



Waukesha County CDBG Program  
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**The HOME Consortium  
Board of Directors Meeting  
Thursday, August 18, 2022 at 9:00 A.M.**

**This meeting will be held via the Microsoft Teams application and will be open to the public.** Interested members of the public are encouraged to participate in the meeting via telephone

To join the meeting:

- Dial 414-435-2078
- Enter the Access Code **388904994**

**AGENDA**

1. Call to Order
2. Pledge of Allegiance
3. Approval of the Minutes from the July 14, 2022, Board Meeting
4. Public/Staff Comment
5. Financial Status Report
6. HOME-ARP Allocation Plan Draft
7. Lutheran Social Services 2020 TBRA Reallocation request
8. Adjournment

**The next HOME Board meeting is scheduled for Thursday, September 15, 2022**

**All agenda items are potentially actionable**

In accordance with the Americans with Disabilities Act, persons requiring any means of handicap accessibility for this meeting must contact Kristin Silva at 896-3370 (FAX 896-8510) at least 48 hours prior to meeting.

Minutes of the  
HOME Board Meeting  
July 14, 2022

Members Present: John Kannard, Russell Kutz, Maria Watts,  
Duane Paulson, Christine Howard

Staff: Kristin Silva, Debbie Narus, Lisa Johnson

Absent: Kathleen Schilling, Jay Shambeau,  
Jay Schreurs, Deb Sielski

Guests: None

- I. The meeting was called to order by John Kannard, Board Chairperson, with a quorum of the Board present at 9:06 am.
- II. The Board Chair led the Pledge of Allegiance
- III. On a motion by Christine Howard and seconded by Maria Watts, the minutes from the June 8, 2022, HOME Board meeting were unanimously approved.
- IV. No members of the public were in attendance. Kristin Silva introduced Lisa Johnson as the new Fiscal Specialist for the department.
- V. Independence Village Application was discussed. The Executive Committee reviewed the application in June and gave it a score of 56. Board feels the project is not ready to proceed at this point. Motion to deny application was made by Duane Paulson and seconded by Russell Kutz. The HOME Board unanimously voted to deny the Independence Village Application. The organization is invited to apply at a later date when the project financing is ready to proceed.
- VI. Volunteer of America/Marion House Update. A mortgage was not recorded when this project happened in 2008. The HOME Board allocated \$172,000 at that time. Kristin is working with Corporation Counsel to have the mortgage, Note and LURA finalized in August. The project has an affordability period until 2028. Volunteers of America is interested in selling the property to an agency who will maintain the services, clientele, and affordability period. If this proceeds, it will be brought back to the Board at a later date for review and approval.
- VII. Family Promise of Washington County Update on Karl's Place. A mortgage was not recorded when this project happened in 2017. The HOME Board allocated \$252,000 at that time. Kristin is working with Corporation Counsel to have the mortgage, Note and LURA finalized in August.
- VIII. Home Consortium/Urban County Requalification Process update. No communities in the HOME Consortium have asked to opt out for this cycle. The Village of Belgium has

voted to opt-in for 2023—2025. Kristin will send HUD the documents needed to requalify Waukesha County as an Urban County before August 1, 2022.

- IX. The public comment period for the draft 2023 HOME allocation has concluded, and a public hearing for the proposed funding was July 7, 2022. Only one public comment was received: Kathleen Fisher from Hebron Housing Services attended the meeting to thank the CDBG Board for funding their 2023 projects.
- X. On a motion by Duane Paulson and seconded by Christine Howard, the 2023 HOME allocation was unanimously approved.
- XI. On a motion by Maria Watts to adjourn and seconded by Christine Howard, the Board unanimously approved the meeting adjourned at 9:41 am.

Respectfully Submitted

John Kannard



# Waukesha County HOME Consortium HOME-ARP Allocation Plan

**DRAFT**

**August 2022**

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# HOME-ARP ALLOCATION PLAN

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For the HOME Consortium Serving Jefferson, Ozaukee, Washington,  
and Waukesha Counties

## WAUKESHA COUNTY, WISCONSIN

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Department of Parks and Land Use, Community Development  
Division

DRAFT  
August 2022

Prepared for Waukesha County by  
Mosaic Community Planning, LLC



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# TABLE OF CONTENTS

**Introduction..... 1**

**Consultation ..... 2**

**Public Participation..... 3**

**Needs Assessment and Gaps Analysis..... 6**

**HOME-ARP Activities ..... 16**

**HOME-ARP Production Housing Goals ..... 18**

**Preferences..... 19**

    Referral Methods..... 19

    Limitations in a HOME-ARP Rental Housing or NCS Project ..... 19

**HOME-ARP Refinancing Guidelines..... 20**

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# INTRODUCTION

The American Rescue Plan (ARP) was signed into law on March 11, 2021 to provide federal funding to relieve the continued impact of the COVID-19 pandemic on the economy, public health, state and local governments. As part of the American Rescue Plan (ARP), the U.S. Department of Housing and Urban Development (HUD) is providing \$5 billion in funding to jurisdictions across the country that participate in HUD's Home Investment Partnerships (HOME) entitlement grant program. This funding will assist people who are homeless or at risk of homelessness and other vulnerable populations through housing, rental assistance, supportive services, and non-congregate shelter, with the goal of reducing homelessness and increasing housing stability. Grantees are required by HUD to develop and submit plans outlining their housing and homeless needs and their anticipated uses of HOME-ARP funding.

The Waukesha County HOME Consortium is scheduled to receive \$5.3 million in HOME-ARP funds and has engaged in a consultation and public participation process to develop this HOME-ARP Allocation Plan. In this Plan, the Consortium describes how it intends to distribute HOME-ARP funds locally. In accordance with federal regulations and the guidelines contained in the Community Planning and Development Notice CPD-21-10, the Plan will be submitted to HUD as a substantial amendment to the Consortium's 2021 Annual Action Plan.

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# CONSULTATION

**Describe the consultation process including methods used and dates of consultation.**

In developing this HOME-ARP Allocation Plan, the HOME Consortium consulted with over 30 agencies providing a variety of services for people who are homeless, at risk of homelessness, or otherwise in need of housing assistance or related services. The Housing Action Coalition (HAC) serves as the local Continuum of Care and regularly convenes its member organizations and other providers working to address homelessness in the area. The HOME Consortium worked through HAC to gather information for this Plan from local organizations, including participation in monthly Provider Collaborative meeting as well as its monthly Board meeting. Dates and times for these meetings are shown below:

**HAC Provider Collaborative**

Thursday, May 26

9 AM

Via Zoom

**HAC Board Meeting**

Monday, June 13

2 PM

Waukesha City Hall or via Zoom

Additionally, the HOME Consortium held a series of community workshops to gather input from residents and community stakeholders. These workshops were open to the general public, including agency representatives. An invitation was emailed to over 200 contacts including local municipalities, housing and social service providers, school district representatives, and others. A total of 54 people participated in a HAC meeting or community workshop.

Agency representatives that participated in development of the HOME-ARP Allocation Plan will also have the opportunity to provide a comment on the draft plan during the 15-day public comment period. A list of agencies that participated in development of the Plan is provided on the following pages.

**TABLE 1 – LIST OF ORGANIZATIONS CONSULTED**

Agency/Organization Consulted		Type of Agency/ Organization	Method of Consultation
1	Aging and Disability Resource Center	<ul style="list-style-type: none"> <li>• Organization addressing needs of persons with disabilities</li> </ul>	<ul style="list-style-type: none"> <li>• Community workshop</li> </ul>
2	City of New Berlin Community Development	<ul style="list-style-type: none"> <li>• Public agency</li> </ul>	<ul style="list-style-type: none"> <li>• Community workshop</li> </ul>
3	City of Oconomowoc Planning Department	<ul style="list-style-type: none"> <li>• Public agency</li> </ul>	<ul style="list-style-type: none"> <li>• Community workshop</li> </ul>
4	City of Waukesha Community Development; Elected Officials	<ul style="list-style-type: none"> <li>• Public agency</li> </ul>	<ul style="list-style-type: none"> <li>• HAC board meeting</li> <li>• Community workshop</li> </ul>
5	City of Waukesha Police Department	<ul style="list-style-type: none"> <li>• Public agency</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
6	Community Action Coalition of South Central Wisconsin	<ul style="list-style-type: none"> <li>• Homeless service provider</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> <li>• Community workshop</li> </ul>
7	Eras Senior Network	<ul style="list-style-type: none"> <li>• Agency serving seniors</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
8	Family Promise of Washington County	<ul style="list-style-type: none"> <li>• Homeless service provider</li> <li>• Agency serving qualified population</li> </ul>	<ul style="list-style-type: none"> <li>• Community workshop</li> </ul>
9	Hebron Housing Services	<ul style="list-style-type: none"> <li>• Homeless service provider</li> <li>• Agency serving qualified population</li> </ul>	<ul style="list-style-type: none"> <li>• HAC board meeting</li> <li>• HAC provider collaborative meeting</li> <li>• Community workshop</li> </ul>
10	Hope Center	<ul style="list-style-type: none"> <li>• Homeless service provider</li> <li>• Agency serving qualified population</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
11	Housing Action Coalition	<ul style="list-style-type: none"> <li>• Continuum of care</li> </ul>	<ul style="list-style-type: none"> <li>• HAC board meeting</li> <li>• HAC provider collaborative meeting</li> </ul>
12	HUD	<ul style="list-style-type: none"> <li>• Public agency</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
13	Jefferson County Board of Supervisors	<ul style="list-style-type: none"> <li>• Public agency</li> </ul>	<ul style="list-style-type: none"> <li>• Community workshop</li> </ul>
14	Jefferson County Economic Development Consortium	<ul style="list-style-type: none"> <li>• Public agency</li> </ul>	<ul style="list-style-type: none"> <li>• Community workshop</li> </ul>
15	Literacy Services of Wisconsin	<ul style="list-style-type: none"> <li>• Literacy services</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
16	Lutheran Social Services of Wisconsin and Upper Michigan	<ul style="list-style-type: none"> <li>• Homeless service provider</li> <li>• Agency serving qualified population</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
17	Metro Milwaukee Fair Housing Center	<ul style="list-style-type: none"> <li>• Agency addressing fair housing and civil rights</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>

Agency/Organization Consulted	Type of Agency/ Organization	Method of Consultation	
18	Milwaukee Veterans Affairs Medical Center	<ul style="list-style-type: none"> <li>• Veterans' group</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
19	Movin' Out	<ul style="list-style-type: none"> <li>• Housing provider</li> <li>• Organization addressing needs of persons with disabilities</li> </ul>	<ul style="list-style-type: none"> <li>• Community workshop</li> </ul>
20	NAMI Southeast Wisconsin	<ul style="list-style-type: none"> <li>• Organization addressing needs of persons with disabilities</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
21	Ozaukee County Department of Human Services	<ul style="list-style-type: none"> <li>• Agency serving qualifying population</li> </ul>	<ul style="list-style-type: none"> <li>• Community workshop</li> </ul>
22	Pro Health Care	<ul style="list-style-type: none"> <li>• Healthcare organization</li> </ul>	<ul style="list-style-type: none"> <li>• HAC board meeting</li> </ul>
23	Salvation Army of Waukesha County	<ul style="list-style-type: none"> <li>• Homeless service provider</li> <li>• Agency serving qualified population</li> </ul>	<ul style="list-style-type: none"> <li>• HAC board meeting</li> </ul>
24	St. Vincent de Paul Waukesha County	<ul style="list-style-type: none"> <li>• Homeless service provider</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
25	State of WI Interagency Council on Homelessness	<ul style="list-style-type: none"> <li>• Public agency</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
26	The Women's Center	<ul style="list-style-type: none"> <li>• Domestic violence service provider</li> <li>• Agency serving qualified population</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
30	United Health Care	<ul style="list-style-type: none"> <li>• Healthcare organization</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
31	United Way of Greater Milwaukee & Waukesha County	<ul style="list-style-type: none"> <li>• Homeless service provider</li> </ul>	<ul style="list-style-type: none"> <li>• HAC board meeting</li> <li>• HAC provider collaborative meeting</li> <li>• Community workshop</li> </ul>
32	Waukesha County Community Development Division	<ul style="list-style-type: none"> <li>• Agency serving qualified population</li> </ul>	<ul style="list-style-type: none"> <li>• HAC board meeting</li> </ul>
33	Waukesha County Economic Support Services	<ul style="list-style-type: none"> <li>• Agency serving qualified population</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
34	Waukesha County Health and Human Services	<ul style="list-style-type: none"> <li>• Agency serving qualified population</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
35	Waukesha Food Pantry	<ul style="list-style-type: none"> <li>• Homeless service provider</li> </ul>	<ul style="list-style-type: none"> <li>• HAC board meeting</li> <li>• HAC provider collaborative meeting</li> </ul>
36	Waukesha Free Clinic	<ul style="list-style-type: none"> <li>• Homeless service provider</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
37	Waukesha Housing Authority	<ul style="list-style-type: none"> <li>• PHA</li> </ul>	<ul style="list-style-type: none"> <li>• HAC provider collaborative meeting</li> </ul>
38	West Bend Housing Authority	<ul style="list-style-type: none"> <li>• PHA</li> </ul>	<ul style="list-style-type: none"> <li>• Community workshop</li> </ul>

## **Summarize feedback received and results of upfront consultation with these entities.**

### *HAC Provider Collaborative Meeting*

Themes among the comments and recommendations received through during the HAC provider collaborative meeting are summarized below:

- There is a lack of affordable housing in Waukesha County and surrounding areas, including for people who have low and moderate incomes and people who are homeless. Permanent affordable housing and support services should be priorities for funding using HOME-ARP. There is a need to create new affordable housing.
- A housing navigator or counselor position is a priority. Wrap-around services that assist people maintain housing stability are important and prevent cycles of homelessness.
- In addition to housing development, consideration should be given for ongoing management, supportive services, and case management.
- While there is a definite need for more affordable housing, support for shelters should be considered as well. There is an ongoing need for more emergency shelter. In more rural areas, provision of emergency shelter and related services is more challenging. Each county has its own method of service delivery and its own unique needs.
- Tenant-based rental assistance is difficult to use because many landlords do not accept vouchers. Screenings for credit or eviction history can also be barriers for voucher holders. Landlord education may be one possibility to increase the pool of landlords that will accept vouchers.

### *HAC Board Meeting*

Themes among the comments and recommendations received through during the HAC board meeting are summarized below:

- The greatest need is to increase the number of affordable, accessible housing units. Using HOME-ARP funds for capital expenses to develop new housing that would subsequently be self-sustaining is a good use of funding.
- There is a need for partnerships with developers interested in using HOME-ARP funds to create affordable housing. The funding can be combined with other funding streams such as LIHTC.
- Services are also needed to complement new and existing affordable housing. Wraparound services are key for people who are chronically homeless and other is most need of support.
- New housing development should be varied so that people have a choice in where to live geographically.
- There is a need for housing for teens and young adults aging out of foster care. Flexibility in the use of funds is important to address a variety of housing needs.
- Housing for people exiting incarceration is a need. This group can be hard to house and at risk of homelessness.

### *Community Workshops*

Themes deriving from the community workshops are summarized in the following section, Public Participation.

# PUBLIC PARTICIPATION

**Describe the public participation process, including information about and the dates of the public comment period and public hearing(s) held during the development of the plan.**

## *Public Participation during Plan Development*

The HOME Consortium encouraged public participation throughout the preparation of this HOME-ARP Allocation Plan. During development of the Plan, the Consortium held four virtual community workshops to gather input from residents and community stakeholders. Workshop dates and times are shown below:

- Thursday, June 23 at 6 PM
- Monday, June 27 at 2 PM
- Tuesday, June 28 at 6 PM
- Wednesday, June 29 at 2 PM

Each community workshop began with background about the HOME-ARP program, program objectives, eligible uses of funding, and the amount of funding the HOME Consortium expects to receive. In the second part of the meeting, participants discussed priorities for the use of HOME-ARP funding, considering rental housing, non-congregate shelter, tenant-based rental assistance, and supportive services. Attendees were invited to provide additional information by email or phone following the meeting if desired. A copy of the workshop presentation is provided in an appendix to this Plan.

## *Public Participation during Plan Review*

The HOME Consortium will hold a 15-day public comment period and a public hearing to receive input on the draft HOME-ARP Allocation Plan. Residents will be notified of the public comment period and hearing through a public notice published in the local newspaper and online. Additionally, notice will be provided by email to community stakeholders and workshop participants who shared an email address during the meetings. Dates for the public notice, public comment period, and public hearing are shown below. Following the public comment period and hearing, the Plan will be presented to the HOME Board for approval and subsequent submission to HUD.

- Dates of Public Notice: TBD
- Public Comment Period: TBD
- Dates of Public Hearing: TBD

**Describe efforts to broaden public participation.**

The HOME Consortium endeavored to gather input from residents and community stakeholders throughout the four-county area. The Consortium held four virtual community workshops open to the general public that were advertised through a public notice in the newspaper and online. Additionally, a flyer advertising the workshops was emailed to over 200 community stakeholders, including municipalities within each county, housing and social service providers, churches, school district

representatives, and others. Recipients were also asked to share the flyer through their networks or post on social media. A total of 20 people attended one or more of the community workshops.

**Summarize the comments and recommendations received through the public participation process, either in writing or orally at a public hearing.**

Themes among the comments and recommendations received through the public participation process are summarized below:

- Affordable housing development should be a focus for the Consortium. There is a lack of affordable housing throughout the region. Even when a household has financial assistance to afford housing through something like a Section 8 voucher, finding a rental unit that is affordable and will accept a voucher is very difficult. Landlord education may be helpful to reducing this barrier.
- Production of new affordable housing units should be a primary use of HOME-ARP funds. Non-traditional approaches may be needed in more rural areas where the development of apartment communities using HOME-ARP with LIHTC funding is not feasible. New development should be accessible to people with eviction histories, poor credit or other housing barriers.
- Eviction prevention is important. Landlord-tenant mediation and other eviction prevention programs to address issues before an eviction is filed are needed. Case managers with flexible funding to help people with short-term rental assistance, childcare, transportation or other needs is also helpful.
- Non-congregate shelter does not end homelessness and should not be the highest priority for funding, but there is a need for some emergency housing. There is a specific need for shelters that house women and teens, including people leaving domestic violence situations.
- Short-term transitional housing is important because it responds to immediate needs. Affordable housing developments have long wait lists and do not make short term leases.
- Supportive services like housing navigators, social workers, and case managers are crucial. They may identify resources and options for those who cannot find immediate housing or provide long-term assistance to promote stability once someone has obtained housing.
- Resource education is important. Available programs and assistance need to be made known to the people who may need them.
- To cover a large area with a variety of needs like the HOME Consortium, flexibility is important. For example, rural areas may have more need for transportation assistance.

**Summarize any comments or recommendations not accepted and state the reasons why.**

There were no comments or recommendations that were not accepted.



# NEEDS ASSESSMENT AND GAPS ANALYSIS

This needs assessment and gaps analysis evaluates the size and demographic composition of HOME-ARP qualifying populations within the HOME Consortium and assesses the unmet needs of those populations. This analysis includes both gaps in the current supply of housing and shelter units as well as gaps within the services offered by the local network of homeless assistance organizations. A variety of data sources inform this analysis, including the City’s recent 2020-2024 Consolidated Plan, the CoC’s point-in-time count and housing inventory counts, and consultations with service providers.

**TABLE 2 – HOMELESS NEEDS INVENTORY AND GAP ANALYSIS TABLE**

	Current Inventory				Homeless				Gap Analysis				
	Family		Adults Only		Vets	Homeless Population			Family		Adults Only		
	# of Beds	# of Units	# of Beds	# of Units		Individuals in Households w/ Children	Individuals in Adults-Only Households	Vets	Victims of DV	# of Beds	# of Units	# of Beds	# of Units
					# of Beds								
Emergency Shelter	67		68										
Transitional Housing	29		11										
Permanent Supportive Housing	16		4										
Other Permanent Housing													
Sheltered Homeless						215	4						
Unsheltered Homeless						22	0						
<b>Current Gap</b>										42 emergency, transitional, and permanent supportive housing beds			

**TABLE 3 – HOUSING NEEDS INVENTORY AND GAP ANALYSIS TABLE**

Non-Homeless			
	Current Inventory	Level of Need	Gap Analysis
	# of Units	# of Households	# of Households
Total Rental Units	67,319		
Rental Units Affordable to HH at 30% AMI (At-Risk of Homelessness)	3,122		
Rental Units Affordable to HH at 50% AMI (Other Populations)	14,405		
0%-30% AMI Renter HH w/ 1 or more severe housing problems (At-Risk of Homelessness)		8,886	
30%-50% AMI Renter HH w/ 1 or more severe housing problems (Other Populations)		3,882	
<b>Current Gaps</b>			12,768

**Describe the size and demographic composition of qualifying populations within the Participating Jurisdiction’s boundaries.**

*Homeless as Defined in 24 CFR 91.5*

An estimated 237 residents were experiencing homelessness in Waukesha, Jefferson, Washington, and Ozaukee counties on a single night in January 2022, according to the 2022 Point-in-Time Count. Of the 237 people experiencing homelessness, 215 were sheltered and 22 were unsheltered.

*At Risk of Homelessness as Defined in 24 CFR 91.5*

The most fundamental risk factor for homelessness is extreme poverty, leading to unaffordable rents or homeowner costs. Renters with incomes under 30% HAMFI and housing cost burdens over 50% are at risk of homelessness, especially if they experience a destabilizing event such as a job loss, reduction in work hours, or medical emergency/condition. Such factors may also put low income homeowners at risk of foreclosure and subsequent homelessness.

The four severe housing problems include: (1) severe cost burden (paying more than 50% of income for housing and utilities); (2) severe crowding (more than 1.5 people per room); (3) lack of complete kitchen facilities; and (4) lack of complete plumbing facilities.

Income classifications include:

- Very low income – up to 30% of area median income (AMI);
- Low income – 30 to 50% AMI;
- Moderate income – 50 to 80% AMI;
- Middle income – 80 to 100% AMI.

At very low incomes, 71% of households in the four-county region experience a severe housing need (14,866 households). Hispanics have a disproportionately greater level of severe housing need. Eighty-four percent (84%) of Hispanic households experience one or more of the four severe housing problems.

At low incomes, 33% of households in the four-county region have at least one severe housing problem (8,132 households). Asian and Hispanic households have disproportionately greater severe needs than other racial and ethnic groups in this income band. Sixty-one percent (61%) of Asian households and 43% of Hispanic households experience at least one severe housing problem.

Of households with moderate incomes, 13.8% of all households experience one or more of the four severe housing problems. However, Black households in this income band have disproportionately greater severe housing needs, with 48% of Black households experiencing one or more of the four severe housing problems.

In the middle-income range, 6% of households in the four-county region have a severe housing problem (1,745 households). No racial or ethnic group faces a disproportionate rate of severe needs at this income level.

*Other Populations Requiring Services or Housing Assistance to Prevent Homelessness and Other Populations at Greatest Risk of Housing Instability, as Defined by HUD in the Notice*

*Elderly and Frail Elderly*

According to the 2013-2017 ACS 5-year estimates, 9.5% of the Waukesha County's population is elderly (aged 65 to 74) and an additional 7.2% is considered frail elderly (age 75 and over). A significant number of residents over the age of 65 (28.4%) have a disability. Within the county, 9.8% of all residents had one or more disabilities. Numbers and percentages of persons with different disability types are displayed in the table below.

In the HOME Consortium region, there are 47,105 elderly and 32,559 frail elderly residents, together comprising 11.3% of the region's population. Disability rates are quite similar to those of Waukesha County, with ambulatory and independent living difficulties being the most common, followed by cognitive difficulties.

The senior population is forecast to increase substantially in the next five years. Need for affordable senior housing, homeownership rehabilitation and accessibility improvements, senior facilities, and services such as meal delivery and transportation assistance will also increase as this population grows.

*People with HIV/AIDS*

The Wisconsin Department of Health report on HIV in Wisconsin states that a total of 7,185 people known to be living with HIV resided in Wisconsin at the end of 2018, and an estimated 1,300 additional people may be living with HIV in the state but are not currently aware of their diagnosis.

*People with Substance Use Disorders*

An annual survey sponsored by the U.S. Substance Abuse and Mental Health Services Administration (SAMHSA) provides the primary source of information on the use of illicit drugs and alcohol among non-institutionalized persons aged 12 years old or older. The 2016-2017 survey estimates that there are approximately 397,000 people in Wisconsin with a substance use disorder (8.1 percent of the population aged 12 or older). Of these, 339,000 have an alcohol use disorder, 106,000 have an illicit drug use disorder, and 30,000 have a pain reliever use disorder.<sup>1</sup> Extrapolating these figures to Waukesha County's population, approximately 26,402 Waukesha County residents age 12 or older may have a substance dependence or abuse disorder.

**Identify and consider the current resources available to assist qualifying populations, including congregate and non-congregate shelter units, supportive services, TBRA, and affordable and permanent supportive rental housing.**

*Homeless Facilities and Services*

Based on a review of emergency, transitional, and permanent supportive housing that serves homeless persons in Waukesha County, there are an estimated 135 year round emergency shelter beds in the County, about half of which are family beds (67 beds) and half of which are individual beds (68 beds). An

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<sup>1</sup> Substance Abuse and Mental Health Services Administration, State data tables and reports from the 2016-2017 National Survey on Drug Use and Health (NSDUH), U.S. Department of Health and Human Services, <https://www.samhsa.gov/data/nsduh/state-reports-NSDUH-2017>.

additional 25 beds provide emergency shelter on a seasonal basis. The County’s homeless facilities also includes 40 transitional housing beds and 20 permanent housing beds.

Outside of Waukesha County facilities and resources for homeless individuals and families are more limited. Friends, Inc. in Washington County provides emergency shelter and transitional housing assistance for those affected by domestic or sexual violence. Family Promise of Jefferson County provides emergency shelter and supportive housing at its Karl’s Place facility. Family Promise of Ozaukee County also assists with emergency housing for homeless families.

Agencies that provide services and facilities for homeless individuals and families are listed below along with the service they provide and the target population they serve.

**TABLE 4 – AGENCIES PROVIDING HOUSING AND SERVICES FOR HOMELESS PERSONS**

Agency	Services	Target Population
Hope Center	Clothing shop, meals, day center, financial assistance, moving and furniture assistance	All homeless
Food Pantry of Waukesha	Food distribution	All homeless
Salvation Army	Food pantry, community meals, emergency shelter, utility and prescription assistance, disaster relief	All homeless Men
La Casa de Esperanza	Childcare	Women and children
Women’s Center	Emergency housing, transitional housing, childcare, legal advocacy, employment assistance, counseling, crisis hotline	Victims of domestic violence
Community Action Coalition of South Central Wisconsin	Transitional housing assistance, emergency shelter vouchers, rapid rehousing, case management, phone/internet assistance, food distribution	All homeless Chronically homeless Veterans
Hebron House of Hospitality	Emergency shelter, transitional housing, case management, advocacy	Women and children Men
St. Vincent de Paul	Community meals, after release jail ministry, financial assistance	All homeless Persons released from correctional facilities
St. Joseph’s Medical Clinic	Medical services, care for chronic conditions	All homeless
Richard’s Place	Transitional housing, permanent housing, meals, transportation, case management/counseling	People with HIV/AIDS
Housing Action Coalition	Emergency housing, resource center	All homeless
Parent’s Place	Prevention, intervention and education services for children who are at risk or have experienced child abuse and neglect	Children
Friend’s, Inc.	Emergency shelter, transitional housing assistance, crisis hotline, advocacy, legal services, counseling/support groups	Victims of domestic violence

Agency	Services	Target Population
Family Promise	Emergency shelter, transitional housing, day center, meals	All homeless families

### *Public and Assisted Housing*

Public housing is concentrated in the counties of Waukesha and Jefferson. There is a total of 465 subsidized units available in these communities with the Waukesha County having the largest number (263). Other subsidized housing, such as low-income tax credit projects and units for elderly and disabled adults are available throughout the jurisdiction.

The WHA manages one large complex and several scattered sites. Saratoga Heights contains 114 one-bedroom units, and there are 149 additional scattered sites, ranging from two to five-bedroom units. The JHA also manages one large complex and scattered sites, for a total of 61 units. The Watertown Housing Authority and Lake Mills Housing Authority in Jefferson County also manage public housing units.

Additional assisted housing in the region includes Low Income Housing Tax Credit (LIHTC) properties, properties supported by Project-Based Section 8 subsidies, and Housing Choice Vouchers.

According to HUD’s LIHTC database, there are 72 tax credit properties in the HOME Consortium region that together provide 2,539 units of housing affordable to households with incomes at or below 60% AMI. There are 2,459 Project Based Section 8 units in 41 developments and 137 other multifamily assisted housing units in 8 developments. Other multifamily properties include housing developed through HUD’s Section 202 and 811 programs, which focused on providing affordable supportive housing for the seniors and people with disabilities.

The Housing Action Coalition of Waukesha County is comprised of more than 20 local agencies working to prevent and respond to homelessness in Waukesha County through provision of housing and services, including for chronically homeless individuals, families with children, veterans and their families, and unaccompanied youth. Using CDBG funding, Waukesha County provides support to several housing and service providers dedicated to serving people experiencing homelessness. During the 2020 program year, these include:

- The Hope Center – programs include a free clothing shop, outreach meals, a day center for people who are homeless and others, transportation assistance, healthcare access assistance, and assistance moving from a shelter to a family residence.
- The Women’s Center – serves women, children, and men impacted by domestic abuse, sexual violence, child abuse, and trafficking with emergency shelter, transitional housing, counseling support, childcare, legal advocacy, and employment counseling. The Women’s Center also provides community education about violence prevention.
- Hebron Housing Services – provides housing, services, and case management for men, women, children, and families, including people who are chronically homeless.

- The Salvation Army – provides emergency shelter, assistance finding housing, and other case management for men who are homeless.

#### *Shelter and Housing Inventory Gaps*

Waukesha County works the Housing Action Coalition and other community partners to collaborate on projects that provide services to people experiencing homelessness and other special needs populations. The County's designation of Neighborhood Strategy Revitalization Areas (NRSAs) allow it flexibility in addressing economic development, housing, and public services, including allowing additional public service funding for organizations that serve homeless and other special needs populations within the County's NRSAs.

While there are many organizations in Waukesha County serving people who are homeless and other special needs populations, service delivery gaps exist due to limited funding and a lack of sufficient permanent affordable housing or Section 8 vouchers. Without a sufficient affordable supply, housing navigators and case managers have difficulty connecting clients to long-term housing. Additional barriers to housing access may include past evictions, past convictions, high security deposits, or, for larger families, inability to find suitably-sized units. Additional resources are also needed to provide services, including free or low-cost healthcare, childcare, or transportation. Stakeholders also noted the need for legal assistance, most specifically, for eviction prevention.

Over the next five years, Waukesha County staff will continue outreach efforts to strengthen collaboration and expand understanding of the CDBG and HOME programs among community organizations, service providers, and housing developers. County staff will also work with the University of Wisconsin Extension program to identify potential new Community Based Development Organizations (CBDOs) and support existing CBDOs eligible to receive NRSA funding through the CDBG program. The County will also continue exploring potential partner organizations for TBRA administration and case management.

#### **Describe the unmet housing and service needs of qualifying populations.**

##### *Residents who are Homeless or At-Risk of Homelessness*

Individuals with an imminent risk of residing in shelters or becoming unsheltered typically have a combination of financial factors present in their lives: lack of living wage jobs, rents that are more than 30 or 50% of their incomes, and unaffordable childcare, medical, or transportation costs. In addition to these factors, individuals at risk of homelessness may have additional issues present such as family conflicts, domestic violence, housing with code or safety violations, household members with a disability, criminal histories, histories of mental health issues or substance abuse, difficulty navigating systems to access public benefits or community services, temporary housing situations (couch surfing or doubling up), and prior experiences with homelessness.

For formerly homeless families and individuals nearing the termination of assistance, a top need is to secure safe, affordable permanent housing. Other needs may include access to job training, employment and education programs, including supportive employment agencies; access to Social Security disability and other benefits; linkages to health, mental health, and legal services; access to affordable transportation, childcare, and food; and other case management and supportive services.

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#### *Other Special Needs Populations*

Special needs populations that may be at risk of housing instability have housing and service needs, including:

The primary housing and supportive needs of these subpopulations (the elderly, frail elderly, persons with disabilities, persons with HIV/AIDS and their families, persons with alcohol or drug addiction, victims of domestic violence, and persons with a criminal record and their families) were determined by input from both service providers and the public through the survey, public meetings, and stakeholder interviews. These needs include access to healthcare; affordable, safe housing opportunities in areas with access to transportation, commercial and job centers; social services including counseling, case management, and other services and facilities; and safe streets and sidewalks.

Needs of older adults and persons with disabilities include access to healthcare, shopping, recreation; accessibility, walkability, and safety; transportation that is accessible, affordable and flexible; housing stock that is diverse, affordable, safe and not segregated; and access to information and services that is well-marketed. In particular, evidence-based services and support are needed for frail older adults, persons with disabilities, and persons with Alzheimer's disease and dementia and their caregivers; long-term supports and services to help older adults and persons with disabilities remain in the community; opportunities for social engagement and health through senior centers; screening and treatment to appropriate behavioral health interventions for older adults and persons with disabilities; and expanded housing options near services that can support quality of life for persons of all ages and abilities. Persons with disabilities in particular often require accessible features and ground floor housing units and use of supportive/therapeutic animals.

Additional subpopulations have specific needs:

- Victims of domestic violence need safe housing, removal of barriers to relocation, and protection from perpetrators.
- Persons with criminal records and their families may be disqualified from public housing or Housing

Choice Voucher assistance, and accordingly, assistance with housing for low-income members of this subpopulation must be provided by other nongovernmental organizations.

- Refugee populations will need assistance in becoming self-sufficient as the number of refugees entering the United States and Waukesha County continues. Programming and infrastructure to meet the needs of this low-income population will be necessary to ensure self-sufficiency, sustainability and growth. Refugee populations often need support with physical and mental health services, counseling, skills training, food and healthcare assistance, legal resources, and support in accessing available resources.

**Under Section IV.4.2.ii.G of the HOME-ARP Notice, a Participating Jurisdiction may provide additional characteristics associated with instability and increased risk of homelessness in their HOME-ARP allocation plan. These characteristics will further refine the definition of “other population” that are “At Greatest Risk of Housing Instability,” as established in the HOME-ARP Notice. If including these characteristics, identify them here.**

To assess affordability and other types of housing needs, HUD defines four housing problems:

- Cost burden: A household has a cost burden if its monthly housing costs (including mortgage payments, property taxes, insurance, and utilities for owners and rent and utilities for renters) exceed 30% of monthly income.
- Overcrowding: A household is overcrowded if there is more than 1 person per room, not including kitchens and bathrooms.
- Lack of complete kitchen facilities: A household lacks complete kitchen facilities if it lacks one or more of the following: cooking facilities, refrigerator, or a sink with piped water.
- Lack of complete plumbing facilities: A household lacks complete plumbing facilities if it lacks one or more of the following: hot and cold piped water, a flush toilet, or a bathtub or shower.

HUD also defines four severe housing problems, including a severe cost burden (more than 50% of monthly household income is spent on housing costs), severe overcrowding (more than 1.5 people per room, not including kitchens or bathrooms), lack of complete kitchen facilities (as described above), and lack of complete plumbing facilities (as described above).

Cost burdens affect 28% of households earning less than \$61,236 (or 80% AMI) in Waukesha County. Severe cost burdens affect another 33.4% of households, who spend more than 50% of their income on housing costs. Amongst renters in Waukesha County, nearly half of all low- and moderate-income households are cost burdened. Households with very low incomes (0-30% AMI) are 61% of severely cost burdened renter households.

Conversely, homeowners earning 50-80% AMI constitute 56.4% of cost burdened households. Very low-income owners constitute 40% of severely cost burdened households. Low- and moderate-income households comprise 60% of severely cost burdened owner households, spending more than 50% of their income on housing costs.



Similarly, cost burden is the most common housing problem in the HOME Consortium region. Sixty percent of households earning below 80% AMI (\$55,818) are also cost burdened. Of those who are cost burdened in the region, 83.3% have very low incomes. In the very low-income band, most cost burdened households belong to renters (60%). Low income households are cost burdened only slightly more as renters than as owners, constituting 52.8% and 47.1% of low-income households respectively. As with Waukesha County, cost burdens have a greater effect on homeowners with higher incomes. Two-thirds of cost burdened owners have moderate incomes. Severe cost burdens affected 31.3% of households earning under 80% AMI in the region. Very low income households constitute 70% of households with severe cost burdens.

While the primary housing issue facing low- and moderate-income residents is affordability, households also in the region also experience overcrowding and substandard housing. In Waukesha County, 679 households have substandard housing, and 955 households are either overcrowded or severely overcrowded. In the four-county region, 1,426 households are affected by substandard housing and 1,553 households are affected by overcrowding or severe overcrowding.

### **Identify priority needs for qualifying populations.**

Priority needs for qualifying populations include:

- Emergency and transitional housing (non-congregate shelter) with wraparound services for people experiencing homelessness;
- Affordable housing;
- Supportive services, including mental health services, employment services, housing navigation, case management, and other wrap-around services; and
- Homelessness prevention services, including rent and utility assistance.

### **Explain how the Participating Jurisdiction determined the level of need and gaps in the Participating Jurisdiction's shelter and housing inventory and service delivery systems based on the data presented in the plan.**

The level of need and gaps in shelter and housing inventory were determined using the Homeless Needs Inventory and Housing Need Inventory tables, information in the County's 2020-2024 Consolidated Plan, and consultation with housing and service providers.

Data from the 2022 Point-in-Time and Housing Inventory counts indicates that there were 237 people experiencing homelessness in Waukesha, Jefferson, Washington, and Ozaukee counties and just 195 emergency, transitional, and permanent housing beds available, indicating a gap of 42 emergency shelter, transitional housing, and permanent supportive housing beds.

The Housing Needs Inventory indicates that 12,768 renter households with incomes of 50% AMI and below have severe housing problems, which may include lacking kitchen or complete plumbing, severe overcrowding, or severe cost burden.

The gaps in the service delivery system were determined through focus groups with housing and service providers, stakeholder interviews, and public meetings conducted during the HOME-ARP and 2020-2024 Consolidated Plan community engagement processes.

DRAFT

# HOME-ARP ACTIVITIES

**Describe the method(s) that will be used for soliciting applications for funding and/or selecting developers, service providers, subrecipients and/or contractors.**

TBD with input from the HOME Consortium.

**Describe whether the Participating Jurisdiction will administer eligible activities directly.**

The HOME Consortium anticipates using HOME-ARP funds to make subgrants to a variety of subrecipients for housing production, homeless services, and non-congregate shelter.

**If any portion of the Participating Jurisdiction’s HOME-ARP administrative funds are provided to a subrecipient or contractor prior to HUD’s acceptance of the HOME-ARP allocation plan because the subrecipient or contractor is responsible for the administration of the Participating Jurisdiction’s entire HOME-ARP grant, identify the subrecipient or contractor and describe its role and responsibilities in administering all of the Participating Jurisdiction’s HOME-ARP program.**

Not applicable. The Consortium will not allocate funds to a subrecipient or contractor to administer the entire HOME-ARP grant.

**TABLE 5 – USE OF HOME-ARP FUNDING**

	Funding Amount	Percent of the Grant	Statutory Limit
Supportive Services	\$1,058,668	20%	
Acquisition and Development of Non-Congregate Shelters	\$794,000	15%	
Tenant-Based Rental Assistance (TBRA)	\$0	0%	
Development of Affordable Rental Housing	\$2,382,000	45%	
Non-Profit Operating	\$132,333	2.5%	5%
Non-Profit Capacity Building	\$132,333	2.5%	5%
Administration and Planning	\$794,000	15%	15%
<b>Total HOME ARP Allocation</b>	<b>\$5,293,334</b>	<b>100%</b>	<b>100%</b>

**Describe how the Participating Jurisdiction will distribute HOME-ARP funds in accordance with its priority needs identified in the needs assessment and gap analysis.**

The HOME Consortium will allocate the largest share of its funding (45%) toward the development of affordable rental housing. The development of affordable rental housing was consistently identified as a priority by community stakeholders and the gap analysis reveals a shortage of affordable rental units in

the four-county area. Service needs were the second most commonly identified need amongst community stakeholders. Participants commonly discussed the need for wrap around services as a key component for maintaining housing stability and preventing returns to homelessness. While non-congregate shelter was not identified as a priority as frequently as housing development and supportive services, several stakeholders noted a continued need for shelter in the four-county area, including shelters that serve women and teens. TBRA was not generally identified as a priority, with many stakeholders noting a difficulty using existing housing vouchers due to high housing cost and low rates of acceptance by landlords.

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# HOME-ARP PRODUCTION HOUSING GOALS

**Estimate the number of affordable rental housing units for qualifying populations that the Participating Jurisdiction will produce or support with its HOME-ARP allocation.**

TBD based on input from the HOME Consortium.

**Describe the specific affordable housing production goals that the Participating Jurisdiction hopes to achieve and describe how the production goal will address the Participating Jurisdiction's priority needs.**

TBD based on input from the HOME Consortium.

DRAFT

# PREFERENCES

Identify whether the Participating Jurisdiction intends to give preference to one or more qualifying population or a subpopulation within one or more qualifying populations for any eligible activity or project.

TBD based on input from the HOME Consortium.

If a preference was identified, explain how the use of a preference or method of prioritization will address the unmet need or gap in benefits and services received by individuals and families in the qualifying population or subpopulation of qualifying population, consistent with the Participating Jurisdiction's needs assessment and gap analysis.

TBD.

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## REFERRAL METHODS

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## LIMITATIONS IN A HOME-ARP RENTAL HOUSING OR NCS PROJECT

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# HOME-ARP REFINANCING GUIDELINES

If the Participating Jurisdiction intends to use HOME-ARP funds to refinance existing debt secured by multifamily rental housing that is being rehabilitated with HOME-ARP funds, the Participating Jurisdiction must state its HOME-ARP refinancing guidelines in accordance with 24 CFR 92.206(b). The guidelines must describe the conditions under which the Participating Jurisdiction will refinance existing debt for a HOME-ARP rental project, including:

- Establishing a minimum level of rehabilitation per unit or a required ratio between rehabilitation and refinancing to demonstrate that rehabilitation of HOME-ARP rental housing is the primary eligible activity.
- Require a review of management practices to demonstrate that disinvestment in the property has not occurred; that the long-term needs of the project can be met; and that the feasibility of serving qualified populations for the minimum compliance period can be demonstrated.
- State whether the new investment is being made to maintain current affordable units, create additional affordable units, or both.
- Specify the required compliance period, whether it is the minimum 15 years or longer.
- State that HOME-ARP funds cannot be used to refinance multifamily loans made or insured by any federal program, including CDBG.
- Other requirements in the Participating Jurisdiction's guidelines, if applicable.

The HOME Consortium will not use HOME-ARP funds to refinance existing debt and therefore does not establish any HOME-ARP refinancing guidelines in this plan. The above conditions and requirements are not applicable.