



CITY OF MADISON

**Community and Neighborhood
Development Program**

2007

PERFORMANCE

SYNOPSIS

BY PRIMARY GOALS

February 12, 2008 draft
(Includes preliminary 2007 expenditures and program results)

Community Development Office
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EXECUTIVE SYNOPSIS, MISSION, AND CHART OF MAJOR OBJECTIVES

The purpose of the community and neighborhood development program is to help make Madison “a more viable urban community by providing decent housing and a suitable living environment and by expanding the economic opportunities for low- and moderate-income persons.”¹ During 2007, the program worked with many non-profit community and neighborhood groups and their associated business, resident, and neighborhood partners to plan, develop and invest in projects which contributed to the objectives established by the CDBG Commission, Mayor, and Common Council in consultation with Madison citizens.

The CD Office is the early stage, development investment arm of the Department of Planning and Community and Economic Development. The CD Office worked with community-based groups to develop policy plans, projects, and related activities to strengthen neighborhoods and expand opportunities for low- and moderate-income households throughout the community. The Office invested in non-profit community groups that

- Improve affordable **housing**,
- Expand businesses which create **jobs**,
- Strengthen **neighborhoods** through the operation of neighborhood centers and community gardens, and the implementation of strategic neighborhood-building projects
- Increase the **access of low and moderate income households and community groups to resources** through the improvement of community service facilities, or enhancement of informational services

The CDBG Commission develops the overall policy for the investment of Federal, State, and local funds administered through the CDBG Office. This eleven-member policy group meets at least monthly to recommend proposals and oversee progress toward the goals articulated in the Five-Year Community and Neighborhood Development Plan, which is the City’s Consolidated Plan approved by the Federal Department of Housing and Urban Development and the Common Council. The Commission operates in a manner that synthesizes a number of perspectives and functional areas, ranging from affordable housing to homeless services, business growth, to neighborhood development. The Commission operates this way in the belief that it is more effective in the long run to develop an integrated development program, rather than develop specialized policy using multiple policy groups, which must then be coordinated through a broader policy body or through other means.

Highlights of 2007 included these eight major activities by the Office or its funded agencies:

1. **Innovative approaches to affordable housing:** Over the last ten years, the CD program has worked with several community-based groups to foster new strategies to expand the supply of affordable housing: down-payment assistance, housing targeted to people with disabilities, land banking, community land trusts, lease-to-own programs, mixed use offices and residences, energy-oriented small household housing, a housing trust fund, inclusionary zoning, workforce housing, co-housing, and preservation of existing housing stock. In site of the housing market downturn and the credit crisis, Habitat has successfully advanced on phase II of its Twin Oaks subdivision, and the Wisconsin Partnership for Housing Development broke ground on its Oak Glen subdivision. Arboretum Co-housing, Habitat and St. Mary’s worked together to break ground on a co-housing project in the Greenbush neighborhood to provide ownership opportunities for neighborhood residents and St. Mary’s employees. Common Wealth partnered with a private developer, Stonehouse, to initiate a project with a long term plan: 15 years of rental housing overlooking a planned central park, with the housing to be converted into affordable and market-rate condominium units after the completion of the initial rental period of affordability. Workhorse programs like Operation Fresh Start and the Urban League continued to create 10 affordable units each year for first-time homebuyers. The 30-month old homebuyer assistance program (American Dream Down-payment Initiative) was able to reach out to lenders and to community groups and churches, and qualify or commit 45 loans. In addition, the Office worked closely with the CDA to provide additional levels of support to Section 8 household first time homebuyers, and was able to assist through Movin’ Out; 10 of the first 15 participants in the CDA homebuyer program.
2. **Inclusionary zoning:** The Common Council adopted revisions to the inclusionary zoning ordinance that made a positive impact on the attractiveness of iz units. A program total of 41 households (including 16 who actually moved into their units) made and received accepted offers to purchase on their iz units, in spite of the general housing market downturn and questionable or weak marketing efforts by some developers. The IZ Oversight Committee completed a gaps analysis and policy revision, and a set of marketing recommendations for the program.

¹ Low- and moderate-income persons are defined as individuals/households whose annual income does not exceed 80% of the area median income. For Madison in 2006, 80% of median income for a family of 4 is \$58,550.

3. **Neighborhood Center Program Stabilization and Expansion:** Four years ago, the community struggled with concerns about the capacity and effectiveness of two centers serving the Allied and Bridge-Lakepoint neighborhoods. The CDBG Commission reached out to two more experienced organizations and selected the Boys and Girls Club and the Vera Center organization to develop center programs more responsive to those neighborhoods. Over the last several years, these organizations have improved their centers' governance and accountability, brought in new staff and funding, and increased the numbers of participants, program offerings and program quality. Three other neighborhood centers made substantial progress in their plans for new center construction or expansion. Wexford broke ground on its community education center on Jefferson Middle School grounds; East began construction of its expansion, a community-based LLC started renovation of the former Kupfer Ironworks and Atwood began construction of a gymnasium on an adjacent site to serve the greater Atwood and Worthington area.
4. **South West Madison, an emerging area:** Three years ago, the CDBG program identified this area as an area in transition, with the need for a broader view of the demographic, housing, economic, and mobility trends suggesting the need for a more regional and systematic approach to human services and recreational programs for the area. CDBG and the Planning Unit sponsored a planning process that led to the development of a neighborhood plan produced by the Planning Division that was submitted to the Council for adoption in January 2008. The plan identified several projects for CDBG funding that focused on neighborhood stability, security and focal points that could help build a better sense of community in the area. The CD Office will continue to explore funding to plan for a neighborhood center in the area.
5. **Allied the neighborhood:** In 2007 the Boys and Girls' Club, constructed in part with CDBG funds and with current support for its core costs, continued to serve as a focal point for the Allied community through its essential youth and family programs, as well as the revitalization process meetings, community group meetings, and the food pantry. A mayoral decision to select the Community Development Authority as the lead developer for the City-owned lands (the former Hauk properties and two Jenewein properties acquired with CDBG funds) led to Council adoption of a first phase Low-Income Housing Tax Credit proposal and a second phase proposal focused on homeownership. CD Office staff led or served on a variety of teams focusing on the such components as the employment of allied residents, the stabilization of Prairie Crossing, and creation of homeownership opportunities within the neighborhood.
6. **Support for City inter-agency cooperation around neighborhoods:** The CD Office continued to support the Mayor's Office in staffing the Neighborhood Guidance Teams, and in serving on each of the Neighborhood Resource Teams. These are City staff teams with staff from various City agencies, designed to share information about City neighborhoods and identify emerging trends or issues. The Office helped facilitate a streamlining of these teams from 8 teams into five teams. The Office also worked with the Mayor's Office and other City agencies to help develop a neighborhood indicators initiative, to facilitate City conversations concerning emerging trends and City strategies. The CD program reviewed a series of indicators and selected the north side as the next focus for the concentration neighborhood plan area for 2008.
7. **Plans:** The CD program completed its third year of the Five Year Neighborhood and Community Development Plan. The Office continued to participate in the Madison Measures program to assess overall City agency progress in achieving operational benchmarks. The Council adopted the CDBG-initiated Hiestand Neighborhood Plan, and (in January 2008) the South West Plan, as well as a series of project initiatives to address some of the issues and goals highlighted during the development of the plans, such as public safety, neighborhood stability, and focal points.
8. **Internal communication, project implementation, and monitoring:** Staff implemented an internal improvement project to establish teams of staff to focus on various aspects of the program's operations. These teams are intended to better coordinate policies and share approaches to project management across several staff engaged in related goal areas, such as homeownership or rental housing, as well as more technical areas related to environmental review and record management. The fruits of these efforts will be visible in the quality of information and reports available on the several websites maintained by the Office and in reports to the Commission and others for decision-making, policy, and management. The Milwaukee HUD Office conducted a three-day on-site review of the HOME program and ended with a conclusion of 'no findings' for the fourth year in a row, high praise from our major funder. The CD Office implemented several efficiency initiatives during 2007, including HOME site monitoring, and asset management of a portfolio of some \$33 million in mortgages.
9. **Outcome Objectives and Funding Sources:** The CDBG Commission established four primary goals and nine outcome objectives for the use of funds to be administered by the CDBG Office in 2007 and 2008. These funds include three major Federal programs administered through the Department of Housing and Urban Development (Community Development Block Grant, HOME, and Emergency Shelter Grant) several State-funded or administered programs (Division of Housing), and local City of Madison funds. The goals and objectives for this two-year period are derived from the CDBG Office's Community and Neighborhood Development Five-Year Plan and support other Department and Citywide strategic goals, objectives and allocation processes.

Product (Customer Group)	Actual Expenditures % of total funds expended (ESTIMATED preliminary figures)	Nature of Project Achievement or Outcome (ESTIMATED Preliminary Results)
Primary goal: HOUSING		
A. Owner-occupied housing (owner-occupant)	\$833,677 11.3% of total expended	Housing made accessible, brought to code, or made safer or more energy-efficient (over 350 homes assisted and over 24 rehabbed)
B. Housing for buyers (first-time homebuyer)	\$1,691,268 22.8%	Households become homeowners (Over 48 households; plans for 40 more in preparation)
D. Rental Housing (renter)	\$1,246,169 116.8%	Housing units created, renovated to code or made accessible, better managed, and affordable; “fairly” sited (Over 40 households assisted; plans for 50 more units in preparation)
Primary goal: BUSINESS DEVELOPMENT		
E. Business creating jobs (people seeking jobs)	\$460,663 6.2%	Jobs created which meet wage standard levels or create advancement opportunities, with 51% for LMI (Over 35 jobs estimated to be created)
F. Micro-business (small business entrepreneur)	\$202,206 2.7%	Business created and viable after 4 years (Over 45 entrepreneurs assisted, including initial support for two minority business associations)
Primary goal: COMMUNITY/NEIGHBORHOOD DEVELOPMENT SERVICES		
G. Civic places (neighborhood residents)	\$891,713 12%	Centers and community gardens operated, sustained, developed as neighborhood focal points (9 neighborhood centers and 7 community gardens assisted to serve over 26,000 people)
L. Comprehensive Revitalization (residents and businesses of selected “higher need” areas)	\$177,375 2.4%	Priority projects completed effectively in a three-year period in ways that support healthy neighborhoods; other activities may include a 4-5 year effort in areas that need a longer period of revitalization. (4 priority projects were essentially completed, including a signalized intersection to improve pedestrian crossings at Park St. and access to the Villager.)
Primary goal: ACCESS TO RESOURCES		
K. Capital facilities (agencies with capital facilities serving LMI)	\$532,838 7.2%	4 facilities (Wexford, Vera, Atwood, and Rainbow) and two community garden sites were assisted to improve their facilities for accessibility, energy, code, or customer service improvements, plus a set-aside for repayment of the Warner Park Center loan
M. Access to resources (low/moderate income persons seeking housing)	\$375,111 5.12%	Household informed, placed into housing, or helped to avoid homelessness (over 11,000 individuals assisted in some way with counseling, case management or mediation)

\$997,803 (13.5% of total amount \$7,408,823 expended) was expended on planning and program administrative activities, including accounting, auditing, legal, affirmative action and historic preservation review, as well as program management within the CDBG Office.

Copies of the Program Funding Framework, the Five-Year Plan, or its summary, may be obtained from the CDBG Office by calling (608) 267-0740; copies of the executive summary are available on the CDBG website at www.cityofmadison.com/cdbg.