is not just words."

## **Homeless Strategy 91.215 (d)**

### Homelessness

39. *Describe the jurisdiction's strategy for developing a system to address homelessness and the priority needs of homeless persons and families (including the subpopulations identified in the needs section). The jurisdiction's strategy must consider the housing and supportive services needed in each stage of the process which includes preventing homelessness, outreach/assessment, emergency shelters and services, transitional housing, and helping homeless persons (especially any persons that are chronically homeless) make the transition to permanent housing and independent living.*
40. *Describe the jurisdiction's strategy for helping extremely low- and low-income individuals and families who are at imminent risk of becoming homeless.*

### Chronic Homelessness

41. *Describe the jurisdiction's strategy for eliminating chronic homelessness. This should include the strategy for helping homeless persons make the transition to permanent housing and independent living. This strategy should, to the maximum extent feasible, be coordinated with the strategy presented in Exhibit 1 of the Continuum of Care (CoC) application and any other strategy or plan to eliminate chronic homelessness.*
42. *Describe the efforts to increase coordination between housing providers, health, and service agencies in addressing the needs of persons that are chronically homeless.(91.215(l))*

### Homelessness Prevention

43. *Describe the jurisdiction's strategy to help prevent homelessness for individuals and families with children who are at imminent risk of becoming homeless.*

### Institutional Structure

44. *Briefly describe the institutional structure, including private industry, non-profit organizations, and public institutions, through which the jurisdiction will carry out its homelessness strategy.*

### Discharge Coordination Policy

45. Every jurisdiction receiving McKinney-Vento Homeless Assistance Act Emergency Shelter Grant (ESG), Supportive Housing, Shelter Plus Care, or Section 8 SRO Program funds must develop and implement a Discharge Coordination Policy, to the maximum extent practicable. Such a policy should include “policies and protocols for the discharge of persons from publicly funded institutions or systems of care (such as health care facilities, foster care or other youth facilities, or correction programs and institutions) in order to prevent such discharge from immediately resulting in homelessness for such persons.” The jurisdiction should describe its planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how the community will move toward such a policy.

Waukesha County’s strategy for addressing homelessness during the next five years covered by this Consolidated Plan will include four elements:

1. Homeless Prevention
  - a. Use Homeless Prevention and Re-housing Funds and Emergency Shelter Grants funds distributed to local agencies from the State of Wisconsin. Waukesha County received \$ 529,138 in 2009, an increase of \$ 18,834 from prior years.
2. Immediate Needs
  - a. Emergency shelters
    - i. Continuation of support for and assistance for homeless shelters. The existing shelters have reached capacity over the past two winters and it has been necessary to open an emergency overflow shelter at St, Mathias Church. The County CDBG program has supported this facility as well as the other shelters in Waukesha. The Coalition that organized this facility received \$20,000 from the United Way, CDBG and other local resources of \$23,000. In 2010, the overflow shelter will be funded, in part, from stimulus funds provided from the South Central Community Action Coalition. The CDBG Board has committed \$ 25,000 for a day shelter to service men homeless men when the overflow shelter closes. This type of commitment will continue.
    - ii. In addition, County staff has been intimately involved in the negotiations and discussions of shelter needs including participating in the ad hoc committee of the Mayor of Waukesha.
3. Mid-Long Term Needs
  - a. Pursue permanent housing for the homeless especially the chronically homeless.
  - b. Pursue permanent affordable housing
    - i. Continuation of participation in the Waukesha Housing Action Coalition and Housing Trust Fund Coalition.
4. Organizational Needs

- a. Work with Hebron House and other providers to determine disposition of recommendations from 2009 consultant study.
- b. Initiate Phase II of homeless study
  - i. Provide financial assistance to Hebron House for Phase II of the Homeless Study. Phase II will include an in depth statistical analysis and evaluation of the effectiveness and efficiencies of existing programs, further identification of gaps in services and will establish a report card for meeting homeless needs.
  - ii. Begin 10 Year Plan planning process to be based upon by the Wisconsin Interagency Council on Homelessness – Plan to End Homelessness in Wisconsin (2007).

This strategy will be refined during the 2010 program year as the County, Hebron House, the Housing Action and Trust Fund Coalitions and the consultants plan additional activities during the development of the 10 Year Plan.

**Specific Objectives/Homeless (91.215)**

46. *Identify specific objectives that the jurisdiction intends to initiate and/or complete in accordance with the tables\* prescribed by HUD, and 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 strategic plan. For each specific objective, identify proposed accomplishments and outcomes the jurisdiction hopes to achieve in quantitative terms over a specified time period (one, two, three or more years) or in other measurable terms as defined by the jurisdiction.*  
**Complete and submit Table 1C Summary of Specific Objectives or, if using the CPMP Tool, the Summaries.xls worksheets.**

**Figure 19: Table 1C: 5-Year Homeless Objectives/Outcomes**

Obj#	Specific Objectives	Sources of Funds	Amount 5 yrs	Performance Indicators 5 Yrs	Expected Number 5 Yrs	Outcome/ Objective *
CD-1	Provide assistance to persons and/or families to mitigate or prevent homelessness	CDBG	\$525,000	# of persons assisted with services	1050 persons	SL-1

## NON-HOMELESS SPECIAL NEEDS

\*Refer to Table 1B Non-Homeless Special Needs or the CPMP Tool's Needs.xls workbook

### Priority Non-Homeless Needs 91.215 (e)

47. *Identify the priority housing and supportive service needs of persons who are not homeless but may or may not require supportive housing, i.e., elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction by using the Non-homeless Special Needs Table.*

48. *Describe the basis for assigning the priority given to each category of priority needs.*

49. *Identify any obstacles to meeting underserved needs.*

50. *To the extent information is available, describe the facilities and services that assist persons who are not homeless but require supportive housing, and programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing.*

51. *If the jurisdiction plans to use HOME or other tenant based rental assistance to assist one or more of these subpopulations, it must justify the need for such assistance in the plan.*

While affordable housing is a basic need of all individuals, many persons, particularly those with special needs, require supportive services. HUD, through its Supportive Permanent Housing grants, has realized the importance of support services along with special need housing. These supportive housing needs are, however, very costly. Waukesha County through the CDBG programs has been supportive of non-homeless special needs and within the limits of CDBG funding will continue such support.

Following is a list of non-homeless special needs, which may not be all inclusive, but which identify the current primary activities:

- 211 Information and Referral System:  
Waukesha County through the administration and operation of the Mental Health Association was the first Wisconsin nationally accredited 211 systems.
- Case Management:  
This is provided by a number of agencies included in a Consolidated State grant, including Hebron House of Hospitality, Interfaith Care Giving Network, Richard's Place, Salvation Army, and Women's Center. In addition, many agencies provide case management for the particular special needs groups they service, such as NAMI, Council on Alcohol and Drug Abuse, Caring Place, Healthy Families,

Independence First, Ranch, Waukesha Training Center, RSVP, Up Connection, and PPAC.

- Community Support:  
Program through the Department of Health and Human Services
- Day Treatment and Residential Services:  
Outpatient program operated by Waukesha County DHSS for persons with a mental illness
- Transportation:  
A collaborative group of seven agencies have developed a client based transit assistance program. CDBG has funded this effort as well as United Way and a number of foundations. In addition, Waukesha County Senior Services and CDBG have created six local transit services for senior citizens.
- Child Care:  
Provided through various community resources and the state W-2 program
- Legal Services:  
Provided through Cooperating Congregations of Waukesha County
- Workforce Development:  
Provided in each county to assist employees, in addition, a number of agencies such as the Women's Center, La Casa de Esperanza, St. Aemilian's, Ranch, and the Waukesha Training Center also provide directed client assistance
- Family Self Sufficiency:  
A program begun by the Waukesha Housing Authority and administered by La Casa de Esperanza that provides rent assistance and services to help families gain self-sufficiency.
- Meals Programs:  
One of CDBG `s largest supported programs, including food pantry assistance, free meal programs, and summer youth food programs.
- Medical Assistance Programs:  
Funded at St. Joe's Clinic, and Oconomowoc Hospital
- Literacy Programs - through the Waukesha Literacy Council
- Recreation:  
Provided through the City of Waukesha and NRSA summer youth programs.

Waukesha County has a Comprehensive Community Service Program, which is a medical assistance benefit program for persons with mental illness, providing reimbursement for support and rehabilitative services. The CDBG program has developed three Neighborhood Revitalization Strategy Areas, and in conjunction with United Way and foundations has directed programming to youth, after school, family relationship building, and directed at-risk programs.

These non-homeless special needs programs provide a valuable resource to individuals and families to improve their quality of life, provide opportunities for independence and self sufficiency, and meet critical community needs. Often under-looked are the cost-benefit

analysis of many of these programs toward long term cost savings. Prevention and services provided today, while costly, will reduce long term costs in the future.

Waukesha County will continue to analyze its commitment to supportive services, continue to develop outcome measurements to identify the effects of programs, and develop collaborative systems both for funding and resource development, and in programming.

### Specific Special Needs Objectives 91.215 (e)

52. Identify each specific objective developed to address a priority need by number and contain proposed accomplishments and outcomes the jurisdiction expects to achieve in quantitative terms through related activities over a specified time period (i.e. one, two, three or more years), or in other measurable terms as identified and defined by the jurisdiction.

*The jurisdiction may satisfy this requirement by using Table 1C or, if using the CPMP Tool, the Projects.xls worksheets*

53. 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 strategic plan.

**Figure 20: Table 1C: 5-Year Special Needs Objectives/Outcomes**

Obj#	Specific Objectives	Sources of Funds	Amount 5 yrs	Performance Indicators 5 Yrs	Expected Number 5 Yrs	Outcome/ Objective *
CD-2	Provide assistance to at-risk families and youth. (Non-NRSA)	CDBG	\$350,000	# of persons/ households provided care  # of LMI persons / households	4545 persons/ households  2318 persons/ households	SL-1
CD-3	Provide assistance to seniors, including support services and transportation services	CDBG	\$ 250,000	# of persons provided assistance  # of LMI persons served	10,000 persons  5100 persons	SL-1

<b>CD-4</b>	Acquire, and/or make accessible or renovate buildings for delivery of services to income-eligible persons	<b>CDBG</b>	\$1,234,000	# of persons provided services # of LMI persons # of buildings acquired, made accessible and/or renovated	4000 persons 2040 persons 45 buildings 30 parks	<b>SL-1</b>
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The needs related to the special needs population does not differ significantly from the needs of the general population. The primary difference in meeting the special needs population objectives is the intensity of services required and cost of providing services. A primary objective is to ensure that all agencies providing services and all facilities funded with CDBG funds meet the compliance requirements of the Americans with Disabilities Act.

CDBG funds will be utilized extensively to make facilities accessible, so persons with special needs can receive services from a physical standpoint. Such improvements include accessible entrances, restrooms, curb ramps and hardware to make the facility accessible. The needs for food, clothing, transportation, and basic needs do not differ from the general population; however, getting to such services is difficult and costly.

CDBG funds will continue to be allocated to special need economic development job creation for persons with a mental illness and developmental disabilities to help them become self sufficient. Programs such as art programs for special need persons, recreational programming, and case management may be funded.

The CDBG Board has not established specific priorities for meeting special need objectives; however, based on past funding, the funding program areas can be considered priorities.

- Compliance with the Americans with Disabilities Act, particularly related to physical facilities accessibility.
- Continuation of the 211 information and referral services.
- Employment job creation opportunities, in particular for persons with mental illness or developmental disabilities.
- Case management leading to self sufficiency Life style programs, including recreation, art, and personal advocacy programs
- Special need housing

Most funding directed to meet special needs is not CDBG allocated. The federal government provides special need housing, either directly to counties to meet needs, or to the state, which distributes funds to the county and non-profit agencies. Most special needs funding is allocated to the County Department of Health and Human Services.

The County budget, through tax levy also provides funding for special need projects / activities. The County may also contract with non-profit or for profit agencies for the operation / administration of special need projects in addition to administering projects by County staff. Changes in federal or state funding could affect county allocations of funds directed to special needs.

Both the HOME and CDBG Boards have shown a commitment to funding special need transitional and permanent housing and will retain this as a priority funded either within the local county allocation or the general HOME / CDBG allocation.

## COMMUNITY DEVELOPMENT

### Priority Community Development Needs 91.215 (f)

*\*Refers to Table 2B or to the Community Development Table in the Needs.xls workbook*

54. *Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table\* – i.e., public facilities, public improvements, public services and economic development.*

55. *Describe the basis for assigning the priority given to each category of priority needs provided on Table 2B or the Community Development Table in the CPMP Tool's Needs.xls worksheet.*

56. *Identify any obstacles to meeting underserved needs.*

The allocation of Community Development funds and priorities is determined by the CDBG Board based on an estimate of funds anticipated to be received for each program year and public comments heard at CDBG public hearings. The application process, review and allocation of funds are described in detail in this document.

The allocation of CDBG funds occurs in four funding criteria as established by the CDBG Board:

- A set-aside of funds agreed upon in 1993 when the City of Waukesha merged its entitlement with Waukesha County.
- A set-aside of funds for local participating municipalities based on a population and LMI formula
- 15% for Public Services - the maximum allowed by regulation
- The balance of funds allocated for other CDBG eligible activities including those activities directed at the three (3) HUD approved Neighborhood Revitalization Strategy Areas.

## Outcome Measurement

The U. S. Department of Housing & Urban Development has established Outcome Measurements for each funded, activity. This plan will describe in detail by category each Community Development activity funded and the HUD Outcome Measurement to be met.

### Specific Community Development Objectives

57. 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.

**Complete and submit Table 2C Summary of Specific Objectives or, if using the CPMP Tool, the Summaries.xls worksheets.**

*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. 24 CFR 91.215(a)(4)*

**Figure 22\*HUD Objectives/Outcomes**

	<b>Availability/ Accessibility</b>	<b>Affordability</b>	<b>Sustainability</b>
<b>Decent Housing</b>	<i>DH-1</i>	<i>DH-2</i>	<i>DH-3</i>
<b>Suitable Living Environment</b>	<i>SL-1</i>	<i>SL-2</i>	<i>SL-3</i>
<b>Economic Opportunity</b>	<i>EO-1</i>	<i>EO-2</i>	<i>EO-3</i>

**Figure 23: Table 1C: 5-Year Community Development Objectives/Outcomes**

<b>Obj#</b>	<b>Specific Objectives</b>	<b>Sources of Funds</b>	<b>Amount 5 yrs</b>	<b>Performance Indicators 5 Yrs</b>	<b>Expected Number 5 Yrs</b>	<b>Outcome/ Objective *</b>
<b>Community Development</b>						
<b>Public Services (Non-NRSA)</b>						
<b>CD-1</b>	Provide assistance to persons and/or families to mitigate or prevent	<b>CDBG</b>	\$525,000	# of persons assisted with services  51% of persons	2625 persons  1340 persons	<b>SL-1</b>

	homelessness			served are LMI		
<b>CD-2</b>	Provide assistance to at-risk families and youth. (Non-NRSA)	<b>CDBG</b>	\$350,000	# of persons/ households provided care  # of LMI persons / households	4545 persons/ households  2318 persons/ households	<b>SL-1</b>
<b>CD-3</b>	Provide assistance to seniors, including support services and transportation services	<b>CDBG</b>	\$ 250,000	# of persons provided assistance  # of LMI persons served	10,000 persons  5100 persons	<b>SL-1</b>
<b>Public Facilities (including Accessibility)</b>						
<b>CD-4</b>	Acquire, and/or make accessible or renovate buildings for delivery of services to income-eligible persons	<b>CDBG</b>	\$1,234,000	# of persons provided services  # of LMI persons  # of buildings acquired, made accessible and/or renovated	4000 persons  2040 persons  45 buildings 30 parks	<b>SL-1</b>
<b>Economic Development</b>						
<b>CD-5</b>	Provide assistance to businesses to create and/or retain jobs for LMI persons	<b>CDBG</b>	\$300,000 PI; \$4,000,000	# of jobs created or retained  # of jobs made available to or taken by LMI persons	125 Jobs  64 Jobs	<b>EO-1</b>
<b>CD-6</b>	Create jobs for LMI persons with transit or workforce connections	<b>CDBG</b>	TBD	# of jobs created  # of jobs made available to or taken by LMI persons	TBD Jobs  Jobs	<b>EO-1</b>
<b>Neighborhood Revitalization/Other</b>						
	Improve targeted neighborhoods through variety			# of neighborhoods assisted	3 targeted areas assisted	<b>SL-3</b>

<b>CD-7</b>	of initiatives including park and infrastructure improvements	<b>CDBG</b>	TBD	# of facilities improved	# of facilities improved	
<b>CD-8</b>	Provide public services for residents of 3 NRSAs	<b>CDBG</b>	\$2,397,350	# of persons assisted  # of LMI persons assisted	68,200 persons/ households  34,782 persons/ households	<b>SL-1</b>
<b>CD-9</b>	Develop and/or acquire/rehab units affordable to workforce housing in outlying Consortium areas	<b>CDBG</b>  <b>HOME</b>	See H-5	# of units developed, acquired, and/or rehabbed in locations with jobs/ transportation connections	See H-5	<b>DH-1</b>
<b>Planning and Administration</b>						
<b>CD-10</b>	Effective overall program administration including Fair Housing  Effective planning	<b>CDBG</b> <b>HOME</b>  <b>CDBG Planning</b>	\$1,155,000 \$750,000  \$450,050	# of years of successful program administration  Effective planning	5 Years	

### Community Development/Public Facilities Objectives

Objectives include: Accessibility improvements, rehabilitation, and renovation of public facilities to make mobility or other disability enhancements in accordance with the American Disabilities Act compliance.

**5 Year Goal: See CD-4,**

### Community Development/Public Improvements Objectives

Objectives include: Improvements, rehabilitation, renovation of existing non-profit facilities

**5 Year Goal: See CD-7**

## **Community Development/Public Services Objectives**

Waukesha County has consistently funded Public Services activities at the regulatory maximum 15% allocation. However, Waukesha County funds a number of activities eligible as Public Services which directly benefit residents of Neighborhood Revitalization Strategy Areas that are not counted under the 15% cap. Although HUD regulations allow the County to exceed the 15% cap on public services that benefit the NRSAs, it is imperative that the CDBG Board keep an eye on the level of funding allowed for these services since this is the most sought after category of resources within the CDBG program.

**5-Year Goals: See CD-1, CD-2, CD-3, CD-8**

## **Community Development/Economic Development Objectives**

Funding for economic development activities - primarily for the Waukesha County Economic Development Corporation (WCDEC) - has been decreasing for the past few years. Most of the funds available for business loans will be revolving loan proceeds from loan repayments. While the demand for business loans has increased, the available funds have not kept up with the demand. New WCEDC funding has generally been for administration with program income used for new loans. Another economic development activity is to support the Waukesha Training Center "Protect the Planet" project - a for-profit arm of the Training Center, which hires persons with a development disability to full employment. In addition, efforts will be made to encourage and assist the development and/or acquisition/rehab of workforce housing units in the outlying HOME Consortium areas.

**5 Year Goal: See CD-5, CD-6**

## **Neighborhood Revitalization Strategy Areas 91.215(g)**

*58. If the jurisdiction has one or more approved Neighborhood Revitalization Strategy Areas, the jurisdiction must provide, with the submission of a new Consolidated Plan, either: the prior HUD-approved strategy, or strategies, with a statement that there has been no change in the strategy (in which case, HUD approval for the existing strategy is not needed a second time) or submit a new or amended neighborhood revitalization strategy, or strategies, (for which separate HUD approval would be required).*

**Figure 25: Table 1C: 5-Year Objectives/Outcomes related to NRSAs**

Obj#	Specific Objectives	Sources of Funds	Amount 5 yrs	Performance Indicators 5 Yrs	Expected Number 5 Yrs	Outcome/ Objective *
<b>Economic Development</b>						
<b>CD-5</b>	Provide assistance to businesses to create and/or retain jobs for LMI persons	<b>CDBG</b>	\$300,000 PI; \$4,000,000	# of jobs created or retained	125 Jobs	<b>EO-1</b>
				# of jobs made available to or taken by LMI persons	64 Jobs	
<b>Neighborhood Revitalization/Other</b>						
<b>CD-7</b>	Improve targeted neighborhoods through variety of initiatives including park and infrastructure improvements	<b>CDBG</b>	TBD	# of neighborhoods assisted	3 targeted areas assisted	<b>SL-3</b>
				# of facilities improved	# of facilities improved	
<b>CD-8</b>	Provide public services for residents of 3 NRSAs	<b>CDBG</b>	\$2,397,350	# of persons assisted	68,200 persons/ households	<b>SL-1</b>
				# of LMI persons assisted	34,782 persons/ households	

The County is submitting the three (3) prior HUD-approved strategies, with no changes, for the Phoenix Heights, the Haertel Field and the West Side Neighborhood Revitalization Strategy Areas as elements of the 2010-2014 Consolidated Plan. A map showing the NRSAs can be found in Appendix A.

Waukesha County has received approval for three NRSA plans. Following is a list of the NRSA by census tract.

<u>Phoenix Heights</u>	Tract 202700	Block 1
	Tract 202800	Block 4
<u>Haertel Field</u>	Tract 202700	Block 2

	Tract 202302	Block 3
<u>Westside</u>	Tract 203102	Block 2
	Tract 203102	Block 3
	Tract 203103	Block 4

Besides the regulatory limited 15% of public services funding, Waukesha County funds a number of activities eligible as Public Services which will directly benefit residents of Neighborhood Revitalization Strategy Areas which will not be counted in the Public Service allocation.

**Barriers to Affordable Housing 91.215 (h)**

*59. Describe the strategy to remove or ameliorate negative effects of public policies that serve as barriers to affordable housing, except that, if a State requires a unit of general local government to submit a regulatory barrier assessment that is substantially equivalent to the information required under this part, as determined by HUD, the unit of general local government may submit that assessment to HUD and it shall be considered to have complied with this requirement.*

Waukesha County staff will continue its participation on the Waukesha Housing Coalition, work with the Waukesha County Economic Development Corporation, Wisconsin Housing and Economic Development Association (WHEDA) and developers to discuss workforce housing, participate in the Southeastern Wisconsin Regional Planning Commission (SEWRPC) Advisory Committee to complete the regional housing study, continue to fund the Milwaukee Metropolitan Fair Housing Council to educate, train and enforce Fair Housing laws and regulations and provide liaison to municipalities, developers, and funding resources to encourage affordable housing. Staff has also been meeting with a working group exploring the creation of a Housing Trust Fund. The County, through its Aging and Disability Resource Center (ADRC) will continue to work to create housing opportunities for our senior and disabled population. Waukesha County has received State Neighborhood Stability Program funds to create housing opportunities. Waukesha County, as the grantee, will continue to implement the HOME funding to meet the most critical housing needs in the four county areas. Finally, Waukesha County will review internally and discuss with municipalities land use, zoning and administrative rules that could be modified to encourage the development of affordable housing and eliminate impediments to fair housing.

Waukesha County and the Consortium will continue to address the needs for affordable housing by undertaking a number of initiatives over the next five years. The primary initiative of Waukesha County will be to promote, inform and educate both the public and policy makers about the findings and recommendations of the Comprehensive Development Plan. Along with

that activity, County and Consortium staff will participate in activities that implement the recommendations of the Comprehensive Development Plan. In addition, the County will be utilizing the results and recommendations of the Consolidated Plan , focus groups, and following up with additional actions including an update of the HUD required Analysis of Impediments.

These and other actions to address barriers to affordable housing will initially fall into three categories: 1) Continuation of planning and analysis to provide updated housing and demographic data as well as proposals for alternative policies and actions for improved affordable housing; 2) collaboration to work with other entities involved in studying, advocating and providing affordable housing, jobs, economic development and services for low-moderate income residents; and 3) addressing public policies and regulatory barriers. Within each category, the County and Consortium will undertake the following actions:

#### Planning and analysis

- Continue gathering and analyzing data.
- Continue to review and implement the recommendations of the Smart Growth Plans that was adopted in February 2009.
- Work with SEWRPC on the regional housing plan anticipated to be completed in 2010.
- Review and revise uses of CDBG and HOME funds to better address the need for additional affordable housing.
- Update its Analysis of Impediments for HUD.

#### Collaboration

- Waukesha County Consortium staff will continue its alliances and collaboration with housing advocacy groups including the Waukesha Housing Action Coalition, SOPHIA, Waukesha County Continuum of Care and others. These collaborations will be used, in part, to help in providing additional information and education to both the public and policy makers regarding the benefits of affordable housing.
- Municipalities should consider using Tax Incremental Financing for the redevelopment of properties to address higher density residential issues to meet affordable housing needs.
- The County should work with municipalities to study the feasibility of an affordable housing trust fund to assist in meeting the projected employment and housing needs.

- The County will work with Hebron House and other members of the Waukesha County Continuum of Care to help implement the recommendations of the recently completed study of homeless activities in Waukesha County.
- The County and members of the Consortium will continue to participate in discussions with other municipalities, jurisdictions and authorities regarding transportation issues and proposals especially transportation for low income employees.
- The County and members of the Consortium will continue to participate in local and regional job and employment agencies, organizations and coalitions. The Community Development director will continue as a member of the three-county WOW Workforce Development Board, which considers issues such as the relationship between employment and housing and will also continue to participate with the Workforce Development Center.
- County staff and members of the Consortium will continue to assist and encourage development of affordable housing by providing data, analysis, advice and guidance to potential developers. Staff will also continue to search out and provide information to developers on sources of financing including creative uses of CDBG, HOME, WHEDA and other applicable funding sources.
- Waukesha County and Consortium staff will also work to develop at least one new CHDO to develop housing using HOME funds.

Lastly, since the barriers outlined relate to public policy, the greatest value to removing barriers is in advocating for positive change where policies exist that are detrimental to affordable housing. Waukesha County is a member of the national and state Association of Counties and National Association of County Community and Economic Development which provides influence and or policy from a county perspective related to housing, community development and economic development issues. These associations will provide advocacy for the policies proposed by state and or federal governments impacting the issues outlined above.

#### Public Policies and Regulatory Barriers

The County will support and encourage adoption and implementation of the recommendations of the Comprehensive Development Plan.

The County and municipalities should examine regulatory codes to identify the extent to which they permit or exclude relatively lower cost housing, and make appropriate changes to facilitate the provision of such housing. This review should primarily focus on the structure types permitted (single-family, two family, multi-family); development densities; minimum lot area requirements; minimum building setbacks; and minimum dwelling unit floor area requirements.

The County will research, study, promote, and educate the use of energy efficient homes and green housing development design concepts.

The County will work to implement the planning standards and objectives of the Comprehensive Development Plan (Chapter 2), to provide affordable housing by calling for increased residential densities on municipal services (sewer, water and transportation alternative), and in close proximity of employment, education, shopping and other community services.

The County will continue to contract with the Metropolitan Milwaukee Fair Housing Council for dissemination and education of appropriate populations on the Fair Housing Laws of the State of Wisconsin (Wisconsin Statute 106.50) and all federal fair housing laws relevant to the CDBG and HOME programs and will rely on the Attorney General and the US. Department of Justice to prosecute referred violations of same and promote Affirmative Fair Marketing standards for HUD assisted housing. The County's contract with MMFHC (sub-grantee) requires that it undertakes the following activities:

- Sub-grantee shall act on behalf of Waukesha County to meet its Fair Housing efforts to include, but not limited to education, information, and referral, counseling, investigative services, presentation, technical assistance, legal proceedings, and testing as necessary.
- Sub-grantee shall be the primary source of expertise of Fair Housing laws, rules, and regulations related to discrimination, tenant-landlord or any other Fair Housing issue.
- Sub-grantee shall provide individuals and/or groups to increase awareness and knowledge of Fair Housing laws.
- Sub-grantee shall coordinate enforcement of discrimination with State or Federal agencies to include testing and legal action.
- Sub-grantee shall maintain records on each component of service and document by demographics persons/households assisted.
- Sub-grantee shall document the primary issues of service assistance and violation of Fair Housing laws.
- Sub-grantee shall prepare annually, a written report of discrimination cases that proceed to legal status and the disposition of such cases for IDIS input.
- Sub-grantee shall provide educational services to both tenants and landlords related to tenant/landlord regulations.

### **Lead-based Paint 91.215 (i)**

*60. Describe the jurisdiction's plan to evaluate and reduce lead-based paint hazards and describe how lead based paint hazards will be integrated into housing policies and programs, and how the plan for the reduction of lead-based hazards is related to the extent of lead poisoning and hazards.*

Waukesha County has developed a comprehensive lead based paint compliance plan related to the various housing rehabilitation programs funded with CDBG and HOME

funds. The policies developed will ensure compliance with lead based paint compliance requirements and state certified contractors will undertake all work.

The County purchased two lead detection/clearance guns to provide direct lead compliance. The health departments within each county have been cooperative in coordinating the identification of possible lead based housing units. All housing units constructed prior to 1978 are assumed to contain lead based paint, any work on these units is closely monitored, and rehabilitation work monitored for safe work practices.

### **Antipoverty Strategy 91.215 (j)**

*61. Describe the jurisdiction's goals, programs, and policies for reducing the number of poverty level families (as defined by the Office of Management and Budget and revised annually*

*62. Identify the extent to which this strategy will reduce (or assist in reducing) the number of poverty level families, taking into consideration factors over which the jurisdiction has control.*

2000 census statistics indicated that Waukesha County had the 2nd lowest percentage (2.1 %) of poverty level persons of all urban counties in the U. S. This percentage can be deceiving when compared to actual poverty level persons, 11,184 in the county. The actual number represents the 61st highest number of poverty level persons of the 72 Wisconsin counties.

Each county in Wisconsin has a workforce development center to assist in all aspects of employment. These centers can provide training, job referral, resume writing, and other assistance to help persons increase their employment opportunities and ultimately their income to get them beyond poverty.

The Workforce Development Centers could, as one strategy, reach out more to identify poverty level persons and advise them of the center services to help them increase their wages. The Waukesha Housing Authority has developed a Family Self Sufficiency Program in conjunction with La Casa de Esperanza (program administration), to provide comprehensive case management to low income households to provide them opportunities to improve their opportunities for "family self-sufficiency".

In addition to the Family Self-Sufficiency case management, Hebron House of Hospitality also provides case management in an effort to assist persons to become self-sufficient. Besides the Workforce Development centers providing workforce assistance, the CDBG program can assist agencies with workforce assistance to specific clients, such as La Casa de Esperanza for Hispanic clients, the Women's Center assisting victims of domestic abuse, and both the Waukesha Training Center and the Ranch assisting persons with a

developmental disability and St. Aemilian's - Clubhouse assisting persons with a mental illness.

Waukesha County, through its Neighborhood Revitalization Strategy programs, will also look to the future to reduce poverty for future generations by prioritizing youth programs for funding, such as after school programs, mentoring, truancy abatement, and college bound youth programming. Waukesha County will also indirectly hope to reduce poverty by funding the Waukesha Literacy Council, which provides tutoring and English as a Second Language to improve employment opportunities and will training programs, such as the restaurant services at La Casa de Esperanza.

These efforts combined with outreach by the Waukesha Area Technical College, and UW Waukesha, Carroll College, and other educational efforts will hopefully provide opportunities for individuals / households to end their poverty income.

### **Institutional Structure 91.215 (k)**

*63. Provide a concise summary of the institutional structure through which the jurisdiction will carry out its consolidated plan, including private industry, non-profit organizations, community and faith-based organizations, and public institutions.*

*64. Provide an assessment of the strengths and gaps in the delivery system.*

*65. Describe efforts to enhance coordination with private industry, businesses, developers, and social service agencies, particularly with regard to the development of the jurisdiction's economic development strategy. (91.215(l))*

Waukesha County will carry out its Consolidated Plan primarily through the policies and procedures developed by and for its Community Development Block Grant (CDBG) and HOME Investment Partnership (HOME) Board of Directors. Additional oversight is provided through the Waukesha County government structure. All projects funded through both the CDBG and HOME program are undertaken through a Request for Proposal (RFP) application submittal process and if funded through a Sub Grantee Agreement.

The institutional structure, particularly coordination and collaboration of non-profit agencies, partnership with United Way and foundation leaders and county departments are a major strength and provides leadership in the development of this plan. Clearly, the major gap is the inability to engage in any significant manner the general public, and in particular, the business community into any planning participation.

The Waukesha Housing Authority (WHA) is a quasi-public agency within the City of Waukesha. Waukesha County and the City of New Berlin contract with the City of Waukesha Housing Authority for services. All three parts of the Housing Authority (City, County and New Berlin) have their own Board of Directors, which oversee specific aspects of public housing operations within their jurisdictions. Each housing authority has its own

budget, allocation of vouchers and portfolio. In addition, to the housing authorities in Waukesha County, the housing authorities serving Jefferson, Washington and Ozaukee counties also provide information related to their operations and have completed their own respective five-year plans, which are available for review either directly from the Housing Authority, or at the Waukesha County Community Development office. Due to funding decreases, particularly related to the allocation of Section 8 voucher funding, housing authorities may need to adjust their rent assistance budgets. In two of the four Home Counties and the allocation of Section 8 rent assistance funding is managed by other entities not by housing authorities.

One significant effort coordinated between housing authorities, the HOME Consortium and Homebuyer Counseling agencies is to encourage home buying by persons / households currently receiving rent assistance.

As federally funded quasi-governmental entities, housing authorities must follow federal regulations in their appointing of commissioners, personnel, and procurement services, provisions of capital improvements, and demolition, or disposition of public housing developments.

### **Coordination 91.215 (I)**

*66. Describe the efforts to enhance coordination between public and assisted housing providers and governmental health, mental health, and service agencies.*

*67. Describe efforts in addressing the needs of persons that are chronically homeless with respect to the preparation of the homeless strategy.*

*68. Describe the means of cooperation and coordination among the state and any units of general local government in the metropolitan area in the implementation of the plan.*

*69. Describe efforts to enhance coordination with private industry, businesses, developers, and social service agencies, particularly with regard to the development of the jurisdiction's economic development strategy.*

Waukesha County, as the CDBG entitlement qualified entity, is the lead agent for both the CDBG and HOME programs. The Waukesha County Community Development staff has full responsibility for the CDBG program. Some aspects of the HOME program are administered through an RFP process and contract (beginning in 2007) to the Wisconsin Partnership for Housing Development, however, Waukesha County, as the grantee, has ultimate administrative responsibility.

The internal Waukesha County management process for the CDBG and HOME programs is a multi-tiered system with direct daily administration by the Waukesha County Community Development staff consisting of the Coordinator, Program Assistant, and a part-time

Clerk/Typist. The oversight of the Community Development staff has several layers, including: County Executive, County Board of Supervisors, Executive Committee and Finance Committee, and the Community Development Block Grant Board.

The County Executive, Daniel P. Vrakas, as the Chief Executive Office, has ultimate responsibility for the oversight of the CDBG and HOME programs for Waukesha County, as the grantee agency. The County Board of supervisors is responsible for approving the ordinance related to the allocation of funds for the CDBG and HOME programs. The Executive Committee of the County Board has direct County Board oversight of the CDBG and HOME programs, and initiates County Board action related to these programs, including budget oversight. The Finance Committee reviews the CDBG and HOME budget prior to approval by the County Board.

The most direct oversight of the Community Development Block Grant Program is provided by the CDBG Board. This eleven person appointed Board consisting of two county supervisors, three local elected officials, and six citizen members which reviews, ranks, and makes recommendations for application funding (recommendations are approved by ordinance by the County Board) the CDBG Board also oversees program administration, appropriations and expenditures, and monitors program operations (the Board list is available upon request).

Each CDBG application submitted for funding is copied and distributed to CDBG Board members who also hear a presentation from each applicant during the application review process. Each Board member scores an application based on a 100-point system. The cumulative score of all Board members is utilized to determine project ranking and funding. The CDBG Board also has responsibility for approval of amendments and/or modifications, changes in project funding, or new project approvals to the Annual Action Plan.

The CDBG plan was developed primarily through the Community Development Block Grant Board policies and procedures. Agencies, organizations, and sub-grantees that submit applications for funding appear before the CDBG Board related to their application. Some of the priorities for funding were developed as a result of the County Needs Assessment completed in 2005, as amended. Funds are also distributed based on past agreements, Board policies, and budgetary concerns during the allocation process to include the following:

By regulation, Public Services cannot exceed 15% of the grant, and 15% of prior year expenditures. The City of Waukesha will receive a direct allocation based on the merger agreement in 1993. By regulation, Planning and Administration cannot exceed 20% of the annual grant award. A portion of CDBG funds is set-aside for local participating jurisdictions to be allocated over a three-year period. Administration costs and staffing are determined through the county budget process.

The Program Management for the HOME Investment Partnership Program is similar to the CDBG management oversight. The HOME program has its own Board, which consists of the three appointed voting members from each of the four HOME participating counties and one alternate member. The HOME Board has the same oversight responsibilities as the CBG Board. Unlike the CDBG review process, the HOME Board decides “core” projects that benefit the entire four county areas and seeks through a Request for Proposal (RFP) an agency to administer these programs.

One suggestion that came out of the focus groups was to have a term limit on the number of years that an appointed person can serve on the Boards in successive years. The focus groups suggested that the term limit be 3 years for each Board member on a rotation system, with one-third of the Board changed every year.

Besides the "core" programs, the HOME Board also reviews specific requests for funding, particularly related to the use of Program Income and the allocation of CHDO Reserve funds. The HOME Board also is responsible for the approval of HOME program policies and procedures (the Board member list is available upon request).

Waukesha County, as the qualified Urban County, is the designated (lead agent) for the HOME Consortium with responsibility for administration, compliance, and fiscal oversight of both grants.

The Community Development staff works closely with numerous sub-grantees to coordinate the identification and development of resources to meet community needs. Staff works with local housing agencies including the Housing Authority and Waukesha Housing Action Coalition to identify housing needs, works closely with social services agencies, the United Way and private foundations, the County's Department of Health and Human Services and Department of Senior Services to coordinate resources. Staff has been particularly involved in the planning and coordination of the Neighborhood Revitalization Strategy Areas and development of the Waukesha Youth Plan. Staff has been involved in regional issues and is a Board member of the Workforce Development Board. All these collaborations and cooperative initiatives will provide the staff as it reports to the CDBG/HOME Boards a vision of future needs to enhance coordination and planning.

CDBG staff meets regularly with Housing Authority staff and reviews the comprehensive plans developed by all Housing Authorities in the HOME area, as well as, maintaining contact through the Point of Service Continuum of Care process.

Waukesha County, in 2009, in collaboration with other community and government partners received two lead grants to assist in lead abatement for 20 homes and community outreach to

education the public on the dangers of lead. The programs will be implemented in 2010, as well as, seeking additional lead funding.

Hebron House of Hospitality will continue to implement its Expediting SSI program which has become a state-wide model for assisting persons with disabilities obtain SSI benefits.

## **Monitoring 91.230**

*70. Describe the standards and procedures the jurisdiction will use to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.*

Waukesha County, as the CDBG grantee and lead agent for the HOME Consortium, has established a project/program monitoring policy which will ensure compliance with program requirements and comprehensive planning requirements. Monitoring is conducted in two ways to ensure timeliness in expenditure and compliance with meeting goals and objectives. Sub-grantees are required to submit two interim reports and a final report annually for each funded project. Included in the required reporting is the submission of beneficiary demographic data, outcome measurements and program accomplishments. These reports are submitted after four, eight, and twelve months from the program start. The second part of the monitoring process is on-site monitoring. Because of the number of sub-grantees, monitoring is conducted on a random selected basis with at least 25% of the sub-grantees being monitored on-site. All new sub-grantees will be monitored to ensure compliance.

Monitoring records are maintained by the CDBG staff with review and input of statistics into the federal IDIS system. Clearly the number of projects funded and time involved in both monitoring, data collection, and data input places a significant burden on the staff. Some delays in data input have occurred, which will be corrected by staff as soon as possible.

Waukesha County staff, as a result of the Inspector General audit in 2003-2004, is required to monitor the Waukesha County Economic Development Corporation (WCEDC) on a scheduled basis at least bi-annually to ensure compliance with economic development loan requirements.

Sub-grantees are required to continue to submit their written monitoring reports until all funds are expended. Waukesha County has required sub-grantees for the past three years to provide outcome measurements.

Waukesha County is awaiting some national outcome standards incorporating the individual project measurements into the national standards.

All projects funded during this five-year plan will be monitored on-site at least once with internal monitoring.

## Housing Opportunities for People with AIDS (HOPWA)

\*Refers to the HOPWA Table in the Needs.xls workbook.

71. *Describe the activities to be undertaken with HOPWA Program funds to address priority unmet housing needs for the eligible population. Activities will assist persons who are not homeless but require supportive housing, such as efforts to prevent low-income individuals and families from becoming homeless and may address the housing needs of persons who are homeless in order to help homeless persons make the transition to permanent housing and independent living.*
72. *Identify any obstacles to meeting underserved needs and summarize the priorities and specific objectives, describing how funds made available will be used to address identified needs.*
73. *The Plan must establish annual HOPWA output goals for the planned number of households to be 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. The plan can also describe the special features or needs being addressed, such as support for persons who are homeless or chronically homeless. These outputs are to be used in connection with an assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.*
74. *For housing facility projects being developed, a target date for the completion of each development activity must be included and information on the continued use of these units for the eligible population based on their stewardship requirements (e.g. within the ten-year use periods for projects involving acquisition, new construction or substantial rehabilitation).*
75. *Provide an explanation of how the funds will be allocated including a description of the geographic area in which assistance will be directed and the rationale for these geographic allocations and priorities. Include the name of each project sponsor, the zip code for the primary area(s) of planned activities, amounts committed to that sponsor, and whether the sponsor is a faith-based and/or grassroots organization.*
76. *Describe the role of the lead jurisdiction in the eligible metropolitan statistical area (EMSA), involving (a) consultation to develop a metropolitan-wide strategy for addressing the needs of persons with HIV/AIDS and their families living throughout the EMSA with the other jurisdictions within the EMSA; (b) the standards and procedures to be used to monitor HOPWA Program activities in order to ensure compliance by project sponsors of the requirements of the program.*

Funding for persons with HIV/AIDS under the federal Housing Opportunities for Persons with

Funding for persons with HIV / AIDS under the federal Housing Opportunities for Persons with AIDS (HOWPA) is allocated under a regional basis with funds directed to the AIDS Resource Center in Milwaukee. The Waukesha CDBG staff and the Executive Director from Richard's Place in Waukesha met with City CDBG staff and the AIDS Resource Center to discuss funding and programming on a regional basis and to Waukesha County. The HOPWA plan is submitted as part of the City of Milwaukee Consolidated Plan.

The HOPWA regional plan and activities are covered and implemented by the City, in particular, The AIDS Resource Center, although activities in Waukesha County are undertaken by Richards Place.

In Waukesha County, Richard's Place operates a four bed hospice transitional shelter for HIV / AIDS clients as well as providing case management and support services. Currently, five individuals are on a waiting list and during 2004, twenty-nine (29) individuals were turned away from the shelter due to lack of capacity. Richard's Place, in conjunction with the Waukesha Housing Authority, through a federal Permanent Supportive Housing grant will be opening a second four-bed shelter in the summer of 2005.

Please refer to the HOPWA Plan under the City of Milwaukee Consolidated Plan for specific goals and programming.

### **Specific HOPWA Objectives**

*77. Identify specific objectives that the jurisdiction intends to initiate and/or complete in accordance with the tables\* prescribed by HUD.*

*Complete and submit Table 1C Summary of Specific Objectives or, if using the CPMP Tool, the Summaries.xls worksheets.*

*78. 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 strategic plan.*

## **OTHER NARRATIVES AND ATTACHMENTS**

*79. Include any Strategic Plan information that was not covered by a narrative in any other section. If optional tables are not used, provide comparable information that is required by consolidated plan regulations.*

*80. Attach copy of CHAS Housing Needs Data Tables from:*  
<http://socds.huduser.org/scripts/odbic.exe/chas/index.htm>

*81. Section 108 Loan Guarantee*

*Jurisdiction may use the Section 108 Projects Worksheet in the Projects.xls file of the CPMP Tool to provide this information. However, a brief summary should be included in the narratives section on what activities associated with the Section 108 Project will take place during the years covered by the Consolidated Plan Strategic Plan.*

*If the jurisdiction has an open Section 108 project, provide a summary of the project. The summary should include the Project Name, a short description of the project and the current status of the project, the amount of the Section 108 loan, whether you have an EDI or BEDI grant and the amount of this grant, the total amount of CDBG assistance provided for the project, the national objective(s) codes for the project, the Matrix Codes, if the activity is complete, if the national objective has been met, the most current number of beneficiaries (jobs created/retained, number of FTE jobs held by/made available to LMI persons, number of housing units assisted, number of units occupied by LMI households, etc.)*

Waukesha County does not have an open Section 108 project.