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Executive Summary

ES-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

1. Introduction

The U.S. Department of Housing and Urban Development (HUD) requires the City of Appleton, as a recipient of federal entitlement funds, to develop a Consolidated Plan every five years that describes the community's priorities and goals for expenditure of Community Development Block Grant (CDBG) funds. The Consolidated Plan outlines the community's needs as it relates to affordable housing and community development and includes a strategic plan for the use of funding.

The City of Appleton utilized public engagement and data analysis to assist in strategically planning the use of limited public funding. This Consolidated Plan covers the five-year span of 2025-2029, detailing development of a thriving urban community through provision of assistance to low- and moderate-income households. Forms of Assistance include basic shelter, affordable housing opportunities, expanded economic opportunities, suitable living environments and supportive services related to residential, financial, and social stability. This Plan summarizes the needs of the community and the goals and strategies the City will follow to achieve the planned outcomes.

2. Summary of the objectives and outcomes identified in the Plan Needs Assessment Overview

The City of Appleton undertook a significant public engagement and data analysis process from July 2024 through January 2025. Public input was obtained through a community need survey, consultations and interviews, public hearings, and a 30-day public comment period. Citizens were asked to provide input on needs in five categories including:

- Affordable Housing Needs
- Neighborhood Revitalization
- Economic Development
- Public Facilities
- Public Services

This Plan prioritizes the most critical needs and goals identified through the public engagement and data analysis. The following table is a summary of the goals and outcomes from the Strategic Plan section:

Strategic Plan 5-year Goals and Outcomes	
5-Year Goals	5-Year Outcomes
Improve & maintain housing stock	155 owner-occupied homes rehabilitated 15 renter-occupied units rehabilitated
Homebuyer Assistance	30 first-time homebuyers receive downpayment assistance
Acquisition for new housing	5 vacant or dilapidated lots acquired for new housing units
Public facilities improvements	1,000 persons assisted through facility improvement activities by City Departments and external community-based organizations
Neighborhood revitalization	2,500 persons assisted through various public facility improvements at the neighborhood level
Public services	2,500 persons assisted through public service activities

Strategic Plan 5-year Goals and Outcomes

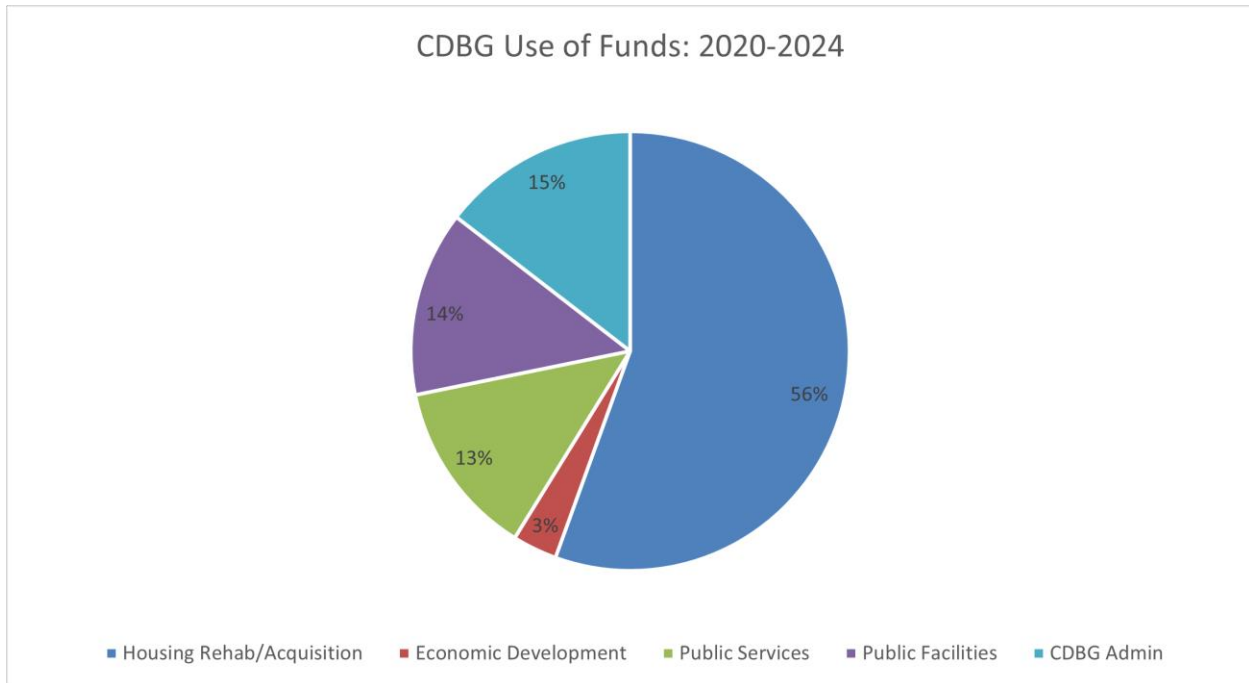
3. Evaluation of past performance

Over the past five years, the City of Appleton has designated approximately 57 percent of its CDBG funds toward housing activities, 15 percent to public facility activities, 15 percent to public service activities, and 12 percent toward administration.

CDBG funding impacts many households in the City of Appleton. A summary of the impact of funds expended from 2020 through 2023 is as follows:

- 140 households received [rental/homeowner] housing rehabilitation, repairs, accessibility improvements, and energy efficiency upgrades
- 11 households have become first-time homebuyers
- 58 individuals received job-creation or retention services
- Over 1,830 individuals and families benefitted from improvements to public facilities such as homeless shelters and addiction treatment centers
- Over 50 low-income individuals benefitted from various public services such as emergency rental assistance and stabilization and programs geared toward youth.

Due to the strong performance by City programs and subrecipients during 2020 to 2024, the priorities areas and accomplished goals from the past 5 years have been critical to inform updated goals and priorities for the 2025-2029 Consolidated Plan goals.



CDBG Use of Funds 2020-2024

4. Summary of citizen participation process and consultation process

City of Appleton staff utilized several methods to engage citizens in the consultation process, including an internet-based survey, interviews with ___ non-profit organizations, multiple public hearing opportunities, and a 30-day public comment period.

To encourage community engagement, the Community-Wide Needs Survey was available in English, Spanish, and Hmong. The survey was advertised using the City of Appleton’s webpage, social media accounts, newspaper articles, site postings, and emails to numerous agencies and individuals, and was available for over 30 days. Over 40 responses were received from the Community Needs Survey. In addition, other non-CDBG focused Community Needs survey efforts have been completed by other City Departments, which were analyzed in conjunction with the responses to the CDBG Community Needs Survey.

City of Appleton staff conducted interviews with representatives from six area agencies, ranging from government to nonprofit to for-profit status. Interviewing organizations across the community spectrum ensured that the needs of the different services and population were considered in the needs analysis and determination of future priority needs.

Multiple public hearings were held during regularly scheduled Community Development Committee meetings, seeking to engage with community members and gather feedback on future needs. All comments received during the public hearings are included in the Plan.

5. Summary of public comments

The results of the Community-Wide Needs Survey completed by 40 residents, is included in Appendix A of this Plan. Results of the Appleton Health Department's Community Concerns Survey are included in Appendix A as well. No public comments have been included on the Consolidated Plan, but several residents included additional comments in their response to the Community-Wide Needs Survey. Survey comments focused on the following areas:

- Housing: affordable housing availability, rental housing, housing supply, homeless services, multiple types and sizes of housing units
- Public facilities – park safety concerns and park improvement, safe cycling and walking routes, trees and curated green spaces
- Public services - homelessness services, transportation services

6. Summary of comments or views not accepted and the reasons for not accepting them

The City of Appleton accepted all comments provided during the public engagement process and worked to incorporate feedback and community concerns into the plan.

7. Summary

The City of Appleton's 2025-2029 Consolidated Plan has been prepared as a guide for the expenditure of CDBG funds based on input from citizens and community agencies regarding the needs of the community and use of funds, an assessment of needs in the community related to housing and community development, and an analysis of the area's housing market and economy using publicly available data.

The 2025-2029 Consolidated Plan provides a framework and a path for furthering affordable housing and community development efforts including increasing homeownership opportunities, preserving existing housing, revitalizing neighborhoods, expanding affordable rental options, furthering efforts to reach a functional zero for homelessness, supporting job training, expanding small business technical assistance, improving infrastructure in low to moderate income neighborhoods and renovating or expanding community and neighborhood facilities.

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This Plan represents the City of Appleton's comprehensive strategy to address affordable housing and community development needs within the community. The following table identifies anticipated funding available for years 2025 through 2029.

Appleton CDBG Projected Funding 2025-2029						
Year	2025	2026	2027	2028	2029	Total 2025-2029 Funding
Entitlement Allocation	\$588,000	\$597,000	\$606,000	\$615,000	\$624,000	\$3,030,000
CDBG Program Income	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$1,250,000
Total Allocation	\$838,000	\$847,000	\$856,000	\$865,000	\$874,000	\$4,280,000

2025-2029 Anticipated CDBG Funding

The Process

PR-05 Lead & Responsible Agencies 24 CFR 91.200(b)

1. Describe agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	APPLETON	Community Development Department

Table 1 – Responsible Agencies

Narrative

The City of Appleton's Community Development Specialist in the Community Development Department is responsible for coordinating the development of the Consolidated Plan and Annual Action Plans. The Community Development Specialist is also responsible for providing guidance and direction for the implementation of eligible programs that support overall strategies for affordable housing and community development activities.

Consolidated Plan Public Contact Information

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PR-10 Consultation – 91.100, 91.110, 91.200(b), 91.300(b), 91.215(I) and 91.315(I)

1. Introduction

Consultation associated with the development of the 2025-2029 Consolidated Plan began in June 2024, utilizing an online survey, interviews with non-profit service organizations, multiple public hearings, and a 30-day public comment period. City of Appleton staff consulted with organizations across the community spectrum to ensure that the needs of the different services and population were considered during the development of the Plan.

City of Appleton residents were invited to participate in an online Community-Wide Needs Survey to assist with the prioritization of community development and housing needs, resulting in 40 respondents. The surveys sought opinions from respondents on neighborhoods, public services, homeless services, housing, and economic development activities.

Respondents were asked to review a variety of eligible CDBG activity categories and rank their importance in the community, as well as rank specific activities as very important, somewhat important, or not important for the dedication of funding. A sample of results from the survey is detailed below:

Housing

- 68 percent of respondents said that the City of Appleton needs more homeownership opportunities
- 63 percent said that the City of Appleton needs more rental opportunities
- 92 percent said that income-qualified affordable housing is somewhat or very important
- 93 percent said that housing rehabilitation assistance was somewhat or very important

Public Services

- 70 percent indicated that funding homeless prevention programs was somewhat or very important
- 92 percent indicated that case management and life skills training for homeless persons was somewhat or very important
- Public services was ranked as the top priority for investment by 28 percent of respondents

Neighborhoods and Public Facilities Improvements

- 54 percent said that their neighborhood needed additional homeownership opportunities
- 100 percent said that repairing or replacing sidewalks/streets and other infrastructure was somewhat or very important

- 92 percent said that improving the conditions of neighborhood parks and public spaces was somewhat or very important

These ratings and statements of importance were affirmed by representatives of local service organizations during their interviews.

Provide a concise summary of the jurisdiction’s activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(I)).

The City of Appleton enhances coordination between public and private service providers and agencies through a variety of activities. City staff are invested in a number of roles with numerous agencies in the community that address housing, health, mental health, and other services, including but not limited to at-large members, board members, consultants, and sponsors.

Additionally, City of Appleton has two staff positions that directly coordinate with local non-profits to connect people experiencing homelessness and housing instability with the services available in the community. Appleton's Coordinated Entry Specialist is responsible for the intake of homeless persons into the Homeless Management Information System Coordinated Entry system, pulling reports and data for service providers, and coordinating with service providers to address client needs on the Coordinated Entry list. A new staff position, supported by CDBG public service funds, was created in 2024 to further address the needs of people experiencing homelessness and other basic needs crises. Appleton's Community Resource Navigator works closely with the Coordinated Entry Specialist and local non-profit housing service providers to address homelessness in Appleton and connect residents with the services available in the community.

The Fox Cities Housing Coalition has a wide variety of members that serve residents of the Fox Cities through the provision of many different services. This includes organizations focused on homelessness and housing, domestic violence, education and job training, childcare, veteran’s needs, faith-based institutions, and many other topics. Some of the organizations involved in the Fox Cities Housing Coalition are listed below:

Housing

- Fox Cities Housing Coalition (member, at large)
- Wisconsin Balance of State Continuum of Care (member, at large)
- Appleton Housing Authority
- ADVOCAP
- Pillars, Inc.
- Salvation Army of the Fox Cities

Health & Mental Health

- Outagamie County Health & Human Services
- Calumet County Health & Human Services
- Winnebago County Health & Human Services
- ThedaCare
- Affinity Health
- Fox Cities Community Health Center

Other Service Providers

- Harbor Housing Domestic Violence Shelter
- Vida Medical Clinic
- Boys & Girls Club
- YMCA
- Appleton Area School District

A complete list of agencies and service providers that the City of Appleton has partnered with in an effort to increase and improve the quality of housing and services can be found in Appendix B of this Plan.

Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness

The City of Appleton serves as the Lead Agency in the Wisconsin Balance of State Continuum of Care membership, as well as in the Continuum of Care (CoC) and Emergency Homeless and Housing (EHH) grant application processes. City of Appleton staff administer grant funding for several agencies under three CoC Rapid Re-Housing programs and an EHH grant.

Agencies funded through the CoC and EHH grants directly serve the homeless population and provide supportive service programming. City of Appleton staff work collaboratively together with these agencies- and all agencies in the Fox Cities Housing Coalition - to address the needs of the homeless population in the City of Appleton and surrounding community.

Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards and evaluate outcomes, and develop funding, policies and procedures for the administration of HMIS

City of Appleton is an active member of the Fox Cities Housing Coalition, the local continuum of care and a member of the Wisconsin Balance of State. The Fox Cities Housing Coalition works to address homelessness and affordable housing challenges in the Fox Cities and enables the Fox Cities to receive federal assistance to fight homelessness in our community. The City of Appleton serves as the Lead Agency for the Fox Cities Housing Coalition and is responsible for applying for and administering the federal grants received for homelessness and related services.

As the Lead Agency for the Continuum of Care (CoC) and Emergency Solutions Grant (ESG) funding, the City of Appleton collaborates and consults with partnering community organizations during the allocation of funds, the development of performance standards and evaluation of outcomes, and development of funding policies and procedures associated with the Homeless Management Information System (HMIS). Consultation is conducted during regular meetings with community organizations, during the Wisconsin Balance of State Continuum of Care meetings, and during Fox Cities Housing Coalition meetings. Appleton's Coordinated Entry Specialist also works very closely with the organizations receiving COC and ESG funds, and all other organizations involved in the Fox Cities Housing Coalition. This staff position has opened a critical line of communication with these agencies and is able to provide input on performance and outcomes and the administration of HMIS through the experience working with these organizations.

2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdictions consultations with housing, social service agencies and other entities

Table 2 – Agencies, groups, organizations who participated

1	Agency/Group/Organization	Pillars, Inc.
	Agency/Group/Organization Type	Housing Services - Housing Services-Persons with Disabilities Services-Victims of Domestic Violence Services-homeless
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Pillars Executive Director, Crisis Director, Stable Housing Director, and Supportive Services Director were interviewed regarding affordable housing, preventative efforts, and homeless services and facilities in the community. Specifically, the interview focused on the increase of these programs in the next five years as the demand continues to increase.
2	Agency/Group/Organization	HARBOR HOUSE DOMESTIC ABUSE PROGRAMS, INC.
	Agency/Group/Organization Type	Services-Victims of Domestic Violence
	What section of the Plan was addressed by Consultation?	Homeless Needs - Families with children Domestic Abuse Strategies & Support
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	The Executive Director of Harbor House was interviewed regarding the need for facilities, services and truly affordable transitional housing, specifically for trafficking survivors and youth.
3	Agency/Group/Organization	REBUILDING TOGETHER - FOX VALLEY
	Agency/Group/Organization Type	Services - Housing
	What section of the Plan was addressed by Consultation?	Housing Need Assessment
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	The Executive Director was interviewed regarding the affordable housing needs and gaps in services, specifically for elderly and disabled populations in the Fox Cities.

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4	Agency/Group/Organization	Greater Fox Cities Area Habitat for Humanity
	Agency/Group/Organization Type	Housing
	What section of the Plan was addressed by Consultation?	Housing Need Assessment
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	The Executive Director was interviewed regarding the affordability and availability of housing due to the changes to home values and rents in the Fox Cities area.
5	Agency/Group/Organization	SALVATION ARMY OF THE FOX CITIES
	Agency/Group/Organization Type	Housing Services-homeless
	What section of the Plan was addressed by Consultation?	Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	An interview was conducted with the Social Services Director regarding housing barriers to affordable housing, and the need for programming associated with mental health.
6	Agency/Group/Organization	BOYS & GIRLS CLUB OF THE FOX CITIES
	Agency/Group/Organization Type	Services-Children
	What section of the Plan was addressed by Consultation?	Children Services
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	The Grant Manger was interviewed to discuss the needs of youth in the community as it relates to public services and homelessness, and the unique challenges that youth face with regard to housing. Youth and Family Counseling staff also provided insight into counseling and behavioral health needs in the community and mental health resources available to youth in the Fox Cities.
7	Agency/Group/Organization	APPLETON HOUSING AUTHORITY
	Agency/Group/Organization Type	PHA
	What section of the Plan was addressed by Consultation?	Public Housing Needs

<p>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</p>	<p>The Executive Director was interviewed to discuss public housing needs, current collaborations with partners, and how services offered play an integral role in the Fox Cities continuum of care.</p>
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Identify any Agency Types not consulted and provide rationale for not consulting

Other local/regional/state/federal planning efforts considered when preparing the Plan

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	Wisconsin Balance of State Continuum of Care	The Wisconsin Balance of State Continuum of Care, of which the Fox Cities Continuum of Care is a member and the City of Appleton is an active participant, issued a 10-year Plan draft in January 2014. The WIBOSCOs goal to end all types of homelessness is supported by the City of Appleton through continued [financial] support to partnering agencies that provide housing and services to individuals and families that are at-risk of becoming homeless or experiencing homelessness.
Comprehensive Plan	City of Appleton	The Consolidated Plan will address several goals, objectives and action items of the City's Comprehensive Plan including the following: Support creation and rehabilitation of single-family homes and affordable rental units and support rehabilitation and accessibility modifications to allow the aging population to age in place

Table 3 – Other local / regional / federal planning efforts

Describe cooperation and coordination with other public entities, including the State and any adjacent units of general local government, in the implementation of the Consolidated Plan (91.215(l))

The City of Appleton [financially] supports the Appleton Housing Authority through the CDBG program for activities located within City of Appleton jurisdictional boundaries. As a result, the Housing Authority utilizes other funds to support activities located in other jurisdictions, including those in Outagamie and Calumet counties.

Narrative (optional):

PR-15 Citizen Participation – 91.105, 91.115, 91.200(c) and 91.300(c)

1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting

City of Appleton residents & community business leaders were offered the opportunity to participate in an online community development & housing needs survey specifically related to the CDBG program. The Community-Wide Needs Survey was available in 3 languages (English, Spanish, and Hmong) online (paper copies available in City Hall and by request) from October 21 to November 22, 2024. This was accompanied by a public announcement in the Post Crescent. The Community-Wide Needs Survey was reopened on December 11, 2024, through January 31, 2025, to allow for more responses and was posted on the City's website and social media pages. Availability of the surveys was announced via the City of Appleton's webpage and social media pages.

Leaders of local non-profits that have received CDBG or other HUD funds were interviewed for in-depth feedback on community needs, changes to needs in recent years, and areas of potential future investment.

Community-Wide Needs Survey (October 21 to November 22, 2024, and December 11, 2024 to January 10, 2025) There were 40 respondents to this survey. The Survey sought opinions from respondents on neighborhoods, public services, homeless services, housing and economic development activities. Complete responses are included in Appendix A of this Plan.

In addition to this CDBG specific survey, City of Appleton has offered multiple other community surveys in the past year that provided staff with significant insight into the areas of concern for Appleton residents. These surveys included the Appleton Health Department's Community Concerns Survey, the AARP's Age Friendly Communities Survey, and the Appleton Comprehensive Plan Survey. Each of these surveys covered a wide variety of topics in the City and were important for identifying additional areas of concern and high priorities for Appleton residents. Areas of particular interest identified in these surveys include housing and public spaces. A summary of results from the Community Health Survey is included below:

Community Health Survey (March 1 to August 31, 2024) There were 1,291 overall respondents, with 1,080 respondents being residents of the City of Appleton. All persons living or working in the City of Appleton were encouraged to participate. Major areas of concern arising from the Community Health Survey included housing, childcare availability, mental health concerns, and job/education training.

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- 92 percent of respondents indicated that access to education and skills training is important or very important
- 66 percent say that quality childcare is important or very important but is unavailable or unaffordable in the community
- 62 percent disagree that safe and affordable housing is available and accessible
- 77 percent disagree that people are free from chronic stress
- 63 percent disagree that access to mental health services in the community is available and timely
- 88 percent agree that there are unmet mental health needs
- 25 percent said they would not know where to locate resources if needed

Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Internet Outreach	Non-targeted/broad community	40 respondents	Refer to Appendix A of this Plan	N/A	
2	30-Day Public Comment Period	Community Agency Interviews	6 interviews conducted	Characteristics and needs of the community for the next five years based on organizational perspective were provided	N/A	

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Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
3	Public Hearing	Non-targeted/broad community	0 attendees	Public Hearing opportunity to give comment on community needs for the 2025 CDBG program year. A brief CDBG presentation was given, highlighting the Consolidated Plan process and the kick-off of the 2025 preliminary allocation process. No citizen comments were provided.	N/A	
4	Public Hearing	Non-targeted/broad community	0 attendees	Public hearing opportunity for members of the public to comment on priorities for City investment and City goals related to the 2025-2029 Consolidated Plan Development		

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Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
5	Public Hearing	Non-targeted/broad community	0 attendees	Public hearing on CDBG funding priorities for 2025 program year. No speakers presented comments.		
6	Internet Outreach	CDBG External Applicants	6 respondents submitted applications requesting funding.		None	
7	Public Meeting	Non-targeted/broad community		Presentation and voting on preliminary CDBG allocations for City CDBG programs for the 2025 program year.		
8	Public Hearing	Non-targeted/broad community		Public hearing opportunity for members of the public to give comment on CDBG funding needs for the 2025 program year.		

Appleton Consolidated Plan - Public Comment

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
9	Public Hearing	Non-targeted/broad community	0 attendees	Public hearing opportunity for public comment on City priorities related to CDBG 2025 program year preliminary allocations to external non-profit organizations.		
10	Public Meeting	Non-targeted/broad community		Discussion and vote on preliminary approval of CDBG community partner allocations for 2025 program year.		
12	30-Day Public Comment Period	Non-targeted/broad community	0 comments received	Community & Economic Development Department sought input and feedback from the general public regarding the draft Plan and Analysis of Impediments.	No comments were received.	

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Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
13	Public Hearing	Non-targeted/broad community		Public Hearing opportunity for public to give comment on 2025-2029 Consolidated Plan.		

Table 4 – Citizen Participation Outreach

Needs Assessment

NA-05 Overview

Needs Assessment Overview

This section of the 2025-2029 Consolidated Plan assesses the needs of the community in the areas of housing, public housing, homeless needs, housing and public services for those with special needs, and community development needs not related to housing.

The Needs Assessment is primarily supported by American Community Survey data and 2016-2020 Comprehensive Housing Affordability Strategy (CHAS) data provided by HUD, which are tabulations of ACS data. Additionally, some information is supplemented with more recent ACS data from the 2022 5-year estimates.

This data analysis, intertwined with public engagement efforts, guided the allocation of funding to activities and the formation of goals and objectives for 2025-2029.

NA-10 Housing Needs Assessment - 24 CFR 91.205 (a,b,c)

Summary of Housing Needs

Appleton's population has grown in the past few decades. According to American Community Survey (ACS) data from 2016-2020, Appleton had a population of 73,890 residents with 29,725 households. Appleton currently has approximately 19,550 owner-occupied households and 10,175 renter-occupied households. The City's population has continued to grow in recent years, with 2022 5-year ACS estimates (spanning 2018-2022) placing Appleton's population at 75,133 residents and the number of households is 30,580.

This report primarily references ACS 2016-2020 data and any use of other datasets will be properly marked to indicate the year and source. Continued population growth is expected during the operating period of this plan and is likely to impact the housing market and overall availability of housing throughout the City.

The housing market is significantly impacted by population changes. Residents of the City of Appleton have a broad and diverse set of needs across the housing market. There are a variety of needs to address, including prevention of homelessness, rapid-rehousing of people experiencing homelessness, access to safe and decent housing options, access to affordable rental and ownership housing opportunities, and rehabilitation of aging housing stock. Appleton currently has approximately 19,550 owner-occupied households and 10,175 renter-occupied households.

Analysis of data provided in the following sections indicates that minority, elderly, and rental households are affected disproportionately by housing problems in comparison to households in Appleton as a whole. This analysis is supported by feedback gathered from area agencies during development of this plan. The "housing problems" identified in this section are defined by the Department of Housing and Urban Development (HUD) and include incomplete kitchen or plumbing facilities, overcrowding, and cost burden. The housing problems are defined as the following:

- Incomplete kitchen facilities: the unit lacks a sink with running water, a range (stove top), or a refrigerator.
- Incomplete plumbing facilities: the unit lacks hot and cold piped water, a flush toilet, or a bathtub/shower.
- Overcrowding: the unit has more than one person to a room. If there is more than 1.5 persons per room, the unit is considered to be severely overcrowded.
- Housing Cost Burden: a ratio of housing cost to household income. It is recommended that a household spend no more than 30 percent of monthly income on housing. For renters, housing cost is gross rent, which includes the contracted rent plus utilities. For owners, housing cost is "select monthly owner costs," which includes mortgage payment, utilities, association fees, insurance, and real estate taxes. Additionally, housing cost burden is further defined by the degree of burden. Households that pay between 30-50 percent of their income on rent are

considered to be Housing Cost Burdened, and households that spend over 50 percent of their income on housing are considered to be Severely Housing Cost Burdened. Housing cost burden rates are often dependent on the housing market conditions, with a low-supply market often leading to more people experiencing cost burden due to a lack of options available to them. Housing cost burden effects renters and owners at different rates in Appleton.

Demographics	Base Year: 2009	Most Recent Year: 2020	% Change
Population	73,120	73,890	1%
Households	28,450	29,725	4%
Median Income	\$53,588.00	\$61,475.00	15%

Table 5 - Housing Needs Assessment Demographics

Data Source: 2000 Census (Base Year), 2016-2020 ACS (Most Recent Year)

Number of Households Table

	0-30% HAMFI	>30-50% HAMFI	>50-80% HAMFI	>80-100% HAMFI	>100% HAMFI
Total Households	3,510	3,965	6,570	3,700	11,995
Small Family Households	915	1,160	1,950	1,660	6,515
Large Family Households	275	250	475	210	955
Household contains at least one person 62-74 years of age	495	705	1,600	655	2,195
Household contains at least one person age 75 or older	939	995	724	205	600
Households with one or more children 6 years old or younger	675	715	1,120	585	1,225

Table 6 - Total Households Table

Data Source: 2016-2020 CHAS

Definitions

HUD Area Median Family Income, or HAMFI, is the median family income calculated by HUD for each jurisdiction, in order to determine Fair Market Rents (FMRs) and income limits for HUD programs. HAMFI will not necessarily be the same as other calculations of median incomes, due to a series of adjustments that are made. Terms “area median income” (AMI) and “median family income” (MFI) refer to HAMFI for purposes of this data.

A family, per definition of the Census Bureau, is related individuals living in the same household. Small family households are defined as two persons, neither over the age of 62, or three or four persons. Large family households are comprised of five or more persons.

Housing Needs Summary Tables**1. Housing Problems (Households with one of the listed needs)**

	Renter					Owner				
	0-30% AMI	>30- 50% AMI	>50- 80% AMI	>80- 100% AMI	Total	0-30% AMI	>30- 50% AMI	>50- 80% AMI	>80- 100% AMI	Total
NUMBER OF HOUSEHOLDS										
Substandard Housing - Lacking complete plumbing or kitchen facilities	75	25	10	0	110	15	4	0	0	19
Severely Overcrowded - With >1.51 people per room (and complete kitchen and plumbing)	0	0	0	0	0	0	0	40	0	40
Overcrowded - With 1.01-1.5 people per room (and none of the above problems)	150	130	70	15	365	0	0	40	10	50
Housing cost burden greater than 50% of income (and none of the above problems)	1,175	300	35	10	1,520	660	240	60	4	964

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	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Housing cost burden greater than 30% of income (and none of the above problems)	485	740	180	35	1,440	350	895	475	250	1,970
Zero/negative Income (and none of the above problems)	95	0	0	0	95	40	0	0	0	40

Table 7 – Housing Problems Table

Data 2016-2020 CHAS
Source:

2. Housing Problems 2 (Households with one or more Severe Housing Problems: Lacks kitchen or complete plumbing, severe overcrowding, severe cost burden)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Having 1 or more of four housing problems	1,400	450	115	25	1,990	675	245	135	15	1,070
Having none of four housing problems	940	1,540	2,565	1,160	6,205	495	1,725	3,760	2,495	8,475
Household has negative income, but none of the other housing problems	0	0	0	0	0	0	0	0	0	0

Table 8 – Housing Problems 2

Data 2016-2020 CHAS
Source:

3. Cost Burden > 30%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	729	445	60	1,234	114	370	234	718
Large Related	200	10	0	210	30	95	30	155
Elderly	354	345	84	783	689	425	130	1,244
Other	575	290	65	930	170	239	150	559
Total need by income	1,858	1,090	209	3,157	1,003	1,129	544	2,676

Table 9 – Cost Burden > 30%

Data 2016-2020 CHAS
Source:

4. Cost Burden > 50%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	0	0	85	85	94	90	0	184
Large Related	0	0	0	0	30	10	15	55
Elderly	214	175	34	423	385	50	20	455
Other	0	380	35	415	150	0	0	150
Total need by income	214	555	154	923	659	150	35	844

Table 10 – Cost Burden > 50%

Data 2016-2020 CHAS
Source:

5. Crowding (More than one person per room)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Single family households	150	130	70	15	365	0	0	80	10	90

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	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Multiple, unrelated family households	0	0	0	0	0	0	0	0	0	0
Other, non-family households	0	0	0	0	0	0	0	0	0	0
Total need by income	150	130	70	15	365	0	0	80	10	90

Table 11 – Crowding Information – 1/2

Data Source: 2016-2020 CHAS

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Households with Children Present	600	710	505	1,815	75	255	615	945

Table 12 – Crowding Information – 2/2

Data Source
Comments:

Describe the number and type of single person households in need of housing assistance.

Tables 7, 8, and 11 above do not include the count or percent of residents above 100 percent of area median income, and tables 9 and 12 do not include any residents above 80 percent area median income.

Households reporting a housing problem represent 22 percent of the 29,725 total households in the City of Appleton (Table 7). There are four common housing problems: substandard housing lacking complete kitchen facilities, lacking complete plumbing facilities, overcrowding (more than 1.01 persons per room), and cost burden (more than 30 percent of annual income spent on housing costs). For residents with income between 0 to 100 percent of AMI, there are about 3,085 owner-occupied households and 3,530 renter households that report having specific housing problems (substandard housing, overcrowding, or cost burden,) for a total of 6,615 households. Among those households, there are 1,990 renter households and 1,070 owner households that report experiencing a severe housing program, for a total of 3,060 households with a severe housing problem.

Elderly households, small-family households, and other households (defined as a household consisting of non-related adults and including singles) are the most likely to report experiencing a housing cost burden. These households may have a variety of factors that contribute to their cost burden, including limited income, limited options in the market due to undersupply, and limited options due to special

needs. The largest number of renter households reporting a cost burden of greater than 30 percent are small-related households (1,234 households or 12 percent of renters) and households classified as “Other” (930 households or 9 percent of renters). The largest number of renter households reporting a cost burden greater than 50 percent were elderly families (423 households) and other households (415 households). The largest number of owner-occupied households reporting a cost burden greater than 30 percent are elderly families (1,244 households or 6 percent of owners) and small-related households (718 households or 4 percent of owners). The largest number of owner-occupied households reporting a cost burden greater than 50 percent are elderly families (455). This data indicates that elderly households especially are having trouble keeping up with housing costs and price increases. Elderly households are often reliant on a fixed income that may not be high enough to support all basic needs in addition to housing. Small-related households and other non-family households also struggle with affordability. Strategies that provide these households with relief from housing problems should be supported by the activities strategies and outcome goals detailed in this plan.

The Fox Cities Housing Coalition (FCHC) has implemented HUD’s Coordinated Entry approach to end homelessness. The FCHC maintains a list of homeless individuals and households in the City of Appleton and uses this list in conjunction with non-profits who provide housing and homelessness services to pull people off the list for housing. Many recipients also receive case management services to address life skills, education or job training needs, or other unmet needs. As of December 2024, there were 673 total households on the Coordinated Entry list for homeless assistance services in the Fox Cities, with 259 households being current residents of the Fox Cities. The list includes family households with children present, and single adult households. It also includes households fleeing domestic violence situations and veteran households. The July 2024 Point in Time count identified 148 households experiencing unsheltered homelessness in the Fox Cities, and additional 184 households experiencing sheltered homelessness in the area. The Appleton Housing Authority (AHA) is the largest provider of affordable rental housing in the City of Appleton. AHA experiences a high level of requests for assistance from single-person households.

Estimate the number and type of families in need of housing assistance who are disabled or victims of domestic violence, dating violence, sexual assault and stalking.

During interviews with the local domestic abuse shelter, Harbor House, staff indicated that their program served around 1,935 clients in 2023, which was an increase from previous years. While an estimate of the number of families in need of housing assistance specifically was not available for the City of Appleton, Harbor House has expanded their shelter in recent years in an effort to meet the increasing need. In 2018 in Outagamie County, law enforcement data from the Wisconsin Attorney General's office indicates that there were 777 incidents reported to law enforcement, with a total of 803 victims, including 20 children. In Calumet County and Winnebago County, of which a small portion of the City of Appleton is located, there were 134 reported incidents, with 157 total victims, including 13 children, and 934 reported incidents with 1,410 total victims, including 19 children, respectively.

What are the most common housing problems?

There are three types of common housing problems: substandard housing lacking complete kitchen or plumbing facilities, overcrowding (more than 1.01 persons per room), and cost burden (more than 30 percent of annual income spent on housing costs). Overcrowding is considered severe if there is more than 1.5 persons per room, and cost burden becomes severe if there is more than 50 percent of annual income spent on housing costs.

There are approximately 19,550 owner-occupied housing units in Appleton and 10,175 renter-occupied housing units. Table 7 indicates that housing cost burden is the most common housing problem among households between 0-100 percent Area Median Income (AMI) reporting a problem. Housing cost burden was the most commonly reported problem for owner-occupied households, with 1,970 households (10 percent of all owner-occupied households) reporting a cost burden. Severe housing cost burden was the most commonly reported problem for renter-occupied households, with 1,520 households (15 percent of all renter-occupied households) reporting a severe cost burden. Compared with owner-occupied households, renter-occupied households face a higher cost-burden, with more renters per capita reporting being cost-burdened, and a higher percent of those renters being severely cost-burdened.

Overcrowded housing, with 1.01 to 1.5 people per room, is the next most common issue among both homeowners and renters, with only 415 total households between 0-100 percent AMI impacted, accounting for 2.3 percent of low-and moderate-income households. This issue impacts significantly fewer households than housing cost burden. Incomplete plumbing or kitchen facilities impacted only 110 renters between 0-100 percent AMI and 19 owners in that same income range.

Are any populations/household types more affected than others by these problems?

Elderly homeowners and small-family renters report the greatest cost-burden. Among elderly owner-occupied households, 46 percent of households reported being cost-burdened. Small-family renter occupied households also experience cost burden at a high rate, with 39 percent of small-family households report a housing cost burden. These demographics may be impacted at higher rates for a variety of reasons. Small households are often comprised of younger adults who have limited/lower incomes than their older peers and may have fewer choices available at their income level. For elderly, owner-occupied households, many seniors are living on limited income from social security benefits and may not have sufficient monthly income to stay under cost-burden status.

Describe the characteristics and needs of Low-income individuals and families with children (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered 91.205(c)/91.305(c)). Also discuss the needs of formerly homeless families and individuals who are receiving rapid re-housing assistance and are nearing the termination of that assistance

Both the Salvation Army of the Fox Cities and Pillars, Inc. administer several rapid re-housing programs on behalf of the City of Appleton- the fiscally responsible entity. During interviews with both organizations, staff described the needs and characteristics typical of individuals and families at imminent risk of becoming homeless:

- Undiagnosed or misdiagnosed mental health issues, lack of access to mental health treatment options
- Housing cost burden, with struggles amplified for single-income households
- Ongoing issues with substance abuse and addiction
- Availability and expense of dependable transportation
- Record of criminal behavior and/or past evictions
- Ongoing debt (utility, medical)
- Lack of childcare availability for parents to work

During interviews with both organizations, staff described the needs and characteristics typical of formerly homeless individuals and families and households currently receiving assistance as:

- Availability of adequate support networks
- Availability of quality affordable housing
- Availability of childcare
- Access to reliable transportation & insurance
- Access to medical, substance abuse, and mental health resources
- Access to job training or education programs to increase income

If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates:

N/A

Specify particular housing characteristics that have been linked with instability and an increased risk of homelessness

The following characteristics may indicate instability and an increased risk of homelessness, according to member agencies of the local continuum of care- the Fox Cities Housing Coalition.

- Substandard housing units
- Utility debt
- Housing cost burden
- Insufficient support networks
- Destructive domestic relationships

- Previous/recent institutionalization or imprisonment
- Mental Health issues

Discussion

Overall, renter-occupied households in Appleton report experiencing a housing problem at a higher rate than owner-occupied households. The following comparison and discussion of the rates at which renters and owners report issues will help influence areas of impact that Appleton may consider in the upcoming years. Cost burden and severe cost burden are the two housing issues facing Appleton's residents at the highest rates and should be considered issues of high concern for funding opportunities.

Substandard conditions:

Renters - 110 renters, 1% of overall renters

Owners - 19 owners, <0.1% of overall owners

Overcrowding (>1.01 residents per room):

Renters - 365 renters, 3.6%

Owners - 90 owners, 0.5%

Housing Cost Burden >30%-50%

Renters - 1,440 renters, 14%

Owners - 1970 owners, 10%

Housing Cost Burden >50%

Renters - 1,520 renters, 15%

Owners - 964 owners, 5%

NA-15 Disproportionately Greater Need: Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

Introduction

The City of Appleton is required to identify disproportionate housing needs of racial and ethnic groups within the community and make decisions to reduce the impact of these needs.

During the most recent decennial census count, residents were asked to identify their race(s). Appleton's racial demographic breakdown is as follows:

- The vast majority of Appleton's population identifies as belonging to only one racial group, with 93.5 percent of residents reporting only one race.
- White: 80 percent
- Black or African American: 3 percent
- American Indian and Alaska Native: under 1 percent
- Asian: 6 percent
- Native Hawaiian and Other Pacific Islander: Under .25 percent
- Some other race (alone): 3 percent
- Population of two or more races: 6.5 percent

0%-30% of Area Median Income

Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,870	290	164
White	2,230	285	149
Black / African American	135	4	4
Asian	195	0	10
American Indian, Alaska Native	25	0	0
Pacific Islander	0	0	0
Hispanic	175	0	0

Table 13 - Disproportionally Greater Need 0 - 30% AMI

Data Source: 2016-2020 CHAS

*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

30%-50% of Area Median Income

Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,430	1,705	0
White	2,090	1,445	0
Black / African American	64	0	0
Asian	89	95	0
American Indian, Alaska Native	10	0	0
Pacific Islander	0	0	0
Hispanic	160	130	0

Table 14 - Disproportionally Greater Need 30 - 50% AMI

Data 2016-2020 CHAS
Source:

*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

50%-80% of Area Median Income

Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,335	4,140	0
White	1,165	3,465	0
Black / African American	15	20	0
Asian	85	165	0
American Indian, Alaska Native	0	80	0
Pacific Islander	4	0	0
Hispanic	45	325	0

Table 15 - Disproportionally Greater Need 50 - 80% AMI

Data 2016-2020 CHAS
Source:

*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

80%-100% of Area Median Income

Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	380	3,280	0
White	320	2,765	0
Black / African American	0	110	0
Asian	35	155	0
American Indian, Alaska Native	0	20	0
Pacific Islander	0	0	0
Hispanic	20	195	0

Table 16 - Disproportionally Greater Need 80 - 100% AMI

Data 2016-2020 CHAS

Source:

*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

Discussion

In the City of Appleton, 45 percent of total households with incomes between 0-100 percent AMI reported one or more housing problems (incomplete kitchen or plumbing facilities, overcrowding, and cost burden over 30 percent) or no income (cost burden cannot be computed). When analyzed by race/ethnicity, it is clear that there is a divide in who is most commonly experiencing the reported housing issues, although lowest income groups in general are the most likely to experience a housing problem. Among households with incomes between 0-100 percent AMI reporting a housing problem or no income, White households reported at a rate of 43 percent, Black/African American households at 62 percent, Asian households at 50 percent, American Indian/Alaska Native households at 26 percent, Pacific Islander households at 100 percent, and Hispanic households at 23 percent. It should be noted that there are significantly fewer Pacific Islander households than any other demographic and the small number of households may lead to error in these estimations.

Much of the variance in reported housing issues can be attributed to issues experienced by the lowest income residents at 0-30 percent AMI and >30-50 percent AMI. Table 13 shows that 91 percent of households at 0-30 percent AMI reported a housing problem or no income. This again varied by race/ethnicity, with 89 percent of White households reporting an issue or no income, compared to 97 percent of Black/African American households, 100 percent of Asian households, 100 percent of American Indian/Alaska Native households, and 100 percent of Hispanic households.

Table 14 shows that at >30-50 percent AMI, the number of households reporting a housing problem or no income decreased but housing problems were still a challenge for many residents. Overall, 69 percent households with incomes at >30-50 percent AMI reported a housing issue. Among households at >30-50 percent AMI, 59 percent of White households reported a housing problem, compared to 100 percent of Black/African American households, 48 percent of Asian households, 100 percent of American Indian/Alaska Native households, and 55 percent of Hispanic households.

As household income increases, the number of households reporting a severe housing problem decreases significantly. Table 15 shows that the overall percentage of households reporting a housing problem was 24 percent for households with incomes at >50-80 percent AMI and 10 percent for households with incomes at >80-100 percent AMI. There is still significant variance in reports of housing problems by race at >50-80 percent AMI, with 43 percent of Black/African American households, 34 percent of Asian households, and 100 percent of Pacific Islander households at that income level reporting at least one housing problem.

Only among households with incomes between >80-100 percent AMI does the gap between racial groups significantly decrease (Table 16). This indicates that overall households with lower incomes are most likely to report a housing problem, and that, generally speaking, non-white households are more likely to report a housing problem.

NA-20 Disproportionately Greater Need: Severe Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

Introduction

The City of Appleton is required to identify disproportionate housing needs of racial and ethnic groups within the community and make decisions to reduce the impact of these needs. Census data breaks down the estimated total households by race, and provides an opportunity to analyze whether households of different race have a higher or lower level of need (housing issues) compared to the percentage of the population as a whole that is reporting that need. The estimated racial breakdown of households in Appleton (from the 2020 5-year ACS estimates) is as follows:

- White: 26,806 total households
- Black or African American: 527 households
- American Indian and Alaska Native: 132 households
- Asian: 1,503 households
- Native Hawaiian and Other Pacific Islander: 9 households
- Some other race: 354 households
- Two or more races: 398 households
- Additionally, 1,106 households reported being of Hispanic or Latino ethnicity.

0%-30% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,240	925	164
White	1,670	860	149
Black / African American	135	4	4
Asian	145	50	10
American Indian, Alaska Native	25	0	0
Pacific Islander	0	0	0
Hispanic	175	0	0

Table 17 – Severe Housing Problems 0 - 30% AMI

Data Source: 2016-2020 CHAS

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

30%-50% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	705	3,435	0
White	560	2,980	0
Black / African American	39	25	0
Asian	29	155	0
American Indian, Alaska Native	10	0	0
Pacific Islander	0	0	0
Hispanic	60	230	0

Table 18 – Severe Housing Problems 30 - 50% AMI

Data 2016-2020 CHAS
Source:

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

50%-80% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	235	5,245	0
White	155	4,480	0
Black / African American	0	40	0
Asian	60	190	0
American Indian, Alaska Native	0	80	0
Pacific Islander	0	4	0
Hispanic	10	360	0

Table 19 – Severe Housing Problems 50 - 80% AMI

Data 2016-2020 CHAS
Source:

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

80%-100% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	140	3,520	0
White	115	2,970	0
Black / African American	0	110	0
Asian	25	165	0
American Indian, Alaska Native	0	20	0
Pacific Islander	0	0	0
Hispanic	0	220	0

Table 20 – Severe Housing Problems 80 - 100% AMI

Data Source: 2016-2020 CHAS

*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

Discussion

In City of Appleton, 11 percent of total households at all income ranges reported one or more severe housing problem. However, 21 percent of residents with incomes between 0-100 percent AMI reported one or more severe housing problem (incomplete kitchen or plumbing facilities, severe overcrowding, and cost burden over 50 percent) or no income (cost burden cannot be computed). This indicates that severe housing problems are disproportionately impacting low- and moderate-income residents. Among residents between 0-100 percent AMI, 20 percent of residents reported at least one or more severe housing problem, and 1 percent reported no income.

When broken down by race/ethnicity, it is clear that there is a divide in who is most commonly experiencing the reported housing issues. Among households with incomes between 0-100 percent AMI reporting a severe housing problem or no income, White households reported at a rate of 19 percent, Black/African American households at 50 percent, Asian households at 32 percent, American Indian/Alaska Native households at 26 percent, and Hispanic households at 23 percent. Only Pacific Islander households did not report any issues, but the number of households is significantly smaller than any other demographic.

Much of the variance in reported housing issues can be attributed to issues experienced by the lowest income residents at 0-30 percent AMI and >30-50 percent AMI. According to Table 7, 72 percent of households at 0-30 percent AMI reported a severe housing problem or no income. This again varied by race/ethnicity, with 68 percent of White households reporting an issue or no income, compared to 97 percent of Black/African American households, 76 percent of Asian households, 100 percent of American Indian/Alaska Native households, and 100 percent of Hispanic households.

Table 18 indicates that at >30-50 percent AMI, the number of households reporting a severe housing problem or no income decreased significantly. Overall, 17 percent of households with incomes at >30-50 percent AMI reported a housing issue. Among White households, 16 percent reported a severe housing problem, compared to 61 percent of Black/African American households, 16 percent of Asian households, 100 percent of American Indian/Alaska Native households, and 21 percent of Hispanic households.

As household income increases, the number of households reporting a severe housing problem decreases significantly. The overall percentage of households reporting a severe housing problem was 4 percent at both >50-80 percent AMI and >80-100 percent AMI (Table 19, Table 20). Reports of severe housing problems by race were also much more aligned among these income groups, with one exception. Asian households at >50-80 percent AMI and >80-100 percent AMI reported severe housing problems at a rate of 24 percent and 13 percent, respectively. This indicates that while households overall tend to report fewer severe housing problems as their income increases, some households are still experiencing severe housing problems at disproportionate levels.

NA-25 Disproportionately Greater Need: Housing Cost Burdens – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has a disproportionately greater need in comparison to the needs of that category of need as a whole.

Introduction:

A disproportionately greater need exists when the members of a racial or ethnic group at a given income level experience housing problems at a greater rate (ten percentage points or more) than the income level as a whole. Cost burden is a fraction of a household's total gross income spent on housing costs. A household is considered to have a cost burden if more than 30 percent of their annual income is spent on housing. The table below displays household cost burden information for the jurisdiction and each racial and ethnic group, including no cost burden (less than 30 percent annual income spent on housing), cost burden (30-50 percent annual income), severe cost burden (more than 50 percent annual income), and no/negative income (cost burden cannot be computed).

Housing Cost Burden

Housing Cost Burden	<=30%	30-50%	>50%	No / negative income (not computed)
Jurisdiction as a whole	21,610	4,070	3,025	175
White	19,310	3,585	2,460	149
Black / African American	200	70	149	4
Asian	885	185	120	10
American Indian, Alaska Native	140	0	35	0
Pacific Islander	0	4	0	0
Hispanic	875	195	170	0

Table 21 – Greater Need: Housing Cost Burdens AMI

Data Source: 2016-2020 CHAS

Discussion:

Analysis of the data in the above table indicates that Black/African American households experience a disproportionately larger share of housing cost burden than households in the jurisdiction as a whole. In the jurisdiction as a whole, 76 percent of households reported having no housing cost burden, compared to only 47 percent of Black/African American households with no cost burden. All Pacific Islander households in Appleton reported experiencing a housing cost burden between 30-50 percent, however there is limited data on the actual total number of households.

Around 13 percent of overall households reported a housing cost burden of 30-50 percent in the jurisdiction. All other racial and ethnic groups reported between 14-17 percent cost burden, except for Pacific Islander households reporting a cost burden at 100 percent. The total number of Pacific Islander households is very low in Appleton and may cause data errors.

Around 9 percent of households in the jurisdiction as a whole reported a severe housing cost burdened (greater than 50 percent). This housing issue disproportionately affects minority racial groups in the area, with 35 percent of Black/African American households and 20 percent of American Indian and Alaska Native households reporting a severe housing cost burden.

NA-30 Disproportionately Greater Need: Discussion – 91.205(b)(2)

Are there any income categories in which a racial or ethnic group has disproportionately greater need than the needs of that income category as a whole?

Severe housing cost burden and other housing issues differ significantly by income level and by race. Table 13 indicates that 91 percent of households between 0-30 percent AMI reported having one or more of four housing problems, with reporting in Table 17 indicating 78 percent of reports being considered a severe housing problem.

Table 18 indicates that at 30-50 percent AMI, 59 percent of households in the jurisdiction as a whole reported having one of four housing problems, while 100 percent of Black/African American households reported having problems. Of the 59 percent of households reporting housing problems, 29 percent of those reports were for a severe housing problem. In comparison, 60 percent of the Black/African American households that reported a housing problem was having a severe housing problem.

Table 19 indicates that at 50-80 percent AMI, 24 percent of the jurisdiction as a whole reported a housing problem, with 18 percent of the reports being for a severe housing problem. Among Asian households at 50-80 percent AMI, 34 percent reported a housing problem, with 70 percent of reports being for a severe housing problem. Among Black/African American households, 42 percent reported a housing problem.

Table 20 indicates At 80-100 percent AMI, the reports of housing problems decreases significantly, but the presence of severe problems is a challenge that income did not entirely mitigate. Overall, only 10 percent of households in the jurisdiction with incomes between 80-100 percent AMI reported a housing problem, however, 36 percent of reported problems were for a severe housing problem. White households reported a housing problem at a rate of about 10 percent, but nearly half of all reports were for a severe housing problem. Among Asian households at this income level, 18 percent reported a housing issue, and 71 percent of reports were for a severe housing problem.

In every AMI category, one or more minority racial or ethnic groups reported housing problems at a higher rate than the jurisdiction as a whole.

If they have needs not identified above, what are those needs?

All known needs have been identified above.

Are any of those racial or ethnic groups located in specific areas or neighborhoods in your community?

Appleton Consolidated Plan - Public Comment

The ethnic density map found in Section MA-50 of this Plan illustrates the concentration of minority households in the City of Appleton. Overall, the locations of racial and ethnic households are dispersed throughout the City, with a few small neighborhoods of slightly higher concentration.

NA-35 Public Housing – 91.205(b)

Introduction

The Appleton Housing Authority's mission is to provide decent, safe, quality housing for individuals and families that need rent affordability along with opportunities and programming for participants desiring to become self-sufficient. As of February 2024, there were over 1,560 people (682 families) on AHA's Housing Choice Voucher waitlist, and almost 1,180 persons (460 families) on the public housing waitlist. The number of households on these waitlists significantly outpaces the number of vouchers and public housing units available.

Totals in Use

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project - based	Tenant - based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers in use	0	0	203	555	12	532	11	0	0

Table 22 - Public Housing by Program Type

***includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition**

Data Source: PIC (PIH Information Center)

Characteristics of Residents

	Program Type							
	Certificate	Mod-Rehab	Public Housing	Vouchers			Special Purpose Voucher	
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program
Average Annual Income	0	0	12,707	12,360	11,821	12,464	7,899	0
Average length of stay	0	0	5	5	1	5	0	0
Average Household size	0	0	1	2	2	2	2	0
# Homeless at admission	0	0	0	1	0	0	1	0
# of Elderly Program Participants (>62)	0	0	88	108	0	108	0	0
# of Disabled Families	0	0	65	237	1	233	3	0
# of Families requesting accessibility features	0	0	203	555	12	532	11	0
# of HIV/AIDS program participants	0	0	0	0	0	0	0	0
# of DV victims	0	0	0	0	0	0	0	0

Table 23 – Characteristics of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

Race of Residents

Race	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
White	0	0	178	440	11	419	10	0	0
Black/African American	0	0	4	64	1	62	1	0	0
Asian	0	0	15	35	0	35	0	0	0
American Indian/Alaska Native	0	0	6	15	0	15	0	0	0
Pacific Islander	0	0	0	1	0	1	0	0	0
Other	0	0	0	0	0	0	0	0	0
*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition									

Table 24 – Race of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

Ethnicity of Residents

Ethnicity	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
Hispanic	0	0	0	20	0	20	0	0	0
Not Hispanic	0	0	203	535	12	512	11	0	0
*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition									

Table 25 – Ethnicity of Public Housing Residents by Program Type

Appleton Consolidated Plan - Public Comment

Data Source: PIC (PIH Information Center)

Section 504 Needs Assessment: Describe the needs of public housing tenants and applicants on the waiting list for accessible units:

The Appleton Housing Authority (AHA) has over 1,560 persons on its voucher waiting list, of which 317 have a disability. There are 161 elderly applicants that may also benefit from an accessible unit.

The AHA has **212** units of public housing stock, which includes the following composition of buildings:

- Oneida Heights is a 159-unit complex that provides affordable housing units for persons that are either elderly or disabled.
- Scattered Site public housing composes 53 units of AHA's total PH units and are open to anyone who is income-qualified

Other income-qualified units include:

- The Landing at Eagle Flats is a 54-unit complex that provides affordable housing units to any income-qualified renters.
- Grandview Townhomes are open to any income-qualified renters. There are 40 total units, with 8 units set aside for homeless persons, 8 units set aside for veterans, and 6 project based vouchers.
- Riverwalk Place is a 70-unit complex that provides affordable housing units to seniors (62 or older).
- Wollen Mills Apartments is a 60-unit complex with some income-restricted units

Persons with disabilities have a wide variety of needs other than accessible housing that must be met in order to remain living independently, including a stable source of income, access to appropriate medical services, personal care attendants, access to nutritional foods, affordable medications, medication management, accessible transportation, access to the internet, access to cell phone services, and access to socialization activities.

Most immediate needs of residents of Public Housing and Housing Choice voucher holders

Since these families are housed, the most immediate needs are financial stability, food security, access to medical care, access to affordable childcare, and access to reliable transportation. Many residents also struggle with paying utility bills, making energy efficient housing modifications desirable.

How do these needs compare to the housing needs of the population at large

The needs of the AHA residents and voucher holders directly correlate with the economic position of the City of Appleton's population at large. The higher level of family income translates to a reduction of these needs. Lower income families and individuals experience the same needs as those families with incomes that are extremely low (>30 percent AMI), very low (>50 percent AMI), and low (>80 percent AMI). The Appleton Housing Authority often experiences a high demand for one and two-bedroom units that exceed the availability in the Fox Cities region.

The Appleton Housing Authority also offers a homebuyer program, to assist first-time homebuyers in the purchase of a home through downpayment assistance and closing costs. To date (February 2025), there have been 704 closings assisted by the AHA.

Discussion

NA-40 Homeless Needs Assessment – 91.205(c)

Introduction:

Populations that experience homelessness in the City of Appleton include:

- Single Adults;
- Families with Children;
- Veterans;
- Chronically Homeless;
- Youth

Single Adults

Single adults are the largest group experiencing homelessness in the Fox Cities. Homelessness among single adults with an income is often due to being unable to secure affordable, available housing. A temporary financial or life crisis, such as losing a job, the end of a relationship, death of a partner, or health emergency, can result in a loss of housing and homelessness. The experience of homelessness for this population is most often brief and non-recurring.

Families with Children

Families experiencing homelessness are similar to other families that are also low income but have housing. Both may struggle with incomes that are far less than they need to pay for housing. Homelessness is often a result of a lost job or work hours, conflict with family members they are staying with, an unanticipated bill or violence within the home, which causes the family to seek help. Homelessness can have a tremendous impact on children, particularly on their health, sense of safety, and overall development.

Veterans

Appleton Consolidated Plan - Public Comment

Like civilians, veterans must navigate the lack of affordable housing and economic hardship that the population at large faces, but in addition to the challenges triggered by military service. Veterans often face invisible wounds of war, including traumatic brain injuries and post-traumatic stress disorder, both of which correlate with homelessness.

Chronic

Individuals and families experiencing chronic homelessness typically have complex and long-term health conditions, such as mental illness, substance use disorders, physical disabilities, or other medical conditions. Once experiencing homelessness, it is difficult for them to maintain their housing solution and as a result can experience long and repeated episodes of homelessness.

Youth

Youth homelessness in the Fox Cities area is often hidden. Many homeless youth and young adults have experienced significant trauma before and after becoming homeless and are particularly vulnerable. This population often have rooted family conflict and have economic circumstances including poverty, housing insecurity, racial disparities, mental health and substance use disorders. Youth who identify as lesbian, gay, bisexual, transgender, and questioning (LGBTQ), are pregnant or parenting, have special needs or disabilities, and are of color are also more likely to experience homelessness.

The numbers illustrated in the tables below indicate that there is a higher need in the Fox Cities for smaller-sized affordable housing units than for families with children, which supports concerns expressed during many agency interviews.

Homeless Needs Assessment

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons in Households with Adult(s) and Child(ren)	75	4	290	177	82	70

Appleton Consolidated Plan - Public Comment

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons in Households with Only Children	0	0	4	1	0	65
Persons in Households with Only Adults	113	9	520	250	80	94
Chronically Homeless Individuals	16	9	144	30	18	122
Chronically Homeless Families	4	0	27	13	7	84
Veterans	14	0	27	11	6	84
Unaccompanied Child	0	0	98	56	41	0
Persons with HIV	0	0	5	3	1	105

Table 26 - Homeless Needs Assessment

Data Source Comments: Data Source: Institute for Community Alliances (ICA), the Homeless Management Information System administrator, 2023 report. Data for unaccompanied youth was not available. The estimates for number of persons experiencing homelessness on a given night are from the 2024 aggregated totals of Point in Time counts.

Indicate if the homeless population is: All Rural Homeless, Partially Rural Homeless, **Has No Rural Homelessness**

If data is not available for the categories "number of persons becoming and exiting homelessness each year," and "number of days that persons experience homelessness," describe these categories for each homeless population type (including chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth):

Nature and Extent of Homelessness: (Optional)

Race:	Sheltered:	Unsheltered (optional)
White	540	0
Black or African American	211	0
Asian	19	0
American Indian or Alaska Native	62	0
Pacific Islander	2	0
Ethnicity:	Sheltered:	Unsheltered (optional)
Hispanic	95	0
Not Hispanic	911	0

Data Source
Comments:

Data Source: Institute for Community Alliances (ICA), the Homeless Management Information System administrator provided sheltered information from 2024. Sheltered is defined by HUD as residing in emergency shelter and transitional housing.

Estimate the number and type of families in need of housing assistance for families with children and the families of veterans.

An additional 164 persons that identify as an “other” race or two or more races as well as an additional five persons whose race was unknown or not provided, experienced homelessness and were not included in the chart above due to the racial categories included. As shown in the Homeless Needs Assessment table above, the estimated number of households currently receiving shelter, rapid rehousing, or permanent supportive housing assistance was 1,006 for 2024. The Fox Cities Housing Coalition has been successful in reducing the amount of time that a household (family or individual) is experiencing homelessness prior to being housed.

Households Breakdown:

Adults and Children: The estimated number of families with adults and children becoming homeless in 2023 was 177, while the estimated number of households (children and adults) exiting homelessness was 82.

Households with Only Children: The estimated number of households with only children becoming homeless in 2023 was 4, while the estimated number of households exiting homelessness was 0.

Households with Only Adults: The estimated number of households with only adults becoming homeless in 2023 was 520, while the estimated number of households exiting homelessness was 80.

Chronically Homeless* Individuals: The estimated number of individuals experiencing chronic homelessness in 2023 was 144, while the estimated number of households exiting homelessness was 18.

Chronically Homeless* Families: The estimated number of families experiencing chronic homelessness in 2023 was 27, while the estimated number of households exiting homelessness was 7.

Persons with HIV: The estimated number of persons with HIV experiencing homelessness in 2023 was 5, while the estimated number of households exiting homelessness was 1.

*Chronic homelessness is defined as an individual with a disability who lives in a place not meant for human habitation, a safe haven, or an emergency shelter, who has been homeless for at least 12 months or at least four separate times in the last three years.

The difference between the estimates of those becoming homeless and those exiting homeless indicates that the Fox Cities Housing Coalition (FCHC) is struggling to make gains in permanently housing families with children, as more are becoming homeless than exiting homelessness. The FCHC has been very active in fighting homelessness, but limited resources and a shortage of housing supply has been a major challenge in recent years.

The estimated number of veterans that experienced homelessness in 2023 was 27, a significant decrease from 54 veterans in 2019. The estimated number becoming homeless in 2023 was 11, with only approximately six veterans exiting homelessness. Ideally, there would be more persons exiting homelessness each year than entering homelessness, so current numbers indicate a negative outcome but there have been significant improvements in recent years in reducing homelessness among veterans.

Describe the Nature and Extent of Homelessness by Racial and Ethnic Group.

According to 2023 ACS 5-year estimates, just under four percent of the City of Appleton's population identified their race as Black/African American or at least one other race and Black/African American. The aggregate data shown in the Nature and Extent of Homelessness table above indicates that 21 percent of the homeless population sheltered identified as Black/African American. The 17 percent difference between the data presented for overall population and homeless sheltered suggest that a disproportionate number of Black/African American individuals are affected by homelessness in the City of Appleton. However, the majority of individuals and households experiencing homelessness in the City of Appleton identify as white only (54 percent), and non-Hispanic (91 percent).

Describe the Nature and Extent of Unsheltered and Sheltered Homelessness.

As shown in the Homeless Needs Assessment table [above], the data from the January and July 2024 Point in Time counts indicates that approximately seven percent of the homeless population in the Fox Cities was unsheltered. Of the 178 total unsheltered households reported between both counts, 41 were households with children and 144 were households with adults only. The number of households with children experiencing homelessness has increased in recent years.

Discussion:

NA-45 Non-Homeless Special Needs Assessment - 91.205 (b,d)

Introduction:

The non-homeless special needs assessment evaluates both the housing and supportive services needs of members of the community that have special needs. Special needs populations may include, but are not limited to the elderly, persons living with mental, physical and/or developmental disabilities, persons experiencing alcohol or other substance abuse addictions, and victims of domestic violence, dating violence, sexual assault or stalking.

Describe the characteristics of special needs populations in your community:

Defining the special needs population in the City of Appleton is a result of several consultations and interviews with service-providing organizations in the community. The most prevalent characteristics of this population are:

- Persons affected by mental, physical, and/or developmental disabilities;
- Persons struggling with substance abuse; and
- Elderly persons/households that are in need of an array of supportive services

According to census data, the estimated number of households in the City of Appleton with a disability is 16,767 or 22 percent of the total noninstitutionalized population. Institutionalized populations include correctional institutions, nursing homes and other institutions that house persons with a disability. Affordable and accessible housing options for people with disabilities include Oneida Heights, Randall Court Apartments, GlenPark Apartments, Pillar's Ascend apartments, Pillar's WireWorks apartments, Riverwalk Place, and John Fischer Manor.

What are the housing and supportive service needs of these populations and how are these needs determined?

During consultation with the various organizations of the community that provide services, the most common needs for non-homeless special populations include:

Transportation- specifically affordability and availability for those that cannot afford to own a vehicle or are not physically capable of transporting themselves. The City of Appleton's Valley Transit Authority has recently had to limit hours and cut service due to staffing challenges, further limiting options to get around. Valley Transit also operates the VT Connector, a service that provides riders with connections

between transfer points on the bus line and their starting or final destination. This is operable during normal hours and on Saturdays.

Mental Health Services- In addition to being the most predominantly identified need by community agencies, 60 percent of respondents to the Community-Wide Needs Survey indicated that access to health services and dental services was very important. This includes access to qualified professionals, insurance and/or financial capacity to receive continuous services, and extended care.

Discharge Services- The other predominant need identified was discharge planning for individuals returning from mental/physical health institutions and Department of Justice institutions. There are currently no facilities or resources available to this demographic.

Housing- specifically accessibility, affordability, and attainability. Prices for housing in the City have been increasing significantly in recent years, making it even more difficult for the special needs population to attain housing units. Furthermore, due to the competitive market, costs associated with renting are inflated. For current homeowners- particularly the elderly- affordability plays a factor as the unit ages and deteriorates, hindering their ability to rehabilitate the unit or make it accessible. People who were recently institutionalized may also struggle to find housing options with a lack of recent rental history and landlords unwilling to accept them in a tight rental market.

Discuss the size and characteristics of the population with HIV/AIDS and their families within the Eligible Metropolitan Statistical Area:

N/A

If the PJ will establish a preference for a HOME TBRA activity for persons with a specific category of disabilities (e.g., persons with HIV/AIDS or chronic mental illness), describe their unmet need for housing and services needed to narrow the gap in benefits and services received by such persons. (See 24 CFR 92.209(c)(2) (ii))

Discussion:

NA-50 Non-Housing Community Development Needs – 91.215 (f)

Describe the jurisdiction's need for Public Facilities:

Respondents to the Community-Wide Needs Survey were asked to rank the importance of five categories of eligible CBDG activities on a scale of 1 to 5, and to rate specific issues as very important, somewhat important, or not important.

All rankings of the five categories were summed to find the average ranking of each activity category to understand how many people viewed it as an important priority for the City. The higher overall number, the more people ranked it as a high priority activity. The distribution of the summed rankings is as follows:

- Public Services - 3.375/5
- Housing Rehab - 3/5
- Public Facilities and Improvements - 2.9/5
- Homeownership Assistance - 2.7/5
- Economic Development - 2.6

The amount of public service dollars that can be committed each year is capped at 15 percent of the total CDBG allocation. The City is currently utilizing the share of public services dollars for the Community Resource Navigator staff position that connects persons experiencing homelessness and other basic needs crises with resources available to them in the community.

Housing Rehabilitation projects were the next top priority in the community. The City of Appleton offers a housing rehabilitation loan program that provides zero interest loans to income-qualified residents for critical home improvements, such as roofing and foundation improvements, windows, siding and fascia, accessibility upgrades, and other updates that enable homeowners to stay in their homes. Rebuilding Together Fox Valley provides homeowner rehabilitation through a grant program focused on improvements for disabled and elderly residents to ensure their homes are accessible and they can age in place. These projects are important for ensuring that affordable ownership and existing housing in the community is retained and maintained.

Around 40 percent of the Community-Wide Needs Survey respondents expressed that the condition of parks and other public spaces are in the same condition as five years ago, and 92 percent of respondents indicated that improvements to neighborhood parks and public spaces is somewhat or very important. These are considered public facilities and was an area of interest for improvements for many residents. Additionally, 90 percent of respondents said that funding for homeless shelters was somewhat or very important.

During agency interviews, several representatives raised concerns regarding the need to develop specific public facilities, including a youth shelter, a shelter for individuals discharged from institutional settings, and mental health facilities.

How were these needs determined?

In addition to the Community-Wide Needs Survey and the Stakeholder Survey, the need for public facilities was discussed during multiple agency interviews during the development of this Plan.

Describe the jurisdiction's need for Public Improvements:

Maintaining the quality of the City of Appleton's infrastructure while experiencing federal and state funding decreases has proven difficult. Because infrastructure activities are general high-cost projects, funding them through the CDBG program has not been considered a high priority in the past. However, 100 percent of respondents to the Community-Wide Needs Survey indicated that the repair or replacement of streets, sidewalks and/or infrastructure is somewhat or very important. City departments are working to improve street conditions and have embarked on a Complete Streets project to ensure that all streets are safe for a variety of multi-modal transportation options. CDBG funds may be leveraged in this project to assist with the improvements.

Unfortunately, due to the budget constraints, street repair and replacement has been so delayed that the materials are expected to last double the normal life cycle. Considering the high priority response to improve infrastructure needs in the community, continued budgetary constraints may require the City of Appleton to consider utilizing CDBG funding for small street projects in low and moderate-income areas.

Other areas of interest for public improvements include parks and public spaces, and improvements to resources such as homeless shelters and other community facilities. 92 percent of respondents said that improving the condition of neighborhood parks and public spaces was important. Respondents indicated that the number of places for children to play is "about right" with 65 percent of respondents selecting that option. This indicates that improvements to existing parks may be a benefit that would suit residents needs and benefit the community through CBDG dollars. Residents also voiced interest in supporting homeless facilities and services, with 90 percent of respondents indicating that funding improvements at homeless shelters was somewhat or very important. Public facilities improvements dollars can be used for improvements to critical community institutions such as a homeless shelter.

How were these needs determined?

Staff considered the Community-Wide Needs Survey, the City's Capital Improvement Plan and Five-Year Paving Plan, and feedback from City staff and residents during various public events to determine the needs and areas of interest for investment.

Describe the jurisdiction's need for Public Services:

According to the Appleton Health Department's Community Concerns Survey, 88 percent of respondents believe there are unmet mental health needs in the community, and 63 percent disagree that access to mental health services is timely and available. Another 66 percent of respondents say that childcare is very important but unavailable in the community and nearly 100 respondents said that childcare availability impacts their job opportunities. Other areas of interest for public services included drug and alcohol abuse services, services for specific populations such as seniors and youth, and health services for low- and moderate-income residents. In almost every interview conducted with community agencies during the development of this Plan, mental health and substance abuse services were mentioned as the highest needs in the community. These services include the financial support to pay for the services, the increased availability of the services, and the accessibility to the services, including connecting people with services.

The City created a Community Resource Navigator (CRN) position that responds to persons experiencing homelessness or other basic needs crises to connect them with resources available in the community to combat the challenges they are facing. Over 25 percent of respondents to the Community Concerns Survey stated that they did not know where to find resources in the community, indicating that there is a high need for connecting people with the variety of assistance forms that exist in the community. The CRN can connect residents with homelessness services, health services, transportation needs, and other critical services that are high priority to Appleton's residents.

Another concern expressed during every interview with community agencies was the need for improved public transportation. Affordable fares, accessible locations, and inclusive routes all impact the need for improvement with transportation services. Community Needs Survey respondents also indicated that adding additional bus stop or shelters was somewhat or very important (65 percent of respondents) and 33 percent of respondents stated that transportation options are worse off today than they were five years ago.

How were these needs determined?

In addition to the Community-Wide Needs Survey, various agencies that provide a spectrum of services to low and moderate-income citizens in the community were interviewed. These agencies were able to provide valuable insights based on their daily interactions with clients who need these services, and through their communication with various other organizations in the community. Each organization interviewed was able to shed light on the needs in the community and the challenges that their clients might face in accessing these resources.

Housing Market Analysis

MA-05 Overview

Housing Market Analysis Overview:

The primary challenge to create & preserve affordable housing in the City of Appleton is that household income is failing to keep up with rising housing costs. There are approximately 30,870 housing units in the City of Appleton, with 29,729 estimated to be occupied according to the 2020 5-year ACS estimates. Owner-occupied units comprise about 67% of occupied housing units, while renter-occupied units comprise about 33% of occupied units. Appleton has a mixed housing stock that varies in age, but over 44% of total units were built prior to 1980 in Appleton. This is important to note because older housing often has higher maintenance costs, and housing built prior to 1978 was not subject to lead safe housing regulations, so lead removal is a frequent priority for homeowner rehabilitation. A slightly higher percentage of owner-occupied units were built prior to 1980 (67%) than renter-occupied units (62%).

The market in Appleton has changed significantly in recent years as well. Appleton has a low vacancy rate for both renter and owner-occupied housing units, which limits buyer's and renter's choices in the market and increases the power of property owners to raise prices. As of the 2023 5-year ACS estimates, Appleton had an owner-occupied unit vacancy rate of 0.2 percent and renter vacancy rate of 2.5 percent. In 2023, Appleton approved 98 single-family detached unit permits, 2 two-family building permits, and 46 multi-family building units permits. City staff are working to streamline development and increase communication with developers to encourage quicker development.

The estimated cost of a new single-family unit was \$309,085 in 2020 and shot up to \$468,068 by 2022, indicating a sharp increase in the price of new units. According to Zillow, in September 2024, the median list price of houses for sale was \$283,267, with a median sale price in August 2024 of \$271,967. Since January of 2020, Zillow's home value index has increased by over 56%, indicating a significant rise in overall estimated home value. On average, homes in the City of Appleton sell after 44 days on the market (RedFin).

There have been multiple new developments in Appleton in the last 10-15 years, including:

- Woolen Mill Lofts (60 units, income restricted & market rate)
- RiverHeath - Evergreen (35 units), Prairie (35 units), and Willow (100 units)
- Union Square (53 units, income restricted).
- Eagle Flats - The Landing (54 units, income restricted) and Riverwalk Place (70 units, affordable senior housing)
- Crescent Lofts (69 total units, income restricted & market rate).
- Avant Apartments (33 units)
- Gabriel Lofts (21 units)
- 800 Block West College (20 units)

- 301 E College Ave (28 units)
- Zuelke Building (66 units)
- Rise Apartments & Townhomes (48 units)
- Urbane 115 Apartments (56 units)
- Fox Commons - Student apartments for Lawrence University (60 units, 170 beds)
- Clearwater Creek (14 single-family units)

Future developments that will increase total units and boost affordable housing supply include:

- Second phase of Urbane Apartments (75 units)
- Thrivent is in the planning phase for their Headquarters land, which they plan to turn into a mix of commercial/mixed use and multi-family, townhomes, and single-family units (2,200-2,300 total units)
- Valley Transit Center Redevelopment will add housing in Appleton's downtown, including income-restricted housing
- Trout Museum will have 46 one-and two-bedroom apartments at market prices.
- Outagamie County awarded American Rescue Plan Act funds amounting to \$1,500,000 to assist in the development of a 40-unit apartment complex, with 33 income restricted units. The breakdown of the expected units is as follows: 9 units for households at 30 percent AMI, 16 units for households at 50 percent AMI, and 8 units for households at 60 percent AMI.

MA-10 Number of Housing Units – 91.210(a)&(b)(2)

Introduction

In general, there are housing options in the City of Appleton suitable for families and individuals with a variety of needs. However, despite the variety of developed units, there are still needs that are unmet or undersupplied. Interviews with multiple agencies revealed that:

- There is a shortage of one-bedroom rental units for individuals in need of supportive services, who are often at the top of the Coordinated Entry list;
- Construction of new small homes is difficult due to development costs of new subdivisions, and zoning restrictions such as setbacks and parcel size minimums;
- Appleton's growth area is limited due to boundary agreements with surrounding municipalities, and the subdivisions that exist in the newly developing areas of Appleton consist of medium to large lots that are not conducive to the construction of smaller-sized homes

All residential properties by number of units

Property Type	Number	%
1-unit detached structure	20,380	66%
1-unit, attached structure	1,910	6%
2-4 units	3,245	11%
5-19 units	3,200	10%
20 or more units	2,005	6%
Mobile Home, boat, RV, van, etc	130	0%
Total	30,870	100%

Table 27 – Residential Properties by Unit Number

Data Source: 2016-2020 ACS

Unit Size by Tenure

	Owners		Renters	
	Number	%	Number	%
No bedroom	50	0%	235	2%
1 bedroom	160	1%	2,170	21%
2 bedrooms	2,915	15%	5,460	54%
3 or more bedrooms	16,435	84%	2,310	23%
Total	19,560	100%	10,175	100%

Table 28 – Unit Size by Tenure

Data Source: 2016-2020 ACS

Describe the number and targeting (income level/type of family served) of units assisted with federal, state, and local programs.

The Appleton Housing Authority provides a total of 594 vouchers for several types of programs (as detailed in Table 22), and 209 units of public housing.

The Housing Inventory Chart (HIC), a monthly compilation of housing available through the Fox Cities Housing Coalition (FCHC), gives a snapshot on the monthly number of units and beds utilized by people seeking housing and homelessness services. The total number of beds available is as follows:

Emergency Shelter for homeless individuals and families (137 units total)

- 68 beds for victims of domestic violence, with 34 total units;
- 55 beds for individuals only, with 55 total units;
- 80 beds for individuals and families, with 48 total units

Permanent Supportive Housing for homeless individuals and families (28 units total)

- 20 beds/units for individuals only;
- 9 beds (6 units total) for families;
- 23 SRO beds for individuals

Rapid Re-Housing for homeless individuals and families (10 units total)

- 53 beds (22 total units) for individuals or families

Provide an assessment of units expected to be lost from the affordable housing inventory for any reason, such as expiration of Section 8 contracts.

No units are expected to be lost from the affordable housing inventory at this time. In recent years, the inventory of income-restricted units that are reserved for low-and moderate-income residents has increased due to grants and tax credits for housing development.

Does the availability of housing units meet the needs of the population?

Most people in Appleton will find a housing unit to meet their needs, but a low overall supply, inadequate supply of certain types of units, and inadequate supply of affordable units are all challenges that result from housing unit supply being misaligned with the demand in Appleton.

There are specific segments of the population whose housing needs are not met, particularly individuals with special needs that may need additional supportive services. Additionally, there is a shortage of units available for one-person households experiencing homelessness, according to service providers in Appleton. Ensuring that there is a willingness to lease to clients with former homeless or incarceration/institutionalization backgrounds is a major goal for homeless service providers in Appleton, and service providers discussed the lack of transitional housing options for people who are

integrating back into society after institutionalization. There is also a lack of agency-owned housing units that can provide supportive services and serve clients' housing needs for longer periods of time to achieve stabilization. Permanent supportive housing options that are not time-limited in the provision of assistance are a major need in Appleton.

Housing services organizations currently provide rapid rehousing assistance, which is a two-year limited time assistance to get people experiencing homelessness back on their feet and able to earn wages that can support their households' needs. The vast majority of people experiencing homelessness are not chronically homeless but are experiencing a stint of homelessness due to a temporary emergency such as the loss of a job, a health issue, or other similar events. These clients benefit from programs such as rapid rehousing that help them regain stability and offer additional resources to increase education or job opportunities.

Describe the need for specific types of housing:

During several interviews with community agencies, the need for smaller one and two-bedroom rental units was expressed. Single individuals and smaller families have had problems finding smaller rental units within their affordability range, forcing them to choose options that are larger than they need and often become housing cost burdened. The overall median cost of housing between 2020 and 2022 rose between 11.5-18% for renters, depending on bedroom size.

The need for more transitional and permanent supportive housing units was also expressed as a high need. These particular units are accompanied by the provision of services, which aid individuals and families in making the transition from dependence on supportive services to independent living situations.

Discussion

MA-15 Housing Market Analysis: Cost of Housing - 91.210(a)

Introduction

Analysis of data provided in this section indicates that those families and individuals in the lowest income category (30 percent HUD Area Median Family Income (HAMFI)) and those looking for a rental unit with one to two bedrooms, face a housing shortage in the City of Appleton.

Cost of Housing

	Base Year: 2009	Most Recent Year: 2020	% Change
Median Home Value	137,500	157,700	15%
Median Contract Rent	572	653	14%

Table 29 – Cost of Housing

Data Source: 2000 Census (Base Year), 2016-2020 ACS (Most Recent Year)

Rent Paid	Number	%
Less than \$500	2,005	19.7%
\$500-999	6,994	68.7%
\$1,000-1,499	890	8.8%
\$1,500-1,999	180	1.8%
\$2,000 or more	99	1.0%
Total	10,168	99.9%

Table 30 - Rent Paid

Data Source: 2016-2020 ACS

Housing Affordability

Number of Units affordable to Households earning	Renter	Owner
30% HAMFI	825	No Data
50% HAMFI	3,765	2,215
80% HAMFI	6,995	6,744
100% HAMFI	No Data	9,477
Total	11,585	18,436

Table 31 – Housing Affordability

Data Source: 2016-2020 CHAS

Monthly Rent

Monthly Rent (\$)	Efficiency (no bedroom)	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Fair Market Rent	0	0	0	0	0
High HOME Rent	0	0	0	0	0
Low HOME Rent	0	0	0	0	0

Table 32 – Monthly Rent

Data Source Comments:

Is there sufficient housing for households at all income levels?

According to Table 6, in the Needs Assessment section of this Plan, the total number of households in the City of Appleton under the 0-30 percent HUD Area Median Family Income (HAMFI) category is 3,510. When comparing that total to the number of rental units available under the 30 percent HAMFI (825 units), per Table 33 above, it appears there is a severe lack of housing available to households at this income level. When comparing the number of households in other income categories to available housing, the numbers are much more aligned and do not indicate quite a severe shortage of units. However, there are slightly fewer units available to households at >30-50% HAMFI than there are total households at that income level, so they may pursue the available lower-priced units that households at 0-30% HAMFI can afford, further putting pressure on the availability of affordable units for those at the lowest income tiers.

Meeting demand for units at all income levels is critical for ensuring that affordable housing units are available for those at the lowest incomes. When supply does not meet demand, those with the lowest incomes suffer the most from the unavailability of housing. Buyers and renters with higher incomes have more flexibility in the market and can afford to get a unit that is priced at a lower rate than ~30 percent of their annual income, taking units affordable at a certain income level off the market for those who need it. This process continues at each income level, until those with the lowest income levels (and no ability to spend more on their housing) have very few options that are affordable and available to them. Additional development at all income levels is important to ensure that needs are being met. As new units come on the market, it opens up older units and puts downward pressure on the price of the older units, increasing the overall supply of affordable units as new units are brought online. This process is known in the housing market as filtering.

How is affordability of housing likely to change considering changes to home values and/or rents?

The City of Appleton has seen unprecedented growth in home prices. The median estimated home value according to Zillow rose 56 percent from 2020 to 2024. The cost for a new unit increased from \$309,085 to \$468,068 according to Appleton's Housing Fee Report, indicating that new development has mostly been aimed at higher-income residents who can afford the high cost of these units. It can be very

challenging to produce new developments that are affordable due to land costs, zoning and parcel restrictions, and high materials and labor costs that shot up during the pandemic and have not since reduced. The City of Appleton is working to reduce the administrative costs of development and speed up the development approval process to ensure that needed housing developments are brought online in a timely manner to address supply challenges. Additionally, the City is leveraging American Rescue Plan Act (ARPA) dollars to encourage development of affordable units for the Valley Transit Center redevelopment, to ensure that more affordable units are available in Appleton. Other strategies that can increase the presence of affordable and missing-middle housing in Appleton are being explored through the process of updating the City's Comprehensive Plan.

Rent has been increasing due to a tight rental market without enough supply to meet the needs of residents at all income levels. HUD Fair Market rents increased at varying rates between 2022 and 2023, with efficiency units increasing the least, at 5.9% increase, and one-bedroom units increasing the most, at 9% increase. These price increases are significantly higher than previous increases in recent decades. This suggests that housing affordability will continue to be a challenge, especially for individuals or small families looking for one-bedroom units.

How do HOME rents / Fair Market Rent compare to Area Median Rent? How might this impact your strategy to produce or preserve affordable housing?

Median contract rent was \$673 in Appleton in 2020, and median rent in the area continues to increase. In 2023 ACS 5-year estimates, median contract rent was \$957, a 42 percent increase in three years. Area median rent provides an estimate of the middle rate rent in Appleton, meaning that half of units rent for above the median rent, and half rent for below median rent. Another measure used to identify prices in a market is the Fair Market Rent (FMR). FRM indicates the rent price for a unit at 40th percentile of typical units in the housing market. Although area median rent does not specify the unit size, because the City of Appleton's median rent of \$957 in 2023 is very close to the 2023 FMR for two-bedroom units (\$949), conclusions could be drawn that:

- 1) A large percentage of rentals in the City of Appleton are one and two-bedroom units;
- 2) The rent being charged is close to fair market value, but not necessarily affordable to residents at lower income levels;
- 3) Although the rental market is mostly smaller bedroom units, due to the current demand, there may be a need for additional rentals comprised of one and two bedrooms.

These conclusions are supported by input from various agencies that were interviewed during the development of this Plan. Encouraging developers (interested in constructing new, affordable housing) to incorporate more one- and two-bedroom sized units would be helpful in accommodating the need for smaller rental units as identified by housing services providers such as Pillars and Salvation Army.

Discussion

MA-20 Housing Market Analysis: Condition of Housing – 91.210(a)

Introduction

The condition of housing in the City of Appleton can be assessed as relatively good considering over 65 percent of total housing units were built before 1980. However, because 40 percent of renter-occupied units report at least one housing problem, the condition of rental units is an area of concern. Also, due to the age of 65 percent of the housing units, remediation of lead hazards must also be addressed.

While data regarding the total number of vacant and abandoned units in the City of Appleton was not available, maintenance issues associated with these types of properties are managed by the City of Appleton's Inspection Division.

Describe the jurisdiction's definition of "standard condition" and "substandard condition but suitable for rehabilitation":

The City of Appleton has adopted the State building code and existing buildings regulations, according to the Wisconsin Administrative Code, SPS Chapters 330-366.

The City of Appleton's Municipal Code defines the maintenance of buildings in Section 4-1, and states *"Maintenance of buildings: All buildings and structures and all parts thereof, both existing and new, shall be maintained in a safe and sanitary condition. All service equipment, means of egress, devices and safeguards which are required by this chapter in a building or which were required by a previous statute in a building when erected, altered or repaired shall be maintained in good working order."*

The Municipal Code also defines unsafe conditions in Section 4-181, stating *"Right of condemnation: All building or structures that are or become unsafe, unsanitary or deficient in adequate exit facilities, which constitute a fire hazard or are otherwise dangerous to human life or the public welfare, or which are detrimental to public health, safety and welfare by reason of illegal or improper use, occupancy or maintenance, shall be deemed unsafe buildings or structures."* *"A vacant building, unguarded or open at a door or window, shall be deemed a fire hazard and unsafe within the meaning of this section."*

The City of Appleton's Municipal Code allows for the rehabilitation of buildings in Section 4-184, *"Restoration of building: If the damage or cost of reconstruction or restoration is in excess of 50 percent of its fair market value, exclusive of foundations, such building shall be made to comply in all aspects with the requirements for materials and methods of construction of new buildings."*

Condition of Units

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With one selected Condition	3,180	16%	3,190	31%

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With two selected Conditions	35	0%	265	3%
With three selected Conditions	0	0%	0	0%
With four selected Conditions	0	0%	0	0%
No selected Conditions	16,340	84%	6,725	66%
Total	19,555	100%	10,180	100%

Table 33 - Condition of Units

Data Source: 2016-2020 ACS

Year Unit Built

Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
2000 or later	2,230	11%	1,500	15%
1980-1999	4,190	21%	2,405	24%
1950-1979	7,960	41%	3,899	38%
Before 1950	5,165	26%	2,360	23%
Total	19,545	99%	10,164	100%

Table 34 – Year Unit Built

Data Source: 2016-2020 CHAS

Risk of Lead-Based Paint Hazard

Risk of Lead-Based Paint Hazard	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Total Number of Units Built Before 1980	13,125	67%	6,259	62%
Housing Units build before 1980 with children present	1,670	9%	1,100	11%

Table 35 – Risk of Lead-Based Paint

Data Source: 2016-2020 ACS (Total Units) 2016-2020 CHAS (Units with Children present)

Vacant Units

	Suitable for Rehabilitation	Not Suitable for Rehabilitation	Total
Vacant Units	0	0	0
Abandoned Vacant Units	0	0	0
REO Properties	0	0	0
Abandoned REO Properties	0	0	0

Table 36 - Vacant Units

Data Source: 2005-2009 CHAS

Need for Owner and Rental Rehabilitation

Data provided in the Condition of Units table (Table 34), above, indicates that 16 percent of owner-occupied homes and 34 percent of rental housing have at least one condition defined as a housing problem. Those conditions include:

- 1) lacking complete plumbing facilities;
- 2) lacking complete kitchen facilities;
- 3) more than one person per room; and
- 4) cost burden being greater than 30 percent.

Housing age presents a concern because housing built prior to 1980 may contain lead paint. This is a challenge in Appleton, with 67 percent of owner-occupied and 62 percent of renter-occupied housing units built pre-1980. Because well over half of the housing units in the City of Appleton were built pre-1980, housing problems likely will increase as the housing stock ages. Rehabilitation programs can help address these challenges, especially for low-and moderate-income homeowners who may not have the capital to invest in home rehabilitation improvements without assistance. Additionally, residents have expressed interest in further improvements to rental rehabilitation programs to ensure that rental properties in Appleton are safe and well maintained. This is especially an issue in areas with a higher concentration of older units and lower-priced units that may have additional maintenance needs.

Estimated Number of Housing Units Occupied by Low or Moderate Income Families with LBP Hazards

Approximately 13,125 housing units were built prior to 1980 and are located in HUD-designated low and moderate-income (LMI) block groups. The Lead Based Paint Hazards map indicates the residential structures built pre-1978 and shows that the disbursement of these houses within the City of Appleton's identified LMI block groups.

Discussion

MA-25 Public and Assisted Housing – 91.210(b)

Introduction

Public housing, available through the Appleton Housing Authority, includes Oneida Heights, a 159-unit apartment building near downtown Appleton, and 48 scattered site units. The Appleton Housing Authority also has 594 Housing Choice Vouchers and 47 vouchers for Veterans Affairs Supportive Housing. As of February 2025, the AHA had over 1,560 persons on its housing choice voucher waitlist and almost 1,178 persons on its public housing waitlist.

Totals Number of Units

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project -based	Tenant -based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers available	0	0	212	597	13	584	58	0	0
# of accessible units									
*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition									

Table 37 – Total Number of Units by Program Type

Data Source: PIC (PIH Information Center)

Describe the supply of public housing developments:

Describe the number and physical condition of public housing units in the jurisdiction, including those that are participating in an approved Public Housing Agency Plan:

The public housing available in the City of Appleton consists of Oneida Heights housing development and scattered site units. Oneida Heights is a 159-unit apartment building for seniors located near downtown Appleton. While the building is well-maintained, it is an aging facility in need of

several upgrades. The 53 scattered site units are comprised of one- and two-unit homes, and one four-plex. The units are well-maintained by the Housing Authority and are considered in good condition.

Public Housing Condition

Public Housing Development	Average Inspection Score
Appleton Housing Authority	88

Table 38 - Public Housing Condition

Describe the restoration and revitalization needs of public housing units in the jurisdiction:

The Oneida Heights senior apartment complex is an aging building, and while it is well maintained, renovations and upgrades need to be completed on a continuous basis, as funding allows ensuring the good condition of the facility. Additionally, maintaining cleanliness and health standards are key priorities for maintenance of this building. This project is currently being reevaluated and may be reformulated significantly in the next five years to better serve tenants' needs and adjust to changing HUD priorities around public housing funding.

Describe the public housing agency's strategy for improving the living environment of low- and moderate-income families residing in public housing:

The Appleton Housing Authority has a strong focus on promoting family self-sufficiency. The AHA employs one full-time Family Self-Sufficiency Coordinator and offers a wide variety of resources including: case management, life skills, mentoring, career counseling, childcare assistance, health services, continuing education, financial incentives, transportation, job training, support groups, and workshops. Other community partnerships include programming with the Fox Valley Technical College.

Discussion:

MA-30 Homeless Facilities and Services – 91.210(c)

Introduction

Three facilities in the Fox Cities area provide shelter for individuals and families experiencing homelessness- Pillars Adult Shelter, Pillars Adult and Family Shelter, and Harbor House Domestic Violence Shelter. While Harbor House specifically shelters and provides services for victims of domestic abuse, sexual assault, trafficking and stalking, the Adult Shelter provides shelter and services specifically to single individuals experiencing homelessness, and the Adult and Family Shelter provides shelter and services to men, women, and children experiencing homelessness. In addition to shelter, clients are provided with personal care items and meals to meet their basic needs. Through Pillars Adult Shelter and Pillars Adult and Family Shelter, up to 140 people can receive services.

Facilities and Housing Targeted to Homeless Households

	Emergency Shelter Beds		Transitional Housing Beds	Permanent Supportive Housing Beds	
	Year Round Beds (Current & New)	Voucher / Seasonal / Overflow Beds	Current & New	Current & New	Under Development
Households with Adult(s) and Child(ren)	148	0	0	0	0
Households with Only Adults	60	0	0	0	0
Chronically Homeless Households	0	0	0	0	0
Veterans	0	0	0	0	0
Unaccompanied Youth	0	0	0	0	0

Table 39 - Facilities and Housing Targeted to Homeless Households

Data Source Comments: Housing Inventory Count (HIC January 2025)

Describe mainstream services, such as health, mental health, and employment services to the extent those services are used to complement services targeted to homeless persons

The Fox Cities Housing Coalition, of which the City of Appleton is an active member, is comprised of a wide variety of member agencies that provide various mainstream services that complement services targeted to individuals and families experiencing homelessness. Such services include, but are not limited to:

- Temporary assistance for needy families (TANF)
- Runaway and homeless youth programs
- Head start programs & childcare
- Housing and services funded through the Department of Justice resources
- Housing and service programs funded through Health and Human Service resources
- Mental health services
- Substance abuse services
- Disability advocacy and services
- Domestic violence advocacy and services
- Employment assistance
- Healthcare
- Job training & education
- Legal services
- Case management/life skills
- Budgeting
- Literacy
- Transportation

List and describe services and facilities that meet the needs of homeless persons, particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth. If the services and facilities are listed on screen SP-40 Institutional Delivery Structure or screen MA-35 Special Needs Facilities and Services, describe how these facilities and services specifically address the needs of these populations.

Harbor House Domestic Abuse Shelter provides more than a safe shelter to women and children experiencing domestic abuse; if needed, food, clothing, personal care items, and other basic needs are also provided to clients. Both shelter residents and nonresidents are encouraged to meet with an advocate to develop a safety plan and get connected to additional services that move them beyond basic safety and towards a life of self-sufficiency and personal empowerment.

Pillars Adult and Family Shelter provides safe and secure short-term shelter for men, women, and families. The Shelter also provides basic needs such as meals, hygiene products, transportation assistance, and laundry and shower facilities. Client-centered case management is provided to Shelter residents as a means to assess barriers that are preventing employment, housing solutions, and connection to other services available in the community. Additional services available through the

Shelter program include physical and mental health services, vocational skills assessment and training, legal services, and economic support.

Pillars Adult Shelter provides basic needs- shelter, food, clothing, safety- to adult individuals experiencing homelessness. Many of the Adult Shelter's clients are experiencing chronic homelessness. While services are not directly offered through the Shelter, referrals and connections to mainstream resources are made to local resources.

MA-35 Special Needs Facilities and Services – 91.210(d)

Introduction

There are individuals in the City of Appleton that are not homeless, such as those returning from mental and physical health institutions, that require supportive housing and programs. Agencies that provide such services, of varying degrees, include: Riverview Gardens, COTS, Ryan Community, and the Salvation Army of the Fox Cities.

Including the elderly, frail elderly, persons with disabilities (mental, physical, developmental), persons with alcohol or other drug addictions, persons with HIV/AIDS and their families, public housing residents and any other categories the jurisdiction may specify, and describe their supportive housing needs

During interviews with multiple community organizations, the highest needs expressed for this population included rent assistance, intensive case management, and accessibility. Particularly for case management, an emphasis needs to be placed on mental health and substance abuse recovery. Accessibility assistance is especially in demand for elderly homeowners that cannot afford renovations allowing them to remain in their home as they age. Additionally, overall accessibility to transportation services has proven challenging for the identified special needs population.

Describe programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing

COTS maintains four temporary transitional shelter facilities in the City of Appleton for individuals that may include persons returning from mental and physical health institutions. Each client is required to participate in a Living Skills Program, which emphasizes basic living skills (including personal care), substance abuse recovery and relapse prevention, budgeting, employment, and decision making. Participants set individualized goals, and progress is reviewed often for the duration of residency. It has been proven that by focusing on these efforts, the likelihood of participants achieving self-sufficiency has increased, thus reducing the reliance on subsidized housing and supportive services.

Riverview Gardens ServiceWorks program creates opportunities for employment and self-sufficiency for individuals who are entering the community from incarceration. The program's job training model focuses on four principles of transferable work skills that help individuals obtain stable, permanent employment and build a support network.

Ryan Community is a residential halfway house for males, supervised by the Department of Corrections. Clients participate in programming for 90 to 120 days, receiving correctional counseling focused on the principles of thinking errors- Moral Reconation Therapy (MRT), relapse prevention, anger management/domestic violence, decision making, assertiveness, independent living skills, employment/vocational development, financial management, and weekly case management.

Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. 91.315(e)

The City of Appleton's Homeowner Rehabilitation Loan Program provides low and moderate-income homeowners with no-interest, deferred payment loans to make necessary repairs and improvements to their homes and will continue to be funded through the CDBG program. In addition, the Appleton Housing Authority is being funded for their first-time homebuyer program, which also provides downpayment assistance and rehabilitation assistance as needed for homes purchased by low and moderate-income persons.

The City of Appleton will always consider CDBG funding requests, submitted by community partner agencies, that propose activities and services that benefit the special needs population at a high priority. During the next year, the City of Appleton plans to provide funding to Rebuilding Together Fox Valley to assist individuals living independently through providing accessibility modifications to their homes. The City also plans to fund Pillars to conduct shelter improvements, accessibility upgrades for the newly developed Family Resource Center in downtown Appleton, assistance for homebuyer opportunities for Habitat for Humanity, and other projects that address concerns of residents, including, but not limited to rental rehabilitation, improvements to parks and public spaces, improvements to other public facilities, and funding for the Community Resource Navigator staff position.

For entitlement/consortia grantees: Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. (91.220(2))

N/A

MA-40 Barriers to Affordable Housing – 91.210(e)

Negative Effects of Public Policies on Affordable Housing and Residential Investment

The City of Appleton, through a collaboration with the Metropolitan Milwaukee Fair Housing Council (MMFHC), updated the AI report in 2020. City staff are currently working on a data update to reevaluate the progress of the goals and recommendations identified in the previous update and adjust strategies as needed. The AI report identifies barriers to equal housing access based on quantitative data contained in various sections of the report and based on qualitative information gleaned from community input.

- 1) Private-market housing discrimination;
- 2) Affordable housing location;
- 3) Lack of affordable, accessible housing;
- 4) Private-market refusal to permit reasonable accommodations/modifications;
- 5) Lending discrimination and disparities; and
- 6) Critical shortage of affordable rental housing and limited housing assistance.

Previously, developers, builders, and realtors have expressed the following issues regarding the effects of public policies on affordable housing:

- Development standards, including infrastructure and storm water management, of new subdivisions drive up the costs of the lots making it difficult for developers to build truly affordable housing units;
- Current TID regulations limit how much and what can be done with residential development;
- Lot size requirements and building codes affect the cost of developing, maintaining, and improving affordable housing in the City of Appleton. In most instances of maintaining and renovating, the costs associated with bringing the home into code compliance ultimately make the home unaffordable.

MA-45 Non-Housing Community Development Assets – 91.215 (f)

Introduction

This section describes the economic development environment that exists in the City of Appleton. The need for qualified, motivated employees was expressed as a challenge during several agency interviews.

Economic Development Market Analysis

Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	242	2	1	0	-1
Arts, Entertainment, Accommodations	3,922	4,852	12	11	-1
Construction	1,948	2,171	6	5	-1
Education and Health Care Services	5,563	10,787	17	25	8
Finance, Insurance, and Real Estate	2,660	7,099	8	17	9
Information	598	1,215	2	3	1
Manufacturing	7,120	5,765	21	13	-8
Other Services	1,534	1,574	5	4	-1
Professional, Scientific, Management Services	2,801	3,204	8	7	-1
Public Administration	0	0	0	0	0
Retail Trade	4,279	4,491	13	10	-3
Transportation and Warehousing	1,274	592	4	1	-3
Wholesale Trade	1,690	1,250	5	3	-2
Total	33,631	43,002	--	--	--

Table 40 - Business Activity

Data Source: 2016-2020 ACS (Workers), 2020 Longitudinal Employer-Household Dynamics (Jobs)

Labor Force

Total Population in the Civilian Labor Force	40,374
Civilian Employed Population 16 years and over	38,740
Unemployment Rate	4.10
Unemployment Rate for Ages 16-24	8.44
Unemployment Rate for Ages 25-65	3.30

Table 41 - Labor Force

Data Source: 2016-2020 ACS

Occupations by Sector	Number of People
Management, business and financial	8,950
Farming, fisheries and forestry occupations	1,145
Service	3,615
Sales and office	8,205
Construction, extraction, maintenance and repair	2,419
Production, transportation and material moving	3,155

Table 42 – Occupations by Sector

Data Source: 2016-2020 ACS

Travel Time

Travel Time	Number	Percentage
< 30 Minutes	30,036	83%
30-59 Minutes	4,990	14%
60 or More Minutes	1,011	3%
Total	36,037	100%

Table 43 - Travel Time

Data Source: 2016-2020 ACS

Education:

Educational Attainment by Employment Status (Population 16 and Older)

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	1,430	85	980

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
High school graduate (includes equivalency)	7,015	279	1,734
Some college or Associate's degree	10,280	525	2,095
Bachelor's degree or higher	11,870	340	1,265

Table 44 - Educational Attainment by Employment Status

Data Source: 2016-2020 ACS

Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	4	135	255	645	710
9th to 12th grade, no diploma	720	390	385	685	440
High school graduate, GED, or alternative	2,675	2,350	2,110	4,590	4,355
Some college, no degree	2,680	2,600	2,110	3,515	1,850
Associate's degree	495	1,335	1,125	2,230	820
Bachelor's degree	525	2,900	2,385	4,060	1,950
Graduate or professional degree	105	815	1,180	2,135	1,095

Table 45 - Educational Attainment by Age

Data Source: 2016-2020 ACS

Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	0
High school graduate (includes equivalency)	0
Some college or Associate's degree	0
Bachelor's degree	0
Graduate or professional degree	0

Table 46 – Median Earnings in the Past 12 Months

Data Source Comments:

Based on the Business Activity table above, what are the major employment sectors within your jurisdiction?

The Business Activity table displays the number of workers trained for a specific sector, and the number of jobs available in the community for that sector. The largest sector by number of workers is the

Manufacturing sector with 20 percent of workers in Appleton. However, this is a mismatch between the number of workers with training for this sector and the number of jobs available for this sector, with the share of jobs in the Manufacturing sector only representing 12 percent of the total available jobs. This is followed by the Education and Health Care Services sector with over 15 percent of workers and 23 percent of jobs. Other sectors with a high share of workers in Appleton include Retail Trade with 12 percent of workers, and Arts, Entertainment, and Accommodations, with 11 percent of workers.

Describe the workforce and infrastructure needs of the business community:

As shown in the above tables, the unemployment rate for the City of Appleton is 4.10 percent, and while the rate for workers ages 25-65 is only 3.3 percent, the rate for workers ages 16-24 is higher at 8.44 percent. However, the unemployment rate for persons age 16-24 has decreased since the 2020-2024 consolidated plan. Additionally, Appleton is home to Lawrence University, a private liberal arts college and conservatory of music, which may contribute to the higher unemployment rate among 18–24-year-olds, as many students are not working while in school. The largest occupation by sector is Management, Business, and Financial with 8,950 employees, followed by the Sales and Office sector employing 8,205 employees. The number of employees in the Sales and Office sector has decreased since completion of the 2020-2024 Consolidated Plan.

Table 45 - Travel Time, would seem to indicate that employees live near their jobs, as 85 percent report a less than 30-minute commute. However, this may be due to the connectedness of the Fox Valley roadways, which enables many employees to live in outlying surrounding communities without requiring a commute greater than 30 minutes. Unfortunately, the workforce that depends on public transportation may experience longer commutes and greater unpredictability of service when compared to auto users.

The educational attainment tables (Table 46, Table 47, and Table 48) support the conclusion that the potential for employment and higher earnings increases when an employee has achieved a higher degree of education. The highest occupations by sector- Sales and Office and Management, Business and Finance- also emphasize the need for a higher degree of education since many of the positions within those sectors require education beyond high school.

Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create.

In May 2019, the Outagamie County Board approved an additional half-percent county sales tax beyond the State of Wisconsin's five percent sales tax. Approximately a quarter of the tax is expected to be paid by individuals not living in Outagamie County, but who come to the area to eat, drink, and shop. As of the 2024 Appleton budget, the City of Appleton expected around \$900,000 for the City budget from the

county sales tax. Outagamie County estimated a total of about \$3,675,000 in sales tax distributions to share with local municipalities and school districts.

U.S. Venture, an energy company that distributes petroleum products, renewable fuels, tires, undercar parts and lubricants, is moving its world headquarters to a site in the City's Downtown, with a renovation to the largest building in Downtown, the 222 Building. Additionally, U.S. Venture will be responsible for the redevelopment of multiple parcels in Downtown and the College North neighborhood that were acquired with the 222 building.

The City of Appleton is engaged in a Complete Streets project, to ensure that all streets have access to multimodal transportation options that are safe for all road users. Additionally, Appleton is partnered with other municipalities and the Wisconsin DOT to redesign College Avenue, the main drag in Appleton that provides access to businesses across Appleton's downtown and stretching East and West across the City.

The Appleton Public Library is also undergoing renovation, with the library expected to reopen to the public on February 15, 2025.

How do the skills and education of the current workforce correspond to employment opportunities in the jurisdiction?

As indicated in *Table 41: Business Activity* and *Table 43: Occupations by Sector*, the major employment sector for the City of Appleton is Manufacturing, and the leading occupations by sector are Management, Business, and Financial (32.5 percent) Sales and Office (29.8 percent) and. The unemployment rate for workers ages 16-24 is higher than that for workers 25-65, and the unemployment rate for high school graduates is slightly percent lower than those that did not finish high school or an equivalent. The gap between worker without a high school diploma ad workers with a high school diploma has decreased in recent years, with about 3.4 percent of non-high school graduates being unemployed, compared to 3 percent of high school graduates.

The educational attainment tables (Table 45, Table 46, and Table 47) illustrate that the highest percentage of people with an associate or bachelor's degree is within 45-65 years of age. Approximately 10 percent of people aged 18-24 do not have a high school diploma or equivalent, however, the percentage drops to 5 percent for ages 25-34. The lower percentage of people without a high school diploma in the 25-34 year old age group suggests that younger generations may be returning to school to increase their educational and employment opportunities. This speculation is further supported by the high percentage (47 percent) of 45–65-year-olds who have an Associate's, Bachelor's, Graduate, or professional degree. During Fox Cities Housing Coalition meetings, local organizations have expressed that increasing job training and educational opportunities is a high priority.

Describe any current workforce training initiatives, including those supported by Workforce Investment Boards, community colleges and other organizations. Describe how these efforts will support the jurisdiction's Consolidated Plan.

The Fox Valley Technical College (FVTC) offers a education and job training program called Career EXCElerate Wisconsin. This program is a joint collaboration between FVTC, Goodwill North Central Wisconsin, and Rawhide Youth Services, and provides participants with assistance to develop job skills and become employed. This program is free and offers programming in the following areas: Education and Health Services - Nursing Assistant, Early Childhood Teacher Aide; Manufacturing - Welding Fundamentals, Manufacturing Technician; Construction - Woodworking Technician, Plumbing Fundamentals; Truck Driving & Maintenance - Professional Truck Driving Class A and B CDLs, Heavy-Duty Vehicle Maintenance Diesel Technology Assistant; and Retail - Retail Education. This program supports educational and economic development at the individual level and is an important resource in the community for persons seeking a career change or new opportunities.

The Fox Cities Chamber of Commerce launched an Employee Friendly Workplace initiative and certification program that focuses on encouraging the adoption of more employee friendly workplace practices and policies in the Fox Cities. These practices will help employers enhance work/life balance integration and successfully attract and retain the best employees in the region. The Employee Friendly Workplace Initiative is a collaborative effort between businesses and community organizations, with special partnering organizations that include United Way Fox Cities, Child Care Resource & Referral, and First Five Fox Valley. This program supports development by keeping employees satisfied at work and enabling employees to do their best work, providing a benefit to businesses and individuals in the community. This initiative will support the City of Appleton's Consolidated Plan by offering a unique opportunity for regional employers to emphasize supportive work environments, reduce turnover, and promote positive company image. Ultimately, this will help decrease burdens and services requested of other agencies to achieve the same outcome.

Does your jurisdiction participate in a Comprehensive Economic Development Strategy (CEDS)?

Yes

If so, what economic development initiatives are you undertaking that may be coordinated with the Consolidated Plan? If not, describe other local/regional plans or initiatives that impact economic growth.

The City of Appleton does not have plans to undertake any economic development initiatives associated with the regional Comprehensive Economic Development Strategy (CEDS) in the next five years. A City staff member was involved in the 2023 update to the Economic Development Strategy Plan completed

by the East Central Wisconsin Regional Planning Commission, but this strategy covers a 10-county area and extends beyond the municipal boundaries of the City of Appleton.

The City's Economic Development Strategic Plan (EDSP), most recently updated in 2015, assessed various conditions impacting the local economy and identified strategies that could contribute to the Fox Cities' future economic health, enhance the business climate, and ensure the City of Appleton's viability and growth [consistent with its character and culture.] One of the economic development steps suggested in the EDSP is to continue to support educational/workforce partnerships with high schools, the Fox Valley Technical College, Workforce Development, and the Chamber of Commerce by offering engagement and awareness, evolving bridge programming, and promoting partnerships already in place.

Discussion

MA-50 Needs and Market Analysis Discussion

Are there areas where households with multiple housing problems are concentrated? (include a definition of "concentration")

Most housing with multiple housing problems are older homes, and older homes in the City of Appleton are located in the central region of the City near the downtown area. HUD housing problems are defined as incomplete kitchen facilities, incomplete plumbing facilities, more than 1 person per room or cost burdened greater than 30 percent. The below map, "Housing- Date of Construction," indicates the residential structures built pre-1978 and shows that the concentration of these houses is well over 75 percent in the central City area.

Are there any areas in the jurisdiction where racial or ethnic minorities or low-income families are concentrated? (include a definition of "concentration")

The "Ethnic Density Map" [below] indicates where racial or ethnic minorities reside in the City of Appleton. Since minorities make up less than 20 percent of the entire population of the City, concentration is defined as more than 20 percent of the census tract's population comprised of minorities. No one census tract in the City of Appleton is comprised of more than 50 percent racial or ethnic minorities, which suggests that there are no areas of high concentration or disparity in the City.

What are the characteristics of the market in these areas/neighborhoods?

While no one census tract in the City of Appleton is comprised of more than 50 percent racial or ethnic minorities, the areas/neighborhoods with higher density are located near downtown, where the majority of the City's affordable housing stock is located. This housing stock is older and many of the single-family homes have been converted to multiple unit rentals. This area also consists of two nationally designated historic neighborhoods- City Park and West Prospect Avenue- where the homes are older but have been preserved.

Are there any community assets in these areas/neighborhoods?

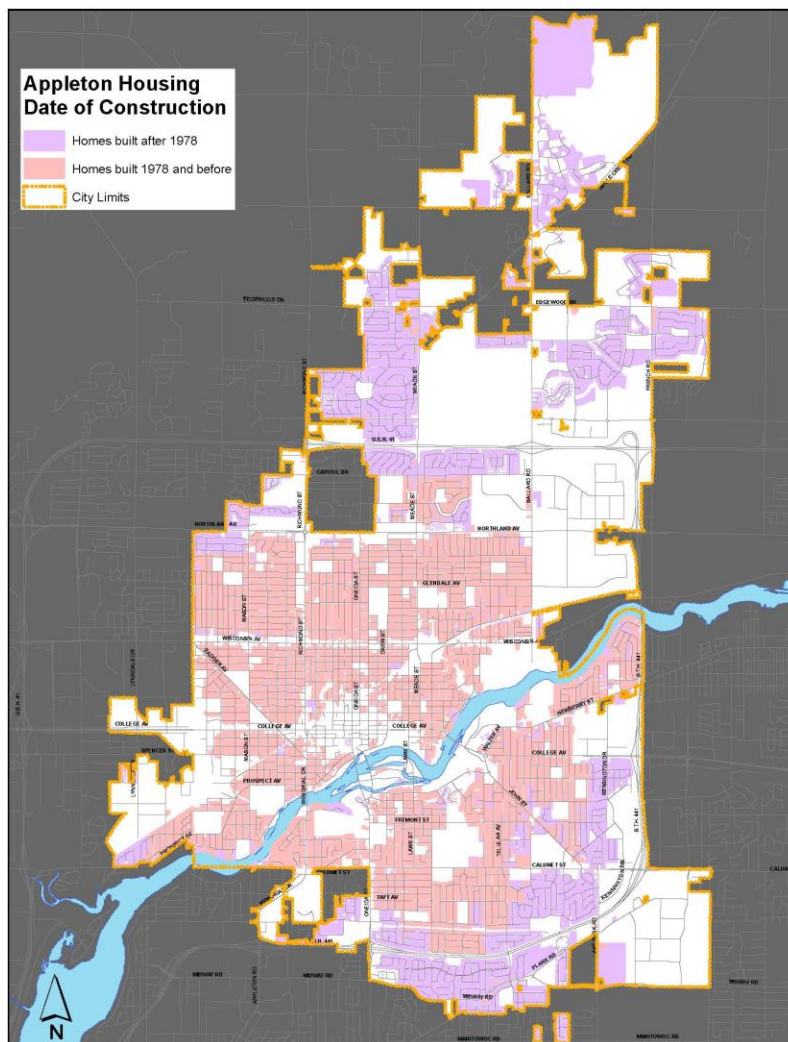
Many of the Fox Cities Housing Coalition supportive service agencies are located in this area, as well as City of Appleton and Outagamie County facilities including the Appleton Public Library, the Valley Transit station, the YMCA, the Appleton Police Department, Boys and Girls Club, and health care facilities.

The largest community assets in this area is the engaged citizenry. Continued partnership with West Appleton Neighborhood, Downtown Neighborhood, Lawrence-City Park Neighborhood, and Old Third

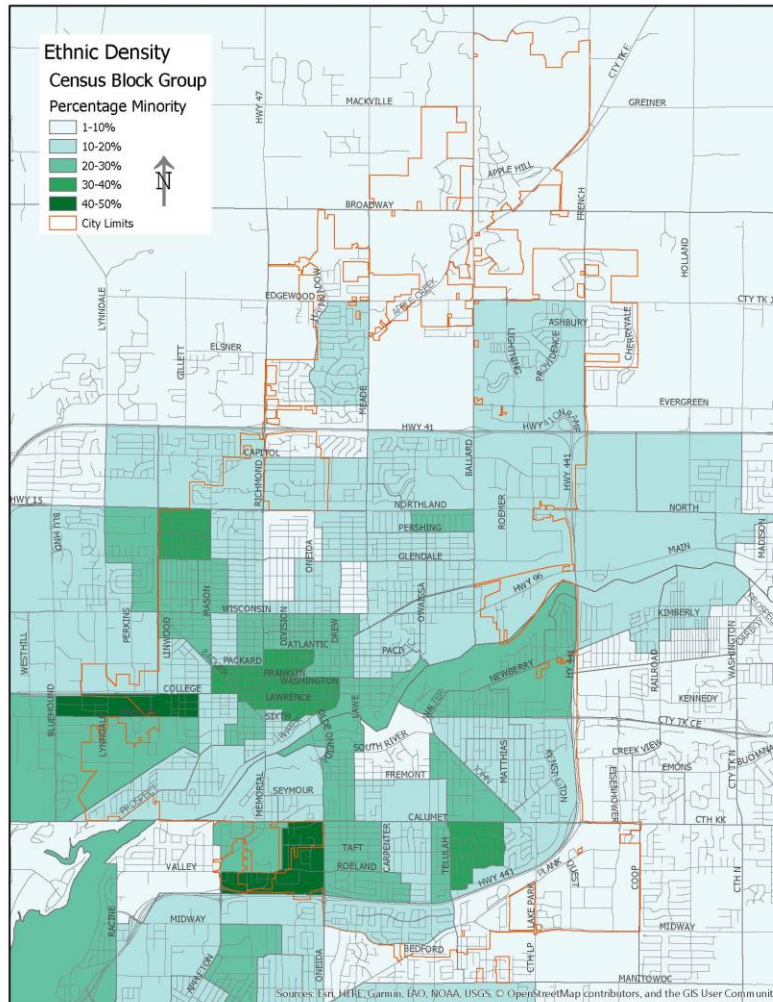
Ward Neighborhood is important to ensure this area is maintained and unique resident needs due to the age of housing stock are met.

Are there other strategic opportunities in any of these areas?

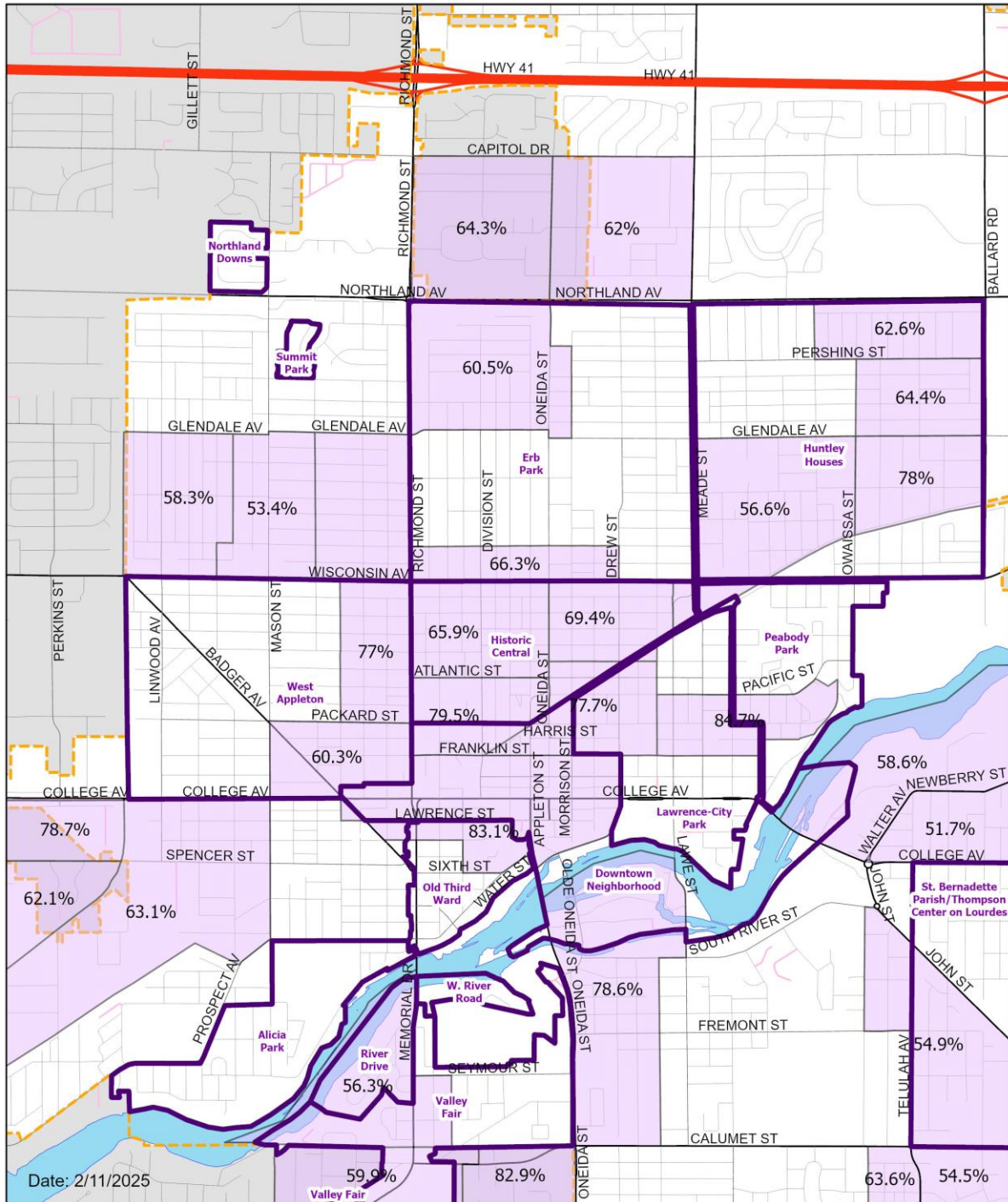
The City of Appleton's Neighborhood Grants Program and Homeowner Rehabilitation Loan Program, as well as the Greater Fox Cities Habitat for Humanity's Homeowner Repair and Rock the Block programs and Rebuilding Together Fox Valley's Homeowner Rehabilitation grants, all provide opportunities for City of Appleton residents to increase property values and increase the community connectivity by building, rehabilitating, and repairing homes and public spaces within these neighborhoods.



Housing Date of Construction



Ethnic Density Map



MA-60 Broadband Needs of Housing occupied by Low- and Moderate-Income Households - 91.210(a)(4), 91.310(a)(2)

Describe the need for broadband wiring and connections for households, including low- and moderate-income households and neighborhoods.

Broadband is the common term used to refer to a very fast connection to the Internet. Such connections are also referred to as 'high-speed.' Wireless broadband is widely available in the City of Appleton, according to the Federal Communications Commission's Broadband Availability data. Maps from the FCC show 80-100% of all units in Appleton are served by internet speeds of at least 100 Mbps download and 20+ Mbps upload. Almost 93% of Appleton households have a broadband subscription.

Wisconsin overall ranks 28th in broadband coverage (Broadbandnow.com). Approximately 92% of residents in Wisconsin have access to download speeds of 25 Mbps and upload speeds of 3 Mbps. 46.2% of residents have access to wired low-priced broadband at a price \$60/month or less, without discounts and government subsidies.

Appleton is the sixth most connected city in Wisconsin, ahead of closely surrounding jurisdictions. The average download speed in Appleton is approximately 2 percent slower than the average in Wisconsin, and 24 percent faster than the national average. Fiber coverage is available to approximately 58% of Appleton.

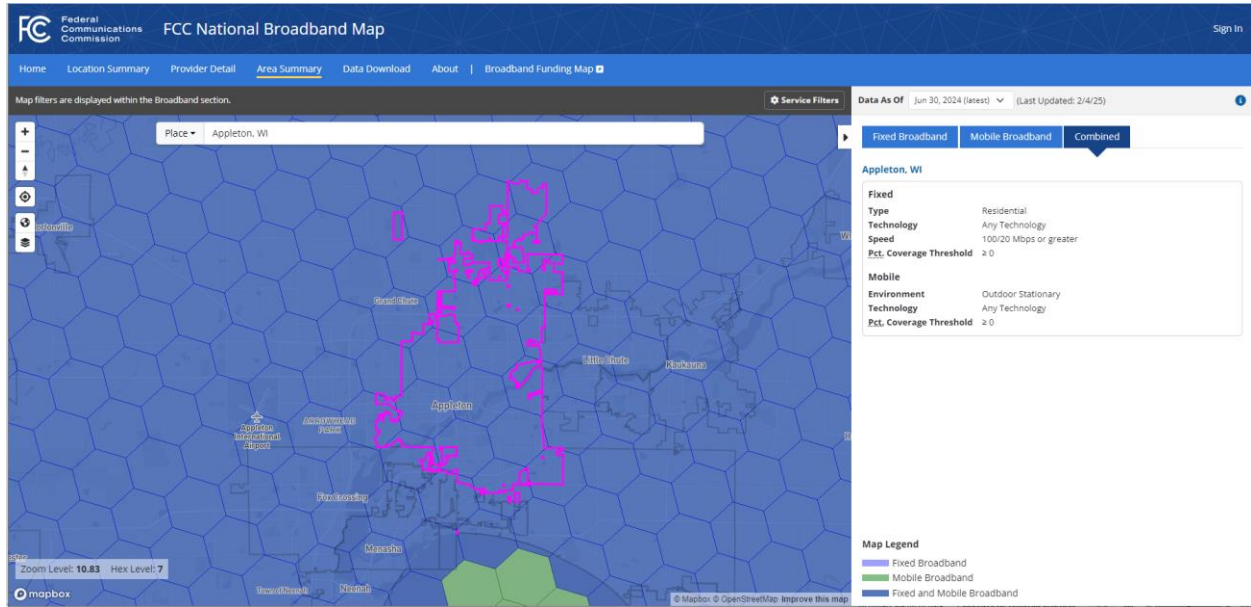
Residential areas in the City are served by providers offering download speeds ranging from as low as four megabits per second and as high as 5 gigabits per second (Gbps) with AT&T Fiber. Spectrum offers download speeds of up to 1 Gbps.

In general, purchasing internet with higher speeds is more expensive and may not be affordable to lower-income households. Broadbandnow.com reports that 35% of households with a yearly income under \$20,000 do not have access to broadband. 16% of households with incomes between \$20,000-\$74,999 do not have access to broadband, and only 4% of households with an income above \$75,000 do not have access to broadband. Spectrum has plans starting at \$50 a month, and AT&T plans at \$55 a month.

Outagamie County is also widely covered by high-speed internet (defined by the FCC as 25 Mbps or faster), with almost 95% of households being covered. While Outagamie County is widely covered by some type of internet access, fiber availability is low. In a survey, 4% of residents reported having Fiber internet. The County is working to improve broadband access through fiber-optic investments funded through the American Rescue Plan Act.

Describe the need for increased competition by having more than one broadband Internet service provider serve the jurisdiction.

While currently, 100 percent of residents in Outagamie County have access to local internet providers, roughly 1,000 consumers in Appleton only have access to one or fewer at their address. The current Appleton internet providers include: Spectrum, AT&T Fiber Internet, US Cellular, EarthLink, Viaset Internet, TDS Telecom, Bertram Internet, Starlink, AlwaysOn Wifi, and HughesNet. The providers offer a range of consumer internet plans that encompass different speed levels, with plans ranging from 4.0 Mbps to 8 Gbps, and starting price points ranging from \$39.95 to \$120.00. Internet starting prices have increases considerably since the last Consolidated Plan, with the lowest starting price jumping from \$15 to \$40.



Fixed and Mobile Broadband Availability

MA-65 Hazard Mitigation - 91.210(a)(5), 91.310(a)(3)

Describe the jurisdiction's increased natural hazard risks associated with climate change.

The City of Appleton is subject to natural hazards that threaten life and health, as well as having caused extensive property damage. It is the intent of the hazard mitigation activities to reduce the impacts on people and property. The City of Appleton is involved with Outagamie County Emergency Management and the City of Appleton Emergency Management taskforce. These groups continue to develop the best practices approach to obtain and utilize mitigation funding through a variety of means to provide the community quality hazard mitigation efforts.

Winter events, substantial winds and tornadoes, and extreme heat were identified as having a component of climate change attached to an increase risk in the future.

Winter events have occurred for many years and most likely will continue to occur in the future in the City of Appleton. Since January 1, 2014, there have been approximately 31 severe winter events in Outagamie County, according to the National Centers for Environmental Information (NCEI). That equates to about three severe winter storms per year. In any given year, it is possible to have considerably more snow and ice events, and each winter will vary in snowfall depths of accumulating snow and ice. Future events may be affected by global climate changes, but the outcome of these trends is unknown at this time.

Extreme heat is typically a hazard found in more desert regions than Appleton, Wisconsin. However, extreme heat can and has been a hazard in Wisconsin causing heat strokes to occur and proving detrimental to crops. In recent years, heat deaths have been increasing in Wisconsin, according to the Wisconsin Department of Health and Human Services. In 2014, there was one death. In 2022, there were 15 deaths due to heat. Health hazards related to extreme heat include sunburns, heat cramps, heat exhaustion, and heat stroke. Young children, the elderly, and those who are sick are more likely to become victims (Wisconsin State Climatology Office).

While not in an especially tornado-heavy part of the United States, the State of Wisconsin still experiences on average, 23 **tornadoes** per year. However, 2024 has been a year of especially high tornado occurrence, with 42 tornadoes reported as of July 26, 2024. The high winds and severe storms that can accompany tornadoes pose serious health hazards to residents and infrastructure. The National Weather Service issues, on average, one to two tornado warnings, and five to 10 severe thunderstorm warnings per county per year in Wisconsin. Long-term trend analysis of Wisconsin's climate indicates that the state is becoming warmer and wetter. Heavy rainfall and strong storms create favorable conditions for tornadoes to form. Climate surveillance has shown that within the past 60 years, tornadoes have not occurred more frequently but rather are occurring on days that already had a documented tornado. This suggests an increase in tornado density. These trends suggest an increase in negative health and infrastructure impacts as a result of greater intensity of severe thunderstorms,

accompanying strong winds, and tornado occurrences. (State of Wisconsin, Department of Human Services, Severe Thunderstorms and Tornadoes Toolkit)

Describe the vulnerability to these risks of housing occupied by low- and moderate-income households based on an analysis of data, findings, and methods.

Fortunately, no portion of the City of Appleton is geographically considered more vulnerable to flooding, tornadoes, and extreme temperatures. There are, however, several populations that are more vulnerable.

- A significant senior population has difficulty moving during intense weather events and can be confined to a home with limited food, water, medical supplies, and heating and cooling during extreme weather events.
- The homeless population is more exposed to weather and hazards, particularly when the City of Appleton's emergency shelters are undersized and over capacity, and individuals and families are forced to seek "shelter" in places not meant for human habitation.

Strategic Plan

SP-05 Overview

Strategic Plan Overview

The following Strategic Plan sections identify the priority needs of the community and the strategies that the City of Appleton will employ to address those needs in the most effective, efficient manner. Also included is a summary of the institutional structure utilized to carry out eligible activities and how the City of Appleton will monitor projects to ensure compliance with HUD standards and requirements.

The City of Appleton has identified the following priority needs for the 2025-2029 Consolidated Plan:

1. Affordable, quality, lead-safe housing for low and moderate-income persons;
2. Improvement of public facilities;
3. Revitalization of neighborhoods;
4. Provision of public services, especially for vulnerable populations;
5. Economic Development opportunities to support workers, entrepreneurs', and business owners.

The City of Appleton has not identified a specific geographic area in which to concentrate the use of CDBG funding over the next five years. However, through adherence to CDBG requirements, City of Appleton staff anticipates funding to be focused primarily in low and moderate-income areas of the jurisdiction.

SP-10 Geographic Priorities – 91.215 (a)(1)

Geographic Area

No geographic priority areas.

General Allocation Priorities

Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA)

The City of Appleton will invest a majority of CDBG funds across the entire city due to low and moderate-income population's needs existing throughout the city. Investing in affordable housing projects City-wide will also assist in affirmatively furthering fair housing and helping to promote fair housing choice. The City of Appleton will target its CDBG public facilities improvements and neighborhood grants to census blocks with 51 percent or more of residents at or below 80 percent Area Median Income (AMI) or to public facilities that specifically serve LMI clientele.

SP-25 Priority Needs - 91.215(a)(2)

Priority Needs

Table 47 – Priority Needs Summary

1	Priority Need Name	Affordable Housing- Rehab of Existing Units
	Priority Level	High
	Population	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Chronic Homelessness Individuals Families with Children Chronic Substance Abuse Victims of Domestic Violence Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Other
	Geographic Areas Affected	
	Associated Goals	Acquisition for new housing Homebuyer assistance Improve & maintain housing stock
	Description	This priority need addresses the provision of assistance to low- and moderate-income households (homeowner and renter) and non-profit organizations serving these households to address code violations, modifications for accessibility, removal of lead-based paint hazards, and structural/energy efficiency upgrades.

	Basis for Relative Priority	The majority of homes in the City of Appleton were built prior to 1980 and comprise a large portion of affordable housing units available. Maintenance and upgrades to these homes to ensure that they are able to safely meet residents' needs and that residents can remain in their existing affordable housing is critical. These homes are also located in identified low- and moderate-income areas of the City of Appleton.
2	Priority Need Name	Public Services
	Priority Level	High
	Population	Extremely Low Low Moderate Large Families Families with Children Elderly Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Victims of Domestic Violence Unaccompanied Youth Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Non-housing Community Development
	Geographic Areas Affected	
	Associated Goals	Public services

	Description	This priority need addresses the provision of a variety of services and programs to low-and moderate-income City of Appleton residents, including the special needs population. These programs are generally focused on supporting limited clientele who are presumed to be LMI. The City of Appleton has a staff position that is expected (not required) to take up much of the yearly public service allocation to assist persons experiencing homelessness and other basic needs crises in accessing resources available in the community to meet their needs.
	Basis for Relative Priority	This priority is drawn from data analysis and consultation with multiple agencies in the community that provide services and programming in the community. (Refer to Needs Assessment section of this Plan)
3	Priority Need Name	Public Facilities
	Priority Level	High
	Population	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Victims of Domestic Violence Unaccompanied Youth Elderly
	Geographic Areas Affected	
	Associated Goals	Neighborhood Revitalization Public facilities improvement
	Description	This priority addresses the need to improve public facilities that will benefit various populations and needs.

	Basis for Relative Priority	This priority is drawn from public feedback regarding interest in public facilities updates and data analysis conducted in the Needs Assessment section of this Plan, illustrating the need for continued maintenance and improvements to various public facilities in the City of Appleton that serve many programs and populations. Public facilities improvements were also highlighted in agency interviews as an important resource to upgrade facilities such as shelters and community centers.
4	Priority Need Name	Affordable Housing- Production of New Units
	Priority Level	High
	Population	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents
	Geographic Areas Affected	
	Associated Goals	Acquisition for new housing Homebuyer assistance Improve & maintain housing stock Neighborhood Revitalization
	Description	This priority addresses the need for new, affordable homes for low- and moderate-income individuals and families in the City of Appleton through the acquisition of vacant lots- mostly infill- or dilapidated structures to be razed for new construction.
	Basis for Relative Priority	There is a high need for affordable housing and the replacement of aging, dilapidated structures located primarily in low- and moderate-income areas of the City of Appleton.
5	Priority Need Name	Neighborhood Revitalization
	Priority Level	High

	Population	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Victims of Domestic Violence Unaccompanied Youth Non-housing Community Development
	Geographic Areas Affected	
	Associated Goals	Neighborhood Revitalization Public facilities improvement
	Description	This priority addresses the need to improve or incorporate neighborhood revitalization efforts in HUD-identified low- and moderate-income block groups in the City of Appleton. This effort will be largely led by independent neighborhoods with neighborhood groups organizing the projects.
	Basis for Relative Priority	This priority is drawn from public opinion captured in the Community Needs Survey and from data analysis conducted in the Needs Assessment section of this Plan, illustrating the need for continued maintenance and improvement to various neighborhood public spaces in the City of Appleton, including parks and playgrounds.
6	Priority Need Name	Homeless- Permanent Supportive Housing
	Priority Level	High

	Population	Extremely Low Low Moderate Families with Children Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Victims of Domestic Violence
	Geographic Areas Affected	
	Associated Goals	
	Description	This priority addresses the need for the rehabilitation and creation of rental units available to individuals and families experiencing homelessness, and in some cases, supportive services.
	Basis for Relative Priority	This priority is drawn from homeless data analysis and consultation with multiple agencies in the community that provide housing and services to the homeless population. (Refer to Needs Assessment section of this Plan)
7	Priority Need Name	Economic Development
	Priority Level	High
	Population	Extremely Low Low Moderate Non-housing Community Development
	Geographic Areas Affected	
	Associated Goals	Economic Development

	Description	This priority will help Appleton in providing financial assistance and technical support to small business owners, entrepreneurs, and workers to ensure economic opportunity is present for all residents of Appleton. Other CBDG eligible economic development strategies will also be supported under this priority.
	Basis for Relative Priority	Business programs in Appleton have been successful and enabling all workers and business owners to have economic opportunities is an important aspect of economic development efforts at the City.

Narrative (Optional)

Each of the priority areas listed above are ranked as high priority, as Appleton funds activities that align with these priorities on an annual basis. Rehabilitation of housing, public facilities improvements, public service provision, and economic development programs have consistently been carried out under Appleton's CDBG program, both by City employees and non-profit organizations. These programs also see high success rates and high levels of public support, leading to their designation of high priority within the community.

SP-30 Influence of Market Conditions – 91.215 (b)

Influence of Market Conditions

Affordable Housing Type	Market Characteristics that will influence the use of funds available for housing type
Tenant Based Rental Assistance (TBRA)	At this time in Appleton, the rental market is extremely competitive due to a shortage of available units, and landlords are seeking additional security deposits in addition to stringently screening tenants for rental history and arrears. Funds used in this way would help ensure that renters are able to secure assistance, and more people can be housed to fight homelessness in Appleton.
TBRA for Non-Homeless Special Needs	Special Needs households generally have fixed incomes or minimum wage employment that do not allow for unanticipated expenses. Due to the increases in cost of living (including cost of food, medical needs, and utilities), more assistance may be necessary. This can include emergency rental assistance to enable people to remain in their homes and prevent homelessness.
New Unit Production	CDBG funds may be allocated to acquire property that will result in the construction of new units, but the construction will not be a direct cost to CDBG. New units are often incorporated into the City of Appleton through the following methods: the Appleton Housing Authority, Greater Fox Cities Habitat for Humanity, private developers building LIHTC projects, and private developers utilizing TIF financing.
Rehabilitation	This has historically been the primary use of CDBG funds in the City of Appleton. The majority of affordable housing in the City of Appleton was built pre-1980. The oldest units are located in low and moderate-income block groups and have an increased chance of containing lead-based paint hazards. It is important to maintain this housing stock through rehabilitation efforts. Rehabilitation of both owner-occupied and renter-occupied units can be supported by CDBG dollars.
Acquisition, including preservation	Most vacant lots found in new subdivisions are priced outside the range viable for partnering agencies seeking to develop new affordable housing; therefore acquisition of will be limited to infill lots available in the City of Appleton, and to units that will be razed for new affordable homes.

Table 48 – Influence of Market Conditions

SP-35 Anticipated Resources - 91.215(a)(4), 91.220(c)(1,2)

Introduction

The City of Appleton's budget encompasses revenue from federal, state, and private agencies and will be used by many agencies in the community to address the priority needs identified throughout this Plan. The only funds, however, over which the City of Appleton maintains control in reference to this Plan are funds through the CDBG program. Two programs, the City of Appleton's Homeowner Rehabilitation Loan Program and the Appleton Housing Authority's Homebuyer program both generate program income that is then reinvested into the programs to continue to expand their reach and assist more clientele. The average program income expected on a yearly basis for these programs is about \$300,000. In the past five years, the City of Appleton's Homeowner Rehabilitation Loan Program and the Appleton Housing Authority received more program income than average, with a total amount of over \$1.95 million. Program income was high in 2021 through 2023 due to low interest rates, but program income is expected to level out in the next few years, especially if interest rates stay at current levels. The City's annual CDBG entitlement award has roughly increased by 1 to 3 percent yearly in the past decade, with an assumption that this trend will continue and produce a five-year allocation total of about \$3,030,000 in CDBG Entitlement funds and \$1.5 million in program income. This is a total estimate of \$4,530,000 in total CDBG funds available to the City and its subrecipient partners during the 2025-2029 Consolidated Plan period.

Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	588,232	300,000	0	988,232	3,542,000	The Program Income is generated through the City of Appleton's Homeowner Rehabilitation Loan Program and the Appleton Housing Authority's Homebuyer Program. These program income funds are placed in revolving loan funds and used exclusively in those programs. All other programs only receive Entitlement funds. Funds are typically allocated for specific projects and activities at the beginning of each program year, so there are not typically any unallocated resources available from prior years.

Table 49 - Anticipated Resources

Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied

The City of Appleton will leverage all dollars received through the CDBG program by funding activities that, overall, are only a portion of the valuable services that the awarded agencies provide to low- and moderate-income households throughout the City of Appleton.

There are no matching requirements associated with CDBG funding; however, higher consideration was given to applications that could demonstrate additional sources of funding to leverage projects.

If appropriate, describe publicly owned land or property located within the jurisdiction that may be used to address the needs identified in the plan

The City of Appleton does not anticipate any qualified, participating agency to use any publicly owned land or property while addressing the needs identified throughout this Plan.

Discussion

SP-40 Institutional Delivery Structure – 91.215(k)

Explain the institutional structure through which the jurisdiction will carry out its consolidated plan including private industry, non-profit organizations, and public institutions.

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
City of Appleton	Government	Ownership neighborhood improvements public facilities	Other
APPLETON HOUSING AUTHORITY	PHA	Ownership Public Housing	

Table 50 - Institutional Delivery Structure

Assess of Strengths and Gaps in the Institutional Delivery System

The institutional structure through which the City of Appleton carries out its plans is strong due to the framework already in place.

The City is the financial agent for the Continuum of Care (CoC) and Emergency Homeless and Housing (EHH) grants, and an active member of the Fox Cities Housing Coalition. The Appleton Housing Authority receives a CDBG allocation for its Homebuyer Program and also coordinates with the Health Department to provide services to its senior population. These relationships allow for a high level of interaction resulting in coordination of services between the City and agencies that may be supported by CDBG funding.

While there does not appear to be a gap in the delivery system, the City of Appleton will work continuously to further enhance the coordination of services between non-profit organizations and public institutions. Utilizing CDBG funds during the 2024 program year, the City created a Community Resource Navigator staff position to connect persons experiencing homelessness and other basic needs crises with resources available in the community. This position has been a huge benefit in increasing communications between the City and local organizations that provide resources, and helps to connect people with resources in a quick and efficient way, to ensure that residents in need have access to resources available to them.

Availability of services targeted to homeless persons and persons with HIV and mainstream services

Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV
Homelessness Prevention Services			
Counseling/Advocacy	X	X	
Legal Assistance	X	X	

Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV
Homelessness Prevention Services			
Mortgage Assistance	X		
Rental Assistance	X	X	
Utilities Assistance	X	X	
Street Outreach Services			
Law Enforcement			
Mobile Clinics			
Other Street Outreach Services	X	X	
Supportive Services			
Alcohol & Drug Abuse	X	X	
Child Care	X		
Education	X	X	
Employment and Employment Training	X	X	
Healthcare	X	X	
HIV/AIDS			
Life Skills	X	X	
Mental Health Counseling	X	X	
Transportation			
Other			

Table 51 - Homeless Prevention Services Summary

Describe how the service delivery system including, but not limited to, the services listed above meet the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth)

The City of Appleton continues to be an active member of the local Fox Cities Housing Coalition (FCHC), serving as the lead agency and fiscal administrator for Continuum of Care (CoC) and Emergency Homeless and Housing (EHH) grant funding into the community. Community Development Block Grant funds, CoC funds and EHH funds significantly support agencies and their efforts to serve the homeless population in the community, particularly to encourage self-sufficiency exit from homelessness.

The delivery of listed services meets the needs of the homeless persons and additional populations mentioned above through the network of agencies in the City of Appleton. There are several organizations that serve homeless persons specified above, and there is close coordination between agencies. The Fox Cities Housing Coalition (FCHC) consists of several local service provider organizations that serve homeless populations with housing and supportive services. Agencies funded through CoC and EHH funding [as referenced above] maintain a coordinated entry list of homeless households in the Fox Cities, which allows agencies to coordinate services and work towards a functional zero.

City of Appleton also has two positions that regularly conduct outreach to the homeless population in Appleton to get them into the Coordinated Entry system for placement in homeless resource programs. The Coordinated Entry (CE) Specialist is responsible for the intake of residents experiencing homelessness and regularly monitors and reports data to local homeless service organizations and other organizations serving low- and moderate-income populations. The Community Resource Navigator (CRN) is responsible for direct outreach to populations experiencing homelessness and assists the CE Specialist to get people into the CE system. The CRN is also responsible for responding to low-level complaints related to homelessness and other basic needs crises and connecting any person experiencing a basic needs crisis with relevant local resources.

Describe the strengths and gaps of the service delivery system for special needs population and persons experiencing homelessness, including, but not limited to, the services listed above

The Fox Cities Housing Coalition (FCHC), of which the City of Appleton is a member agency, is designed to promote communitywide commitment to the goal of ending homelessness; provide programming and housing for underserved and homeless individuals and families; promote access to and effect utilization of mainstream programs; and optimize self-sufficiency among underserved and homeless individuals and families, including the special need population. The FCHC provides a strong framework within which these services are provided. Member agencies are extremely familiar with services provided by each, and staff of these member agencies use their extensive knowledge to ensure clients have access to needed services.

In early 2016, the Fox Cities Housing Coalition implemented a coordinated entry system that helps communities prioritize assistance based on vulnerability and severity of service needs to ensure that people who need assistance the most can receive it in a timely manner. The coordinated entry system also provides information about service needs and gaps to help the Fox Cities and the City of Appleton plan assistance and identify needed resources. The local coordinated entry system is intended to increase and streamline access to housing and services for households experiencing homelessness, match appropriate levels of housing and services based on need, and prioritize persons with severe service needs for the most intensive interventions. It is the intention of the system to allow for a quick, seamless entry into homeless services, referrals to the most appropriate resources for each household's situation, prevention of duplication of services, reduction of the length of time households are experiencing homelessness, and communication improvement among agencies. The CE system functions well and has been improved through regular communication and monthly meetings between Appleton's CE Specialist and the various organizations that provide services under the CE system. Additionally, the CE Specialist presents data on homelessness and the number and characteristics of individuals/households on the CE list at the monthly FCHC meetings. This presentation helps to ensure that all local organizations involved in Coordinated Entry or the provision of other, non-housing social services have an awareness of the condition of homelessness in Appleton.

Overall, all organizations in the Fox Cities Housing Coalition have focused on improving connections between agencies and increasing referrals to the proper service when they cannot serve a client for any reason. In addition, other types of organizations, such as faith-institutions have become more involved in the FCHC and have been able to offer additional resources and in-kind services that agencies may not have the capacity to staff or fund on their own. The increased involvement of faith-institutions and increase in the size of the FCHC membership has been critical to expand the reach of the FCHC and improve the opportunity to serve all residents in need. Other focuses of the FCHC at this time include website development to provide a centralized source of various community resources and services, and to provide residents with greater connections to the CE system. Connections to mental health agencies was a major area of concern in interviews with service providers. Many organizations have clients with mental health and substance abuse issues that they cannot treat onsite, but the availability of these resources is critical to the success of the clientele. Strengthening these connections and increasing the number of mental health service providers available in Appleton was a major priority area for multiple non-profit community organizations interviewed during the development of this plan.

Provide a summary of the strategy for overcoming gaps in the institutional structure and service delivery system for carrying out a strategy to address priority needs

The continued development of the coordinated entry process and assessment tools will be an important strategy for overcoming gaps in the City of Appleton's service delivery system. Continued City of Appleton staff involvement with the Fox Cities Housing Coalition and collaboration with various service agencies throughout the community will also aid in addressing any gaps that may develop.

SP-45 Goals Summary – 91.215(a)(4)

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Improve & maintain housing stock	2025	2029	Affordable Housing Non-Homeless Special Needs		Affordable Housing- Production of New Units Affordable Housing- Rehab of Existing Units	CDBG: \$1,050,000	Rental units rehabilitated: 15 Household Housing Unit Homeowner Housing Rehabilitated: 155 Household Housing Unit
2	Homebuyer assistance	2025	2029	Affordable Housing		Affordable Housing- Production of New Units Affordable Housing- Rehab of Existing Units	CDBG: \$70,000	Direct Financial Assistance to Homebuyers: 30 Households Assisted
4	Acquisition for new housing	2025	2029	Affordable Housing		Affordable Housing- Production of New Units Affordable Housing- Rehab of Existing Units	CDBG: \$250,000	Homeowner Housing Added: 5 Household Housing Unit
5	Public facilities improvement	2025	2029	Non-Housing Community Development		Neighborhood Revitalization Public Facilities	CDBG: \$390,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 1000 Persons Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
6	Neighborhood Revitalization	2025	2029	Non-Housing Community Development		Affordable Housing- Production of New Units Neighborhood Revitalization Public Facilities	CDBG: \$82,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 2500 Persons Assisted
7	Public services	2025	2029	Homeless Non-Homeless Special Needs		Public Services	CDBG: \$488,000	Public service activities other than Low/Moderate Income Housing Benefit: 2500 Persons Assisted
8	Administration	2025	2029	Administration			CDBG: \$545,000	Other: 1 Other
9	Economic Development	2025	2029	Non-Housing Community Development		Economic Development	CDBG: \$95,000	Jobs created/retained: 25 Jobs Businesses assisted: 35 Businesses Assisted

Table 52 – Goals Summary

Goal Descriptions

1	Goal Name	Improve & maintain housing stock
	Goal Description	This goal is to rehabilitate 170 units (155 owner-occupied, 15 renter-occupied) by providing no-interest, no-payment loans to low- and moderate-income homeowners, and rehabilitation assistance grants to special needs homeowners (including elderly or disabled).

2	Goal Name	Homebuyer assistance
	Goal Description	This goal includes providing 30 first-time, low- and moderate-income homebuyers with down payment assistance.
3	Goal Name	Acquisition for new housing
	Goal Description	This goal is to acquire 5 vacant lots or lots with dilapidated structures to develop new housing for low- and moderate-income households.
4	Goal Name	Public facilities improvement
	Goal Description	This goal includes assisting community-based organizations to improve and maintain facilities that will provide services to at least 1,300 persons (total).
5	Goal Name	Neighborhood Revitalization
	Goal Description	This goal is to provide assistance to organizations and programs to conduct activities that will strengthen and revitalize low- and moderate-income neighborhoods, benefiting at least 2,500 persons (total).
6	Goal Name	Public services
	Goal Description	This goal is to provide increased access to public services and coordinated entry services for 500 homeless or low- and moderate-income persons each year.
7	Goal Name	Administration
	Goal Description	This goal includes delivery and management of the CDBG program by City of Appleton staff.
8	Goal Name	Economic Development
	Goal Description	Providing financial support and technical assistance to small businesses and owners and workers in the City of Appleton to ensure all residents have access to economic opportunities.

Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.315(b)(2)

The City of Appleton will provide approximately 190 households with affordable housing assistance (rehabilitation and down-payment assistance) during the 2025-2029 Consolidated Plan period.

SP-50 Public Housing Accessibility and Involvement – 91.215(c)

Need to Increase the Number of Accessible Units (if Required by a Section 504 Voluntary Compliance Agreement)

The Appleton Housing Authority is not under a Section 504 Voluntary Compliance Agreement.

Activities to Increase Resident Involvements

By supporting the Appleton Housing Authority's Homebuyer Program, public housing residents have the opportunity to learn about homeownership through homebuyer education classes. Completing these classes initiates the process of becoming a first-time homebuyer and receiving financial assistance for down payments or needed repairs on their newly purchased home.

Is the public housing agency designated as troubled under 24 CFR part 902?

No

Plan to remove the 'troubled' designation

N/A

SP-55 Barriers to affordable housing – 91.215(h)

Barriers to Affordable Housing

The City of Appleton, through a collaboration with the Metropolitan Milwaukee Fair Housing Council (MMFHC), updated the Analysis to Impediments (AI) report in 2020. City staff are currently working on a data update to reevaluate the progress of the goals and recommendations identified in the previous update and adjust strategies as needed. The AI report identifies barriers to equal housing access based on quantitative data contained in various sections of the report, and based on qualitative information gleaned from community input.

- 1) Private-market housing discrimination;
- 2) Affordable housing location;
- 3) Lack of affordable, accessible housing;
- 4) Private-market refusal to permit reasonable accommodations/modifications;
- 5) Lending discrimination and disparities; and
- 6) Critical shortage of affordable rental housing and limited housing assistance.

Previously, developers, builders, and realtors have expressed the following issues regarding the effects of public policies on affordable housing:

- Development standards, including infrastructure and storm water management, of new subdivisions drive up the costs of the lots making it difficult for developers to build truly affordable housing units;
- Current TID regulations limit how much and what can be done with residential development;
- Lot size requirements and building codes affect the cost of developing, maintaining, and improving affordable housing in the City of Appleton. In most instances of maintaining and renovating, the costs associated with bringing the home into code compliance ultimately make the home unaffordable.

Strategy to Remove or Ameliorate the Barriers to Affordable Housing

City staff are in the process of updating the 2020 Analysis of Impediments to Fair Housing report to account for recent development and changes in the housing market that may impact supply and data related to availability of housing at different income levels. However, recommendations from the 2020 AI report are expected to remain relevant going forward. The 2020 Analysis of Impediments *Fair Housing Goals and Strategies* section identifies goals and strategies designed to redress impediments to fair housing. Each goal has a number of strategies to make progress toward the goal. Each strategy contains a timeframe for action, a measure of achievement, and the entity at each municipality that is responsible for implementing the strategies. The City of Appleton's primary strategies to address barriers to affordable housing include [in no order of priority]:

Goal 1: Continue efforts to ensure adequate supply of housing, affordable to all income levels in the community:

Strategy 1- Monitor the balance between household incomes and for-sale housing or market rents to identify trends that may impact affordability;

Strategy 2- Support a variety of housing programs to defray the costs of rental housing or homeownership, marrying financial tools such as historic preservation, DNR grants, and opportunity zones;

Strategy 3- Support and partner with programs that provide assistance to homeless persons in the community;

Strategy 4- Support the City's Homeowner Rehabilitation Loan Program to provide funding for home improvements for lower-income households;

Strategy 5- Support housing programs of housing non-governmental organizations;

Strategy 6- Continue to participate in the Fox Cities Housing Coalition

Strategy 7- Promote and support private sector investment in affordable housing through TIF financing, LITC projects, and other state/federal financial resources;

Strategy 8- Considering utilizing Central Business District (CBD) zoning in other areas of the City to promote denser in-fill and housing development.

Goal 2: Increasing fair housing choice and decreasing housing discrimination:

Strategy 1- Continue providing fair housing services;

Strategy 2- Offer and promote fair housing training for City of Appleton landlords and housing/service providers;

Strategy 3- Advocate for additional federal and state funding for fair housing services.

Goal 3: Continuing funding the City of Appleton's Neighborhood Program to encourage the establishment and support of neighborhood organizations:

Strategy 1- Provide assistance to help form neighborhood organizations that will work with City staff and elected officials to promote neighborhood vitality and encourage neighbors to watch out for each other;

Strategy 2- Continue to offer funding through the Neighborhood Grant Program to help carry out neighborhood improvement projects and encourage neighbors to connect;

Strategy 3- Provide diversity education to neighborhood groups to ensure that organizing efforts are inclusive and create a welcoming environment for all.

Goal 4: Increasing access to consumer education in a culturally appropriate context:

Strategy 1- Support existing credit counseling and financial education;

Strategy 2- Connect housing consumers with existing local educational resources;

Strategy 3- Connect housing consumers with existing local job skills resources.

SP-60 Homelessness Strategy – 91.215(d)

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

The City of Appleton is an active member of the Fox Cities Housing Coalition (FCHC) to address the needs of homeless persons and participate in the resources and services available within the community. The City has two staff positions primarily tasked with addressing homelessness and conducting outreach to homeless persons. The Community Resource Navigator is directly responsible for outreach to persons experiencing basic needs crises and entering persons into the Coordinated Entry (CE) system, which allows them to access the various homelessness services in the community and is used by the services agencies to pull clients for assistance. Additionally, Appleton's Coordinated Entry Specialist is responsible for both intake onto the CE list and data reporting, monitoring of the list, and coordination with supportive services agencies in the community.

The use of CDBG funds to support public service activities proposed by member agencies of the FCHC allow their programs to assess and serve individuals and families experiencing homelessness. Continued participation of City of Appleton staff in the FCHC, and further the Wisconsin Balance of State Continuum of Care, will allow the City to determine if needs are being met and if there are changes that need to be addressed.

The City of Appleton also serves as the lead agency and fiscal administrator for Continuum of Care (CoC) grant funding and Emergency Homeless and Housing (EHH) grant funding disbursed into the community. This role allows the City to maintain an active role in determining the needs of households experiencing homelessness, and whether funds are being used effectively to provide housing and programming to that cause.

The City of Appleton coordinates efforts with the Fox Cities Housing Coalition to conduct the semiannual Point in Time Counts. The Point in Time Counts allow participant agencies to assess the level of homelessness needs in the community, as well as provide referral services and resources to persons experiencing homelessness.

Addressing the emergency and transitional housing needs of homeless persons

The City of Appleton will continue to support public service, housing and public facility improvement activities proposed by community agencies that address the emergency and transitional housing needs of individuals and families experiencing homelessness. Public facility improvements have allowed the homeless shelter in Appleton to pursue upgrades to its security system and fire suppression system to ensure that the shelters can remain open and operable to serve persons seeking emergency shelter. Additionally, City staff works to support the needs of local organizations via the Coordinated Entry Specialist and Community Resource Navigator roles in the City of Appleton.

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.

The City of Appleton will utilize CDBG funds to connect with persons experiencing homelessness and connect them with resources in an efficient manner to ensure that any person needing assistance is aware of the resources available to them in the City. The City is also willing to support public facilities for homeless persons to ensure that emergency shelters and transitional housing locations are safe and operable, and that the needs of residents and community organizations are being met. The City of Appleton will continue to play an active role in ending homelessness in the Fox Cities.

Help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to become homeless after being discharged from a publicly funded institution or system of care, or who are receiving assistance from public and private agencies that address housing, health, social services, employment, education or youth needs

Community Development Block Grant funding will be allocated to community agencies that propose activities that divert and prevent low and moderate-income individuals and families from experiencing homelessness. The City of Appleton's role as the lead and fiscal administrator for Continuum of Care (CoC) funding and Emergency Homeless and Housing (EHH) grant funding will positively impact the opportunities that community agencies have to provide housing and programming to at-risk households and individuals exiting system of care. Additionally, participation in this role allows for City staff to monitor the conditions of homelessness and the available resources and services to address homelessness in the City and have a greater understanding of what additional resources may be needed in the community.

The incorporation of a coordinated entry system has created a uniform intake process and reduced duplication of efforts for the Fox Cities Housing Coalition (FCHC). Further and most importantly, the coordinated entry system simplifies the intake process for individuals and families seeking housing and services and efficiently directs households with agencies that can best meet their needs. The CE system has also furthered cooperation efforts between City staff and local agencies, and increased data monitoring and collaborative review of the CE list helps all agencies and the City to better address the needs of clients at the top of the list.

SP-65 Lead based paint Hazards – 91.215(i)

Actions to address LBP hazards and increase access to housing without LBP hazards

The City of Appleton continues to allocate CDBG funds each program year to support its Homeowner Rehabilitation Loan Program, which provides low- and moderate-income homeowners with the financial ability to make repairs to their homes. A requirement for participation in this program is that items not meeting code and all applicable lead-based paint hazards be rehabilitated as part of the loan funding.

The City also continues to support the Appleton Housing Authority's Homebuyer Program, which can include rehabilitation. Lead hazards are identified and remediated during the rehabilitation process.

In addition, the City of Appleton Health Department and the City's Homeowner Rehabilitation Loan Program work collaboratively to identify homes where young children may be adversely affected in the dangers of lead-based paint. Lead based paint remediation and education are priorities in this collaboration.

How are the actions listed above related to the extent of lead poisoning and hazards?

Lead poisoning in children is one of the most common preventable environmental related diseases. According to an EPA report from 1991, 83 percent of all private housing built before 1980 contains lead paint in some portion of the house, and the City of Appleton is not immune to this problem. As a result, the City of Appleton's Health Department administers a Lead Poisoning Prevention Program, which aims to provide increased outreach and education efforts and visits to households with children younger than seven. Through this program, Health Department staff is able to identify those at higher risk of exposure to lead poisoning and hazards, and through partnerships with the Homeowner Rehabilitation Loan Program, the Appleton Housing Authority, and other housing agencies in the community, the City of Appleton is more capable of identifying, rehabilitating, and remediating lead hazards.

How are the actions listed above integrated into housing policies and procedures?

The City of Appleton's Homeowner Rehabilitation Loan Program, the Appleton Housing Authority's Homebuyer Program, and any other housing activities to which CDBG funds are allocated incorporate lead hazard remediation procedures and practices into their programs, as required by federal law. The partnership between the City of Appleton Health Department's lead poisoning prevention programs and various community housing program continues to evolve and expand to minimize lead hazard exposure to all households, but predominantly those of highest risk.

SP-70 Anti-Poverty Strategy – 91.215(j)

Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families

To reduce the number of poverty-level families in the City of Appleton, the CDBG program anticipates funding programs and activities that:

- Increase the ability of low and moderate-income homeowners to stay in their homes and increase the value by financing necessary home repairs through no-interest, zero-payment loans;
- Support acquisition of properties that will support new home construction for low and moderate-income households;
- Prioritize rehabilitation projects for homeowners with special needs, such as disabled and elderly households, allowing them to remain independent in their affordable home;
- Incorporate additional affordable rental housing units;
- Provide first-time homebuyers with down payment assistance;
- Provide financial counseling and education;
- Provide job training and support economic development efforts for job creation or retention;
- Improve or expand public facilities that support services for the community's special needs population, including those struggling with mental illness and substance abuse.

How are the Jurisdiction poverty reducing goals, programs, and policies coordinated with this affordable housing plan

The City of Appleton has primarily used CDBG funding over the past five years to support affordable housing activities for homeowners, renters, and first-time homebuyers. The City will continue to support programs that provide funding to the low and moderate-income population specifically for housing needs, and will seek to support agencies that propose to provide affordable housing in areas identified as 'high need' and 'unmet'- small one and two-bedroom affordable units.

SP-80 Monitoring – 91.230

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

City of Appleton staff has several formal processes in place to ensure compliance with CDBG program requirements.

- 1) **Mandatory Pre-Application Training:** Prior to the onset of the annual community partner competitive application process, interested agencies are required to participate in pre-application training that educates on regulatory requirements, local discretion, and subrecipient management. Agencies will only receive the CDBG application if staff from their organization completes the training and submits the required quiz upon completion.
- 2) **Competitive Application for Funding:** The application process to receive CDBG funding includes thorough examination and review of the proposed activities by City staff, the CDBG Advisory Board, the Community Development Committee, and City Council. The extensive review by various groups ensures the eligibility of activities and the appropriateness of funding the project to meet priority goals.
- 3) **Pre-Agreement Technical Assistance:** City of Appleton staff provides a thorough review of the subrecipient agreements prior to implementation, including but not limited to: regulatory requirements, grantee requirements, subrecipient requirements, budget requirements, and reporting requirements.
- 4) **Payment Request Documentation:** Subrecipients are required to submit the appropriate supporting documentation with requests for reimbursement; payment will be withheld for failure to adequately comply. City of Appleton staff utilize a checklist when processing every payment request to ensure that both HUD's and the City of Appleton's standards are met.
- 5) **Accomplishment Reporting:** Subrecipients are required to submit accomplishment reports coupled with requests for reimbursement. Failure to provide accomplishments achieved for the period of time requesting reimbursement will result in a withheld payment.
- 6) **Subrecipient Monitoring:** City of Appleton staff conducts a risk assessment for each awarded subrecipient agency. In addition to the risk level, staff closely monitors accomplishment reports and payment request documentation to determine the necessity of monitoring. City of Appleton staff utilize on-site and desk monitorings to satisfy this requirement.

In addition, there are many informal technical assistance opportunities available with City of Appleton staff throughout the application process and CDBG program year.

Expected Resources

AP-15 Expected Resources – 91.220(c)(1,2)

Introduction

The City of Appleton's budget encompasses revenue from federal, state, and private agencies and will be used by many agencies in the community to address the priority needs identified throughout this Plan. The only funds, however, over which the City of Appleton maintains control in reference to this Plan are funds through the CDBG program. Two programs, the City's Housing Rehabilitation Loan Program and the Appleton Housing Authority's Homeowner program both generate program income that is then reinvested into the programs to continue to expand their reach and assist more clientele. The average program income expected on a yearly basis for these programs is about \$300,000.

The City's annual CDBG entitlement award has roughly increased by 1 to 3 percent yearly in the past decade, with an assumption that this trend will continue and produce a five-year allocation total of about \$3,030,000 in CDBG Entitlement funds and \$1.5 million in program income. This is a total estimate of \$4,530,000 in total CDBG funds available to the City and its subrecipient partners during the 2025-2029 Consolidated Plan

period. **Anticipated Resources**

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	588,232.00	300,000.00	0.00	838,232.00	3,441,000.00	The Program Income is generated through the City of Appletons Homeowner Rehabilitation Loan Program and the Appleton Housing Authority's Homeowner Program, however, funds are placed in revolving funds and used exclusively in those programs. All other programs only receive Entitlement funds. Funds are typically allocated for specific projects and activities at the beginning of each program year, so there are not typically any unallocated resources available from prior years.

Table 53 - Expected Resources – Priority Table

Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied

The City of Appleton will leverage all dollars received through the CDBG program by funding activities that, overall, are only a portion of the valuable services that the awarded agencies provide to low- and moderate-income households throughout the City of Appleton.

There are no matching requirements associated with CDBG funding; however, higher consideration was given to applications that could demonstrate additional sources of funding to leverage projects.

If appropriate, describe publicly owned land or property located within the jurisdiction that may be used to address the needs identified in the plan

The City of Appleton does not anticipate any qualified, participating agency to use any publicly-owned land or property while addressing the needs identified throughout this Plan.

Discussion

Annual Goals and Objectives

AP-20 Annual Goals and Objectives

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Improve & maintain housing stock	2020	2024	Affordable Housing Non-Homeless Special Needs		Affordable Housing- Rehab of Existing Units	CDBG: \$243,500.00	Homeowner Housing Rehabilitated: 28 Household Housing Unit
2	Homebuyer assistance	2020	2024	Affordable Housing		Affordable Housing- Rehab of Existing Units	CDBG: \$10,000.00	Direct Financial Assistance to Homebuyers: 5 Households Assisted
5	Public facilities improvement	2020	2024	Non-Housing Community Development		Public Facilities	CDBG: \$76,500.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 400 Persons Assisted
7	Public services	2020	2024	Homeless Non-Homeless Special Needs		Public Services	CDBG: \$88,232.00	Public service activities other than Low/Moderate Income Housing Benefit: 500 Persons Assisted
8	Administration	2020	2024	Administration			CDBG: \$75,000.00	Other: 1 Other

Table 54 – Goals Summary

Goal Descriptions

1	Goal Name	Improve & maintain housing stock
	Goal Description	CDBG funds will be used to assist homeowners through the City of Appleton's Housing Rehabilitation Loan Program, Rebuilding Together Fox Valley's homeowner rehabilitation grant program, and the Appleton Housing Authority's rehabilitation program for first-time homebuyers. Each of these programs will enable homeowners to retain their housing and remain a house that is affordable to them, and ensure that homes in Appleton are maintained and upkept according to City code.
2	Goal Name	Homebuyer assistance
	Goal Description	Homebuyer assistance will be provided by the Appleton Housing Authority to eligible first-time homebuyers. This program will support buyers through downpayment assistance.
3	Goal Name	Public facilities improvement
	Goal Description	The City of Appleton will provide assistance to Pillars, Inc. to update the flooring at the Adult Shelter to ensure that persons experiencing homelessness have a safe place and Pillars can maintain a clean and healthy space at their shelter facility. Funds for Appleton's Neighborhood grant program may also help support public facility improvements, especially if the project (not yet identified, eligible project will be submitted by a neighborhood group) is focused on public facilities improvements.
4	Goal Name	Public services
	Goal Description	City of Appleton will support the Community Resource Navigator staff position to connect persons experiencing homelessness and other basic needs crises with resources in the community in an efficient and effective manner.
5	Goal Name	Administration
	Goal Description	CDBG Administration dollars support staff responsible for CDBG payment processing, CDBG planning, yearly allocation process, housing rehabilitation administration, and other administrative activities related to CDBG projects.

Projects

AP-35 Projects – 91.220(d)

Introduction

During the CDBG competitive application process, the City of Appleton prioritized needs and strategically allocated funding to achieve the most community impact. The proposed use of CDBG-allocated funds in the 2025PY will focus on activities that:

- Improve and maintain current housing stock
- Create accessibility to homeownership for first-time homebuyers
- Provide shelter and services to persons impacted by homelessness
- Revitalize public facilities
- Fund costs associated with administering various programs and activities

All proposed projects and grant amounts are estimates that are contingent upon receipt of the federal award for the 2025 program year. Funds projected in this plan will be adjusted as needed to meet the total federal award amount once received by HUD. Additionally, funds may be reprogrammed for eligible activities if any listed projects receive funding from additional sources and no longer require CDBG funds for completion of the project.

Projects

Project Summary Information

#	Project Name
1	Pillars Adult Shelter Flooring Replacement
2	First Five Fox Valley Door Accessibility Upgrade
3	Habitat for Humanity Housing Acquisition
4	Rebuilding Together Fox Valley Rehabilitation
5	Appleton Housing Rehabilitation Loan Program
6	Community Resource Navigator Staff Position
7	Appleton Neighborhood Grant Program 2025
8	Appleton Housing Authority Homebuyer Assistance
9	Appleton Housing Authority Homeowner Rehab Assistance
10	AHA Homebuyer and Homeowner Program Administration
11	MMFHC Fair Housing Services
12	CDBG Administration 2025

Table 55 – Project Information

Describe the reasons for allocation priorities and any obstacles to addressing underserved needs

The City of Appleton CDBG Advisory Board determined that allocation priority would go towards funding homeowner rehabilitation programs and public facility improvements to a homeless shelter and family resource center. All activities funded support the City of Appleton’s CDBG program goal of “creating a thriving urban community through the provision of assistance to low- and moderate-income households in the forms of basic shelter, affordable housing opportunities, expanded economic opportunities, suitable living environments and supportive services related to residential, financial, and social stability.”

AP-38 Project Summary
Project Summary Information

Project Name	Goals Supported	Needs Addressed	Funding	Description	Target Date
Pillars Adult Shelter Flooring Replacement	Public facilities improvement	Public Facilities	CDBG : \$36,500.00	Replacement of flooring at Pillars Adult Shelter location.	03/31/2026
First Five Fox Valley Door Accessibility Upgrade	Public facilities improvement	Public Facilities	CDBG : \$25,000.00	Upgrade to First Five Fox Valley's new Family Resource Center location at the current Trout Museum of Art.	03/31/2026
Habitat for Humanity Housing Acquisition	Improve & maintain housing stock	Affordable Housing- Rehab of Existing Units; Affordable Housing- Production of New Units	CDBG : \$50,000.00	Support acquisition of one property by Habitat for Humanity for a home to be purchased by a low- or moderate-income resident for homeownership.	03/31/2027

Rebuilding Together Fox Valley Rehabilitation	Improve & maintain housing stock	Affordable Housing- Rehab of Existing Units	CDBG : \$33,500.00	Rehabilitation grants to low- and moderate-income homeowners, especially elderly and disabled residents.	03/31/2026
Appleton Housing Rehabilitation Loan Program	Improve & maintain housing stock	Affordable Housing- Rehab of Existing Units	CDBG : \$200,000.00	Provide no-interest loans to low- and moderate-income homeowners.	03/31/2026
Community Resource Navigator Staff Position	Public services	Public Services	CDBG : \$88,232.00	Community Resource Navigator staff position to assist persons experiencing homelessness and other basic needs crises to connect them with resources available in the community.	03/31/2026

Appleton Neighborhood Grant Program 2025	Public facilities improvement	Neighborhood Revitalization; Public Facilities	CDBG : \$40,000.00	Funds to support neighborhood efforts to improve public facilities or other CDBG eligible activities in low-and moderate-income qualified neighborhoods in the City of Appleton.	03/31/2027
Appleton Housing Authority Homebuyer Assistance	Homebuyer assistance	Affordable Housing- Production of New Units	CDBG : \$10,000.00	Homebuyer downpayment and closing cost assistance.	03/31/2026
Appleton Housing Authority Homeowner Rehab Assistance	Improve & maintain housing stock	Affordable Housing- Rehab of Existing Units	CDBG : \$10,000.00	Homeowner rehabilitation for first-time homebuyers assisted through the AHA's homebuyer assistance program, for housing that requires rehabilitation assistance.	03/31/2026

AHA Homebuyer and Homeowner Program Administration	Improve & maintain housing stock; Homebuyer assistance	Affordable Housing- Production of New Units; Affordable Housing- Rehab of Existing Units	CDBG : \$5,000.00	Administration of AHA homebuyer assistance and homeowner rehab programs	03/31/2026
MMFHC Fair Housing Services	Administration	--	CDBG : \$25,000.00	Provision of fair housing services to Appleton residents, provision of education on fair housing laws to property owners and managers, and investigations into complaints about fair housing issues experienced on the private housing market	03/31/2026
CDBG Administration 2025	Administration	--	CDBG : \$65,000.00	CDBG administration support	03/31/2027

AP-50 Geographic Distribution – 91.220(f)

Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed

The City of Appleton will not have a designated geographic area within the jurisdiction where funds are allocated. However, activities benefiting persons, facilities, or housing within the census block groups that HUD has designated as meeting the 51 percent low and moderate-income threshold will be given priority.

Geographic Distribution

Target Area	Percentage of Funds

Table 56 - Geographic Distribution

Rationale for the priorities for allocating investments geographically

The City of Appleton will not have a designated geographic area within the jurisdiction where funds are allocated. However, activities benefiting persons, facilities, or housing within the census block groups that HUD has designated as meeting the 51 percent low and moderate-income threshold will be given priority.

Discussion

The City of Appleton will not have a designated geographic area within the jurisdiction where funds are allocated. However, activities benefiting persons, facilities, or housing within the census block groups that HUD has designated as meeting the 51 percent low and moderate-income threshold will be given priority.

Affordable Housing

AP-55 Affordable Housing – 91.220(g)

Introduction

The City of Appleton invests federal funding in the development of rental and homeownership units, and the rehabilitation and repair of existing renter-and owner-occupied units. This section shows specific goals for the number of homeless, non-homeless, and special needs households that will be provided affordable housing during the 2020 program year. Also shown are the number of affordable housing units that will receive CDBG funding. Programs that will provide these units through the CDBG program are: the City of Appleton's Homeowner Rehabilitation Loan Program, the Appleton Housing Authority, the Greater Fox Cities Habitat for Humanity, and Rebuilding Together Fox Valley.

One Year Goals for the Number of Households to be Supported	
Homeless	500
Non-Homeless	29
Special-Needs	0
Total	529

Table 57 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	0
The Production of New Units	0
Rehab of Existing Units	28
Acquisition of Existing Units	1
Total	29

Table 58 - One Year Goals for Affordable Housing by Support Type
Discussion

AP-60 Public Housing – 91.220(h)

Introduction

The Appleton Housing Authority's mission is *"to provide decent, safe, and quality housing for individuals and families that need rent affordability along with opportunities and programming for participant desiring to become self-sufficient."* The City of Appleton will provide funding to support the Appleton Housing Authority's Homebuyer Program, which provides assistance for downpayments and needed repairs or upgrades for the home that are purchased by first-time homebuyers.

Actions planned during the next year to address the needs to public housing

While the City of Appleton does not provide CDBG funding to the Appleton Housing Authority in support of its public housing program, CDBG funds are allocated in support of the Appleton Housing Authority's Homebuyer Program, which includes downpayment assistance and rehabilitation financial assistance for first-time homebuyers.

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

By supporting the Appleton Housing Authority's Homebuyer Program, public housing residents have the opportunity to learn about homeownership through homebuyer education classes. Completing these classes initiates the process of becoming a first-time homebuyer and receiving financial assistance for downpayments or needed repairs on their newly-purchase home.

If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance

The Appleton Housing Authority is not designated as troubled.

Discussion

Overall, the Housing Authority is provided CDBG funding to support its First-Time Homebuyer Program only. The program is an acquisition/rehabilitation program that promotes affordable housing and financial assistance to low and moderate-income households, while revitalizing neighborhoods.

AP-65 Homeless and Other Special Needs Activities – 91.220(i)

Introduction

The City of Appleton allocated 2025PY funding to the City's Community Resource Navigator staff position which connects persons experiencing homelessness and other basic needs crises with resources available in the community.

The definition of the Special Needs population in the City of Appleton was derived after consulting with several nonprofit, supportive service-providing agencies in the Appleton area. The most prevalent, but certainly not exclusive, characteristics of the population were:

- Persons affected by mental health issues;
- Persons affected by substance abuse issues; and
- Elderly persons in need of supportive services for health and housing issues

Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including

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

The City of Appleton continues to be an active member of the Fox Cities Housing Coalition (FCHC), the local continuum of care, serving as the lead agency and fiscal administrator for HUD Continuum of Care (CoC) and State of Wisconsin Emergency Housing and Homeless (EHH) grant funding into the community. While 2020 program year CDBG funding will only be supporting public facility improvements to Pillars Adult & Family Shelter, CoC and EHH funds significantly support other agencies in the City of Appleton and their efforts to serve the homeless population.

Specifically, through EHH funds, Pillar's Adult and Family Shelter- a local emergency shelter for individuals and families- provides a street outreach program, which entails staff physically seeking out and connecting with unsheltered persons in the community. This program allows connections to be made, services to be offered, and relationships to be developed on the terms of the individual or family experiencing homelessness.

During the July 2025 Point in Time count, the Fox Cities- including the City of Appleton- identified 148 unsheltered persons experiencing homelessness. The City of Appleton and the community will continue to strive to serve these individuals, and others as necessary, by continuing to reach out, engage, and

connect them to available resources in the community.

Addressing the emergency shelter and transitional housing needs of homeless persons

The Appleton Housing Authority, Salvation Army of the Fox Cities, and Pillars collaborate to provide transitional housing options and supportive services through a Tenant-Based Rental Assistance (TBRA) program. This program serves approximately 40 households annually.

Pillars and Harbor House Domestic Abuse Shelter continue to collaborate and provide six transitional housing beds, as well as supportive services, specifically for survivors of domestic abuse who are transitioning out of shelter. On average, eight households are served annually through this initiative.

Ascend, a Pillars initiative in collaboration with NAMI Fox Valley, serves young adults (aged 18-24) living with a mental health challenge, who are trying to navigate their transition from adolescence to an adulthood of self-sufficiency and stability. Through this collaboration, 12 transitional units are available in a group living setting supported by case management and life skills.

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

The City of Appleton will continue to use CDBG funds to connect persons experiencing homelessness in the City with resources available to them through various non-profit organizations in the area. These organizations include:

LEAVEN, Inc., who offers an Emergency Assistance Program which provides rental and utility assistance to families and individual on the brink of homelessness.

Salvation Army of the Fox Cities, through the prevention program Pathway of Hope, provides rental and

utility assistance to families and individuals currently experiencing housing instability.

Pillars, Inc, who offers a prevention program to households residing on the local Coordinated Entry prioritization lists, specifically in the form of rental and utility assistance.

The City of Appleton also awarded 2025 program year funding to agencies- including the City of Appleton's Homeowner Rehabilitation Loan Program, the Appleton Housing Authority, Rebuilding Together Fox Valley, and Habitat for Humanity - proposing rehabilitative housing activities to maintain affordable housing units and educational skill building as an effort to provide additional affordable housing option and prevent instability or homelessness.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: 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); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs

The City has allocated funds to the Community Resource Navigator position to support low and moderate-income households in an effort to prevent homelessness and connect residents with resources available in the community. Organizations that may serve these clients identified by the Community Resource Navigator include LEAVEN, Inc., Salvation Army and Pillars, Inc., which all have homelessness prevention programming to stop homelessness before it starts.

Rebuilding Together Fox Valley's core mission is to improve the homes and lives of low-income homeowners, allowing them to remain safe and healthy in their home. Not only are the homeowners able to age in place, but they are able to sustain affordable housing.

The Greater Fox Cities Habitat for Humanity's Almost Home program offers affordable rental units to qualified families while they actively work toward homeownership. Families that participate in the Almost Home receive case management to help them achieve their educational, vocational, and financial goals, and ultimately transfer on to the homeownership program.

Discussion

AP-75 Barriers to affordable housing – 91.220(j)

Introduction:

The City of Appleton is in the process of updating the Analysis of Impediments to Fair Housing Choice report. The 2020 AI report, completed in collaboration with the Metropolitan Milwaukee Fair Housing Council (MMFHC), identified barriers to equal housing access based on quantitative data contained in various sections of the report, and based on qualitative information gleaned from community input. The impediments identified [below] are not listed in order of priority.

1. Private-market housing discrimination;
2. Affordable housing location;
3. Lack of affordable, accessible housing;
4. Private-market refusal to permit reasonable accommodations/modifications;
5. Lending discrimination and disparities; and
6. Critical shortage of affordable rental housing and limited housing assistance.

The 2020 Analysis of Impediments *Fair Housing Goals and Strategies* section identifies goals and strategies designed to redress impediments to fair housing. Each goal has a number of strategies to make progress toward the goal. Each strategy contains a timeframe for action, a measure of achievement, and the entity at each municipality that is responsible for implementing the strategies.

Goal 1: Continue efforts to ensure adequate supply of housing affordable to all income levels in the community;

Goal 2: Increase fair housing choice and decrease housing discrimination;

Goal 3: Continue funding the City of Appleton's Neighborhood Program to encourage the establishment and support of neighborhood organizations; and

Goal 4: Increase access to consumer education in a culturally appropriate context.

In addition to the 2020 Analysis of Impediments report that is being updated, City staff regularly reference the Fox Cities and Greater Outagamie County Regional Housing Strategy report prepared by Outagamie County's Development and Land Services Department, which was completed and released to the public in June 2022. This report took into account the housing markets in all municipalities in the Fox Cities area and in the greater Outagamie County unincorporated region. This strategy report identified 19 actions for implementation that would help the Fox Cities region meet its overall housing goals and ensure that all residents have access to housing at a price and size that meets their needs.

In the City of Appleton, it was estimated that over 4,580 new units are needed to meet the projected

housing needs in 2040. This averages out to about 230 new units per year between January 2020 and January 2040. The Regional Housing Strategy report also indicated a sharp increase in median sale price between 2019 and 2021, with Appleton's median sale price increasing by \$34,300 (21% increase) from \$165,700 to \$200,000. These increasing prices are, in part, a reflection of the tight housing market with prices driven up by a lack of available housing supply to meet all residents' needs.

Actions it planned 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

Under Goal 1: Continue efforts to ensure adequate supply of housing affordable to all income levels in the community, listed above, the City of Appleton has identified eight strategies to make progress toward removing or ameliorating the barriers to affordable housing. Strategies specific to the removal or amelioration of the negative effects of public policy that serve as barriers include [in no particular order]:

Strategy 1- Support a variety of housing programs to defray the costs of rental housing or homeownership, marrying financial tools such as historic preservation, DNR grants, and opportunity zones;

Strategy 2- Promote and support private sector investment in affordable housing through TIF financing, LIHTC projects, and other state/federal financial resources; and

Strategy 3- Consider utilizing Central Business District (CBD) zoning in other areas of the City to promote denser in-fill and housing development.

Discussion:

AP-85 Other Actions – 91.220(k)

Introduction:

The City of Appleton's 2025-2029 Consolidated Plan outlines various strategies addressing obstacles in meeting underserved needs, fostering and maintaining affordable housing, reducing lead-based paint hazards, reducing poverty, improving institutional structure, and enhancing coordination between housing and social service agencies.

Actions planned to address obstacles to meeting underserved needs

The Fox Cities Housing Coalition (FCHC), of which the City of Appleton is a member agency, is designed to promote communitywide commitment to the goal of ending homelessness; provide programming and housing for underserved and homeless individuals and families; promote access to and effect utilization of mainstream programs; and optimize self-sufficiency among underserved and homeless individuals and families. This continuum begins with emergency shelter programs, continues through transitional housing programs, and on to permanent affordable housing options.

Actions planned to foster and maintain affordable housing

The City of Appleton has primarily used its CDBG funds to support affordable housing activities in various ways for homeowners, renters, and first-time homebuyers. The City will continue to fund similar efforts in the 2025 program year through subawards to Rebuilding Together Fox Valley, the Appleton Housing Authority, Greater Fox Cities Habitat for Humanity, and the City's Homeowner Rehabilitation Loan Program.

Actions planned to reduce lead-based paint hazards

The City of Appleton continues to allocate CDBG funds each program year supporting its Homeowner Rehabilitation Loan Program, which provides low- and moderate-income homeowners with the financial ability to make repairs to their homes. A requirement for participation in this program is that items not meeting code and all lead paint hazards be rehabilitated as part of the loan funding.

The City also continues to support the Appleton Housing Authority's Homebuyer Program, which will include rehabilitation. Lead hazards are identified and remediated during the rehabilitation process.

In addition, the City of Appleton Health Department and the City's Homeowner Rehabilitation Loan Program work collaboratively to identify homes where young children may be adversely affected in the dangers of lead-based paint and removal of those hazards.

Actions planned to reduce the number of poverty-level families

In an effort to reduce the number of poverty-level families, the City of Appleton awarded 2025 program

year funds to an adult emergency shelter, a family resource center public facility update, and a various housing rehabilitation and homeownership programs to ensure that affordable homeownership is available to families at low-and moderate-income levels. All of these programs and projects directly serve individuals and families that are facing financially challenging situations. The services offered and the constant collaboration among agencies provide the necessary direction and opportunities toward achieving financial independence and stable housing, while also decreasing the likelihood of homelessness

The City of Appleton continues to provide funding to the City's Homeowner Rehabilitation Loan Program, the Appleton Housing Authority, Greater Fox Cities Habitat for Humanity, and Rebuilding Together Fox Valley in an effort to rehabilitate and maintain affordable housing opportunities in the Appleton community.

Actions planned to develop institutional structure

The institutional structure through which the City of Appleton carries out its plans is strong due to framework already in place, and as such, does not have any specific actions planned to modify it.

The City is the financial agent for the Continuum of Care (CoC) and Emergency Homeless and Housing (EHH) grants, and an active member, of the Fox Cities Housing Coalition. The Appleton Housing Authority receives a CDBG allocation for its Homebuyer Program and also coordinates with the Health Department to provide services to its senior population. These relationships allow for a high level of interaction resulting in coordination of services between the City and agencies that may be supported by CDBG funding.

Actions planned to enhance coordination between public and private housing and social service agencies

While there does not appear to be a gap in the structure, the City of Appleton continuously works to further enhance coordination of services between nonprofit organizations and public institutions. The City of Appleton is an actively participating member of the Fox Cities Housing Coalition, a local continuum of services. All member agencies of the Coalition actively seek to enhance coordination and collaboration between services and agencies, and reduce any level of duplication. Additionally, the City's Coordinated Entry Specialist and Community Resource Navigator staff positions have made key contributions to ensure that social service agencies and the City are on the same page and that the City is operating with accurate information regarding the challenges facing its residents and the resources available in the community.

Discussion:

Program Specific Requirements

AP-90 Program Specific Requirements – 91.220(l)(1,2,4)

Introduction:

Community Development Block Grant Program (CDBG)

Reference 24 CFR 91.220(l)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
Total Program Income:	0

Other CDBG Requirements

1. The amount of urgent need activities	0
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2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income.

Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.

90.00%