

**CITY OF MILWAUKEE,  
WISCONSIN**

**YEAR 2018**

**“DRAFT”**

**CONSOLIDATED ANNUAL  
PERFORMANCE  
AND  
EVALUATION REPORT  
(CAPER)**

**Submitted to the local HUD Milwaukee Office**

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Milwaukee, Wisconsin**

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**Funds provided by the U.S. Department of Housing & Urban Development**

**GENERAL**  
**GRANTEE: City of Milwaukee, Wisconsin**  
**CON PLAN PERIOD: 2014 to 2019**

**Introduction**

As a Participating Jurisdiction (PJ) and entitlement community, the City of Milwaukee-Community Development Grants Administration (CDGA), receives annual funding allocations from the Federal government to fund activities to address the following three (3) National Objectives of the U.S. Department of Housing and Urban Development (HUD):

- **Principally benefits low/moderate income persons**
- **Prevents or eliminates slum or blight**
- **Addresses an urgent need or problem in the community (e.g., natural disaster)**

As a recipient of these funds, the City of Milwaukee is required to submit to HUD each year, a final *Consolidated Annual Performance and Evaluation Report (CAPER)* which provides detailed information to the local public, HUD and members of Congress on activities undertaken with these entitlement funds. It is also used to track the grantee's performance in meeting the goals established in the **2014-2019 Five-Year Consolidated Plan** and subsequent *Annual Action Plans*. Most activities conducted in 2018 were under the direct control and supported by the following Federal entitlement funds which are administered by the Community Development Grants Administration: Community Development Block Grant (CDBG), HOME Investment Partnerships, Emergency Solutions Grants (ESG), and Housing Opportunities for Persons with AIDS (HOPWA).

In 2014, the City of Milwaukee submitted the *2014-2019 Five-Year Consolidated Plan* as required by the U.S. Department of Housing and Urban Development. The Consolidated Plan details broad strategies to address community development within the scope of the HUD National Objectives.

The statutes for the Federal formula grant programs set forth three basic goals against which the plan and the City's performance under the plan will be evaluated by HUD. The City must state how it will pursue these goals for all community development programs. The HUD statutory program goals are:

**DECENT HOUSING - which includes:**

- assisting homeless persons obtain affordable housing;
- assisting persons at risk of becoming homeless;
- retaining the affordable housing stock;
- 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;

- 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; and
- providing affordable housing that is accessible to job opportunities.

**A SUITABLE LIVING ENVIRONMENT - which includes:**

- improving the safety and livability of neighborhoods;
- eliminating blighting influences and the deterioration of property and facilities; increasing access to quality public and private facilities and services;
- reducing the isolation of income groups within areas through spatial deconcentration of housing opportunities for lower income persons and the revitalization of deteriorating neighborhoods;
- restoring and preserving properties of special historic, architectural, or aesthetic value; and
- conserving energy resources and use of renewable energy sources.

**EXPANDED ECONOMIC OPPORTUNITIES- which includes:**

- job creation and retention;
- establishment, stabilization and expansion of small businesses (including micro-businesses);
- the provision of public services concerned with employment;
- the provision of jobs to low-income persons living in areas affected by those programs and activities, or jobs resulting from carrying out activities under programs covered by the plan;
- availability of mortgage financing for low-income persons at reasonable rates using non-discriminatory lending practices;
- access to capital and credit for development activities that promote the long-term economic and social viability of the community; and
- empowerment and self-sufficiency for low-income persons to reduce generational poverty in federally assisted housing and public housing.

**The new long-term outcomes linked to these goals are:**

**Availability/Accessibility** – This outcome relates to programs that make services, housing, infrastructure, public services, or shelter accessible or available to low or moderate income persons, include those with special needs and/or disabilities.

**Affordability** – This outcome relates to programs that provide affordability to low or moderate income persons and can include affordable housing.

**Sustainability** – This outcome relates to programs that improve communities and promote viability such as removing slum and blight or other services that sustain communities.

## **CR-05 - Goals and Outcomes**

### **Progress the jurisdiction has made in carrying out its strategic plan and its action plan.**

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

In 2018, approximately **\$11.3** million in Community Development Block Grant (CDBG) and HOME entitlement dollars was allocated for direct housing and housing-related activities, including owner-occupied housing rehabilitation, acquire/rehab/sell, vacant and blighted homes, new home construction, rental rehabilitation, lead abatement and other categories. This resulted in the completion of direct housing and/or rehab activities. Other housing-related activities resulted in the following: homebuyer counseling programs assisted *first-time* low-income homebuyers in closing home mortgage loans, property units received graffiti abatement, landlords received training on effective property management and various types of tenant assistance, including tenant training, were provided to community residents.

In 2018, CDBG funds were allocated to anti-crime community development and quality of life related activities including: community organizing and crime prevention, employment services, youth programming, health services, safe havens, driver's license recovery, infant mortality initiatives and community prosecution activities.

The 2018 accomplishments related to anti-crime activities involved residents in: resident meetings and neighborhood improvement efforts such as cleanups, establishing new block clubs, and identifying hot spots, (drug houses or nuisance properties) which were referred to the appropriate authorities for action through the Community Prosecution program. In addition, thousands of youth benefited from a variety of youth employment, educational and recreation initiatives. These varied organizing efforts correlate with the five-year strategy of the Consolidated Plan of increasing resident participation to improve the overall quality of life for residents.

CDBG-funded **Job Training and Placement** and **Job Placement** activities assisted low income persons in obtaining employment and the **Special Economic Development** initiatives led to the creation of new jobs. The Milwaukee Economic Development Corporation Revolving Loan fund continued servicing existing loans for continued job creation.

In 2018, CDBG and ESG funding was allocated for mandated and essential services such as homeless shelters and domestic violence prevention programs. Funds were also allocated to city-wide services including: fair housing, graffiti abatement and landlord/tenant programs. In addition, community-based organizations received technical assistance to help strengthen their administrative capabilities and promote efficient services to the residents they serve. Enforcement services were provided to clients to resolve housing and lending discrimination complaints.

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

**Table 1 - Accomplishments – Program Year**

<b>Activity</b>	<b>Strategy</b>	<b>HUD Objective</b>	<b>HUD Outcome</b>	<b>HUD Performance Indicator</b>	<b>FY 2018 Goals (# units)</b>	<b>FY 2018 Actual (# units)</b>
Acquire/Rehab/Sell	Expand the supply of affordable housing units for low income persons through acquisition/rehab/sale activities	Decent Housing	Affordability	#affordable units complete & sold to eligible persons	25	48
New Housing production (rental & owner-occupied)	Construct new owner-occupied and/or rental housing for income eligible households.	Decent Housing	Affordability	#affordable units complete & sold to eligible persons  #affordable rental units complete & code compliant		
Rehabilitation of existing rental units	Rent rehab: Provide forgivable loans for the rehab of residential rental units for occupancy by low-moderate income households.	Decent Housing	Affordability	#affordable rental units complete & code compliant		
Owner-Occupied Rehab Programs (Non profit agencies & City departments)	Provide forgivable housing rehab loans for repairs based on interior and/or exterior municipal code violations.	Decent Housing	Affordability	#affordable units complete & code compliant	100	86
Housing Accessibility Program	Construct handicapped ramps and other accessibility modifications	Decent Housing	Affordability	#units constructed & persons with increased accessibility	25	106
Lead Prevention & Abatement	Combat lead hazards through Inspection, testing and abatement in collaboration with existing housing rehab programs and the Milwaukee Health Department.	Decent Housing	Affordability	#units of housing tested & abated of lead hazards	100	84

Activity	Strategy	HUD Objective	HUD Outcome	HUD Performance Indicator (# units)	FY 2018 Goals (#units)	FY 2018 Actual (#units)
Housing-Targeted Code Enforcement	Increase targeted code enforcement to decrease decline in target areas	Suitable living environment	Sustainability	# residential structures inspected for code compliance	5,175	1,560
Code Enforcement – Tenant Assistance Program & Landlord/Tenant Compliance	Address identified code violations on rental properties through rent withholding and rent abatement; use rental proceeds for repairs related to health, safety and welfare of tenants	Suitable Living Environment	Sustainability	#households assisted & number of repairs	900	1,283
Employment Services	Provide Job Placement/Job Training & Placement, and Transitional Job services for low income persons	Suitable living environment	Expand economic opportunity	# low income persons trained & placed into jobs	150	967
Youth Services	Increase employment, education, recreation, mentoring, tutoring, safe havens for youth	Suitable living environment	Sustainability	# persons with increased access to services	12,200	16,294
Community Organizing/Neighborhood Planning/Crime Prevention	Facilitate resident/stakeholder involvement in community improvement efforts; crime prevention initiatives	Suitable living environment	Sustainability	# residents & stakeholders engaged in community improvement efforts	3,000	13,420
Community Prosecution Program	Abate neighborhood nuisances; property nuisances & drug houses	Suitable living environment	Sustainability	# properties/ nuisances abated/ resolved	250	465
Driver's License Recovery	Assist low income persons with driver's license recovery & other supportive services	Suitable living environment	Sustainability	# persons obtaining a valid driver's license	100	185
Homebuyer Counseling	Provide homebuyer counseling & other services for 1 <sup>st</sup> time homebuyers	Suitable living environment	Sustainability	# persons with increased access to services	650	804

Activity	Strategy	HUD Objective	HUD Outcome	HUD Performance Indicator	FY 2018 Benchmarks (#units)	FY 2018 Actual (#units)
Special Economic Development	Provide direct financial and other technical assistance to businesses for job creation, job retention and business expansion	Suitable living environment	Expand Economic Opportunity	# jobs created	40	38
Emergency & Transitional Shelter; Permanent Housing & Supportive Services	Provide emergency shelter & transitional & permanent housing & supportive services to promote housing stability & independence	Suitable living environment	Sustainability	# low income, homeless persons achieving housing stability, safety & independence	6,000	8,015

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

The Community Development Grants Administration continued to promote policies and employed strategies with the goal of increasing jobs and household income. To this end, the City approached planning and program development efforts in a comprehensive manner. The City also continued to investigate programs and supported initiatives which assist in removing barriers to employment for low income households, i.e., walk-to-work programs and access to programs that provide wrap around social, educational, employment and lifeskills services. Funding allocations in 2018 were designed to use a comprehensive approach to reduction of barriers by increased funding to a number of agencies that target increased employment opportunities, expanded homeownership and quality, affordable rental housing in Milwaukee.

**CR-10 - Racial and Ethnic composition of families assisted**

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

**91.520(a)**

<b>**Data Analysis In Progress</b>	<b>CDBG</b>	<b>HOME</b>	<b>HOPWA</b>	<b>ESG</b>
White	1,412	25	0	0
Black or African American	2,494	97	0	0
Asian	253	3	0	0
American Indian or American Native	4	1	0	0
Native Hawaiian or Other Pacific Islander	4	0	0	0
American Indian/American Native & White	4	3		
Asian & White	7	0		
Black or African American & White	21	2		
American Indian/American Native & White	14	1		
Other multi-racial	120	1		
<b>Total</b>	<b>4,333</b>	<b>133</b>	<b>0</b>	<b>0</b>
Hispanic	1,120	67	0	0
Not Hispanic	3,213	66	0	0

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

**Narrative**

As the data shows, the overwhelming majority of families served were Black, followed by White, Hispanic, Asian and Other multi-racial. U.S. census data shows that the poverty rate among Milwaukee's Black population far exceeds any other race category. As such the City of Milwaukee has consistently targeted resources to the most impoverished populations.

## **CR-15 - Resources and Investments**

Identify the resources made available

<b>Source of Funds</b>	<b>Resources Made Available</b>
CDBG	<b>\$15,835,003</b>
HOME	<b>\$5,967,429</b>
HOPWA	<b>\$1,302,832</b>
ESG	<b>\$768,917</b>

### **Narrative**

Many activities identified in the Consolidated and Annual Action Plan are under the direct control and supported by the following Federal entitlement funds which are administered by the Community Development Grants Administration: **Community Development Block Grant (CDBG), HOME Investment Partnerships, Emergency Solutions Grants (ESG) and Housing Opportunities for Persons with AIDS (HOPWA)**. Other Federal and State funds were also used for proposed activities.

Identify the geographic distribution and location of investments

<b>Target Area</b>	<b>Planned Percentage of Allocation</b>	<b>Narrative Description</b>
City of Milwaukee	49	Local jurisdiction boundaries
NRSA AREA #1	35	Central City-North Side- at least 70% of total population is low/moderate income
NRSA AREA #2	13	Central City-South Side at least 70% of total population is low/moderate income
Other	3	HOPWA 3 County Area (Milwaukee, Ozaukee, Waukesha)

### **Narrative**

**Geographic Distribution:** The geographic distribution for these entitlement funds, with the exception of HOPWA funds, is the Neighborhood Revitalization Strategy Areas (NRSAs). Services were also provided to low income residents in non-NRSA census tracts within the City of Milwaukee. The HOPWA funds cover the four-County Milwaukee Metropolitan Statistical Area comprised of: Milwaukee, Waukesha, Ozaukee and Washington counties.

There continues to be racial and ethnic concentrations both within the City of Milwaukee and in the Milwaukee Metropolitan Statistical Area(MMSA). According to the *U.S. Census, 2010*, there is a pattern of concentration of all minorities within the area generally considered to be the "central city." The concentration still remains greatest for African Americans and has been noted by several local and national research studies. Most marked is the concentration of African Americans within the city limits and the fact that less than 3% of the suburban population of the four-County Milwaukee Metropolitan Area is Black.

Milwaukee's residential segregation has been studied for decades by local and national researchers and policymakers. The tremendous impact on the gaps between Blacks and Whites as it relates to income, mortgage loan disparity rates and educational attainment, has been cited in numerous national studies. It is important to note the overlay of economic segregation as this impacts employment and other opportunities for Blacks. CDGA-funded programs providing "seed capital" for new economic development activities continues to be a high priority as a means of stimulating economic opportunities including job creation for Milwaukee residents in the identified Neighborhood Revitalization Strategy Areas (NRSAs).

## **Leveraging**

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

**Leveraging Resources-** The City of Milwaukee is committed to leveraging funding resources from other types of public and private sources for community development projects funded through CDGA. The projects receiving Emergency Shelter Grant (ESG) funds utilized CDBG funds to match the use of the ESG funds. In addition to CDBG funds, other State funds and non-governmental funds were used in conjunction with shelter related activities.

The housing rehabilitation projects leveraged funds from the private sector mostly in the form of funds borrowed from lenders providing construction financing and permanent financing. State of Wisconsin Low Income Housing Tax Credits directly provided a needed subsidy in low-income rental projects by selling the credits to investors. HOME funds were sometimes combined with CDBG funds and/or private funds. Economic development funds have complimented projects from the Department of Justice, which directly impacts community security and safety issues.

## **CR-20 - Affordable Housing**

**Evaluation of the jurisdiction's progress in providing affordable housing.**

<b>Activity</b>	<b>Strategy</b>	<b>HUD Objective</b>	<b>HUD Outcome</b>	<b>HUD Performance Indicator</b>	<b>FY 2018 Goals (# units)</b>	<b>FY 2018 Actual (# units)</b>
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Homebuyer Counseling	Provide homebuyer counseling & other services for 1 <sup>st</sup> time homebuyers	Suitable living environment	Sustainability	# persons with increased access to services	650	804

**Describe other actions taken to foster and maintain affordable housing. 91.220(k) (STATES ONLY: Including the coordination of LIHTC with the development of affordable housing). 91.320(j)**

In 2013, the City has enacted an ordinance which allows the City to use their Tax Incremental Financing (“TIF”) authority to subsidize affordable housing. The ordinance allows the City to extend the life of TIF districts for one additional year, and dedicate the additional year of incremental revenues to finance affordable housing projects throughout the City. The City of Milwaukee is the State’s first municipality to enact this ordinance using the State’s enabling legislation.

The City also continues to provide funding and staff to the City of Milwaukee Housing Trust Fund. The Housing Trust Fund has been able to address some of the city’s housing needs through gap financing and other means for the last several years. Increasing homeownership, increasing the supply of quality rental housing opportunities and providing housing opportunities for the homeless are three of the trust fund’s goals.

The City’s Strong Neighborhoods Initiative is assisting the City and local nonprofits in more effectively addressing the housing foreclosure crisis and its impacts on our neighborhoods. Neighborhoods of color are disproportionately harmed by the foreclosure crisis.

## **Department of City Development**

### ***Home Rehabilitation and Neighborhood Development***

The Department of City Development (DCD) and its affiliated Neighborhood Improvement Development Corporation (NIDC) assist homeowners and responsible property owners in improving their homes and their neighborhoods. Improving housing enhances the physical appearance of Milwaukee neighborhoods, encourages additional investment and promotes and retains owner occupants. Through the housing rehabilitation loan programs, DCD is a lender, technical advisor and resource generator. Success is measured over time through stabilized or increased assessments, increased neighborhood investment and resident involvement and improved perceptions of the quality of life in Milwaukee's neighborhoods.

In Mayor Tom Barrett’s 2018 State of the City address he announced the 10,000 homes initiative. Recognizing the need to sustain and create affordability housing, Mayor Barrett has committed to creating 10,000 affordable housing opportunities over the next 10 years. Significant progress was made in the first year of these efforts. City resources impacted 1,167 properties and families during 2018. More than 500 new affordable housing units opened their doors and loans and grants assisted nearly 500 families to preserve and renovate their homes. City programs also helped more than 180 low- and moderate-income households to become homeowners.

During 2018, through its various housing loan and grant programs, DCD and NIDC initiated **107** loans and grants to rehabilitate **134** units of housing.

The City of Milwaukee's Housing Strategy places a strong emphasis on clustering and targeting resources to achieve the maximum impact on City Neighborhoods. DCD utilizes its HOME funded Home Rehabilitation and Rental Rehabilitation Program to implement this strategy through Targeted Investment Neighborhoods (TINs). The TIN Program is a neighborhood revitalization strategy in which DCD, working with neighborhood partners, focus resources in a defined geographic area in an effort to stabilize and increase owner occupancy, strengthen property values and improve the physical appearance and quality of life in the neighborhood. In 2018, DCD operated eight TINs.

The *Home Rehabilitation Program* is available to eligible owner occupants in TIN areas. The loans are partially forgivable with a focus on code related repairs, exterior and energy efficiency upgrades. Technical assistance is also provided to homeowners to prepare a scope of work, assist in obtaining bids and monitoring the construction process.

The *Rental Rehabilitation Program* is also operated in TIN areas and provides forgivable loans to responsible rental property owners. The landlord must match Rental Rehab dollars on at least a dollar for dollar basis with their own funds and agree to rent the unit to low-income families at an affordable monthly rate. Landlords are screened for their records of owning and managing property in the City and once rehabilitation is complete, units are inspected to ensure they are adequately maintained. Prior to approving a Rental Rehab loan, DCD underwrites each project to ensure that the landlord has the capacity to complete the proposed project and that there is a market demand for the housing units.

This loan activity is supplemented with additional housing rehabilitation programs and initiatives operated by DCD and NIDC. 2018 activity includes:

- Tax Incremental District funded loans that provided homeowners resources for exterior home repairs in a number of targeted areas.
- Targeted Investment Neighborhood Summer Home Improvement Program (TIN SHIP). The program assists homeowners make exterior repairs and curb appeal updates to their homes. This program was a dollar-for-dollar matching grant up to \$1,000 and was operated in all eight TIN neighborhoods.
- The use of Tax Incremental District (“TID”) financing to support the development of high quality affordable housing. In 2018, a TID was created to assist in financing the development of 36 affordable housing units and investment of over \$7 million at the Villard Commons Project. The projects involved new construction on vacant City and privately owned land and a mix of housing and retail space.

### ***STRONG Neighborhoods Initiative***

In 2018, DCD continued to operate complementary programs carried out under the City's Strong Neighborhoods Plan to help preserve property values, prevent foreclosures, and reduce the City's inventory of tax foreclosed properties. City funding is used to operate these programs.

Accomplishments during 2018 included:

- On-going operation of the STRONG Homes Loan program. The program was created in response to the aftermath of the foreclosure crisis which resulted in a decline in residential property values with many Milwaukee homeowners having difficulty obtaining conventional financing to make essential repairs to their homes. The program offers low interest loans to existing homeowners to make critical repairs and correct code violations on their properties. In 2018, the in a partnership with Associated Bank, the City sold a portion of its STRONG loan portfolio, generating additional capital for the program.
- Continued operating the Homebuyer Assistance Program which provides forgivable loans and technical assistance for property renovation to owner occupant purchasers of City owned properties and the lease-to-own program which assists tenants living in City owned homes rehabilitate and purchase the properties they are living in.
- On-going efforts with private lending institutions to ensure access to capital to support home buying and foreclosure redevelopment efforts in City neighborhoods. Lenders willing to pair mortgage financing for homeowners purchasing and renovating with City rehabilitation funds include US Bank, Pyramax Bank, Great Midwest Bank, and Northshore Bank.
- Re-energized the Art and Resource Community Hub (ARCH) Loan Program. The Program provides forgivable loans for property rehabilitation to buyers of city-owned residential and commercial properties looking to implement art related uses or community resource centers.
- Conducted significant outreach activities to promote programming including over 58 events - monthly information sessions, homebuyer fairs, community meetings, broker outreach events and homebuyer counseling agency briefings.
- Continued implementation of the Milwaukee Challenge fund, the scattered site redevelopment program launched in 2016, with the two selected development partners to purchase, rehab, and either resell or rent 30 city-owned properties in two targeted neighborhoods. Development teams include a neighborhood based organization to help identify houses for development, market and promote homeownership opportunities, and provide assistance to the developer regarding needs and conditions in the neighborhood.
- Continued operating the Re-Invest City Homes (RICH) program with the selected a developer to purchase, rehab, and resell 15 city-owned properties. Upon the resale of the property to a qualified owner occupant, RICH funds will be used to provide low interest mortgages to homeowners for the purchase of the renovated homes.

### ***Quality of Life Initiatives***

In addition to “bricks and mortar” housing rehabilitation activity, DCD engaged in a number of activities to address quality of life issues, encourage resident involvement and build resident leadership in target neighborhoods. Collaborations included:

- Partnerships with other City Departments including Department of Neighborhood Services (DNS), the Environmental Collaboration Office (ECO), and the Housing Authority of the City of Milwaukee (HACM).
- Implementing the first “Love Your Block” (LYB) program in Milwaukee. The City of Milwaukee received a two year, \$25,000 grant from Cities of Service and two AmeriCorps VISTA members to implement the LYB program. The program assists city leaders in engaging with citizen volunteers and local nonprofits on a block-by-block approach to creating solutions to urban blight.
- Working with community based organizations and resident groups in the eight TINs and the seven neighborhoods participating in the Healthy Neighborhoods Initiative.
- Supporting neighborhood groups organize and promote homeownership opportunities through partnerships with real estate professionals, homeownership counselors, and lending partners using community meetings, real estate tours, and other marketing methods.
- Assisting with the completion of more than 23 Community Improvement Projects, leveraging more than \$160,000 in outside funds. Examples included the 8th Annual Bloom and Groom where 21 neighborhoods and over 120 volunteers engaged with more than 650 residents during the plant and flower sale, multiple projects to re-activate vacant lots through public art and community gardens, neighborhood identity signage, multiple community mural design and installation projects, water catchment systems to supply community gardens with free water, porch and house address lighting projects, and neighborhood identity branding through neighborhood specific flag installations.

### **Section 3 Contractors**

DCD and NIDC worked to maximize the participation of local small, minority, and/or women owned firms on all rehabilitation projects. In 2018, over 55% of rehabilitation administered by NIDC was carried out by Section 3 contractors.

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

The City has experienced over the past several years, a decrease in funding allocations. Despite this, the City has consistently met its' annual and 5-year Consolidated Plan housing goals, particularly in the area of housing rehabilitation.

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

The City will continue to implement its' housing strategy which focuses on the preservation and creation of affordable owner-occupied and rental housing units. However, the production and rehab of housing units will undoubtedly be impacted by federal funding allocations. Nonetheless, the City will continue to seek additional resources and leverage to compliment its' housing production strategy.

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

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

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

### **\*\*Data Analysis in progress**

Outreach to people who are homeless or who are at risk of homeless is conducted via the Milwaukee Continuum of Care's Coordinated Entry system operated by 211/IMPACT. Coordinated Entry was established in September 2013 after two years of intensive planning by a CoC work group. The system is a call-based system that receives calls from people seeking assistance and assesses their needs using a Vulnerability Index (VI). The VI assesses current homeless status, income, health, mental health, substance abuse and other factors critical to establishing priority for shelter. The overall goal of Coordinated Entry is to assure that those most in need are prioritized for services.

Coordinated Entry is widely publicized in the Milwaukee community via 211 cards and posters at emergency shelters, police substations, meal sites, day shelter, nonprofit entities, hospital emergency departments, and behavioral health providers. Coordinated Entry information is also posted on the websites of IMPACT, United Way and the Continuum of Care. All materials are in Spanish and English.

Evidence that the CoC has been successful in getting the word out about the availability of homeless assistance is evidenced by the fact that Coordinated Entry received 10,250 requests for help from Milwaukee County residents with housing issues and connected 4,294 (or 42% of callers) with housing or shelter resources in the fourth quarter of 2018 alone.

Outreach specifically to people who are unsheltered has been significantly improved in 2018 by continued work of an outreach collaborative organized by the Milwaukee County Housing Division and including Outreach Community Health Centers, Community Advocates, Milwaukee Police Department, Coordinated Entry, Milwaukee Homeless Veterans Initiative, City of West Allis, Medical College of Wisconsin, Milwaukee County Behavioral Health Division, Pathfinders and several private groups. The Collaborative enters contacts into HMIS (Homeless Management Information System).

Outreach workers provide triage by doing assessments on the street. A partnership with the Milwaukee Public Library has resulted in the provision of private rooms to allow outreach workers to meet with unsheltered homeless to assess vulnerability, use motivational interviewing techniques to engage them in the consideration of housing and services and complete paperwork to establish homelessness and qualify for housing services. The collaborative partners are the Milwaukee Police Department's Homeless Outreach Team (HOT Team) to coordinate outreach to all parts of the City of Milwaukee. The City of West Allis and its Mobile Integrated Health Initiative is also a partner. The Collaborative also works with Milwaukee County Parks to insure access to all of Milwaukee County. All outreach efforts

have come together to coordinate schedules and triage to ensure that the most vulnerable, unsheltered homeless are connected to services.

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

Emergency shelter and transitional housing providers serving Milwaukee's Continuum of Care include Hope House of Milwaukee, Guest House of Milwaukee, Cathedral Center, the Salvation Army of Milwaukee, Community Advocates, Pathfinders, Walker's Point, La Causa, Milwaukee Rescue Mission and Joy House.

Families experiencing homelessness were provided with shelter services through Hope House of Milwaukee, Cathedral Center, Community Advocates and Joy House. Single men experiencing homelessness were served with shelter services by Guest House of Milwaukee, the Salvation Army of Milwaukee and Milwaukee Rescue Mission. The Milwaukee Rescue Mission does not have time restricted shelter stays. Single women experiencing homelessness were served with shelter services through Cathedral Center and the Salvation Army of Milwaukee. Unaccompanied youth experiencing homelessness were served with shelter services through Pathfinders, Walker's Point, and La Causa.

Emergency shelter and transitional housing providers reported on destination for 2,392 persons. Providers reporting destination include: Hope House of Milwaukee, Guest House of Milwaukee, Cathedral Center, the Salvation Army of Milwaukee, Community Advocates, Pathfinders, Walker's Point and La Causa.

### **Outcomes**

In 2018, the Milwaukee Continuum of Care provided emergency shelter services to 2,636 homeless people including 1,503 adults and 1,132 children, 488 which were unaccompanied children. This data does not include data reflecting single adults and children who resided in Milwaukee Rescue Mission Safe Harbor and Joy House emergency shelters as both did not enter data into the Homeless Management Information System as of September 2018. Of the total number of adults (1503) 1134 were single adults and 369 were adults with children. There were a total of 711 adult men, 785 adult women and 7 adult transgender or gender non-conforming persons experiencing homelessness that resided in one or more of the homeless shelters in Milwaukee. Of the children experiencing homelessness, 553 were male, 576 were female and 3 were transgender or gender non-conforming. Of the 2,636 homeless people reported as receiving emergency services, 582 were White, 1,858 were Black/African American, 10 were Asian, 21 were American Indian or Alaskan Native, 3 were Native Hawaiian or Other Pacific Islander, and 155 reported multiple races. 2,345 reported non-Hispanic/Latino ethnicity while 282 reported being Hispanic/Latino. It is important to note that not all homeless people who seek emergency shelter are able to be placed in one of Milwaukee's emergency shelters. Since the establishment of Coordinated Entry, callers to 211 are prioritized based on a Vulnerability Index, a brief assessment instrument that looks at level of homelessness, mental health, substance abuse, physical health problems and other factors in order to prioritize need and place the most in need into shelter. Families who are not referred to shelter are connected to prevention services with the goal of helping them avoid an episode of homelessness and regain housing stability.

Emergency shelters and transitional housing providers were called upon to respond to significant needs evidenced by the homeless population data on physical and mental health conditions leavers; including mental illness 688, alcohol abuse 80, drug abuse 112, both alcohol and drug abuse 142, chronic health condition 340, HIV/AIDS 13, developmental disability 145, and physical disabilities 357. Emergency shelters addressed these needs through on-site case management services aimed primarily at addressing each individual's unique needs and barriers to obtaining and maintaining permanent housing.

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

**Length of time homeless:** The prioritization of those most vulnerable by the Coordinated Entry system has resulted in people with more serious needs being admitted to shelter. In the CoC, 2,636 people were reported as participating in shelters in 2018. Though people with more serious needs are being admitted to shelter, the majority of those people who are reported to enter shelter have stays of 0-7 days (851 persons or 32%). 376 persons, or 14% of those reported, had 8 to 14 day shelter stays. 218 persons, or 8% of those reported, had 15 to 21 day shelter stays. 199 persons, or 7% of those reported, had 22-30 day shelter stays. 431 persons, or 16% of those reported, had 31-60 day shelter stays. 336 persons, or 13% of those reported, had 61-90 day shelter stays. 197 persons, or 7% of those reported, had 91-180 day shelter stays. 27 persons, or 1% of those reported, had 181-365 day shelter stays. 27 persons had 366-730 day shelter stays. 1 person had a 731-1095 day shelter stay.

The CoC is working to reduce the length of time homeless by maintaining the inventory of Rapid Re-Housing (RRH) beds for single adults, families, unaccompanied youth, and adults fleeing domestic violence which will enable people experiencing homelessness to leave shelter more quickly and/or to avoid shelter altogether to enter RRH. The CoC housed 942 total persons with RRH per HMIS records, and an additional 4 families served by victim service provider Sojourner Family Peace Center. The Housing First Initiative, a collaborative of the City of Milwaukee and Milwaukee County, focuses on quickly identifying and engaging people who are homeless and unsheltered to place them in permanent housing, thus further reducing the length of time homeless for the single population. The CoC continued efforts to have programming follow Housing First best practices. Providers were supported in Rapid Re-Housing peer-sharing and permanent supportive housing staffing meetings organized by the Coordinated Entry lead agency, IMPACT, Inc. These meetings enabled the CoC to shorten lengths of time homeless and have equal access to housing resource information

### **Access to Affordable Housing**

In 2018, 2,392 people had a destination reported as they exited the CoC homeless services system from the following providers: Hope House of Milwaukee, Guest House of Milwaukee, Cathedral Center, the

Salvation Army of Milwaukee, Community Advocates, Pathfinders, Walker's Point and La Causa. Of those 2,392 reported 951, or 40%, went to a permanent housing destination. Permanent housing destinations include rental by client with no subsidy, rental by client with VASH subsidy, rental by client with GPD subsidy, rental by client with other subsidy, and permanent housing for formerly homeless. 236 persons went to a rental by client with no subsidy, or 25% of those reported who went to a permanent housing destination. 55 persons went to a rental by client, with RRH or equivalent subsidy, or 6% of those reported who went to a permanent housing destination. 5 persons went to a rental by client with VASH subsidy, or less than 1% of those reported who went to a permanent housing destination. 1 person went to a rental by client with GPD subsidy, or less than 1% of those reported who went to a permanent housing destination. 227 persons went to a rental by client with other ongoing subsidy, or 24% of those reported who went to a permanent housing destination. 31 persons went to permanent housing (other than Rapid Re-Housing) for formerly homeless persons, or 3% of those reported who went to a permanent housing destination. 5 persons went into housing they owned, with ongoing subsidy, or less than 1% of those reported who went to a permanent housing destination.

Despite the relatively high percentage of system exiters who obtain permanent housing, this is an area of major challenge for the CoC since there is a critical shortage of affordable housing units in the Milwaukee area. There have been several successful efforts to establish new permanent supportive housing but these units are subsidized, typically by ongoing rent assistance combined with cash benefits via SSI or SSDI. Unsubsidized affordable rental units are in short supply and this is a major challenge for the system.

**Returns to homelessness:** The strategies put in place to address length of time homeless will address the rate of return. These include increased Rapid Re-Housing capability for families and the Housing First Initiative for single individuals. In addition, the Shelter and Transitional Housing Task Force and the Unmet Needs Committee continue to work with the Milwaukee County Behavioral Health Division to improve access to crisis mental health services and facilitate enrollment of eligible people into the Comprehensive Community Services (CCS) program. This is expected to have a significant effect on the cycling of some individuals with serious mental illness in and out of the homeless services system.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

**Discharge planning:** The Milwaukee Continuum of Care has invested substantial efforts into improving discharge planning from major institutions with the goal of preventing discharges to homelessness. Most successful has been Milwaukee County's establishment of a dedicated staff position to intervene in the discharge process of people with special needs who are being discharged from the Milwaukee

County House of Correction, Milwaukee County Behavioral Health Division and local hospitals. This staff person works with available system and private resources to transition vulnerable individuals to safe and permanent housing situations. This hands-on approach has been very successful in preventing discharges to homelessness, especially for people with mental illness. Also key to the discharge issue is the role played by Coordinated Entry as an increasing number of institutions access this resource to connect with services to prevent homelessness. Discharges from institutions are monitored via Annual Performance Reports (APR) generated by HMIS. At this point in time, each of these institutions have discharge protocols that are intended to prevent discharges to homelessness either as a result of state or federal statute (mental health facilities, hospitals and foster care) or policy (corrections).

**Collaboration with other services:** The CoC has worked in partnership with the Milwaukee County Behavioral Health Division to address barriers to service delivery for homeless people with mental illness and substance use disorders through the Shelter and Transitional Housing Task Force and the Unmet Needs Committee. This work is expected to result in increased numbers of homeless people being enrolled in mental health and AODA treatment, ongoing case management and supportive services.

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

### **Actions taken to address the needs of public housing**

In 2018, the Housing Authority of the City of Milwaukee (HACM) undertook activities to increase the availability of decent, safe, and affordable housing; maximized the number of affordable units available to the Public Housing Administration (PHA) within its current resources; promoted self-sufficiency and asset development of families and individuals; conducted activities to affirmatively further fair housing; increased awareness and targeted PHA resources among families of races and ethnicities with disproportionate needs and to families with disabilities; and targeted available assistance to the elderly and families at or below 30% and 50% of AMI.

The Housing Authority works closely with the City of Milwaukee to leverage funding and other resources to address public housing needs. Two specific examples of the City's partnership with the Housing Authority is HACM's participation in the City's Challenge Homes program and the Choice Neighborhoods Implementation grant (CNI).

The Housing Authority was awarded a contract under the City's Challenge Homes program to address abandoned and foreclosed properties in the Harambee neighborhood. During 2018, HACM had completed the acquisition/rehab and the sale to a homeowner of three homes in Harambee. The Challenge Homes program complements HACM's Section 8(y) Homeownership Program through which HACM worked with Housing Choice Voucher participants to convert 7 vouchers from rental to homeownership in 2018.

### **Choice Neighborhoods Initiative**

On September 28, 2015, the City of Milwaukee and HACM were awarded a \$30 million HUD Choice Neighborhoods Implementation (CNI) grant to support a locally-driven, comprehensive strategy to transform Westlawn, once Wisconsin's largest public housing development, and the surrounding neighborhood via strategies in four areas: (1) Housing - Develop quality sustainable mixed-income housing; (2) People - Through case management, develop positive employment, health, and educational outcomes for Westlawn families to increase self-sufficiency; (3) Education - Provide neighborhood families with a high quality educational pathway from cradle to college/career; (4) Neighborhood - Build upon existing partnerships to develop a vibrant, well-connected community. HACM is the Housing Implementation Entity and the People Implementation Entity. The Department of City Development is the Neighborhood Implementation Entity for the Choice Neighborhoods grant and the City has provided Community Development Block Grant Funds to support eligible activities in the Westlawn Transformation Plan. Near the end of 2018, HACM had almost completed the construction for the first two low income housing tax credit (LIHTC) projects at Westlawn. The first, Victory Manor, is a 3-story midrise located at N. 68th Street and W. Silver Spring Drive with an admissions preference for veterans has started construction. The building will have 54 affordable and 6 market-rate one-bedroom apartments, and supportive services will be provided through a partnership with the Center for Veterans Issues, Ltd. In addition, 30 new townhome-style family units began construction using on empty lots on the eastern half of Westlawn Gardens (east of 64th Street). During 2018, HACM completed 18 of the 30

and will complete the rest by the end of February 2019. In addition, HACM also started construction of another LIHTC project, Westlawn Renaissance III, 94 mixed-income units in two midrise buildings bordering N. 66th Street along W. Silver Spring Drive.

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

HACM is governed by seven Commissioners; two of whom are public housing residents. It is their responsibility to determine HACM policy and assure agency compliance with all applicable state laws and federal regulations.

HACM will continue to support the Resident Advisory Board (RAB), which is the organization that represents the residents of the entire Housing Authority of the City of Milwaukee and includes representatives from HACM's housing developments and the Rent Assistance Program. HACM meets with the RAB on a monthly basis. The RAB assists HACM with the development and implementation of policies and plans, including the Annual Plan. In addition to the RAB, each of HACM's developments has a Resident Council that meets on a monthly basis to discuss policies and procedures, programs and activities that affect their housing development.

Homeownership opportunities are promoted and encouraged through HACM's two homeownership programs: Section 32 program for those eligible families for public housing and the Section 8(y) program for households with a Housing Choice Voucher that wishes to convert their voucher from rental assistance to mortgage assistance. In addition, HACM assists families and individuals in increasing household assets available for homeownership in two ways: (1) through a partnership with Wisconsin Women's Business Initiative Corporation (WWBIC) to provide financial education matched with a matched savings individual development account (IDA); and (2) through the Family Self-Sufficiency (FSS) program where increased earned income can result in escrowed savings for a household.

**Actions taken to provide assistance to troubled PHAs**

Not applicable – The Housing Authority of the City of Milwaukee is not designated as “troubled”.

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

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

The City of Milwaukee funds multiple housing and other programs designed to affirmatively market Milwaukee neighborhoods and reduce barriers to affordable housing. These programs support the administration and enforcement of federal, state and local fair housing ordinances, provide homebuyer counseling services and collaboratively work with financial lenders to enable low and moderate-income families to purchase homes anywhere they choose. Viewed holistically, these programs accomplish several purposes at once: they affirmatively promote neighborhoods; enforce and further fair housing; expand on housing opportunities available to minorities and the poor within and outside of areas of minority concentration and help to strengthen neighborhoods by increasing homeownership and eliminating blight.

### **City Efforts**

The City has recently enacted an ordinance which allows the City to use their TIF authority to subsidize affordable housing. The ordinance allows the City to hold onto property taxes from a new TIF development in a defined area for one additional year, and dedicate it to other affordable housing projects. The City of Milwaukee is the State's first municipality to enact this ordinance using the State's enabling legislation.

The City also continues to provide funding and staff to the City of Milwaukee Housing Trust Fund. The Housing Trust Fund has been able to address some of the city's housing needs through gap financing and other means for the last several years. Increasing homeownership, increasing the supply of quality rental housing opportunities and providing housing opportunities for the homeless are three of the trust fund's goals.

### **City of Milwaukee – Equal Rights Commission**

The City of Milwaukee ERC was established by ordinance with the broad objective of providing oversight and establishing collaborative working relationships with other organizations in Milwaukee, academia, and the business community to improve the equal rights climate in the City of Milwaukee. The goals are to maintain the City's oversight, investigative and enforcement capabilities over discriminatory practices not addressed and protected by federal and state laws.

### **City Subcontracts with Fair Housing Programs**

The *Metropolitan Milwaukee Fair Housing Council (MMFHC)* received CDBG funds in 2018 to

affirmatively work toward integrated housing patterns by providing: fair housing/fair lending presentations, technical assistance relative to fair housing/fair lending and inclusive communities issues, information relative to buying, renting and selling homes, counseling and investigation services to receive and resolve fair housing/fair lending complaints, and a coordinated community-wide response to the problem of predatory lending.

The ***Legal Aid Society of Milwaukee(LASM)***, Inc., received CDBG funds in 2018 and represented vulnerable inner city residents who have been victims of predatory lending practices. Through its' A-LINE Project, the economic viability of clients has been increased and, in turn, the city neighborhoods in which clients live. In 2018, the Legal Aid Society of Milwaukee (LASM) predatory lending project continued to be highly effective in reducing the number of foreclosures and combating predatory lending in the City of Milwaukee. Through LASM's representation of vulnerable inner city residents facing foreclosure and those who were victims of predatory lending practices, there were successes in increasing the economic viability of clients and as a result, the city neighborhoods in which clients live. In 2018, LASM continued to work hard to combat predatory lending practices and assist homeowners in foreclosure.

### **Anti-Displacement Plan**

Milwaukee Common Council Resolution #171143 (adopted November 28, 2018) directed the Department of City Development (DCD) to prepare an Anti-Displacement Plan for Neighborhoods Surrounding Downtown Milwaukee.

The Department of City Development released an Anti-Displacement Plan for the Neighborhoods Surrounding Downtown Milwaukee in February 2018. That plan analyzed local real estate market data and trends in an attempt to identify neighborhoods where residents may be at-risk of displacement due to rising housing costs and included a national review of best practices in order to recommend appropriate anti-displacement strategies tailored to local market conditions.

The plan acknowledged that anti-displacement policies that are crafted to support investment within city neighborhoods should intentionally consider the goals of reducing racial disparities and fostering equitable growth as they are being crafted. It also noted that policies must balance the goal of preventing displacement with the need to attract new investment to historically disinvested areas of the city and increase socioeconomic integration within neighborhoods. The plan recommended the City commit to prioritizing choice and equity alongside traditional development goals.

The plan developed localized definitions for gentrification and displacement and then carried a census tract level analysis to identify where those trends may be occurring. The findings of that analysis were that a very limited number of census tracts exhibit the indicators signaling ongoing gentrification or displacement caused by rising costs. The majority of greater downtown neighborhoods have seen stable or declining incomes and stable or growing percentages of residents of color.

For those neighborhoods facing risks of displacement due to rising costs, the Plan offered a series of policy recommendations under seven overall goals. During 2018, the City of Milwaukee worked to advance a number of those recommendations through the following actions, many of which are ongoing in 2019:

- DCD staff presented the findings and recommendations of the Anti-Displacement Plan, and shared customized information on resources available for those at risk of displacement, at multiple neighborhood meetings.
- The recommendations of the Anti-Displacement Plan were adopted as part of the City's overall Comprehensive Plan as part of the Equitable Growth through Transit Oriented Development Study, also completed in 2018.
- DCD is actively exploring a potential framework for an Anti-Displacement Tax Fund, modeled after a similar program in Atlanta.
- The City participated in multiple working groups to identify legislative and programmatic recommendations to reduce evictions. This work will continue under the convening of the Wisconsin Policy Forum during 2019.
- DCD and LISC-Milwaukee are advancing the development of a Strategic Acquisition Fund to support affordable and mixed income housing development in neighborhoods at risk of displacement.
- DCD developed guidelines for the use of Tax Incremental Financing for the creation of affordable housing that prioritizes neighborhoods at risk of displacement.

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

The City facilitated CDBG, HOME and other HUD-funded project recipients to include work experience opportunities in their housing rehab and new construction projects and to link their projects with other public and private human service, resident organizing and economic development initiatives. The City utilized CDBG and HOME entitlement funds to accomplish the specific housing goals along with other leveraged resources. In addition, the City continued to expand collaborations with lenders, businesses, developers, other governmental entities, community stakeholders and other development resources such as WHEDA and Community Development Financial Institutions (CDFIs) to expand available resources. Various City departments worked in collaboration with citizens and community-based agencies on initiatives to strengthen neighborhoods. By involving citizens in code enforcement, graffiti abatement, crime prevention, neighborhood cleanups, lead abatement and housing development, such as the Fresh Start housing apprenticeship program, community cohesion is improved while the physical appearance and safety of neighborhoods is enhanced.

The City of Milwaukee engaged in the following initiatives in 2018:

- Supported the efforts of the Metropolitan Milwaukee Fair Housing Council & the Legal Aid Society.
- Supported changes in the Move to Opportunity Program to open the program to residents other than occupants of public housing and HUD-funded projects.

- Expanded the jurisdiction of the program to all "non-impacted" census tracts in the metropolitan area and required recipients to maintain residence in "non-impacted" areas for the length of the subsidy.
- Continued the efforts of the Rent Assistance Program. Solicited new property owners in non-traditional areas; counseled tenants on housing choice and housing opportunities; and, continued outreach to property owner organizations.
- Continued to review the Comptroller's monitoring of local lending activities as authorized by the Socially Responsible Investments Ordinance.
- Continued the Summer Youth Internship Program for Milwaukee's low income unemployed youth.
- Funded job training and placement programs to improve job seekers' skills to employer needs; funded job placement programs that provided transportation to jobs in outlying communities.
- Funded the *Driver's License Employability & Restoration Project* which enabled residents to obtain their driver's license and seek employment in outlying areas.
- Helped to improve coordination between economic development agencies and social service providers to target social service and other resources to residents.

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

**I. Estimate of number of housing units containing lead-based paint**

The number of housing units in Milwaukee that contain lead-based paint hazards as defined by Section 1004 of the Residential Lead-Based Paint Hazard Reduction Act of 1992 is estimated at approximately 194,881 housing units pre-1978 in the City of Milwaukee.

The Milwaukee Health Department (MHD) Childhood Lead Poisoning Prevention Program (CLPPP) continued efforts to prioritize the approximately 83,465 housing units as representing the epicenter of the childhood lead poisoning prevention problem in Milwaukee, with 62% listed as rental properties.

The program's 2017 data analysis shows 11.5% of children tested in Milwaukee for lead exposure were identified as lead poisoned per the 2014 CDC lowered the level of concern of 5mcg/dL. No State data estimate for 2017 has been released however when looking at the numbers for 2016 the scope of the problem is greater than the State of Wisconsin's rate of 5.0%, in near proportion when the level of concern was 10mcg/dL.

## **II. Priority Program Goals/Objectives**

- 1) To eradicate childhood lead poisoning by removing lead based paint hazards.
- 2) To produce lead safe housing units in the City of Milwaukee with a focus in high risk target areas.
- 3) To diversify and increase funding to make homes lead-safe before a child is poisoned.
- 4) To increase lead testing of children covered by Medicaid.

## **III. Strategies to evaluate and reduce lead-based paint hazards and effects**

In response to this problem, the City's Health Department has developed a comprehensive program which includes both secondary interventions (services to lead poisoned children and their families) and when possible, provides lead hazard reduction activities in units before a blood lead poisoned child has been identified.

The City of Milwaukee Health Department Childhood Lead Poisoning Prevention Program (MHD CLPPP) addresses the problem of housing units containing lead-based paint hazards in three distinct ways: (1) investigations and abatement of housing units where lead poisoned children are identified; and (2) assuring lead safe housing rehabilitation and priority window treatments in federally assisted housing.

A listing of homes abated and or made lead-safe is maintained by the Health Department however the transition from STELLAR to HHLPSS on October 1, 2018 has created tracking issues as events are reported differently in each system and there is currently no report that gives the number of addresses that were closed in HHLPSS. The estimated number of closed units through the end of 2017 is 18,147 (5/1997-12/2017). **64 units** were CDBG funded in 2018 with the Lead Based Paint Prevention and Abatement Program. Because 2017 CDBG grant funding was remaining at the end of 2017, the funding was extended into 2018. Of the 64 units, 21 were funded through 2017 Extension Funds and 43 were funded through 2018 Funds.

The MHD CLPPP continued to facilitate implementation and oversight of lead elimination in the City of Milwaukee, and actively participated on the State of Wisconsin's Lead Elimination Strategic Planning Oversight and Implementation Committee.

### **Key Accomplishments and obstacles in 2018 include:**

- The City of Milwaukee Lead Program closed out its \$3.9 million dollar, 36 month Office of Housing and Urban Development (HUD) 2014 grant that abated homes in the highest risk zip codes.
- The City of Milwaukee Lead Program is in the third year of its \$3.4 million dollar, 36 month 2016 HUD grant to continue work in high risk areas, including 2 additional zip codes not covered on the 2014 grant, to abate lead-based paint hazards. In February 2018, HUD performed a routine monitoring visit which exposed several deficiencies in the way that The City of Milwaukee was administering key 2014 and 2016 grant functions. Those deficiencies included:

- 1) Intake and income verification documents

- 2) Tier 2 documentation
  - 3) Lead Inspection/Risk Assessments (LIRA)
  - 4) Scope of work
  - 5) Procurement for unit work
  - 6) Homeowner/occupant agreement
  - 7) Monitoring of unit site work
  - 8) Clearance Reports
  - 9) Healthy Homes Reports
- These deficiencies resulted in a Stop Work Order. The MHD staff worked diligently with the help of the City's Community Development Grants Administration (CDGA), Department of Neighborhood Services (DNS) and The Department of Housing and Urban Development (HUD) to overhaul the program and in many cases create entirely new policies and procedures. The Stop Work Order was lifted by HUD verbally during a mid-December conference call but the Federal Government shut down has delayed a written lifting of the Stop Work Order.
  - The MHD Primary Prevention program did not utilize CDBG funding in 2018 for construction or hard costs however a plan is in place to begin and continue funding construction activity with CDBG funding. Because of the Stop Work Order, High Risk Designation in early 2018 and the subsequent overhaul of the program, emphasis was placed on using HUD funding while new grant budget and benchmarks were worked out and finalized. The overhaul included a restructuring that included a focus on units where there was a report of an EBLL child in lieu of treating qualifying homes where no EBLL child was reported. As of the end of December 2018, both the budget and benchmarks have been finalized and the Stop Work Order has been officially lifted. The plan for CDBG funding (\$1,500,000.00) in 2019 is to fund lead abatement projects throughout the year. This amount will be the match amount that is a required element of the 2016 HUD Grant Award. With this amount we expect to be able to pay the contract portions of 38 housing units in 2019. It may be possible that some of those units are finished in 2020 as we will most likely request an extension on the 2016 HUD Grant Award to account for the time that we were non-productive in the early days of the Stop Work Order, February through June of 2018.
  - Four Lead Risk Assessors were added in the spring of 2018 to assist with the added work load created by both the HUD and DHS monitoring visits which revealed deficiencies in the environmental and nursing side of the lead investigations performed by The City. Funding has been allocated to add more Lead Risk Assessors in 2019
  - The MHD works with the State of Wisconsin on the lead poisoning application link to the Wisconsin Immunization Registry (WIR). Data from the previous database STELLAR and now the CDC Web-based program, HHLPSS, is transferred and uploaded to the WIR weekly. Individuals that are given the appropriate rights in WIR will be able to click on a link to have access to reported blood lead tests. This information includes the date, result, type, and location of where the child was lead tested.
  - MHD CLPPP actively participated on a statewide committee to develop the Healthy Homes and Lead Poisoning Surveillance System (HHLPSS) in Wisconsin, which the CDC instituted to replace the STELLAR data system. HHLPSS went active in October of 2018.

- MHD has strengthened its partnership with WI DHS to monitor contractors' work in compliance with lead-safe practices across the range of programs by performing joint monitoring and offering hands-on training courses.

**Other Actions undertaken in 2018** to evaluate and reduce lead-based paint hazards:

**Screening (blood lead testing)**: In 2018, MHD CLPPP continued to enter lead level results into a database for collaboration with the State of Wisconsin. Medical Providers and Laboratory testing sites report result to MHD and/or the State CLPPP for data entry into the statewide system and QA/QC of previously entered data.

**Laboratory Analysis**: The MHD CLPPP Chemistry Laboratory continued to analyze blood lead, dust lead, soil and paint chip samples for all properties receiving MHD CLPPP intervention. In the spring 2018, the CLPPP worked with the City of Milwaukee Laboratory to lower the reporting limit for lead results to 5ug/sf and the detection limit for lead results to 2.5 ug/sf.

**Surveillance**: The lead poisoning prevalence rate for 2018 is estimated at 11.5%, an increase from the **10.8% in 2017** and an increase from the 9.3% in 2016. The current rate reported is based on the 2014 CDC lowered level of concern of 5mcg/dL, not the 10mcg/dL as reported in previous years.

**Care Coordination**: In 2018, comprehensive home visit services were provided to children of approximately **168 newly identified** as cases with elevated blood lead levels of >15mcg/dL. Capacity did not allow for comprehensive home visit services to be provided to the additional **approximately 592 newly identified** cases with elevated blood lead levels of >10mcg/dL. Additionally, MHD sent approximately 3,100 letters to parents/guardians as educational outreach that their child has been identified to have an elevated blood lead level >5mcg/dL and provided recommendations for medical follow-up and identification of possible sources of exposure. MHD Public Health Nurses provided medical management for **85 children** that were identified as a new elevated poisoning (>20mcg/dL) in 2018. Additionally, MHD sent approximately 3,100 letters to parents/guardians as educational outreach that their child has been identified to have lead poisoning and provided recommendations for medical follow-up and identification of possible sources of exposure.

**Target Area**: The Target Area for our Primary Prevention Program has been 102,112 pre-1978 housing units compared with the overall City of Milwaukee's 194,881 pre-1978 units. Due to the changes necessary to end the Stop Work Order imposed by HUD, the program changed its focus to all addresses where an Elevated Blood Lead Level child was reported to live.

**Lead-safe units funded**: A total of **64** units were completed in a lead safe manner using CDBG funds.

**Lead Poisoning Investigations/Enforcement**: In late 2017 and early 2018 it was uncovered that 112 properties dating back to 2015 did not receive the required investigation and rehabilitation. Statutorily required elements of case management were not followed for the 112 addresses. Beginning in 2018, work began to properly address these 112 properties. 31 of the 112 investigations conducted by Lead Risk Inspectors to identify lead hazards that required remediation.

30 of the 112 addresses have been closed. 21 units were made lead safe by certified lead abatement contractors and the efforts of MHD. 51 of the 112 addresses have had several attempted contacts through various methods but have not been successful in gaining entry as of 12/31/2018. Efforts in the form of a pilot program to gain entry to these 51 properties were launched in late 2018 with coordination by the MHD and The Milwaukee City Attorney. Those efforts have had some success and will continue moving into 2019. The CLPPP also began a relocation program for families enrolled in the HUD Lead Hazard Reduction Program. This allows the occupants of each enrolled unit to be relocated during unit rehabilitation as that is potentially one of the most dangerous times to be inhabiting a unit undergoing rehab due to the amount of lead dust that can be disturbed during construction.

***Health/Housing Partnerships:*** The Milwaukee Health Department continued to identify multiple opportunities for health-housing partnerships to eradicate childhood lead poisoning in the City of Milwaukee; Department of Neighborhood Services (DNS) (52 Units) Building Code Compliance Program, the Dept. of City Development (DCD) in-rem (tax foreclosure) and NIDC offices(9 Units); Community Development Grant Administration office (CDGA); expanded partnerships to Habitat for Humanity, Century City, Friends of Housing (3 units) projects as examples and provided monitoring for lead safe work practices and lead clearances for **64** housing units.

***Prevention of Disabilities in Children:*** An increase in City housing programs and the stabilization of the housing market with a reduction in foreclosures have led to an improved economy and more investment opportunities. We are further able to prevent poisonings by monitoring lead-safe practices and providing funding for window abatement.

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

The City of Milwaukee's Anti-Poverty Strategy is focused on the expansion of opportunity in the areas of education, employment, economic development and housing. The City has increasingly targeted local and federal resources toward concerted efforts to create jobs and generate economic activity in specific areas of the City affected by years of financial disinvestment. At the same time, City departments are working collaboratively with the non profit sector to advance innovative poverty reduction programs. In addition, in 2018, the City:

- Provided workforce-based training, education and mentoring to increase participants' workforce skills in industry-related certifications or licenses( such as lead abatement, OSHA, home construction and rehabilitation).
- Increased partnerships with other entities to offer supportive services to workers to promote job stability and retention, such as: job training, apprenticeships, education.
- Supported programs that provide skilled trades and high-tech training and those with an apprenticeship component such as Youth Build and Milwaukee Builds which offer housing apprenticeships along with education and supportive services.

- Assisted small businesses and microenterprises with technical assistance and access to capital through business lending and revolving loan programs.
- Supported transitional jobs programs for released inmates and offenders diverted from incarceration.
- Supported the *Driver's License and Employability Program* to assist low income residents in restoring driver's license privileges and to assist in employment opportunities.
- Expanded affordable homeownership for residents; increased quality affordable rental housing.
- Compete Milwaukee is a partnership between Mayor Barrett, the Common Council, workforce development agencies and private employers. Compete Milwaukee makes strategic workforce development investments that will address the problem of underemployment among Milwaukee residents; consist of the following components:
  - Community Work Partnership - Transitional Jobs. Leveraged Temporary Assistance for Needy Families funds (TANF), to provide the funding necessary to place and compensate approximately 70 transitional job placements within City departments and agencies (Public Works, Neighborhood Services, Police, Administration and the Port) in 2018.
  - Career Pathways - Provides skills training and certification programs, participants need to secure permanent, unsubsidized employment in the private sector. The City will contract with Wisconsin Regional Training Partnership/Big Step for these purposes.
  - Employ Milwaukee - Workforce Development Services. Contracted services for Employ Milwaukee to support the delivery of workforce development services and reporting to City agencies on Compete Milwaukee participant progress.
- Promoted and funded programs that respond to the social issues facing youth such as: education, unemployment, teen pregnancy, truancy, crime and violence.

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

**Institutional Structure to Carry Out the Plan:** The City of Milwaukee views the system of implementation of housing and community development strategies from the vantage point of the neighborhood level. The establishment of contiguous NRSA's, has been a bold move towards defining neighborhoods and involving stakeholders in activities that address identified neighborhood issues. The Neighborhood Revitalization Strategy Areas were developed to more efficiently target resources to identified areas in need. NRSA is a formal designation from HUD concerning a distressed area of a community that allows more effective targeting of community development resources. This allows the City of Milwaukee an opportunity to formally recognize a distressed community area as the target for a coordinated effort to leverage funding and partnerships to spur reinvestment into local human and economic capital. The long-term goal of a NRSA is greater self-sufficiency for neighborhood residents and other stakeholders. The City utilized NRSAs in 2018 as a tool for community reinvestment in

response to the community's distress. In addition to the NRSA structure, there are several other components that were utilized to carry out the activities that benefit stakeholders of these areas, of which the City and CDGA play a major role.

**Structure 1:** Activities funded by and under the control of the Community Development Grants Administration.

Many 2018 funded activities were under the direct control and funded by the Community Development Grants Administration. As was stated previously, these activities were primarily funded by Community Development Block Grant, HOME, HOPWA and Emergency Shelter grant funds. Funded activities were implemented by the responsible organization and monitored by the CDGA.

**Structure 2:** Activities carried out by City Departments using a variety of funding sources.

These activities required collaboration of City Departments for successful implementation. A variety of funding sources were utilized depending on the type of project. Coordination of these activities required responsiveness to the funding source and occurred between the City Departments involved in the project.

**Structure 3:** Activities carried out by City Departments in cooperation with non-city organizations.

Some activities required a City Department to collaborate with a non-City organization for planning and/or implementation. This structure required very careful and deliberate efforts at coordination of activities. This structure also required open and on-going communication among the organizations involved in the specific collaboration. In structuring a collaborative effort, the City's needs, resources and goals must be carefully integrated with the needs, resources and goals of the other partners in the project. This is a complex undertaking because each of the partners in the project may be accountable to a different funding source. In spite of the complexity of coordinating various collaborative efforts, the City of Milwaukee continued to pursue these relationships in an effort to link resources and meet the goals of providing decent housing, establishing suitable living environments and expanding economic opportunities.

**Structure 4:** Activities carried out by Non-City organizations

The majority of social service, public service, income transfer, and health services delivered in the City of Milwaukee were administered by non-City organizations. These vital services are an essential part of the comprehensive community development effort. There is no formal institutional structure to coordinate these disparate services with services delivered by City Departments. The organizations that carried out these services had to do so in a manner that satisfied their funding source. The City made every effort to be involved with non-city organizations, including other non-profit enterprises and for profit businesses and continued to work on collaborative efforts with other organizations and communicated the goals and policies of the City.

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

The City of Milwaukee is committed to the continued coordination of all community development initiatives. In 2018, the City continued to facilitate partnerships between City Departments and community-based organizations, State and County government, other jurisdictions, neighborhood residents, businesses, faith-based entities and others in the private sector to efficiently link resources and carry out joint planning and program activities. These linkages included the following City departments: Mayor's Office, Dept. of City Development, City Health Department, Dept. of Neighborhood Services, Milwaukee Police Department, Milwaukee Fire Department, Housing Authority, Milwaukee Public Library, Redevelopment Authority, Department of Public Works, Common Council/City Clerk, Comptroller's Office and City Attorney. This spirit of cooperation is further supported by the City's cabinet form of government and is carried out on a daily basis through many channels of communication including meetings, phone conversations, e-mail, and other correspondence. In addition, the City:

- Strong Neighborhoods Plan places a high priority on Interdepartmental coordination including collaboration between the Dept. of Neighborhood Services, the Dept. of City Development, the City Attorney's Office, the Health Dept. and the Milwaukee Police Department to reduce the negative impacts of nuisance/blighted properties through the Receivership Program.
- Continued collaborative neighborhood improvement programs involving City departments and community-based agencies such as Neighborhood Clean-ups, City-Wide Housing Coalition, Landlord/Tenant/Training, the Health Department Lead Abatement/Prevention Program and the Community Prosecution Program.
- Coordinated City databases with those of community and other governmental entities to allow citizens and community groups to access the City's database to complete housing condition surveys, obtain information on property ownership, tax delinquency, outstanding building code violations and past rehab activity.
- Provided public access to data for the public and community-based agencies; technical assistance to community-based agencies in gathering and researching data, internet mapping and data analysis of CDGA-funded activities.
- Continued updates and improvements to CDGA's web site to include pertinent information for community-based agencies and the public at-large.
- Continued collaborations and partnerships with non-City organizations for planning and program implementation purposes.
- Continued to advocate for additional resources for a coordinated approach to community development and planning to address poverty issues and community renewal initiatives.
- Collaborated with Milwaukee County government and other jurisdictions on Continuum of Care

and other initiatives to help homeless persons and veterans in our community.

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

The City of Milwaukee funds multiple housing and other programs designed to affirmatively market Milwaukee neighborhoods and reduce barriers to affordable housing. These programs support the administration and enforcement of federal, state and local fair housing ordinances, provide homebuyer counseling services and collaboratively work with financial lenders to enable low and moderate-income families to purchase homes anywhere they choose. Viewed holistically, these programs accomplish several purposes at once: they affirmatively promote neighborhoods; enforce and further fair housing; expand on housing opportunities available to minorities and the poor within and outside of areas of minority concentration and help to strengthen neighborhoods by increasing homeownership and eliminating blight.

**City of Milwaukee – Equal Rights Commission**

The City of Milwaukee ERC was established by ordinance with the broad objective of providing oversight and establishing collaborative working relationships with other organizations in Milwaukee, academia, and the business community to improve the equal rights climate in the City of Milwaukee. The goals are to maintain the City’s oversight, investigative and enforcement capabilities over discriminatory practices not addressed and protected by federal and state laws.

The City of Milwaukee’s Equal Rights Commission (ERC) is guided by Chapter 109 of the Milwaukee Code of Ordinances. This Ordinance allows the ERC to monitor the employment, contracting and program activities of the city; prepare reports to the Mayor and Common Council on efforts to promote equal rights and opportunities; promote positive community relations; and work toward eliminating discrimination and inequities in city government and the city as a whole. The mission of the ERC is to promote racial, social and economic equity to all those who live and work in the City of Milwaukee.

**Oversight/Accountability**

The Equal Rights Commission is housed under the Department of Administration and the current eight Commissioners hold themselves accountable to all under-represented communities in the City of Milwaukee. Currently the ERC limits its investigative and enforcement activities to discriminatory practices not addressed within the jurisdiction of federal and state agencies. In instances that a complaint is received regarding an unprotected class, the ERC can investigate and mediate the issue. The ERC can also request reports from city departments regarding their programs or activities that relate to equal rights and equal opportunity.

**Community Collaboration and Partnerships**

The Equal Rights Commission establishes and maintains collaborative relationships with local human rights organizations, the academic community and the private sector for promoting equal rights by

recognizing accomplishments and best practices, by facilitating community discussions relating to the equal rights and equal opportunities within respective neighborhoods and the city as a whole, and by providing, sponsoring or participating in informational and educational programs addressing equal rights issues, the laws prohibiting discrimination and promoting equal opportunities, and the availability of services and programs. Primary objectives for engagement with neighborhoods and the community include the promotion of diversity and community cohesion. The Equal Rights Commission partnered with several City departments and community organizations throughout the year, working to bring visibility to the Commission and assisting in raising awareness for important equity issues. Some of these partnerships have included:

- County of Milwaukee Human Rights Commission
- City of Milwaukee Bicycle and Pedestrian Task Force
- Milwaukee Department of Public Works
- Milwaukee Police Department
- Milwaukee LGBT Community Center
- FORGE
- United Nations Association of Greater Milwaukee
- Race to Lead
- City of Milwaukee Tobacco Free Alliance
- Black Male Achievement Advisory Council
- Hours Against Hate
- Independence*First*
- Metropolitan Milwaukee Fair Housing Council
- Journey House

### **Prevention, Education, and Training**

In 2009 the city adopted a new Equal Rights model that relies on oversight and accountability activities, community collaboration and partnerships with private, non-profit and academic institutions for prevention, education and training purposes.

Throughout 2018, the Commission has met with several local organizations and City departments to further understand efforts in relation to equal rights issues. The Equal Rights Specialist and several Commissioners have also attended trainings and workshops regarding equal rights issues relevant to the City.

The Equal Rights Commission meets every third Wednesday of the month. In these meetings the Equal Rights Commission has met with several local organizations and City departments to further understand efforts in relation to equal rights issues.

The Equal Rights Commission will be focusing on building stronger relationships with the Office of African American Affairs, Intergovernmental Relations, Black Male Achievement Advisory Council, and the County of Milwaukee Human Rights Commission in 2019 and will continue to invite other partnerships with City Departments and community organizations. The Commission does not serve as the voice of the people but sees itself as a pathway for community members to be invited to the table to

have their voices heard. Community attendance and participation is strongly encouraged and community dialogue is a standing agenda item for each meeting.

### **Major Accomplishments**

#### Human Rights Campaigns Municipality Equality Index Score:

The Municipality Equality Index (MEI) examines how inclusive municipal laws, policies and services are of LGBTQ people who live and work there. Cities are rated based on non-discrimination laws, the municipality as an employer, municipal services, law enforcement and the city leadership's public position on equality. The HRC MEI provides valuable benchmarks to policy makers who want to make their local communities as welcoming and safe for LGBTQ residents as possible and is used as a reference when deciding on tourism/convention locations and where to move. In past years, Milwaukee has scored low on the Human Rights Campaign's Municipality Equality Index. In 2017, the Equal Rights Commission handled the reporting and worked closely with the Mayor's office, community organizations and the Milwaukee Police Department to raise the score. The Mayor's Office and Milwaukee Police Department saw the importance of appointing LGBTQ liaisons, adding several points to Milwaukee's score. The City of Milwaukee gained eighteen additional points in 2017, raising the final score from a 72 to a 90. In 2018, the City of Milwaukee gained another 10 points, bringing the city's final score to a 100. The Human Rights Campaign kicked off their Municipality Equality Index tour in Milwaukee as a celebration of the city's first score of 100.

#### Conversion Therapy Ban:

Through a partnership between Alderman Johnson, the ERC, and several community organizations, the City of Milwaukee passed a conversion therapy ban, which bans any paid therapy to try to change a person's sexuality or gender identity. This ban has made it clear to Milwaukee's LGBTQ+ community that they are valued and protected. It also added points needed to score a 100 on the Human Rights Campaign Municipality Equality Index.

#### Accessible Bike Work Group:

In response to a listening session regarding disability and accessibility issues held in 2017, the ERC directed the Department of Public Works and the City of Milwaukee Bicycle and Pedestrian Task Force to create a workgroup focused on providing accessible and adaptive bikes in Milwaukee's bike-share program. The ERC pushed for a diverse work group, including outside community members, and for a commitment and timeline from the Department of Public Works. The work group has convened several times in 2018 and is on the path to having adaptive bikes, including tandem bikes, tricycles, and hand cycles, available in spring of 2019. The work group reports regularly to the ERC.

#### Listening Sessions:

The Equal Rights Commission is dedicated to community involvement and making spaces for community voices to be heard. In partnership with Journey House, the ERC held a listening session focused on "The Reality of Migrating to Milwaukee." This listening session drew in approximately 40 attendees, including

representatives from city departments. Issues discussed at this listening session included the need for translation services in all city offices, flyers and information to be disseminated in other languages, and information about resources being spread to non-English speaking communities.

#### International Human Rights Day:

In partnership with the Milwaukee County Human Rights Commission and the United Nations Association of Greater Milwaukee, the Equal Rights Commission hosted their second International Human Rights Day on Saturday, December 8th. The event took place at America's Black Holocaust Museum, allowing community members to experience the new space and displays. Over 110 people attended the celebration event which included speeches from elected and appointed officials, personal stories from three community members who have experienced inequity and exclusion, and several musical performances from local performers. The event was attended by a very diverse group of people and very well received. Proclamations from the county and the city were presented and the ERC recognized three Equality Award recipients. The ERC awarded an individual, non-profit and business Equality Award to three deserving entities. Christopher Walton was awarded for his leadership and devotion to advancing equality and equity, C. Renee Consulting and Management for their dedication to eliminating employment discrimination, the Milwaukee Jewish Federation was recognized for promoting human and civil rights for all people.

#### Strategic Planning:

In 2018, the Department of Administration and Community Development Grants Administration hired an outside contractor to guide the ERC through a robust strategic planning session. Denise Patton with Denise Patton and Associates was chosen after the search and review process was complete. The Strategic Planning Committee has met several times with Denise Patton to discuss ways to refocus and build a more cohesive partnership with DOA and other city departments. The full Strategic Planning Retreat will take place in March, 2019 and will include DOA, other city departments, and partnering community organizations.

#### **What's Ahead**

In 2019, the Equal Rights Commission will be focused on building and strengthening key partnerships that will be vital in providing the support and capacity the ERC will need to handle discrimination complaints. The ERC hopes to work closely with local organizations that serve the protected classes covered by the Equal Rights Ordinance, as well as with the U.S. Equal Employment Opportunity Commission, the State of Wisconsin Equal Rights Division, the Milwaukee Metropolitan Fair Housing Council and the case managers in local elected official's offices. The ERC has started conversations around gender inclusive restrooms within all city buildings, and will continue to pursue this issue through partnerships with FORGE, the Milwaukee LGBT Community Center, the University of Wisconsin-Milwaukee, and city departments. As previously mentioned, the ERC will also continue to hold the Department of Public Works accountable for bringing accessible and adaptive bikes to the city, allowing equal access for all who live, work and play in the City. The Equal Rights Commission will also continue to host listening sessions quarterly and will begin to offer Know Your Rights Trainings and will provide

resources at community events. The ERC's staffer (Equal Rights Specialist) will also be a key partner in the city's involvement with the Government Alliance on Racial Equity and will be involved in the Regional Impediments to Fair Housing study.

### **City Subcontracts with Fair Housing Programs**

The ***Metropolitan Milwaukee Fair Housing Council (MMFHC)*** received CDBG funds in 2018 to affirmatively work toward integrated housing patterns by providing: fair housing/fair lending presentations, technical assistance relative to fair housing/fair lending and inclusive communities issues, information relative to buying, renting and selling homes, counseling and investigation services to receive and resolve fair housing/fair lending complaints, and a coordinated community-wide response to the problem of predatory lending. Some 2018 successes include:

MMFHC exceeded its 2018 goal of conducting **14** fair housing presentations in the City of Milwaukee by conducting **16** presentations. MMFHC informed **300** participants of their rights under federal, state, and local fair housing laws. Furthermore, 52% of all participants were African-American, Latino, or Asian, or Other/Multi-Racial. People of color are particularly vulnerable to illegal housing discrimination<sup>1</sup>, and informing these groups of their rights under fair housing laws is critical in pursuing MMFHC's long-term goals.

MMFHC conducts fair housing presentations in many different settings, generally in the context of a preexisting class or program in which information about fair housing will be valuable to the participants. For instance, in the 2018 program year, MMFHC conducted presentations for new participants in the Section 8 Housing Choice Voucher Program, to students at the University of Wisconsin-Milwaukee and Alverno College, to a support and advocacy group for parents of adults on the autism spectrum, and ResCare, an organization that offers care and support for individuals with disabilities throughout the Milwaukee area. This variety of settings allows MMFHC to inform consumers of their fair housing rights in a way that reaches vulnerable groups and active consumers in the Milwaukee housing market.

As a result of this program activity, **300** participants were equipped with an understanding of their rights under the fair housing laws and the knowledge necessary to exercise those rights when faced with possible illegal housing discrimination. Through this program activity, MMFHC expands participants' housing choices, contributing to the economic vitality and quality of life within the City of Milwaukee.

***MMFHC's Counseling and Investigative Services Program*** investigated allegations from **43** individual fair housing complainants in 2018, and continued to uncover insidious forms of systemic discrimination in the housing industry. MMFHC conducted tests in the rental, sales, insurance, and lending industries throughout its service area. The results of testing activity have been particularly effective in legal action taken pursuant to complaints. The results of individual complaint activity and systemic cases have included filings with administrative agencies such as the U.S. Department of Housing and Urban

Development and the Wisconsin Equal Rights Division, and case resolutions which include monetary and affirmative relief.

**MMFHC's Education and Outreach Program** activities included the Fair Housing Presentations described above. Additionally, MMFHC provided information and referral services on **131** occasions, and fair housing/fair lending technical assistance to representatives of government agencies, civic and industry groups, and private individuals on **116** occasions throughout 2018. Recipients of technical assistance included the City of Milwaukee Housing Trust Fund Advisory Committee, the Housing Authority of the City of Milwaukee, the Greater Milwaukee Foundation, the Greater Milwaukee Association of Realtors, the Housing Mobility Coalition of Milwaukee, elected officials, housing providers, housing consumers, attorneys, lenders, advocates, and community-based organizations throughout the City of Milwaukee. Accessing and networking with individuals and groups throughout the community was also an essential component of MMFHC's outreach activities, and **102** such contacts were made in 2018.

**MMFHC's Fair Housing Training Services** assisted housing professionals in the real estate, insurance and mortgage lending industries and provided contractual fair housing training. In 2018, MMFHC conducted **six (6)** specialized seminars on fair housing issues. These seminars provided in-depth information on fair housing and fair lending laws, procedures, and other related issues to **209** individuals. In 2018, in addition to MMFHC's participation in the City of Milwaukee Landlord Training Program, MMFHC also held two (2) in-depth, two-hour, free public seminars for City of Milwaukee landlords.

**MMFHC's Fair Lending Program** staff were active leaders in Take Root Milwaukee (TRM; formerly known as the Milwaukee Homeownership Consortium), chairing TRM's Foreclosure Advocacy and Outreach Workgroup and participating as a member on the TRM Resource and Oversight Committee, the Education and Lending Workgroup, the Neighborhood Marketing and Inventory Workgroup, and the Housing Preservation/Repairs Workgroup. TRM offers services to consumers seeking to purchase a home, including educational programs, referrals to housing counseling agencies and trusted lenders, and financial assistance. TRM also operates a hotline for consumers facing foreclosure, offering referrals to free and confidential foreclosure counseling agencies.

Fair Lending Program staff continued to generate television, radio, and print coverage on fair lending issues and mortgage rescue scams as part of its outreach and education. Staff disseminated informational brochures in English and Spanish and gave educational presentations to community groups and other audiences.

**MMFHC's Inclusive Communities Program** staff work to support inclusionary housing policies and racial and economic integration throughout Wisconsin. Inclusive Communities staff provided technical assistance to numerous community organizations, developers, and local policymakers in 2018. (These instances of technical assistance are included in the 116 instances of technical assistance referenced above).

Recipients of these services included the City of Milwaukee Housing Trust Fund, the Housing Mobility Coalition of Milwaukee, the Housing Authority of the City of Milwaukee, the March on Milwaukee Organizing Committee, Take Root Milwaukee, and the University of Wisconsin – Milwaukee, among many others.

**TITLE II Of the Americans with Disabilities Act of 1990(ADA)**

Title II of the ADA prohibits discrimination against persons with disabilities in all services, programs and activities made available by State and local governments. CDGA included this language in all contracts with funded organizations.

**Section 504 of the Rehabilitation Act of 1973**

Section 504 prohibits discrimination against persons with disabilities and requires that a percentage of funded projects be handicapped accessible. CDGA routinely reviewed plans for multi-family housing and facilities where CDBG funded services are provided to ensure accessibility and participation by disabled persons.

## **CR-40 - Monitoring 91.220 and 91.230**

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

In accordance with its' Consolidated Plan, the City participated in activities to address identified neighborhood and community priorities. Programs for 2018 were carried out in conjunction with the following four broad strategies to effectuate progress in achieving the stated goals: Create jobs through aggressive economic development; revitalize neighborhoods by targeting resources to make a clear and measurable impact; eliminate barriers to employment by working in partnership with community stakeholders; and create and maintain affordable homeownership opportunities and affordable, quality, rental housing for community residents. To achieve these goals, CDGA conducted aggressive blight elimination efforts, supported active citizen participation in crime prevention and eliminating nuisance properties and organizing efforts to address quality of life issues. Other priorities addressed in 2018 included facilitating the economic integration and revitalization of neighborhoods, skilled job training and placement programs, new job creation initiatives and a variety of activities which fostered new homeownership and improved the condition of rental housing for residents. Activities also included integrating crime prevention into a variety of city services and capital improvements, expanding the city's aggressive efforts to combat lead hazards and City efforts to eliminate graffiti.

### **Performance – Based Measurement System for funded Activities : Moving to Outcomes**

In conformance with the requirements of the U.S. Dept. of Housing and Urban Development, CDGA assessed the performance and progress of agencies towards addressing issues facing the areas in which they serve. In addition, as part of this ongoing assessment of performance of funded programs, all funded agencies were required to link goals and activities with outcomes and collect the data associated with proposed outcomes. Monthly performance reports were required of all funded groups. In addition, an annual report was also required explaining the data source, along with an assessment on how the selected outcomes led and/or contributed to one or more of CDGA's Long Term Outcomes. Funded agencies were also required to submit a final 2018 year-end report detailing their accomplishments and providing a self-assessment of their funded activities.

### **Outreach to Minority and Women-Owned Businesses**

The City of Milwaukee continued its long and successful history of outreach to Minority, Disadvantaged and Women-owned businesses. The City's contract with sub-recipients included a provision regarding affirmative outreach efforts to increase the involvement of the businesses. Some of the steps taken to increase involvement included: advertising in community newspapers, maintaining a list of eligible contractors, providing referrals to non-certified business entities and strongly encouraging subrecipients to purchase from local (i.e. City of Milwaukee-based) vendors/contractors.

The City also funded the City's Office of Small Business Development (OSBD) which was created to assist and protect the interests of disadvantaged individuals and small business concerns in order to promote and encourage full and open competition in the City of Milwaukee. The OSBD also maintained an Small Business Enterprise (SBE) and Section 3 business directory for subrecipients to utilize and which is accessible through the City's website. In 2018, Minority, Disadvantaged and Women-owned businesses utilized the SBE Revolving Loan Pool resulting in new job creations and new business certifications. In addition, the City has enacted legislation which has specific requirements as it relates to City contracts and participation by minority and women-owned enterprises.

**Subrecipient Monitoring.** After executing a contract with each funded entity, CDGA ensured compliance with all program regulations for all funding sources,(CDBG, HOME, ESG and HOPWA). CDGA included program requirements in all contractual agreements, sponsored orientation sessions, provided technical assistance, one-on-one and in small groups, often on site and at the beginning of the program year as well as when programs were underway. CDGA defined clear expectations regarding performance standards and policies and procedures to follow. Involved were new subrecipients, new staff of existing subrecipients, existing subrecipients experiencing problems and existing subrecipients undertaking new activities. CDGA also funded the provision of technical assistance to funded subrecipients to include management, financial operations and board and staff development. The Community Development Grants Administration staff monitored and evaluated activities to be carried out in furtherance of the Consolidated Plan and in meeting goals and objectives set forth in the Annual Action Plan. CDGA staff monitored funded activities throughout the program year, performing formal and informal site reviews. Monitoring staff utilized a very detailed monitoring process which included extensive reporting of grantee activity. As a condition of payment, agencies were required to submit monthly financial and programmatic reports. CDGA monitoring staff reviewed these reports to determine that submitted costs were eligible and that the funded activity was performed to a satisfactory level. In addition, CDGA monitoring staff maintained extensive contact with funded agencies and provided technical assistance to groups where needed. Informal and formal monitoring visits were conducted to ensure compliance with program requirements. Risk assessments and in-house desk audits were performed annually of all funded agencies. The City Comptroller's office, the fiscal arm of the Community Development Grants Administration, conducted annual financial audits of funded groups and monitored the timeliness of expenditures.

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

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

To ensure adequate and accessible citizen participation, the City of Milwaukee adopted a Citizen Participation Plan, which was reviewed and approved by the Common Council of the City of Milwaukee on April 23, 1991, (Common Council File Number 902098). The plan outlines the procedures and processes used by the City and has since been updated and revised. The document was subsequently submitted to HUD.

**Citizen input into the 2018 CAPER.** In accordance with the regulations of the U.S. Department of Housing and Urban Development, the City of Milwaukee prepared a “draft” of the 2018 CAPER Report covering the City’s Community Development Program from January 1, 2018 through December 31, 2018. The public comment period for review of the Report was **February 28, 2018 through March 29, 2018.** CDGA published the availability of this report on the City’s website and in three publications on the dates listed and has submitted copies for public review at local libraries, CDGA offices and the City Legislative Reference Bureau.

CDGA welcomes the views and input of citizens and other stakeholders as it pertains to the CAPER and other reports disseminated to the public. Any comments, letters or other correspondence received are considered and are included in reports submitted to HUD.

## **CR-45 - CDBG 91.520(c)**

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

The Community and Economic Development Committee, which is the official oversight body governing Federal Block Grant funds, adopted the **2018 Funding Allocation Plan** , which determined the various 2018 funding categories. Funding recommendations were subsequently approved by the Community and Economic Development Committee and ratified by the Milwaukee Common Council and Mayor.

### **In addition, the following priorities were adopted:**

- Streamline the process, making it more “customer friendly.”
- The City will consider the goals and objectives established in the Consolidated Strategy and Five Year Plan and the City of Milwaukee’s Citywide Strategic Plan in setting the priorities and goals for 2018 funding.
- The Community and Economic Development Committee and the Milwaukee Common Council will approve the strategic issues and goals corresponding to the allocation of federal grant funding.
- Establish a balanced decision-making process including neighborhood residents, business entities and other stakeholders, subrecipients, community-based organizations and elected officials.
- Maintain the creation of new and vibrant economic engines such as assistance to small businesses, special economic development projects to create jobs and Large Impact Development economic development initiatives.
- In the Job Training & Placement categories, place a high emphasis on skilled trades training.
- Continue the policy to provide technical assistance to CHDOs, allow CHDOs to use CHDO operating proceeds to increase capacity and help provide agency operating capital.

## **CR-50 - HOME 91.520(d)**

### **Include the results of on-site inspections of affordable rental housing assisted under the program to determine compliance with housing codes and other applicable regulations**

**Inspections** - The inspections of HOME assisted projects is an ongoing process. In 2018, the City's Department of Neighborhood Services inspected and verified tenant income levels in HOME-assisted units and documented the results, in compliance with the Federal regulations and during the applicable period of affordability.

### **Provide an assessment of the jurisdiction's affirmative marketing actions for HOME units. 92.351(b)**

The City has multiple housing and other programs designed to affirmatively market Milwaukee neighborhoods. These programs support the administration and enforcement of federal, state and local fair housing ordinances, provide homebuyer counseling services and collaboratively work with financial lenders to enable low and moderate-income families to purchase homes anywhere they choose. Viewed holistically, these programs accomplish several purposes at once: they affirmatively promote neighborhoods; enforce and further fair housing; expand on housing opportunities available to minorities and the poor within and outside of areas of minority concentration and help to strengthen neighborhoods by increasing homeownership and eliminating blight.

The City of Milwaukee has an Affirmative Marketing Plan which is used to assist the City and its funded agencies on affirmative marketing procedures as required by federal regulations of the U.S. Department of Housing and Urban Development.

In addition, all CDGA-funded units are developed as turnkey style developments and must be affirmatively marketed by the agency to ensure that they are available to the general public. Affirmative marketing steps consist of actions to provide information and otherwise attract eligible persons in the housing market area to the available housing without regard to race, color, national origin, sex, religion, familial status or disability.

The marketing of properties may begin anytime following feasibility approval by CDGA, given the availability of clear and concise information about the finished product. Critical information such as asking price, estimate appraised value, estimated housing costs, floor plans and drawings/ renderings must be provided to all interested persons. However, pre-sale of homes is allowable for spec home, as long as clear and concise information is provided to the buyer.

### **Refer to IDIS reports to describe the amount and use of program income for projects, including the number of projects and owner and tenant characteristics**

In 2018, a total of \$512,157.04 in program income was used for eligible affordable housing activities involving the housing rehab of 29 units. The characteristics of the household beneficiaries are as follows: 18 were extremely low, 4 were very-low and 7 were low income. Pertaining to race and

ethnicity, 20 are Black, 7 are White, 1 Black & White, and 1 other. Of the 29 households 7 identified as Hispanic.

**Describe other actions taken to foster and maintain affordable housing. 91.220(k) (STATES ONLY: Including the coordination of LIHTC with the development of affordable housing). 91.320(j)**

The City has recently enacted an ordinance which allows the City to use their TIF authority to subsidize affordable housing. The ordinance allows the City to hold onto property taxes from a new TIF development in a defined area for one additional year, and dedicate it to other affordable housing projects. The City of Milwaukee is the State's first municipality to enact this ordinance using the State's enabling legislation.

The City also continues to provide funding and staff to the City of Milwaukee Housing Trust Fund. The Housing Trust Fund has been able to address some of the city's housing needs through gap financing and other means for the last several years. Increasing homeownership, increasing the supply of quality rental housing opportunities and providing housing opportunities for the homeless are three of the trust fund's goals.

The City's Strong Neighborhoods Initiative is assisting the City and local nonprofits in more effectively addressing the housing foreclosure crisis and its impacts on our neighborhoods. Neighborhoods of color are disproportionately harmed by the foreclosure crisis.

## **CR-55 - HOPWA 91.520(e)**

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

<b>Number of Households Served Through:</b>	<b>One-year Goal</b>	<b>Actual</b>
Short-term rent, mortgage, and utility assistance to prevent homelessness of the individual or family	100	136
Tenant-based rental assistance	0	0
Units provided in permanent housing facilities developed, leased, or operated with HOPWA funds	0	0
Units provided in transitional short-term housing facilities developed, leased, or operated with HOPWA funds	0	30

### **Narrative**

In 2018, the City of Milwaukee received HOPWA entitlement funds for the four-County Milwaukee Metropolitan area which comprises Milwaukee, Ozaukee, Waukesha, and Washington counties. In Program Year 2018, there were no HOME funds used for HOPWA activities.

CDGA conducted an annual Request for Proposal process which was advertised in local newspapers covering the four County Metro Milwaukee area. Proposals were reviewed and scored based on a set of scoring criteria. Recommendations of CDGA were voted on by the Community and Economic Development Committee, the official oversight body of the allocation and use of Federal funds. The actions of the Committee were ratified by the full Milwaukee Common Council and Mayor. Year 2018 HOPWA contracts were awarded to Richard's Place (located in Waukesha) and the AIDS Resource Center of Wisconsin.

**Richard's Place, Inc.** provides supportive living services to homeless persons with HIV/AIDS including one four-bedroom 24-hour staffed Transitional Housing Program and one four-bedroom 24-hour staffed Permanent Supportive Housing Program. Households to be served generally are chronically homeless and have incomes less than or at 30% of the HUD established median income for the Milwaukee MSA, are unemployed, under-employed or unable to sustain employment due to illness or other chronic health problems attributable to their HIV/AIDS infection. Richard's Place serves many people who have become drug resistant over time and/or individuals who have been unable to maintain proper drug adherence and other healthy life style changes.

Individualized residential care is provided with twenty-four hour supervision including the following services: permanent housing placement, drug and alcohol counseling, nutrition information, in-home hospice care, respite care, assistance in gaining access to local, State, and Federal government benefits, housing information services including counseling, information, and referral services, housing

discrimination counseling, transportation, meals, laundry, spirituality counseling if desired, assistance with daily activities, recreational activities, medication monitoring, support in funeral planning, physical and mental health assessments. Each program outcome include supporting individuals to live independently again.

In order to fill any vacancy, Richard's Place must oblige with the Wisconsin Balance of State Continuum of Care's prioritization process, otherwise known as coordinated entry. Richard's Place maintains a waiting list and at the time of an opening, must identify the individual on top of the prioritization list. This is done through calling each individual on two sets of lists, once an individual is contacted and deemed eligible, they are then placed on another list. The case manager then must use an assessment tool to identify who is the most vulnerable. The person deemed most vulnerable is then contacted to apply for housing through the Waukesha Housing Authority.

Each facility is owned by the Waukesha Housing Authority. Therefore each client is provided a lease and rent calculation from the Waukesha Housing Authority. Once the client has an approved and accepted application, lease, and rent calculation, the client then is able to move into the housing facility. HOPWA funds are then provided for supportive services to assist the client's housing and personal needs. Individualized residential care is provided with twenty-four hour supervision including the following services:

- Permanent Housing Placement
- Drug and Alcohol counseling
- Nutrition information
- In-home hospice care
- Respite care
- Assistance in gaining access to local, State, and Federal government benefits
- Housing information services including counseling, information and referral services
- Housing discrimination counseling
- Transportation, meals, laundry
- Spirituality counseling if desired
- Assistance with daily activities
- Recreational activities
- Medication monitoring
- Support in funeral planning
- Physical and mental health assessments

### **Project Accomplishment Overview**

**Richard's Place** - In the 2018 year, case-management and supportive services were operated with HOPWA funding. At Richard's Place Transitional Supportive Housing program, **4 unduplicated** residents were served and **4 unduplicated** residents through Richard's Place Permanent Supportive Housing program.

The objectives established by Richard's Place for the 2018 program year included assisting 6 unduplicated clients through in-house supportive services while in residence at Richard's Place

Transitional Housing location and assisting 5 unduplicated clients through in-house supportive services while in residence at Richard's Place Permanent Housing location. Richard's Place reached 80% of the goal; serving 4 out of 5 for the permanent housing program and reached 66% of the goal; serving 4 out of 6 for the transitional housing program.

With the goal of ensuring all clients are readily able to live on their own, individuals who move into either Richard's Place Transitional Housing Program or Permanent Housing Program are automatically added to the waiting list of the Waukesha Housing Authority Mainstream Voucher, Section 8 Voucher Programs and Public Housing Programs. Because of the design of Richard's Place Transitional Housing Program, participants who enter are more so capable to live on their own within two years. Those living in the Permanent Housing program require more wrap around services and require assistance with one of the following special needs: mental illness, alcohol abuse, drug abuse, and domestic abuse and therefore reside for a longer period of time in the program prior to moving on to independent living.

Participants served within the 2018 year were provided quality case management and supportive services. Case management and supportive services are provided in a unique manner; administrative offices are located right in each housing facility. This allows for easy access to meet the needs of each participant and to monitor each participants' health.

Case Management provided to each program participant required at a minimum, once a week one on one meetings. These meetings are focused on an independent housing stability plan, medical and health needs, and any other personal needs. These one on one meetings are also utilized to check on income and current referrals in place or application progress i.e; Social Security, AIDS Drug Assistance Program, housing applications. With case management and supportive services housed in the housing facility, clients can access and personally request assistance at any time during their residency.

Additionally, outside of the required weekly meetings, house meetings are held twice a month at which time clients are able to voice collectively if there is an issue or problem that needs to be addressed. Case managers provided support in the manner of transportation to and from medical appointments and local stores when no other transportation is available. With the goal of independence in mind, case managers assisted program participants with clarifying medical terms, providing guidance with budgeting, how to shop for personal hygiene and medical needs, housing information and scheduling appointments.

Recipients for the above services were generally homeless or at immediate risk of becoming homeless with HIV/AIDS. Recipients were identified through outreach and/or referral from other community providers such as health care institutions, medical professionals, ARCW or other providers. All recipients were low-income individuals with income less than 50% of median and generally less than 30% of median.

**The Aids Resource Center of Wisconsin(ARCW)**, In 2018, the Aids Resource Center of Wisconsin (ARCW) and its contracted partners offered a broad range of housing services to meet individual and family needs, including transitional housing, rent and utility assistance, and housing counseling services that includes budgeting guidance. Participants receiving any kind of assistance through ARCW's housing

program, also have full access to ARCW's comprehensive roster of health and social services, including case management, transportation assistance, life-skills education, legal assistance, food pantry and nutrition counseling services, referrals to and follow-up for medical, dental, mental health, and alcohol and other drug abuse (AODA) treatment services.

Participants served are generally at or below the 50% HUD established median income for the Milwaukee MSA, are unemployed, under-employed or unable to sustain employment due to illness or other chronic health problems attributable to their HIV/AIDS infection. As the main HIV/AIDS provider within the Milwaukee MSA, ARCW receives referrals from internal ARCW sub-locations within the State and from agencies within the Wisconsin Milwaukee Continuum of Care. Participants referred to ARCW for housing services are assessed to determine which services would best meet their needs. These services may be provided by ARCW or another agency in the community. ARCW maintains close collaborative relationships with housing entities, including county-based public housing authorities, the My Home Program, Elena's House, Richard's Place (in Waukesha), Salvation Army, UMOS, Hope House, Community Advocates, and local emergency shelters.

### **Accomplishments—ARCW**

The objectives established by ARCW for the 2018 program year included assisting **26 unduplicated** clients through in-house supportive services while in residence at ARCW's Transitional Housing location, Wisconsin House, and assisting 26 unduplicated clients with little to no-cost housing services. ARCW reached only 84% of the goal; serving only **22** out of 26 in providing housing services to individuals and providing case management and supportive services at Wisconsin House. Of those 22 served through Wisconsin House, 15 transitioned into independent living. Additionally, ARCW provided 747 meals to those living in Wisconsin House over the course of the program year. ARCW provided short-term rent and utility assistance (STRMU) to **136 unduplicated** clients using HOPWA funds appropriated in 2018. ARCW was on target with this goal. The agency projected to serve 135 and actually served 136 within the program year; going above their goal by 1%. Furthermore, ARCW contracted Elena's House, a one four-bedroom transitional housing program to assist with housing services. Elena's house projected to serve 8 and indeed served **8 individuals** throughout the year, achieving and reaching their goal at 100%. Lastly, HOPWA funds were able to provide housing information, education, and referrals to individuals and families throughout the Milwaukee MSA. ARCW projected to serve 300 and throughout the 2018 served 339, achieving beyond their projected number by 1% as well.

Every client that applies for assistance through ARCW is assessed for eligibility for subsidized housing and is provided one on one assistance with completing the application process. Access to HOPWA funds is an essential tool necessary to effectively intervene for households living with HIV at high-risk for homelessness. Any individuals or families that are referred to ARCW for Wisconsin House or rental and utility assistance that were not accepted or provided assistance, were instead provided with housing counseling, budgeting education, and referrals to other possible resources. If those referred met the eligibility criteria, they were then assessed to ensure the best financial assistance would be delivered in order to increase their likelihood of maintaining stable housing or their current housing.

The STRMU program provided a successful alternative to client(s) entering the homeless service system. Rent assistance provided an essential resource to help case managers contain the crisis and to work with clients to create a housing plan to increase long-term stability. Disrupting the cycle of housing instability is essential for clients that are identified as eligible for long-term Section 8 housing. Since qualifying for these programs requires a consistent rental history that is free of evictions. The process through which clients can work with ARCW housing staff to access these units can be lengthy. With the use of HOPWA dollars in the capacity of rent assistance, participants have been able to re-establish stability, preserve rental history, and have been afforded the time that is necessary to go through necessary process.

Wisconsin House is a 15-bed transitional housing facility designed to provide temporary housing to low income single individuals with HIV who are homeless, or at risk of being homeless, including individuals who are transitioning out of institutional settings. Although the average participant stay in 2018 was three to four months, participants stayed anywhere from 2 days to the maximum time allowed, 2 years. With regard to program implementation, ARCW has 16 case managers assigned to Wisconsin House. Each case manager is assigned to work at least once a week at Wisconsin House with the goal of providing easy access to case management services. Program participants are required to meet, at a minimum, once a week with their case manager. This is ensure that program participants have a housing stability plan in place, can receive any updates on any application in queue and receive the care they need. Program Participants may also contact and see their case manager at any time when they are located at the administrative office. Case managers work with their program participant to remove housing barriers, budgeting, and assist in searching for housing and employment opportunities. Those residing at Wisconsin House are eligible and can receive legal services, alcohol and other drug abuse (AODA) treatment, transportation assistance, food pantry services provided through HOPWA funds.

Services provided through the City HOPWA grant will contribute to the long-term program outcomes laid out in the Consolidated Plan:

1. Improving the Quality of Life for people living with HIV by:
  - increasing stability in housing;
  - preventing unnecessary evictions and/or homelessness;
  - restoring positive rental histories;
  - improving credit ratings; and
  - Increasing compliance with medical regimens.
  
2. Reducing Crime by:
  - providing economic support in the form of access to the ARCW food pantry;
  - providing economic support in the form of rent assistance; and
  - reducing criminal activity associated with securing housing, including stealing utilities and trading sex and/or drugs for housing.

The program exceeded program targets. This is attributed to the following:

- Knowledgeable and experienced staff who are committed to ARCW's mission and customer service ethos.
- Close collaboration between ARCW and partner organizations.
- Marketing of the program amongst ARCW departments and other community organizations.
- Regularly scheduled grant management meetings between the program and finance staff.
- A streamlined and structured system for processing applications, eligibility determination, and timely disbursement of funds to those eligible for services.
- Prudent management of finances in accordance with the grant scope of services and deliverables

Staff working with clients on housing issues help keep clients in housing by providing budget counseling and advocacy, assisting in accessing entitlements programs, and making needed referrals for other resources, such as medical care, mental health care, substance use treatment, dental care, legal services and food assistance. Case Managers also provide holistic, supportive services to assist HIV positive individuals to address other psychosocial issues that, if left unaddressed, can present a barrier to successful health practices and maintenance.

By assisting clients and their families in accessing services to satisfy their basic needs, such as housing and food assistance, clients are more apt to begin to address their health care needs and to develop stronger and healthier responses to the physical and emotional demands associated with dealing with HIV disease. Clients who are able to reduce their viral load count by remaining in care and staying compliant with their course of therapy, significantly reduce the number of opportunistic infections they experience, thus reducing their dependence on emergency care and its associated costs. Maintaining a very low viral load of HIV through adherence to medical care and medications also means a much reduced risk of transmitting the virus to others.

Clients who are able to improve their overall health are better equipped to join and remain in the workforce. This, in turn, helps them to sustain their housing and remain independent. Without the assistance made available through City HOPWA funding, many clients would face loss of housing, which in turn could contribute to downward spiraling of circumstances that would adversely affect not only their individual lives, but also impact neighborhoods and society as a whole.

### **Coordination**

The majority of ARCW's HOPWA clients gained access to the HOPWA housing services through referrals within the ARCW Medical Home. The ARCW Medical Home is comprised of medical, dental and mental health clinics along with pharmacy and dedicated social services that include food pantries, a legal program, and social work case management. HOPWA services are also accessed through referrals made by case managers from a collaboration of community providers. Referrals for supportive services are also made available to housing clients as needed. In 2018, ARCW collaborated with Elena's House, Richard's Place, the 16th Street Community Health Center, Milwaukee Health Services, Outreach Community Health Services, the Medical College of Wisconsin/Froedtert Hospital, and Marquette University for purposes of housing referrals and supportive services. ARCW also collaborated with drug

treatment providers, faith-based organizations, community-based organizations, local public health departments, and other partners to ensure the provision of housing and supportive services to people living with HIV and AIDS.

ARCW also leveraged its Ryan White Funding (for security deposit, emergency housing and transportation assistance) and HOPWA funding for its long-term housing programs (HaRTSS and SCHIP) for those clients who initially applied for STRMU but meet the eligibility requirements for these programs. ARCW case managers also continued to develop working relationships with landlords across the area and were always at hand to advocate for the clients whenever necessary.

**Any other accomplishments recognized in your community due to the use of HOPWA funds, including any projects in developmental stages that are not operational.**

The City HOPWA program has assisted many clients in obtaining safe, affordable, and stable housing throughout the Milwaukee Metropolitan Service Area.

**Barriers or Trends Overview and Recommendations**

The barriers facing ARCW clients' are diverse and interconnected and have followed an established trend that has persisted over several years. ARCW has worked to develop strategies to minimize the impact on housing stability for the clients we serve.

The acute lack of affordable housing continues to be a major barrier. This is compounded by gentrification and increasing rents in urban areas served by this grant. These issues create competition for affordable rental housing, and cause landlords to avoid renting to clients who have criminal histories, poor credit, rent/utility arrears, low income with insufficient savings and sporadic employment history. This phenomenon has created a scarcity of available units – therefore a significant barrier for our low income clients.

Many clients often have to settle on a rental unit which may cost a significant percentage of their household income. This leaves little room in their available income to address regular monthly expenditures as well as the inevitable emergencies that will compromise their ability to pay monthly rent. Without intervention or some kind of safety net, this vicious cycle culminates in eviction and homelessness. Access to HOPWA-funded rent assistance is an essential component to effectively intervene in this cycle and offer a resource to prevent homelessness. The majority of those clients accessing HOPWA funds were able to maintain housing units that met HQS standards. This means that not only did these clients avoid the cycle of homelessness, but they maintained access to safe, sanitary, and stable housing units.

The continued difficulty and long process to get into subsidized housing units is also a significant barrier to achieving long-term housing stability. As part of the application process, every household is assessed for eligibility for subsidized housing. Case managers provide 1:1 assistance in completing this process. In spite of an increase of clients accessing subsidized housing units during the grant year, for households with minor children and single households under age 55 there are little to no subsidized units available.

This creates a significant barrier for clients to achieve housing stability without our access to HOPWA-based rent assistance.

For clients that have experienced the challenge of meeting basic needs with very low income, often times they will not meet the requirements of stable credit and rental history. To survive on very low income often clients must juggle bills, fall victim to predatory loans, and frequently make late payments. All of these strategies have significant negative effect on their credit history. Declining health and delayed processing for social security disability benefits have also impacted household credit and rental histories. Clients who experience declining health that makes them unable to maintain stable employment means trying to make it without income while their application for disability benefits are processed. The bottom line is that these households are faced with the dire economic situation of trying to survive with no or little income for many months, if not years.

Additional barriers to accessing subsidized housing are experienced by clients who may have a criminal history. Often these clients will not meet eligibility requirements for subsidized housing and will have limited options for affordable housing. To address these barriers, program staff and clients create a housing service plan to account for these obstacles, establish goals, and develop steps to achieve those goals. Comprehensive budgeting and consumer education is also provided to assist client in understanding the requirements of accessing subsidized housing and identifying areas of focus to improve credit history and avoid predatory loans. Access to HOPWA assistance is an essential component in this process because it disrupts the cycle of housing instability, strengthens client rental history, and makes them a better candidate for subsidized housing.

The barriers facing ARCW clients follow a trend that has persisted over the past several years. First, barriers closely related to extremely low income impacts housing stability. Most of clients receiving City HOPWA assistance are on disability benefits. Client incomes are extremely low, to the point that even after receiving assistance some of them still struggle with paying for rent and utilities. While it is clear that STRMU assistance is not to relieve clients of their obligation to pay rent and utility assistance, the 52 week waiting period is a long time to wait for assistance for extremely low income HIV positive clients. The compounding emergencies are occurring too frequently. Without other resources during the waiting period, the risk of eviction and homelessness always looms large for these clients. To address this barrier, ARCW invested on \$100 utility assistance gift cards for clients who are experiencing difficulty in paying for utility bills despite receiving STRMU assistance. The 100 gift cards were available to clients throughout the State who may be in need of assistance with their utility bills in 2018, and is again available in 2018 while funds last. This assistance is privately funded.

ARCW also adjusted its formula moving into 2018 to ensure that during assistance clients only pay 30% of their income towards rent or mortgage. In the past some clients paid a bit more, as the assistance portion was capped at 45% Fair Market Rent. This will hopefully contribute to stability and sustainability for those seeking housing assistance.

Lack of valid lease is a barrier to STRMU for some ARCW clients. Some of our clients although may have evidence that the utility is in their name are still unable to provide documentation which prove legal

occupancy of the houses of residence. To address this barrier, ARCW case managers continue to advocate with landlords to ensure that clients have valid leases at all times. While some landlords have responded positively to this initiative, some have not and therefore preventing assistance to clients who genuinely requires these services.

Many ARCW clients living with HIV also struggle with alcohol and other drug abuse (AODA) and/or mental health conditions. As if this is not enough, the vast majority of these clients are not able to live in the areas that they would prefer because of their limited incomes. Instead they are forced to live in communities where they can afford to pay the rent even when this puts their recovery and chances of improved health outcomes in jeopardy. In most cases, these individuals can only afford to live in low income neighborhoods with very high incidences of drug use and crime. This put the clients at a serious risk of drug relapse, agitated mental health, housing instability, and the potential risk of being disconnected to care.

These conditions have a direct impact on housing stability and improved health outcomes. ARCW offers behavioral health care on site. Access to these services can help stabilize clients in these areas which may lead to better housing stability. Due to the expansion of Medicaid to single adults under 100% federal poverty lines and insurance options due to the Affordable Care Act, most clients are now insured and able to access behavioral health care without fear of incurring large bills. We hope that these services will continue to minimize the risk of relapse and housing instability even as they continue to work towards improving their economic situations. ARCW believes that the repeal of Affordable Care Act will significantly, negatively affect these clients.

ARCW has worked to minimize the impact of other barriers to housing stability in multiple ways. One method is that the housing case managers do not provide just financial assistance, but also offer housing advocacy, counseling, and education. Budgeting education is also provided to assist the client with understanding the requirements of accessing subsidized housing and identifying areas they can focus on to improve credit history and/or avoid predatory loans. ARCW places a strong focus on consumer and tenant education to empower clients by developing skills that will allow them to successfully manage household finances and maintain a positive rental history. Access to City HOPWA assistance is an essential component in the process because it disrupts the cycle of housing instability by strengthening client rental history, making them better candidates for subsidized housing.

Another method of reducing the barriers faced by HIV positive individuals is by working to strengthen partnerships with other community-based providers through collaboration with local CoC's. This has provided ARCW with insight into and connections with other agencies to address the needs of the clients we serve. We have also conducted outreach to educate community providers on the services we offer statewide, to ensure we are reaching the majority of HIV positive individuals in the state.

The barriers to stable housing continue to persist for HIV positive persons in the Milwaukee area. As an agency, we are working collaboratively to employ innovative strategies to assist clients with overcoming these barriers to maintaining stable housing. This is a foundational approach because HIV is a chronic health condition.

## **Recommendations for Program Improvements**

Both Richard's Place Transitional and Permanent Supportive Housing programs started with funding from HUD SHP funds. With so many of the homeless individuals we have served in Transitional Housing with addiction and mental health issues, the 24 month time frame of providing the support along with necessary referrals is getting more difficult for individuals to be successful at becoming and staying independent and healthy. Richard's Place has been talking about and discussed with HUD officials at the Milwaukee Field Office about the possibility of making the Transitional Program a Permanent Supportive Housing Program. Staying in the same property we are now, which is owned by the Waukesha Housing Authority, we would then have 8 beds for Permanent Supportive Housing between both homes until we are able to obtain the funds to rehab an existing structure. Richard's Place is also a member of the Balance of State Continuum of Care and would need to look at whether the NOFA coming up this year is when we would apply or next year. Still in the discussion stage and making sure we do what is best and more effective for the individuals we serve.

## **Trends you expect your community to face in meeting the needs of persons with HIV/AIDS and any other information you feel may be important in providing services to persons with HIV/AIDS.**

### Richard's Place

Due to the high numbers of heroin use and deaths in the Milwaukee Metro area and knowing people who are testing HIV positive due to needle use, an increase in HIV positive individuals over the next 1-2 years is expected. Comprehensive Case-management is so vital when housing someone with addiction and mental health issues.

### ARCW

In 2018, ARCW saw an increased demand for utility assistance. This is perhaps due to the colder than normal winter season. While evidence suggests this may be one of causes, many of our clients are also living in units which are in desperate need of weatherization to help with the high cost of heating and cooling.

Similar to the national trend, African American gay, bisexual, and men who have sex with men (MSM) continue to be disproportionately affected by HIV/AIDS. Statistically, African American males make up 2% of the national population but account for 52% of all persons living with AIDS. In the geographic area serviced by this grant, over 5,000 people are currently living with AIDS. Of that population, 55% are African American even though they account for only 26.2 % of the population in Milwaukee. More alarming is the fact that 90% of all new diagnosis in Milwaukee are African American males who identify as MSM. This demonstrates the urgent need for targeted prevention strategies coupled with additional resources to build capacity and provide appropriate services for this population.

Many clients living with HIV/AIDS are living with many other diagnoses, including mental health conditions. Access to psychiatric care, in addition to mental health therapy, is an essential part of the care system than can ensure stability. Stability with health, but also with housing. This care is often unattainable for those without insurance, or with costly copays, and with low incomes. ARCW continues

to provide psychiatric services as a part of the agency's integrated medical home, and increased the hours of availability of the psychiatrist and other counseling services this year. Another expansion was the introduction of tele-psychiatry where clients in other areas of the state can benefit from the Milwaukee-based psychiatry providers. As with all ARCW services, psychiatric care is offered regardless of the client's ability to pay. Ensuring that clients can combine mental health therapy with psychiatric care is an important factor in maintaining their stability and health.

**Other resources which were used in conjunction with HOPWA-funded activities; collaborations with other entities.**

ARCW is the largest provider of comprehensive HIV services in Wisconsin. In addition to being able to offer clients medical, behavioral health, and oral health care services, as well as in-house pharmacy services, ARCW can provide immediate access to other needed social services, including legal assistance, food and nutrition counseling, financial assistance, education on HIV disease and treatment options, transportation assistance, emotional support, and employment readiness counseling, all available within the agency and offered statewide.

ARCW receives HUD funding for two long-term housing assistance programs that aid in housing formerly homeless or incarcerated individual. In addition, ARCW is granted Ryan White Care Act funds to assist with short-term emergency sheltering in motels and with Security Deposit assistance. HOPWA funds from the State of Wisconsin provide assistance to individuals in the 68 counties not included in the four county Milwaukee metropolitan area. And lastly, ARCW used privately raised dollars to provide utility assistance to individuals in 2018.

ARCW staff also coordinates needed care for individuals who apply for housing assistance resources through its ongoing collaborations and partnerships within the communities it serves. ARCW is an active participant in CoCs throughout Wisconsin, including the Milwaukee metro area, Dane County CoC, Eau Claire area CoC, Brown County CoC, and the Balance of State CoC. ARCW adheres to the National Minority AIDS Councils' Continuum of Collaboration by collaborating in a variety of ways with hundreds of agencies in Wisconsin for the delivery of HIV prevention, care and treatment services. ARCW is also an active participant of the Point in Time Survey and Shelter Managers Monthly meeting. ARCW partners with UMOS, the 16th Street Community Health Center, Milwaukee Health Services, Outreach Community Health, Children's Hospital of Wisconsin, Community Advocates, the Department of Veterans Affairs, and other entities to provide a centralized avenue for housing counseling and assistance for persons living with HIV/AIDS. ARCW has a subcontract with Elena's House for the operation of a housing and supportive services facility. ARCW collaborates with other area housing providers such as Public Housing Authorities in all four metro counties, numerous emergency shelters, Richard's Place, Salvation Army, Cathedral Center, St. Benedict's, St. Catherine's, Guest House, Hope House, and others.

Richard's Place works and collaborates with ARCW staff regarding client's needs and receiving many of our referrals from ARCW. Students from several of the Universities do their internships at Richard's Place which is helpful for the organization as well as the residents who live in

both programs.

**Technical Assistance**

At this time, ARCW and Richard's Place are not seeking any technical assistance.

**NEWSPAPER NOTIFICATION  
FOR 2018 CAPER**

**CITY OF MILWAUKEE - COMMUNITY DEVELOPMENT PROGRAM**

**PUBLIC NOTICE OF AVAILABILITY  
OF YEAR 2018  
CONSOLIDATED ANNUAL PERFORMANCE  
& EVALUATION REPORT**

In accordance with regulations of the U.S. Department of Housing and Urban Development (HUD), the City of Milwaukee has prepared and will submit to HUD a Consolidated Annual Performance and Evaluation Report (CAPER) covering the City's Community Development Program from *January 1, 2018 through December 31, 2018*. This report is to be used by HUD in reviewing program performance as well as considering the City's program for continued funding.

The comment period for review of this report is from **Feb. 28, 2019 through March 29, 2019**. At your request, your comments will be forwarded to HUD, as required by Federal regulations. Copies of the Performance Report are available for public inspection at the Community Development Grants Administration Office, Room 606, City Hall, 200 East Wells Street, Milwaukee, WI. 53202, during regular office hours from 8:00 A.M. to 4:45 P.M. Monday through Friday.

The report can also be accessed at [www.Milwaukee.gov/CDGA](http://www.Milwaukee.gov/CDGA).

