

CITY OF NEENAH

2024

CONSOLIDATED ANNUAL  
PERFORMANCE EVALUATION  
REPORT

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

### **Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)**

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

The City of Neenah worked toward strategic plan goals by supporting annual action plan projects including public services, housing development and improvements, blight removal, commercial area improvements, fair housing services, planning study, and program administration and program delivery.

CDBG-CV funds were also expended to undertake a housing study.

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

Categories, priority levels, funding sources and amounts, outcomes/objectives, goal outcome indicators, units of measure, targets, actual outcomes/outputs, and percentage completed for each of the grantee's program year goals.

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
COVID-19 Response	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG - CV: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	500	0	0.00%			
COVID-19 Response	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG - CV: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	100	0	0.00%			

COVID-19 Response	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG - CV: \$	Rental units rehabilitated	Household Housing Unit	1	0	0.00%			
COVID-19 Response	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG - CV: \$	Homeowner Housing Added	Household Housing Unit	1	0	0.00%			
COVID-19 Response	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG - CV: \$	Homeowner Housing Rehabilitated	Household Housing Unit	1	0	0.00%			

COVID-19 Response	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG - CV: \$	Direct Financial Assistance to Homebuyers	Households Assisted	1	0	0.00%			
COVID-19 Response	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG - CV: \$	Homeless Person Overnight Shelter	Persons Assisted	10	0	0.00%			
COVID-19 Response	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG - CV: \$	Homelessness Prevention	Persons Assisted	10	0	0.00%			

COVID-19 Response	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development	CDBG - CV: \$	Jobs created/retained	Jobs	1	0	0.00%			
Economic Development	Non-Housing Community Development	CDBG: \$	Facade treatment/business building rehabilitation	Business	3	7	233.33%	1	2	200.00%
Economic Development	Non-Housing Community Development	CDBG: \$	Homeowner Housing Added	Household Housing Unit	0	1		0	0	
Economic Development	Non-Housing Community Development	CDBG: \$	Jobs created/retained	Jobs	5	2	40.00%	1	0	0.00%
Economic Development	Non-Housing Community Development	CDBG: \$	Businesses assisted	Businesses Assisted	2	2	100.00%	1	0	0.00%
Economic Development	Non-Housing Community Development	CDBG: \$	Buildings Demolished	Buildings	0	1		1	1	100.00%
Fair Housing	Non-Housing Community Development Fair Housing	CDBG: \$	Other	Other	5	4	80.00%	1	1	100.00%

Housing Development	Affordable Housing	CDBG: \$	Rental units rehabilitated	Household Housing Unit	5	0	0.00%			
Housing Development	Affordable Housing	CDBG: \$	Homeowner Housing Added	Household Housing Unit	0	0		1	0	0.00%
Housing Development	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	25	12	48.00%	6	10	166.67%
Housing Development	Affordable Housing	CDBG: \$	Direct Financial Assistance to Homebuyers	Households Assisted	5	0	0.00%			
Housing Development	Affordable Housing	CDBG: \$	Buildings Demolished	Buildings	0	0				
Neighborhood Revitalization	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	600	12575	2,095.83%	600	0	0.00%
Neighborhood Revitalization	Non-Housing Community Development	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	0	0				
Planning and Program Administration	Non-Housing Community Development Planning and Program Administration	CDBG: \$	Other	Other	5	4	80.00%	2	2	100.00%

Public Services	Homeless Non-Homeless Special Needs	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	3000	1153	38.43%	147	299	203.40%
Public Services	Homeless Non-Homeless Special Needs	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	0	212		225	57	25.33%
Public Services	Homeless Non-Homeless Special Needs	CDBG: \$	Homeless Person Overnight Shelter	Persons Assisted	500	290	58.00%			

**Table 1 - Accomplishments – Program Year & Strategic Plan to Date**

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

The use of CDBG funds addressed the priority needs of low and moderate income households through the support of public services, homeless shelters, housing development and housing rehabilitation. Activities including property acquisition, clearance, and facade improvement addressed the priority needs of blight elimination, redevelopment, and neighborhood revitalization.



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

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

91.520(a)

	CDBG
White	63
Black or African American	21
Asian	9
American Indian or American Native	2
Native Hawaiian or Other Pacific Islander	0
<b>Total</b>	<b>95</b>
Hispanic	36
Not Hispanic	49

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

### Narrative

In addition to the beneficiaries listed above, 20 persons (9 with Hispanic ethnicity) described themselves as multi-racial.

## CR-15 - Resources and Investments 91.520(a)

### Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	227,258	274,155
Other	public - federal	0	

Table 3 - Resources Made Available

### Narrative

CDBG CV funds in the amount of \$39,987.91 were expended to undertake a housing study.

### Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description

Table 4 – Identify the geographic distribution and location of investments

### Narrative

No target areas were identified for expenditures.

## **Leveraging**

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

Private funds also contributed to public service activities, facade improvement projects, and fair housing activities.

There were no matching requirements, and no publicly owned land or property within the jurisdiction was used to address needs.

## CR-20 - Affordable Housing 91.520(b)

Evaluation of the jurisdiction's progress in providing affordable housing, including the number and types of families served, the number of extremely low-income, low-income, moderate-income, and middle-income persons served.

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	7	10
Number of Special-Needs households to be provided affordable housing units	0	0
<b>Total</b>	<b>7</b>	<b>10</b>

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	6	10
Number of households supported through Acquisition of Existing Units	1	0
<b>Total</b>	<b>7</b>	<b>10</b>

Table 6 – Number of Households Supported

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

Outcomes were comparable to goals set for programs. We expect to assist in the production and acquisition of additional housing units in future years.

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

We expect to continue to serve similar numbers of households and persons while the CDBG funding level and the pattern of repayments is similar to current amounts. We will also continue to work with subrecipients to rehabilitate and develop new units.

**Include the number of extremely low-income, low-income, and moderate-income persons served by each activity where information on income by family size is required to determine the eligibility of the activity.**

<b>Number of Households Served</b>	<b>CDBG Actual</b>	<b>HOME Actual</b>
Extremely Low-income	3	0
Low-income	3	0
Moderate-income	4	0
<b>Total</b>	<b>10</b>	<b>0</b>

**Table 7 – Number of Households Served**

**Narrative Information**

Income information reflects housing activities only.

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

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

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

The City of Neenah funded Pillars Inc. and Christine Ann Domestic Abuse Services to reach out to homeless persons, including unsheltered persons, and these organizations assessed individual needs. Pillars, Inc. also includes shelter and services at the Adult Shelter, which primarily serves single adults and includes unhoused persons.

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

The 2024 CDBG program addressed emergency shelter needs through support of Pillars, Inc. and Christine Ann Domestic Abuse Services, which also provide transitional housing.

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

In 2024, the City funded Pillars, Inc., which provides prevention services to low and extremely low income individuals and families. The CDBG program also funded domestic abuse services, older adult nutrition program, sexual abuse counseling, referral and financial assistance services, and fair housing services to assist households avoid homelessness.

### **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 funded Pillars, Inc. and Christine Ann Domestic Abuse Services in 2024, which assist homeless persons and families make the transition to permanent housing and independent living. In addition, the CDBG program funded an older adult nutrition program, sexual abuse counseling, referral and financial assistance services, and fair housing services to prevent individuals and families from

becoming homeless again.

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

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

No actions were planned on the part of the City of Neenah to address needs of existing public housing owned by Winnebago County Housing Authority.

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

A public housing resident participates on the WCHA board of directors, and residents may participate in the Self-Sufficiency Program.

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

The Winnebago County Housing Authority is considered a high-performing PHA.



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

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

There were no changes in public policies related to these issues in the 2024 program year. However, the City began the process of undertaking a housing study which is expected to review and make recommendations regarding policies such as these that impact housing development.

An additional home improvement program was also created to assist property owners in low to moderate income neighborhoods repair and enhance their homes and rental units with funds accessed through the TIF affordability program.

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

Redevelopment sites in the City continue to be discussed for Low Income Housing Tax Credit housing developments.

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

The City of Neenah provided information to community residents about lead-based paint hazards. We continue to seek ways to work with the Winnebago County Health Department in their efforts to reduce lead-based paint hazards such as collaborative grants.

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

Public service activities were funded to reduce the number of poverty-level families, including homeless shelter and services, domestic abuse services, older adult nutrition services, sexual abuse counseling, and referral and financial assistance services.

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

In 2024, CDBG program administration and program delivery processes continued to be reviewed and mapped for improved program implementation.

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

The City of Neenah continued to collaborate with United Way Fox Cities during 2024 to enhance coordination between public and private housing and social service agencies. Collaboration enables

learning about current community needs and efforts to bring about solutions.

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

The City of Neenah funded the Metropolitan Milwaukee Fair Housing Council (MMFHC) and its Fair Housing Center of Northeast Wisconsin (FHCNW) in the amount of **\$12,000** to undertake investigative, education, and technical services to address impediments to fair housing and create a more open, equitable housing market for all Neenah residents.

Investigative services – There were **zero** housing discrimination complaints filed during the program year.

Education services – **One** person received referrals for housing issues that were not fair housing issues, while receiving an overview of fair housing protections and services offered by the organization. Non-fair housing inquiries include topics such as tenant rights, subsidized housing, lease-related questions, repair concerns, and evictions. Referrals are made to organizations such as the Tenant Resource Center, the Wisconsin Department of Agriculture, Trade and Consumer Protection, and Legal Action of Wisconsin.

Technical assistance – **Three** requests from two housing consumers and a housing provider for technical assistance were made to MMFHC during the 2024 year, regarding the fair housing rights of individuals with disabilities, including the right to reasonable accommodations for service and assistance animals. Technical assistance can include clarification of fair housing laws, information on legal and administrative interpretations of fair housing laws, information on the nature and extent of housing discrimination and residential segregation, demographic data and other topics as appropriate.

Fair Housing Presentations – **Three** presentations were made, for ESTHER in Neenah (7 attendees); at the LGBTQ Wisconsin Chamber of Commerce (8 attendees); and at a seminar at Neenah Police Department for housing providers and advocates regarding reasonable accommodations and modifications for tenants with disabilities and service and assistance animals in housing (19 attendees). The presentations covered the topics of the purposes and provisions of local, state, and federal fair housing laws; contemporary forms of illegal discrimination in the housing market; remedies available to people who have experienced illegal housing discrimination; and how complaints of illegal discrimination are investigated.

Fair Housing Center of Northeast Wisconsin staff also distributed **1,064** fair housing information brochures and flyers in English, Spanish, Hmong, Somali, and Arabic at presentations and throughout the community.

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

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

Written reports and on-site monitoring are the primary means used to monitor activities to ensure compliance.

Outreach to minority businesses includes advertising the availability of grant-funded projects.

The City's Comprehensive Plan is consulted when developing CDBG plans and projects.

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

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

A notice was published on August 13, 2025 in the Appleton Post-Crescent newspaper indicating the availability of the performance report between August 14 and August 28, 2025. Notices were also posted at the City of Neenah Administration Building and on the City website. The report is available at the City Administration Building and online. Public comment is scheduled for fifteen days, from August 14, 2025 through August 28, 2025. An opportunity for public comment at a public hearing is scheduled for Tuesday, August 19, 2025.

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

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

The City of Neenah did not change its program objectives, and expects to continue programs that serve low and moderate income persons with public services, housing development, neighborhood improvement and fair housing programs. Blight elimination and economic development activities are also expected to continue to improve redevelopment areas.

**Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants?**

No

**[BEDI grantees] Describe accomplishments and program outcomes during the last year.**

## CR-58 – Section 3

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

<b>Total Labor Hours</b>	<b>CDBG</b>	<b>HOME</b>	<b>ESG</b>	<b>HOPWA</b>	<b>HTF</b>
Total Number of Activities	0	0	0	0	0
Total Labor Hours					
Total Section 3 Worker Hours					
Total Targeted Section 3 Worker Hours					

**Table 8 – Total Labor Hours**

<b>Qualitative Efforts - Number of Activities by Program</b>	<b>CDBG</b>	<b>HOME</b>	<b>ESG</b>	<b>HOPWA</b>	<b>HTF</b>
Outreach efforts to generate job applicants who are Public Housing Targeted Workers					
Outreach efforts to generate job applicants who are Other Funding Targeted Workers.					
Direct, on-the job training (including apprenticeships).					
Indirect training such as arranging for, contracting for, or paying tuition for, off-site training.					
Technical assistance to help Section 3 workers compete for jobs (e.g., resume assistance, coaching).					
Outreach efforts to identify and secure bids from Section 3 business concerns.					
Technical assistance to help Section 3 business concerns understand and bid on contracts.					
Division of contracts into smaller jobs to facilitate participation by Section 3 business concerns.					
Provided or connected residents with assistance in seeking employment including: drafting resumes, preparing for interviews, finding job opportunities, connecting residents to job placement services.					
Held one or more job fairs.					
Provided or connected residents with supportive services that can provide direct services or referrals.					
Provided or connected residents with supportive services that provide one or more of the following: work readiness health screenings, interview clothing, uniforms, test fees, transportation.					
Assisted residents with finding child care.					
Assisted residents to apply for, or attend community college or a four year educational institution.					
Assisted residents to apply for, or attend vocational/technical training.					
Assisted residents to obtain financial literacy training and/or coaching.					
Bonding assistance, guaranties, or other efforts to support viable bids from Section 3 business concerns.					
Provided or connected residents with training on computer use or online technologies.					
Promoting the use of a business registry designed to create opportunities for disadvantaged and small businesses.					
Outreach, engagement, or referrals with the state one-stop system, as designed in Section 121(e)(2) of the Workforce Innovation and Opportunity Act.					

Other.					
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**Table 9 – Qualitative Efforts - Number of Activities by Program**

## Narrative

Projects funded during the 2024 program year did not meet the threshold for Section 3.