State Housing Programs

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Introduction

This paper describes housing services carried out by the Wisconsin Housing and Economic Development Authority (WHEDA) and the Wisconsin Department of Administration (DOA). Both WHEDA and DOA provide services that assist individuals and families to secure and retain accommodations. While other state programs also provide targeted housing services, this paper focuses primarily on housing programs administered by WHEDA and DOA.

The paper is divided into four sections: (a) housing programs administered by WHEDA; (b) housing programs administered by DOA; (c) home energy and weatherization assistance programs administered by DOA; and (d) appendices that briefly describe housing services provided by other agencies (Appendix I), summary information on WHEDA housing programs (Appendix II), summary information on DOA housing and energy programs (Appendix III), information on the historical activities of WHEDA single-family programs (Appendix IV), estimated median family income by county for WHEDA programs (Appendix V), DOA housing assistance by income (Appendix VI), DOA housing funding awards by region (Appendix VII), HUD household income limits applicable to certain programs delivered by DOA (Appendix VIII), HUD HOME direct grant recipients (Appendix IX), HUD CDGB entitlement municipalities (Appendix X), and federal poverty guidelines applicable to low-income energy and weatherization programs (Appendix XI).

CHAPTER 1

WISCONSIN HOUSING AND ECONOMIC DEVELOPMENT AUTHORITY HOUSING PROGRAMS

The Wisconsin Housing and Economic Development Authority (WHEDA's) housing programs include multiple financing products for single-family and multifamily structures. WHEDA offers single-family residential loans using mortgage revenue bonds. Several second-mortgage programs are financed through WHEDA's general reserves or other Authority funds. Multifamily programs are financed by mortgage revenue bonds and WHEDA general reserves. The Authority also administers federal funding and tax credits for housing for low-income households. These and other programs are described in this chapter. A summary table of WHEDA housing programs is available in Appendix II.

Single-Family Housing Programs

The following section discusses a variety of existing single-family programs, including their financing and eligibility requirements. For detailed information about a specific program's eligibility criteria, such as county-specific income limits, please see WHEDA's website. A summary table of WHEDA housing programs is available in Appendix II, Appendix IV provides a summary of single-family program activity since 2009, and Appendix V lists median income by county and federally designated target areas of economic distress. For discussion of historical programs, please refer to previous versions of this informational paper, available on the Legislative Fiscal Bureau website.

It should be noted for the following program descriptions that income eligibility for certain WHEDA loans is based on provisions in the Internal Revenue Code, which generally specifies a limit of 115% of state or area median income. However, other adjustments under federal law may allow for higher income limits than suggested by a strict application of that percentage. County-specific income limits are available on WHEDA's website.

WHEDA Advantage Conventional

Background. The WHEDA Advantage loan program provides mortgage loans to low- and moderate-income households. Financing is provided by the Federal National Mortgage Association (Fannie Mae), which receives mortgages from WHEDA, and sells them back to WHEDA as mortgage-backed securities, who purchases them with funds from revenue bond issues. The result is a guaranteed payment on mortgage loans by Fannie Mae, who bears the risk related to interest rates and loan default.

Program Terms and Eligibility. Advantage loans are issued exclusively with 30-year terms at a fixed interest rate and with no prepayment penalties. Per statute, WHEDA also may not make a loan to a person without a Social Security number, and the property must be used as the principal residence of the borrower.

Eligible borrowers must have household income that does not exceed 135% of county or state median household income, whichever is greater. For 2018, WHEDA has set these income limits at approximately $85,000 to $110,000 for a household of two, depending on the county. Loan limits for Fannie Mae conforming loans are $453,100 in Wisconsin. However, due to income limits and lending standards limiting a borrower's monthly payments for housing and other debt, loans average substantially less than this limit.

Other WHEDA Advantage restrictions include: (a) a maximum loan-to-value ratio of 97% for a one-unit property and 95% for a two- to four-unit property; (b) required mortgage insurance for certain loans; and (c) a minimum credit score. While there is no minimum amount of a borrower's own funds that must be part of a down payment for one-unit properties, two- to four-unit properties require a minimum 3% amount of a borrower's own funds as part of the transaction. WHEDA's approved mortgage insurers usually require some amount be paid directly by a borrower. An example of alternative sources for a borrower's down payment is Easy Close Advantage or Capital Access Advantage, discussed later.

WHEDA Advantage is available to existing single-family dwellings, and two- to four-unit dwellings that are at least five years old. Federal law, state statutes and Fannie Mae guidelines allow WHEDA to finance major rehabilitation of a property.

WHEDA has made a total of 6,078 loans for $738,201,100 under the Advantage program from its inception in 2010 through June 30, 2018. As of June 30, 2018, 4,499 loans were outstanding with total balances of $512,621,600.

The predecessor of WHEDA Advantage, the home ownership mortgage loan program (HOME), issued approximately 110,000 loans totaling $6.9 billion. As of June 30, 2018, WHEDA reports 6,034 HOME loans remain outstanding with total balances of $353,088,800.

Refi Advantage. The statutes generally prohibit mortgage loans for refinance purposes, with the exception of: (a) construction loans; (b) temporary initial financing; (c) loans for the financing of a substantial rehabilitation; (d) loans for rehabilitation purposes made in certain areas of need in Milwaukee; and (e) loans to pay off a loan already funded or serviced by WHEDA. Under this last exception, WHEDA operates the Refi Advantage program. Refi Advantage offers borrowers financing under WHEDA Advantage loans. Borrowers must have at least 3% equity in the residence, and may opt for mortgage insurance for a lower interest rate. Refi Advantage is not available for: (a) persons with poor credit or with a bankruptcy or foreclosure incurred during the current loan term; (b) properties listed for sale; (c) properties on which payment of real estate taxes is at least 60 days past due; and (d) loans modified within the last two years. Since it began in 2013 through June 30, 2018, WHEDA has issued 56 Refi Advantage loans for $7,128,600.

WHEDA Advantage - Federal Housing Administration

The WHEDA Advantage - Federal Housing Administration (FHA) mortgage loan program also provides mortgage loans to low- and moderate-income households. The Government National Mortgage Association (Ginnie Mae) guarantees payments to investors in mortgage-backed securities composed of the Advantage-FHA mortgages that WHEDA issues under the program. WHEDA has an agreement to sell these securities to a private investment bank, provided the loans are made at certain interest rates and other restrictions specified by the bank. The bank later sells the securities on the secondary market. WHEDA reports this arrangement reduces various pricing and other risks that it may otherwise be exposed to in the marketing of the securities.

WHEDA reports Advantage-FHA loans have

more permissive underwriting and credit guidelines, which tend to accommodate more prospective borrowers than the relatively stricter standards required by Fannie Mae. Less stringent credit guidelines are likely to yield higher-cost loans for borrowers in the Advantage-FHA program, due to higher up-front and annual costs and fees to compensate for the riskier profile of borrowers.

Loan terms are similar to WHEDA Advantage. Loans are issued with 30-year terms at a fixed interest rate. Advantage-FHA loans may be for existing one- and two-unit properties and certain condominiums. Program income limits are 135% of county or state median household income, whichever is greater. For 2018, these income limits range from approximately $100,000 to $125,000 for a household of three or more. Loan limits are generally lower, at about $300,000 for a one-unit property in most counties in 2018. Advantage-FHA borrowers must meet an FHA requirement of at least 3.5% down, although the program has no minimum contribution from the buyer; the down payment may be from a gift or other source.

WHEDA has issued 1,176 loans for $138,967,600 under Advantage-FHA since its inception through June 30, 2018. As of June 30, 2018, 1,086 loans for $124,878,200 were outstanding.

First-Time Home Buyer Advantage

The First-Time Home Buyer Advantage (FTHB) program provides eligible borrowers mortgages with interest rates typically lower than those available under other Advantage programs. These programs are financed by bonds issued under the state's portion of the federal volume cap on tax-exempt bonds. As a result, borrowers must be: (a) first-time homebuyers, meaning they have not owned a home in the last three years; (b) veterans; or (c) purchasing a home in a federally designated area of economic distress. Further, borrowers must meet income limits, with household income not to exceed 115% of county or state median household income, whichever is greater, or 140% for federally designated areas of economic distress. For 2018, WHEDA has set these income limits at approximately $75,000 to $95,000 for a household of two, depending on the county. In 2018, purchase price may not exceed $271,200 for a one-unit property, or $331,400 for a federal target area. Since it began in January, 2015, through June 30, 2018, WHEDA has issued 5,826 FTHB loans for a total of $672,746,600. As of June 30, 2018, 5,665 for $637,680,300 remain outstanding.

Now folded into FTHB, WHEDA administered the Veterans Affordable Loan Opportunity Rate (VALOR) mortgage program in 2015-16 and 2016-17. VALOR provided below-conventional interest rates to qualified veterans, and had substantially similar eligibility criteria to FTHB. While VALOR is no longer active, veterans may still receive similar mortgage terms and rates under the FTHB Advantage program.

Milwaukee Advantage

As noted earlier, WHEDA is generally prohibited from issuing loans for refinancing purposes, subject to certain exceptions. 2017 Wisconsin Act 277 created an additional exception for mortgages made in certain neighborhoods in Milwaukee, as determined by WHEDA, that are used to finance the rehabilitation of a property. Under this authorization, WHEDA has created a pilot program known as Milwaukee Advantage, which provides preferred interest rates for: (a) new home mortgages; (b) refinancing of existing mortgages for rehabilitation purposes; or (c) new home construction mortgages in any of the following Milwaukee neighborhoods: Clarke Square, Garden Homes, Josey Heights, Near West Side, Riverwest, the Legacy Subdivision, Walnut Crossing, and Walnut Circle Subdivision. Milwaukee Advantage has no requirement for mortgage insurance or a down payment, and provides 0% interest and no monthly payments for the first 12 months of construction or rehabilitation. Further income and eligibility requirements apply. For more information, see the Authority's website. As of June 30, 2018, WHEDA reports one loan for $37,500 has been made under the program.

Milwaukee Advantage is part of the Transform Milwaukee initiative, under which WHEDA-directed funding beginning in 2012 is intended to match additional private and other public funding for housing and economic development in areas of need in Milwaukee. For more information on the Transform Milwaukee initiative, please see the Legislative Fiscal Bureau informational paper entitled, "Wisconsin Housing and Economic Development Authority."

WHEDA Tax Advantage Program

WHEDA Tax Advantage provides first-time homebuyers, veterans, and those in federally designated areas of economic distress a nonrefundable federal income tax credit for mortgage interest. The program converts federal volume cap for tax-exempt bonding that would otherwise expire into mortgage credit certificates (MCCs). WHEDA may issue MCCs for up to 25% of unused bonds. In 2018, WHEDA converted $295 million in unused 2015 volume cap into $74 million available for issuance as MCCs. Table 1 provides a summary of MCC issues from 2013 to present.

Table 1: Mortgage Credit Certificates

Year	MCCs Issued	MCC Amount (Life of Loan)
2013	202	$6,577,178
2014	452	14,059,852
2015	331	10,451,807
2016	220	7,605,508
2017	209	7,432,913
2018*	52	2,110,629
Total	1,466	$48,237,887

*As of June 30, 2018.

Tax Advantage provides first-time home buyers MCCs equal to 25% of their interest payments, and veterans or those in federal target areas MCCs equal to 40% of their interest payments, up to a maximum of $2,000 per year. Participants are bound by the same income and purchase price limits as the First-Time Home Buyer Advantage program described previously. At least 20% of MCCs must be reserved for federal target areas, as shown in Appendix V.

Borrowers claim the credit annually over the life of their 30-year mortgage, and may carry over unused credits for up to three years. The program acts as a companion to the mortgage interest deduction, which must be reduced by any amount claimed with MCCs. Upon sale of a residence, participants are subject to federal recapture of tax credits, although borrowers under WHEDA mortgages are eligible for WHEDA repayment of the recapture tax. Although WHEDA issues MCCs as the state housing finance agency, MCC recipients are not required to have a WHEDA mortgage.

Second-Mortgage Programs for Single-Family Housing

Home Improvement Advantage Program

The Home Improvement Advantage program provides financing for improvements to existing homes. Eligible improvements include remodeling, home repair, making a home handicap-accessible, energy-efficient appliances, and energy efficiency improvements. Loans may be for up to $15,000 and have a maximum term of 15 years. Income limits are based on county median income, ranging from $75,000 to $95,000 for 2018. Eligible recipients must have a minimum credit score, no delinquent mortgage payments, and mortgage debt that does not exceed 110% of home value.

WHEDA is authorized up to $100 million in outstanding revenue bonds under the program, but none are outstanding. Instead, loans are funded by the home improvement loan fund. As of June 30, 2018, the fund had a balance of $9.93 million, with total assets of $10.72 million and total liabilities or program encumbrances of $10.71 million. WHEDA is required to transfer annually any excess balances to the Wisconsin Development Reserve Fund. On the basis of the fund condition as of June 30, 2018, WHEDA determined no transfer to the WDRF was required.

The predecessor program to Home Improvement Advantage, suspended in April, 2008, made 15,212 loans totaling $102.8 million between the program's inception in 1979 and its suspension. In 2009 the program resumed under new branding and its current name. Since resuming, Home Improvement Advantage has made 85 loans for $1,024,500 through June 30, 2018. As of June 30, 2018, for loans made under the current program and its predecessor combined, there were 92 loans outstanding for $744,000.

Easy Close Advantage

The Easy Close Advantage program provides loans to pay for down payments, closing costs, and homebuyer education costs. Loans are offered on a 10-year basis with a fixed interest rate determined by WHEDA. Loans have a minimum of $1,000 and a maximum of: (a) the greater of $3,000 or 3% of the purchase price for WHEDA Advantage loans; or (b) the greater of $3,500 or 3.5% of the purchase price for Advantage-FHA loans.

The Easy Close Advantage program is supported by an encumbrance of approximately $14.9 million from the Authority's general fund. Through June 30, 2018, WHEDA made 7,266 loans for a total of $27,964,700 under the Easy Close Advantage program since 2010. 6,321 loans worth $20,493,300 were outstanding as of June 30, 2018. An Easy Close Advantage predecessor program, HOME Plus, made 6,333 loans for $59,575,600 through 2008. As of June 30, 2018, 206 loans for $554,800 remain outstanding under the discontinued program.

Capital Access Advantage

WHEDA began offering Capital Access Advantage in February, 2017, to provide down payment assistance through no-interest second mortgages of: (a) the greater of $3,050 or 3% of the purchase price for WHEDA Advantage loans; or (b) the greater of $3,050 or 3.5% of the purchase price for Advantage-FHA loans. Income limits vary by household size and county, but are between $48,000 and $65,000 for a household of three. The program is targeted at areas in Wisconsin with high housing need. WHEDA maintains a map on its website of targeted areas, which span both urban and rural areas across the state. In April, 2018, the high housing need restriction was temporarily waived in order to provide further access to the program, with the next 425 loans eligible, regardless of location. As of November, 2018, this waiver remains in effect, with approximately 90 loans made under the 425 limit. As of June 30, 2018, 39 loans for $132,300 have been made, with 39 and $132,300 outstanding. Capital Access Advantage is supported from federal grant awards under the Capital Magnet Fund Program.

Property Tax Deferral Loan Program

Under this program, low-income elderly homeowners, or veterans of any age, can convert home equity into funds to pay property taxes. Funds are repaid upon sale of the property or when the recipient no longer lives in the home. WHEDA is authorized to issue up to $10 million in bonds to finance property tax deferral loans, but none have been issued. Instead, it is supported by a portion of WHEDA's unencumbered general reserves. Since 1986, WHEDA has provided 6,658 loans totaling $11,221,100. Program participation has declined substantially in recent years, with 16 loans for $48,000 in the program year ending June 30, 2018, associated with 2017 property taxes. The program is discussed in greater detail in the Legislative Fiscal Bureau informational paper entitled, "Property Tax Deferral Loan Program."

Bond Claim Program

Created in 2013, the Bond Claim Program provides loans to WHEDA borrowers who have previously defaulted on a loan. Recipients must demonstrate the reason for the default has been overcome and provide financial statements, proof of income, and documentation explaining the reason for default. The borrower's monthly surplus income must be 10% of gross monthly income, or $150. The loans are available for first mortgages more than three months in default, with loan amounts not to exceed $25,000. Loans provide a 0% interest rate, and are due on payoff or if the owner ends occupancy of the subject property as a primary residence.

The program has an allocation of $500,000 from the Home Ownership Development Fund, which is a part of WHEDA's general fund set aside primarily for single-family housing initiatives. The first Bond Claim loans were made on July 1, 2014. As of June 30, 2018, the program has made 24 loans for $153,300.

Multifamily Housing Programs

The following section discusses a variety of state and federal multifamily programs currently offered or administered by WHEDA. A summary table of WHEDA housing programs is available in Appendix II. For discussion of historical programs, please refer to previous versions of this informational paper, available on the Legislative Fiscal Bureau website.

Multifamily Loan Fund

The Authority provides construction and permanent financing for low- and moderate-income multifamily developments. WHEDA financing occurs through both federally taxable and tax-exempt revenue bonds. State statutes provide that interest on most bond issues for multifamily affordable housing developments or certain housing developments for the elderly or chronically disabled may be exempt from state personal income, corporate and franchise taxes. For bonds to be exempt for federal income tax purposes, they must be issued as part of the state's volume cap and support developments meeting certain income restrictions for residents.

Since 1974 through June 30, 2018, WHEDA has issued $2 billion in general obligation, corporate-purpose revenue bonds for multifamily housing. Table 2 provides multifamily loan activity information for the past 10 years.

Table 2: Multifamily Loan Fund

Calendar Year	Number of Loans	Amount of Loans Disbursed	Units Assisted	Average Loan Per Unit
2009	12	$43,999,600	1,160	$37,931
2010	13	47,517,000	646	73,556
2011	43	120,977,800	1,951	62,008
2012	24	153,360,900	1,942	78,971
2013	24	49,595,000	707	70,149
2014	16	49,533,600	799	61,995
2015	25	68,879,600	917	78,719
2016	22	102,181,600	768	133,048
2017	53	166,274,000	1,476	111,145
2018*	35	85,291,200	850	100,300
Total	267	$887,610,300	11,216	$79,138

*As of June 30, 2018.

WHEDA uses encumbrances from its general reserves to administer certain programs for the development and preservation of multifamily housing. Table 3 shows the funding allocated from the general reserve fund for multifamily housing programs. The largest component is the revolving fund, which totals approximately $50.1 million as of June 30, 2018. Other programs include:

Table 3: General Reserve Encumbrances for Multifamily Housing Programs

Program	June 30, 2018 Amount
General Revolving Fund	$50,077,832
Preservation and Lending Fund	43,032,602
Very Low-Income Housing	7,733,164
Interest Subsidy Funds	5,238,060
USDA Preservation Revolving Loan Fund	2,419,716
Federal Home Loan Bank Matching Funds	2,400,000
Multifamily Bond Support	1,724,838
Capital Magnet Fund	1,249,940
Fannie Mae Secondary Market Initiative	700,000
HUD Section 8 Program Administration	493,626
Homeless Fund	331,739
Total	$115,401,517

- The preservation and lending fund, which provides financing for rehabilitation and preservation of low-income multifamily rental housing.

- Revolving loans for very low-income multifamily housing.

- Funds to subsidize interest rates on multifamily project loans.

- U.S. Department of Agriculture funds received for preservation and revitalization of rural low-income multifamily housing.

- Matching funds for the Federal Home Loan Bank of Chicago's Community First revolving loan program for affordable housing and economic development.

- Bond support funds to cover costs related to issuing housing revenue bonds.

- A federal Capital Magnet Fund grant award, which provides gap financing for multifamily projects, and supports down payment assistance for single-family mortgages.

- Fannie Mae's Secondary Market Initiative, which collateralizes WHEDA's guarantee requirement for the sale of certain tax credit projects in WHEDA's loan portfolio.

- Earnings from administration of U.S. Department of Housing and Urban Development (HUD) Section 8 programs.

- The homeless fund, which provides: (a) permanent housing, group homes, and community-based residential facilities; (b) set-asides for the Affordable Housing Tax Credit for Homeless Program; and (c) matching federal grants under the McKinney Homeless Assistance Program.

Federal Low-Income Housing Tax Credit

WHEDA is responsible for administration of the federal Low-Income Housing Tax Credit (LIHTC) on behalf of the state. The LIHTC apportions credits to states on the basis of population to encourage the development of multifamily properties with below-market rents for low-income households by providing tax credits, which typically are sold to investors in exchange for up-front financing.

Properties receiving the credit must reserve at least 20% of units for households with incomes at or below 50% of the county median income, or at least 40% of units for households with an average income of no more than 60% of county median income. Monthly rent for these units, including utilities, is intended to be no more than 30% of income for tenants.

The federal LIHTC is provided in two forms, a 4% credit and a 9% credit, and the credit may be claimed for each of the 10 years beginning with the year the development is placed into service. Over the 10-year credit period, the 4% credit provides financing equal to 30% of the present value of construction costs of the low-income units in the development, not including land. Similarly, the 9% credit is intended to provide financing equal to 70% of the present value of construction costs. Due to 2015 changes, the 9% credit is no longer adjusted monthly and is fixed at

9%, with a resulting present value that fluctuates but is generally higher than 70% of construction costs. Tax credits are typically sold at a discount to investors, who provide capital to finance upfront costs of construction, and subsequently claim credits over the 10-year period. A typical LIHTC project includes other financing components, including contributions from the developer, private financing from commercial lenders, and tax-increment financing. For 4% properties, this financing includes tax-exempt bonds issued under the federal volume cap allocated to the state. Properties receiving the 9% credit generally are not eligible for tax-exempt bonding.

The 9% credit is provided on a competitive basis with an allocation of $15.65 million for Wisconsin in 2018. Table 4 shows 9% LIHTC awards for the past five years. (The value shown each year is the maximum aggregate single-year amount claimable for projects awarded credits. If credits are claimed in full each year, the value of credits would be 10 times the annual value shown.) For the 2018 allocation, the maximum credit award for a single 9% project was $1,550,000. The 4% credit is available on an unlimited basis to all eligible properties that have at least 50% of their construction costs financed with tax-exempt bonds. In the event a development is noncompliant, such as providing less than the contracted amount of low-income units, claimants are subject to recapture of tax credits, consisting of a calculation of actual available low-income units relative to the amount of credits already claimed.

Table 4: Federal 9% Low-Income Housing Tax Credit Awards

Calendar Year	Credits Awarded	Projects Funded	Low-Income Units Created/ Rehabilitated
2014	$12,173,789	25	1,133
2015	12,540,662	25	1,162
2016	14,271,590	28	1,166
2017	13,640,836	26	1,231
2018	15,258,884	32	1,583
Totals			
2014-2018	$67,885,761	136	6,275
1987-2018	$389,751,000	1,336	55,042

Specific requirements for the application process and scoring procedure are laid out in the Authority's Qualified Allocation Plan (QAP). Under the plan, properties receiving either the competitive 9% or non-competitive 4% credit must receive a determination that identifies a need for housing in a given market, as well as the need for LIHTC support to be financially feasible. Further, applicants must undergo a scoring process that determines eligibility, with a minimum score necessary to receive the credit. Scoring gives preference to developments that, among other factors: (a) provide to a variety of income levels; (b) are located in lower-income areas; (c) are energy-efficient and sustainable; (d) have units suitable for larger families; (e) provide supportive services; (f) are accessible to disabled persons; (g) rehabilitate or stabilize a neighborhood; and (h) are ready to proceed with construction.

To cover administrative costs associated with the program, WHEDA collects fees on applications for and distribution of credits, and monitoring of developments. For the 2017-18 fiscal year, WHEDA reports total collected fees of $3.8 million. Monitoring fees are collected from developments as part of annual reviews to determine compliance with required low-income unit set-asides and income-based rent restrictions.

State Low-Income Housing Tax Credit

2017 Wisconsin Act 176 created a state nonrefundable corporate income/franchise tax credit intended to supplement the 4% federal credit. Under the program, WHEDA may award up to $7 million in tax credits annually, claimable for six years, for a maximum program total of $42 million once the program is fully implemented. Credits are awarded through a competitive application process, whereby WHEDA assigns scores to the applications based on criteria laid out in the QAP, as discussed previously. Awards are limited to $1.4 million per application. WHEDA is also required by law to give preference to developments located in cities, towns, or villages with populations fewer than 150,000.

Property owners are eligible for the state credit as long as: (a) the project meets low-income requirements necessary to receive the federal LIHTC; (b) the development receives financing with tax-exempt bonding; (c) WHEDA determines the credit is necessary for the financial feasibility of the proposed construction; and (d) the development is compliant with Title VIII of the Civil Rights Act, pertaining to protection from discrimination related to race, color, religion, national origin, sex, familial status, or disability. Property owners are required to maintain compliance with residency requirements for at least 15 years.

Claimants are subject to recapture of tax credits in the same manner as the federal credit, consisting of a calculation of actual available low-income units relative to the amount of credits already claimed. WHEDA may carry forward any previously unallocated or recaptured credits, in addition to its yearly maximum allocation. Any credit amount claimed but unable to be used by the claimant could be carried forward for the following 15 years.

The first awards under the state program were announced in August, 2018, with nine projects receiving a total of $6.6 million in tax credits to provide 1,065 low-income units.

Rent Assistance (Section 8) Programs

HUD's Section 8 housing program provides housing to low-income households through either a project-based or tenant-based method. In both instances, tenants pay 30% of their monthly income towards rent, the remainder of which is paid by HUD. Eligibility is mostly limited to households at or below 50% of county median household income, although targets may be lower based on availability. Median income by county is shown in Appendix V.

Project-Based Rental Assistance. Under project-based rental assistance, HUD negotiates contracts with property owners to provide housing to low-income tenants. Contracts are adjusted annually to reflect changes in the rental market and cost of living, and usually last the duration of the mortgage, typically 20 to 40 years, with possibility for renewal thereafter. WHEDA administers these project-based contracts on behalf of HUD throughout Wisconsin, collecting rent claims by property owners and disbursing HUD funds back to them. In 2017-18, payments to property owners totaled $172.5 million. WHEDA received $6.7 million in payments for administering these contracts in 2017-18. WHEDA reports it administered contracts for project-based Section 8 representing 30,357 units in 2017-18.

Housing Choice Voucher (HCV) Program. Under the HCV program, rent subsidies follow the tenant, who has flexibility in selecting a residence. These vouchers are portable, allowing recipients to move once per year anywhere in Wisconsin so long as a voucher program is active in that area. As of November, 2018, WHEDA administers 2,450 vouchers across 43 counties, for a cost of $9.3 million in 2017-18. For administering these HCVs, WHEDA received reimbursements of $1.1 million in 2016-17 and $1.0 million in 2017-18. It should be noted that WHEDA-administered HCVs represent a small portion of vouchers available statewide. The majority of HCVs are administered by local public housing authorities throughout the state. For federal fiscal year 2017, HUD reports 31,050 HCVs in Wisconsin were offered at a cost of approximately $175.6 million.

Following a proposal by the Governor in 2017, WHEDA has pursued implementation of a work requirement for its HCV recipients, and instituting a priority criterion for homeless applicants on its HCV waitlist. WHEDA reports that after discussions with HUD officials, it is not feasible to implement a work requirement. However, WHEDA has begun a pilot program for the homeless priority criterion in Brown County. As of November, 2018, the Authority reports no HCV applicants in Brown County have used the homeless preference. Further, WHEDA reports it does not intend to expand the homeless priority until it has had time to evaluate the pilot. As of March, 2018, WHEDA reports there are approximately 2,651 applicant families on the HCV waitlist, and none are currently identifying as homeless.

Housing Trust Fund

This federal program provides grants to states to improve the supply of affordable housing for extremely low-income households. WHEDA administers the program on behalf of the State of Wisconsin. Funding allocations have totaled $10.6 million, including $3,005,000 in 2016, $3,481,000 in 2017 and $4,118,000 in 2018. At least 80% of funds must be used for rental housing improvements or new construction. WHEDA reports funds will be targeted as low-interest loans to fill funding gaps in rental properties serving tenants with income below 30% of county median income.

WHEDA Foundation Housing Grant Program

The WHEDA Foundation is a nonprofit corporation that makes grants to nonprofits and local governments to provide housing to low- and moderate-income persons, including the elderly, handicapped and disabled persons, and persons in crisis. The WHEDA Board approves grants, as selected by WHEDA staff, and transfers funds to the Foundation to award to recipients. Grants are awarded through an annual statewide competition. Each proposal is evaluated based on project need, implementation, impact, and budget. Since the inception of the grant program in 1985 through 2018, $24.0 million has been awarded, including 29 grants totaling $500,000 in 2017 and 29 grants totaling $513,800 in 2018.

Inactive Housing Programs

The Authority has suspended several single-family housing programs in recent years, due to economic conditions, low demand, or the exhaustion of available funding. Outstanding loans and amounts for each of these programs are available in Appendix IV. For discussion of historical programs, please see previous versions of this informational paper available on the Legislative Fiscal Bureau website. These suspended programs include:

- Zero-Down Program
- Neighborhood Advantage Program
- Workforce Advantage
- FHLBC Advantage
- National Foreclosure Mitigation Counseling Program
- Strategic Blight Elimination Grants
- Qualified Subprime Loan Refinancing
- Homeowner Eviction and Lien Protection Program

CHAPTER 2

HOUSING PROGRAMS ADMINISTERED BY THE DEPARTMENT OF ADMINISTRATION

The Division of Energy, Housing and Community Resources within the Department of Administration (DOA) administers several housing programs. These programs are funded with appropriations from the general fund, program revenues, and federal revenues from the U.S. Department of Housing and Urban Development (HUD). Table 5 shows actual expenditures for administered housing programs in 2017-18 and appropriated amounts for 2018-19. [Note that low-income home energy assistance and weatherization assistance programs administered by the Division are discussed in a subsequent chapter of this paper.]

DOA Housing Responsibilities

Overview

In 2018-19, the Division of Energy, Housing and Community Resources is authorized $2.4 million and 25.2 positions to administer its housing program responsibilities as shown in Table 5.

The Division administers several state- and federally-funded programs that ensure the provi-

Table 5: DOA Housing Program Funding

Appropriation	2017-18 Actual Expenditures	2018-19 Appropriation	2018-19 Positions Authorized
Administration			
General Fund	$884,200	$886,200	8.5
Federal Revenues	1,617,800	1,500,600	16.7
Subtotal Administration	$2,502,000	$2,386,800	25.2
Housing Programs			
General Purpose Revenue (GPR)			
Housing Grants and Loans	$3,366,900	$3,097,800	
Shelter for Homeless and Housing Grants	1,503,300	1,413,600	
Homeless Employment Pilot Program	0	75,000	
Subtotal GPR	$4,870,200	$4,586,400	
Program Revenues (PR)			
Funding for the Homeless - Interest on Real Estate Trust Accounts (IBRETA)	$16,900	$422,400	
Housing Program Services - Payments from Other State Agencies	39,100	922,400	
Housing Program Services - Payments from Non-State Agency Entities	1,200	168,900	
Homeless Shelter Employment Services Grant Program	0	500,000	
Subtotal PR	$57,200	$2,013,700	
Federal Revenues (FED)			
Housing - Federal Aid, Individuals and Organizations	$14,923,000	$22,164,000	
Housing - Federal Aid, Local Assistance	17,864,200	10,000,000	
Subtotal FED	$32,787,200	$32,164,000	
Subtotal Housing Assistance Programs	$37,714,600	$38,764,100	
Total Housing Administration and Assistance	$40,216,600	$41,150,900	

sion of direct services to targeted populations; provide state or federal funding for housing through local governments, housing organizations, and housing authorities; and coordinate development of state housing policy and resources. The Division's housing responsibilities include:

1. Supporting local organizations that provide services to help low- and moderate-income persons acquire stable living arrangements.

2. Developing and sustaining local capacity to provide short-term emergency shelter and emergency shelter services.

3. Providing resources to help reduce barriers for chronically homeless persons.

4. Maintaining a statewide centralized collection of information that links providers of housing support services to persons who need and want them.

5. Improving the quality and quantity of affordable housing stock through construction, rehabilitation and home purchase assistance.

6. Assisting communities and low- and moderate-income families recover from damage from natural disasters.

7. Assisting local community development partners develop and implement comprehensive development and redevelopment strategies.

8. Assisting local communities with public infrastructure and public facility projects.

9. Assisting local communities with awards to create or retain jobs for low- and moderate-income individuals.

10. Assisting local governments with funding public infrastructure projects that support business expansion or retention.

11. Developing state housing policy and coordinating housing programs with other state and local housing community development agencies by means of annual updates to a comprehensive five-year federally-required housing strategy plan.

12. Performing research and technical assistance activities related to housing needs and affordability. Research topics have included the regulatory barriers to affordable housing and an analysis of impediments to fair housing.

13. Providing information and assistance to individuals and local organizations on housing issues.

14. Informing local organizations about affordable housing resources and services and assisting these organizations in using these resources.

15. Preparing reports on bills that are introduced in the Legislature that directly or substantially affect the development, construction, cost, or availability of housing in the state.

Additionally, DOA's Division of Enterprise Operations oversees the Interagency Council on Homelessness. Created in 2017 Act 74, the 13-member council is responsible for: (a) establishing a statewide policy with the purpose of preventing and ending homelessness; (b) coordinating the implementation of policy established by the Council; and (c) reporting on the activities of the Council to the Governor and to the Chief Clerk of each house of the Legislature.

Housing Programs

Table 6 lists current housing programs and regulatory activities administered by the Division. For each such program or activity, the state or federal legislation creating the program is listed. Each of these programs is described in greater detail in one of the following two sections, depending on whether the program is financed with state funds

Table 6: Housing Programs Administered by DOA

Program/Activity	Enabling Legislation or Action
Housing Cost Grants and Loans Program	1989 Act 31
Local Housing Organization Grants	1989 Act 31
(Transitional) Housing Grants	1991 Act 39
State Shelter Subsidy Grant Program	1991 Act 39
Interest-Bearing Real Estate Trust Accounts	1993 Act 33
Homeless Employment Pilot Program	2017 Act 59
Homeless Shelter Employment Services Grant Program	2017 Act 59
Federal HOME Programs	P. L. 101-625
Emergency Solutions Grant Program	1991 Act 39
Community Development Block Grant (CDBG) -- Housing	1991 Act 39
Reports on Bills Affecting Housing	1995 Act 308
Housing Opportunities for Persons with AIDS	P. L. 102-550
Neighborhood Stabilization Program	P. L. 110-289

or with federal funds. In addition to the programs listed, the Division administers federal community development funding. Appendix III includes a summary of the Division's housing programs, funding sources, and expenditures. Appendix VI shows the number of households assisted by the Division, by the percent of median income for the types of households. Appendix VII shows the amount of housing funding awards by region of the state.

Housing Programs Financed with State Funds

State Funding Overview

The Division is appropriated $6,600,100 in 2018-19 for state-funded housing assistance. [Note: This excludes $886,200 for general program operations] Of this total, $4,586,400 is appropriated from the general fund.

The amount appropriated for housing grants and loans is $3,097,800 general purpose revenue (GPR) annually. The amount appropriated for shelter for homeless and housing grants is $1,413,600 GPR annually.

The Division also receives program revenues from interest on real estate trust accounts, and payments from other agencies for housing services.

Housing Grants and Loans

The amount currently appropriated in DOA's biennial appropriation for housing grants and loans is $3,097,800 GPR annually. Thus, the available amount of funding under the program is $6,195,600 over the 2017-19 biennium.

During the 2017-19 biennium, DOA allocated these grants and loans to three programs: the Housing Cost Reduction Initiative (HCRI) Homebuyer program, the Homeless Prevention program, and the Critical Assistance program.

HCRI Homebuyer Program. Under s. 16.303 of the statutes, DOA makes grants to "designated agents" who used the funds, in turn, to make individual grants or loans to low- or moderate-income persons or families. Grants or loans under the HCRI program are designed to assist both home buyers/owners and renters. The program is operated under a biennial grant funding cycle, timed to coincide with the awarding of federal HOME Homebuyer grant funds. Eligible uses of these funds are: (a) to help homebuyers purchase an affordable home by providing assistance with down payment and closing costs; and (b) to prevent foreclosures by assisting households with overdue mortgage payments or property taxes.

The Division awarded $2,600,000 to grant recipients through a competitive application process in December 2016. The grants for 2017-19 will be distributed as follows: (a) $866,666 to agencies in the Milwaukee metropolitan area; (b) $866,667 to agencies in other metropolitan areas; and (c) $866,667 to agencies in counties in other parts of the state. Table 7 summarizes the number and amount of HCRI Homebuyer program grants in 2009-11 through 2017-19.

Homeless Prevention Program. Some funds from the housing grants and loans GPR appropriation are awarded in annual grant cycles under a Homeless Prevention program, in combination with state funding for Housing Grants and federal funding for Emergency Solutions Grants. The uses of these funds are described under the subsequent sections for those programs. In 2017-18, the Division awarded $1,515,000 Homeless Prevention grants to 24 agencies. The grants were distributed as follows: (a) $505,000 to six agencies in the Milwaukee metropolitan area; (b) $366,400 to eight agencies in other metropolitan areas; and (c) $643,600 to 10 agencies in counties in other parts of the state. In 2018-19, the Division awarded $1,499,700 to 22 agencies. The grants were distributed as follows: (a) $564,400 to six agencies in the Milwaukee metropolitan area; (b) $504,000 to seven agencies in other metropolitan areas; and (c) $431,300 to nine agencies in counties in other parts of the state.

Table 8 summarizes the number and amount of Homeless Prevention Program grants in 2009-10 through 2018-19.

Table 8: Homeless Prevention Grants

Fiscal Year	Grantees	Amount
2009-10	45	$1,015,000
2010-11	40	1,015,000
2011-12	40	1,015,000
2012-13	45	1,515,000
2013-14	31	1,527,900
2014-15	44	1,503,700
2015-16	37	1,515,000
2016-17	25	1,515,000
2017-18	24	1,515,000
2018-19	22	1,499,700

Critical Assistance Program. The Division also operates a Critical Assistance Program to fund homeless prevention activities in parts of the state not served by federal Emergency Solutions Grants or other state funds. Grants under this program are awarded annually to the Foundation for Rural Housing, Inc. Table 9 summarizes the amount of Critical Assistance Program grants in 2009-10 through 2018-19.

Funded activities under both the Homeless Prevention Program and Critical Assistance Program include: (a) rental assistance to households in the form of security deposits, short-term rental subsidy, and/or utility costs; (b) foreclosure prevention, including payment of principal and interest on a mortgage loan that is past due, property taxes,

Table 7: State-Funded HCRI Homebuyer Grants

	2009-11	2011-13	2013-15	2015-17	2017-19
Milwaukee Metro Area	$866,667	$866,667	$866,667	$866,666	$866,666
Other Metro Areas	866,667	866,667	866,667	866,667	866,667
Other Areas of State	866,666	866,666	866,666	866,667	866,667
Total Grants	$2,600,000	$2,600,000	$2,600,000	$2,600,000	$2,600,000
Grantees	29	24	24	20	18

Table 9: Critical Assistance Grants

Fiscal Year	Amount
2009-10	$282,800
2010-11	282,800
2011-12	262,000
2012-13	282,000
2013-14	283,600
2014-15	282,800
2015-16	282,800
2016-17	282,800
2017-18	282,800
2018-19	282,800

and utility payments, if the homeowner shows the ability to make future payments; and (c) limited administrative funds (up to 12%) to support the funded activities.

Shelter for Homeless and Housing Grants

The amount appropriated for Shelter for Homeless and Housing Grants is $1,413,600 GPR in each of 2017-18 and 2018-19, for total available funding of $2,827,200 during the 2017-19 biennium. The statutes do not specify the allocation of funds between the two programs.

Housing Grants. The Housing Grant Program provides grants to private, nonprofit organizations; for-profit organizations; community action agencies; and county or municipal governments. Grants are awarded for operating housing and associated supportive services for the homeless. The purpose of the grants is to facilitate the movement of homeless persons to independent living. To be eligible for grants under the program, an organization must meet the following statutory requirements: (a) utilize, as housing sites, only existing buildings at scattered sites; (b) facilitate the utilization by residents of appropriate community social services; (c) provide or facilitate the provision of training in self-sufficiency to residents; and (d) require that residents pay at least 25% of their income as rent. Individual grants to an eligible applicant may not exceed $50,000.

Under 2017 Act 59, the name of the program was changed from "Transitional Housing Grants" to "Housing Grants." Act 59 also eliminated the program's requirement that a grant recipient may not permit homeless persons to reside in housing facilities provided by the grant recipient for more than 24 months.

Beginning in 2002, the Housing funds were made available in a consolidated application with HUD Emergency Shelter Grant funds. In 2017-18, Housing funds totaling $300,000 were granted to 12 agencies for the initiation and expansion of transitional housing and services to homeless individuals and families. Funds were awarded to one agency in the metropolitan Milwaukee area (Milwaukee County), two agencies in other metropolitan counties in the state (Dane) and nine agencies serving 21 other counties (Ashland, Bayfield, Calumet, Crawford, Douglas, Iron, Jefferson, Kenosha, La Crosse, Lincoln, Marathon, Marquette, Monroe, Outagamie, Portage, Price, Vernon, Waupaca, Waushara, Winnebago, and Wood).

In 2018-19, Housing funds totaling $300,000 were granted to 12 agencies. Funds were awarded to one agency in the metropolitan Milwaukee area (Milwaukee County), two agencies in other metropolitan counties in the state (Dane) and nine agencies serving 22 other counties (Adams, Barron, Chippewa, Columbia, Dodge, Dunn, Eau Claire, Fond du Lac, Green Lake, Juneau, La Crosse, Marquette, Pepin, Pierce, Polk, Portage, Sauk, St. Croix, Walworth, Waupaca, Waushara, and Winnebago).

Table 10 shows the number of grantees and amount of grants awarded between 2009-10 and 2018-19.

State Shelter Subsidy Grant Program. The State Shelter Subsidy Grant Program provides grants to private, nonprofit organizations; for-profit organizations; community action agencies; federally-recognized Native American tribes or bands; a housing and community development

Table 10: Housing Grants

Fiscal Year	Grantees	Amount
2009-10	27	$400,000
2010-11	29	400,000
2011-12	28	400,000
2012-13	21	300,000
2013-14	16	307,800
2014-15	14	300,000
2015-16	17	297,500
2016-17	15	300,000
2017-18	12	300,000
2018-19	12	300,000

authority; and to county or municipal governments. The program is funded from GPR and program revenue from the Interest-Bearing Real Estate Trust Accounts (IBRETA). Grants are awarded for shelter operations (rather than for the actual renovation or construction of a building) in response to the following situations: (a) renovation or expansion of an existing homeless shelter facility; (b) development of an existing building into a shelter facility; (c) expansion of shelter services for homeless persons; and (d) operating expenses that exceed funding from other sources to allow those agencies to continue providing the existing level of services. In awarding grants, the Division must consider whether the community in which the applicant provides services has a coordinated system of services for homeless individuals and families.

Grants may not exceed 50% of either: (a) the operating costs of the shelter facility or facilities on behalf of which application is being made; or (b) the portion of the applicant's operating budget allocated for providing homeless persons with vouchers to be exchanged for temporary housing. Under the statute governing the shelter grant program, DOA is further required to allocate at least $400,000 in each year to eligible applicants located in Milwaukee County, at least $66,500 in each year to eligible applicants in Dane County, and at least $100,000 in each year to applicants located elsewhere in the state. No more than $183,500 of the remaining funds may be allocated for grants in each year to eligible applicants without regard to their geographic location.

The Interest-Bearing Real Estate Trust Accounts program is funded from earnings on interest-bearing real estate common trust accounts. The IBRETA program requires real estate brokers and salespersons in Wisconsin to deposit down payments, earnest money, and similar types of real estate payments in a pooled interest bearing trust account in a depository institution. Annually, before February 1, each depository institution must remit to the Department of Administration the total amount of interest or dividends in excess of $10, less service charges or fees, earned on these accounts during the previous calendar year. These annual earnings are credited to a program revenue continuing appropriation. From the amounts credited to this appropriation, DOA is required to make grants to organizations that provide shelter or services to homeless individuals or families.

Table 11 indicates the net common trust account earnings collected and transferred for provision of shelter or homeless services since 2009. The decreases after 2009 are due mainly to lower interest rates and real estate market slowdowns. The Department has used IBRETA funds to enhance the state housing program, the state shelter subsidy grant program, the state homeless prevention program, and the HUD Emergency Solutions Grant program.

Table 11: Interest-Bearing Real Estate Trust Accounts Earnings

Calendar Year	Interest Earnings
2009	$84,700
2010	23,100
2011	18,600
2012	22,300
2013	20,400
2014	19,000
2015	19,200
2016	23,400
2017	23,300
2018	29,600

A total of $1,113,600 GPR annually is

provided for the State Shelter Subsidy Grant program in both 2017-18 and 2018-19. Grants made from this appropriation are supplemented with funds from the IBRETA program. The Division supplemented the shelter subsidy program with IBRETA funding of $16,000 in 2017-18 and $19,000 in 2018-19.

Table 12 summarizes grant activity under the shelter subsidy program over the last ten fiscal years between 2009-10 and 2018-19. The Division awarded $1,129,600 to 41 grantees for 2017-18 and $1,132,600 to 40 grantees for 2018-19.

Homeless Employment Pilot Program

The pilot program, created under 2017 Act 59, provides employment grants to municipalities (counties, cities, villages, or towns) that administer a homeless employment pilot program. Grants are used to connect homeless individuals with permanent employment. Any municipality may apply for a grant of up to $75,000, and each municipality receiving a grant must contribute at least $50,000 of its own funds and must use both the grant and the contribution for the purpose of connecting homeless individuals with permanent employment. The program is allocated $75,000 GPR annually during the 2017-19 biennium. The program is administered by DOA's Division of Energy, Housing, and Community Resources. In May, 2018, $75,000 was awarded to Oconto County.

Wisconsin Fresh Start

Wisconsin Fresh Start (WFS) was designed to provide at-risk young people with education, employment skills, and career direction by teaching them to construct housing or rehabilitate substandard housing into well-built, mechanically sound and affordable dwellings for low- and moderate-income households. The program was aimed at increasing the self-esteem and self-sufficiency of youths and young adults (ages 16 to 24) who evidence alcohol and other drug abuse problems; poor health and nutrition; low educational achievement; poor employment history; physical, sexual, and emotional abuse; or criminal histories. The program offered an educational component where participants completed classes leading to a high school equivalency diploma and a vocational component where participants learned basic home construction, rehabilitation, and remodeling skills. In addition, the program provided counseling and leadership development services to participants.

As of FFY 2014, DOA no longer administers Wisconsin Fresh Start. Funding from the Department of Corrections (DOC) was provided to qualifying Home Investment Partnerships Program (HOME) grant recipients (discussed below) for related program services from 2013-14 to 2016-17. No awards of DOC funding were made by DOA in 2017-18.

Table 12: State Shelter Subsidy Grant Program, GPR and IBRETA Funds

Fiscal Year	Milwaukee County	Dane County	Other Areas of State	Grantees	Total Grants
2009-10	$400,000	$258,200	$855,400	41	$1,513,600
2010-11	400,000	221,500	893,600	42	1,515,100
2011-12	400,000	231,900	956,800	44	1,588,700
2012-13	400,000	170,900	724,400	43	1,295,300
2013-14	400,000	175,500	559,100	38	1,134,600
2014-15	400,000	171,900	561,700	43	1,133,600
2015-16	400,000	170,900	562,700	42	1,133,600
2016-17	400,000	169,000	554,600	42	1,123,600
2017-18	400,000	164,800	564,800	41	1,129,600
2018-19	400,000	145,400	587,200	40	1,132,600

Housing Programs Financed with Federal HOME Funds

Federal HOME Program Initiatives

The federal Department of Housing and Urban Development (HUD) provides funding for the Home Investment Partnerships Program (HOME) to support the following initiatives for greater housing opportunities: homeownership, owner-occupied housing repairs, owner-occupied accessibility improvements, rental rehabilitation, rental housing development, and rental assistance.

Most of the federally-funded HOME program initiatives are targeted to households having "low income," which is income no greater than 80% of the county median income. However, for the HOME program initiatives for rental rehabilitation and rental housing development programs, this threshold drops to 60% of county median income for most households assisted, and may further target 30% or 50% ("very low-income") of county median income. The HUD income limits for 2018 by county are shown in Appendix VIII. The Department of Housing and Urban Development calculates 50% of the county median income and adjusts the limits for areas with unusually high or low incomes. The Department then calculates the 30%, 60% and 80% income limits based on the 50% limits. (This is the reason that the income limits shown in Appendix VIII may not be directly comparable to the WHEDA county median incomes shown in Appendix V.)

Table 13 summarizes for the last four federal fiscal years (FFY), FFY 2014 through FFY 2017, the grant amounts awarded under each of the HOME program components. In FFY 2017, awards totaled $9.8 million.

In addition to the federal funding amounts received by the Division for the HOME program, some municipalities receive federal HOME funds directly from HUD. These are called HOME participating jurisdictions, and include: (a) the cities of Eau Claire, Green Bay, Kenosha, La Crosse, Madison, Milwaukee, Racine and West Allis; (b) the counties of Milwaukee Dane, and Rock; and (c) a consortium of Jefferson, Ozaukee, Washington, and Waukesha Counties. These communities are also shown in Appendix IX.

Table 13: Federal HOME Programs -- Grant Awards by Program*

Program	FFY 2014	FFY 2015	FFY 2016	FFY 2017
Homebuyer and Rehabilitation				
Number of Grantees	25	27	19	17
Amount of Grants	$3,759,500	$4,124,900	$3,607,100	$5,135,400
Number of Housing Units Assisted	204	252	194	279
Average Per-Unit Grant Amount	$18,429	$16,369	$18,593	$18,407
Rental Housing Development				
Number of Grantees	11	8	9	10
Amount of Grants	$4,584,100	$3,366,900	$4,412,800	$3,729,600
Number of Housing Units Assisted	73	131	82	70
Average Per-Unit Grant Amount	$62,796	$25,702	$53,815	$53,280
Tenant-Based Rental Assistance*				
Number of Grantees	10	8	7	8
Amount of Grants	$780,000	$1,064,000	$1,006,400	$915,300
Number of Households Assisted	328	247	644	265
Average Per-Household Grant Amount	$2,378	$4,308	$1,563	$3,454

*Program and contract year periods differ by program and year.

A description of each of the initiatives funded under the federal HOME program is provided in the following sections.

Homebuyer and Rehabilitation Program

A total of $3,607,100 in FFY 2016 and $5,135,100 in FFY 2017 was awarded from federal HOME program funds to support an award program to provide assistance to homebuyers and homeowners. State-funded HCRI amounts are also combined with federal HOME program funds and HOME grants are coordinated with HCRI grants through an annual competitive process.

Funds from the HOME program under the homebuyer component of the program are available for low-income households for housing rehabilitation expenses, acquisition costs (such as down payments and closing costs), or construction expenses for single family, owner-occupied dwellings. Grants under the HOME program are awarded to local organizations that operate homebuyer programs for qualifying low-income households.

Funds under the rehabilitation and accessibility component of the HOME program are used to make repairs to homes owned by households with incomes at or below 80% of the county's median household income. Eligible improvement projects include the construction of a ramp or mechanical lift, doorway widening, changes in bathroom layout or fixtures, energy-related improvements, removal of lead-based paint, and general improvements of a non-luxury nature. Only permanent modifications are eligible for funding, and all completed work must meet construction quality standards developed by HUD.

Rental Housing Development Program

A total of $4,412,800 in FFY 2016 and $3,729,600 in FFY 2017 was awarded from federal HOME program funds for projects leading to the development of new or rehabilitated rental units. Eligible projects for the expansion of rental housing units in the state can be accomplished either through new construction or by the acquisition and rehabilitation of existing properties.

Community housing development organizations (local non-profit groups that meet certain federal standards), public housing authorities and other non-profit organizations are eligible to apply for these HOME initiative funds. In addition, private for-profit developers may apply for loans following the same guidelines. Certain restrictions apply as to the maximum income levels of residents in the assisted units, the maximum rents that may be charged, the period of affordability compliance, and the maximum subsidy amount per unit. For example, 20% of the HOME assisted units in a project must benefit households at or below 50% of the county median income. Households whose annual incomes do not exceed 60% of the county median income at the time of initial occupancy must occupy the remaining 80% of the units.

The rental rehabilitation component of the program provides grants and low-interest loans for up to 75% of the cost of repairs and improvements to rental units that are leased to persons who have low or very-low incomes. Units assisted under the program must be leased at or below fair market rent levels, as determined by HUD. At least 90% of the units assisted under this program must be occupied by households with incomes at or below 60% of the county's median household income, as shown in Appendix VIII. Eligible rehabilitation expenses include those for: correcting substandard housing conditions; repairing major mechanical or other systems that are in danger of failure; increasing handicapped accessibility; supporting indirect costs associated with the rehabilitation (such as architectural or engineering services); and paying such expenses as loan origination and other lender fees; building permits; and credit, title, and legal fees.

Tenant-Based Rental Assistance Program

The Division allocates federal HOME program funds for a program to assist individual low-income, homeless, or special needs households with housing costs.

Under the tenant-based rental assistance program, individual households receive direct rent subsidy assistance to make up the difference between the amount a household can afford to pay for housing (30% of their annual adjusted gross income) and the local rent standards. Families must have income equal to or less than 60% of the county median income. The rent subsidy covers costs such as rent, utility costs, security deposits, and utility deposits.

In FFY 2016, $1,006,400 in HOME funds was awarded through the tenant-based rental assistance program. The Division awarded the FFY 2016 funds to seven agencies which serve: Adams, Barron, Brown, Burnett, Chippewa, Clark, Columbia, Crawford, Dodge, Door, Dunn, Florence, Forest, Juneau, Kewaunee, LaCrosse, Langlade, Manitowoc, Marinette, Menominee, Monroe, Oconto, Oneida, Pepin, Pierce, Polk, Rusk, Sawyer, Sauk, Shawano, St. Croix, Vernon, Vilas, and Washburn counties.

In FFY 2017, $915,300 in HOME program funds was awarded for the tenant-based rental assistance program. The Division awarded funds to eight agencies which serve: Adams, Barron, Brown, Buffalo, Burnett, Calumet, Chippewa, Clark, Columbia, Crawford, Dodge, Door, Dunn, Florence, Forest, Juneau, Jackson, Kewaunee, LaCrosse, Langlade, Manitowoc, Marinette, Menominee, Monroe, Oconto, Oneida, Outagamie, Pepin, Pierce, Polk, Rusk, Sauk, Sawyer, Shawano, Sheboygan, St. Croix, Vernon, Vilas, Washburn, and Winnebago counties.

Program Income

Loan repayments from clients with loans made primarily in connection with the HOME rental rehabilitation program may be used by HOME grantees in combination with current grant funding. Grantees benefiting from any such repayments must use such funding before using new allocations under the program. Program repayment income totaled $1,373,900 in state fiscal year 2016-17 and $1,243,100 in 2017-18. The amounts received in 2008-09 through 2017-18 are shown in Table 14.

Table 14: HOME Program Repayment Income

State Fiscal Year	Amount
2008-09	$307,600
2009-10	418,000
2010-11	1,263,900
2011-12	432,300
2012-13	1,521,300
2013-14	957,400
2014-15	1,483,800
2015-16	953,400
2016-17	1,373,900
2017-18	1,243,100

Housing Programs Financed with Other Federal Funds

Emergency Solutions Grant Program

The Department of Administration is the HUD-designated Wisconsin agency for administering the distribution of federal funds under the Stewart B. McKinney Homeless Assistance Act. This program, which was enacted as the Emergency Shelter Grant program, is now known as the Emergency Solutions Grant (ESG) program. In 2009, the program was reauthorized with the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act. In addition to changing the name of the grant program, the HEARTH Act expanded homelessness prevention activities, with an emphasis on rapid re-housing, especially for homeless families.

Eligible applicants for this grant program include cities, counties, and private nonprofit agencies (where the appropriate local government jurisdiction has approved the agency's submission for program funds).

Under the program, grants may be used for one or more of the following categories of eligible activities: (a) homeless prevention and re-housing programs (equal to at least 40% of the grant); (b) provision of food, mental health or substance abuse counseling, education, day care, case management, or other essential social services; (c) renovation, rehabilitation, and conversion of buildings for use as shelters or transitional housing facilities; (d) payments for shelter maintenance, and operating costs such as rent, insurance, utilities, furnishings; and (e) payments for shelter staff salaries.

There are three major federal program requirements for funding under the program. First, each city, county, or private nonprofit agency operating in the 19 designated urban counties or 53 designated rural counties of the state must match its emergency solutions grant with an equal amount of funds from other sources. Second, any grantee receiving emergency solutions grants funds for shelter operations and essential services must maintain the shelter building for as long as federal assistance is received. Recipients of rehabilitation funding must maintain the shelter for at least three years, and recipients of major rehabilitation or conversion funding must use the building as a shelter for at least 10 years. Finally, recipients that are private, nonprofit organizations must provide assistance to homeless individuals in obtaining appropriate supportive services. In addition, grantees must participate in Wisconsin ServicePoint (WISP), the statewide component of a nationwide Homeless Management Information System that is a web-based software database for providing information about homeless persons to improve service delivery to these persons.

Table 15 summarizes Emergency Solutions (Shelter) Grant activity over the last ten federal fiscal years from FFY 2009 through FFY 2018. In FFY 2017 and FFY 2018, no IBRETA funds were used to supplement HUD Emergency Solutions Grant allocations.

Table 15: HUD Emergency Solutions Grant Program -- Federal Fiscal Years

FFY	Grantees	Amount of Grants	Average Grant Amount
2009	49	$1,880,700	$38,382
2010	36	1,888,100	52,447
2011	29	3,097,900	106,826
2012	28	3,541,100	117,311
2013	27	2,558,500	94,759
2014	25	3,111,600	124,464
2015	26	3,194,900	99,841
2016	25	3,290,900	131,600
2017	24	3,294,900	137,300
2018	22	3,201,800	145,500

Housing Rehabilitation Program -- Small Cities CDBG

The Department of Administration is responsible for administering the housing rehabilitation component of the federal small cities community development block grant (CDBG) program, as well as other CDBG programs. The Department of Administration is the state agency designated by the federal government for the receipt of federal CDBG allocations. Under the general CDBG program, federal funds are provided to municipalities for activities such as housing rehabilitation, acquisition, relocation, handicapped accessibility improvements, home ownership assistance, public facilities improvements, and economic development. The Department allocates 62% of the funds to community and economic development and 38% to housing. Federal guidelines allow the state to retain $100,000 and up to 2% of each annual grant award for state administrative costs associated with the program.

Eligible applicants for small cities CDBG funds include most cities, villages and towns with populations under 50,000 and all counties except Dane, Milwaukee, and Waukesha. Those municipalities with populations of 50,000 or more and Dane, Milwaukee, and Waukesha Counties are deemed "entitlement municipalities" and are eligible to receive CDBG funds directly from the federal government. Consequently, these entitlement municipalities (listed in Appendix X) are not eligible for state CDBG funds.

Table 16 summarizes the total amount of small cities CDBG funding received by the state during the last ten federal fiscal years from FFY 2009 through FFY 2018 and shows the amounts allocated in each year to the housing rehabilitation component of the program. Funds provided by HUD directly to entitlement communities listed in Appendix X are not included in Table 16.

Table 16: Small Cities CDBG Grants -- Total Funding and Allocations for Housing Rehabilitation Program

Federal Fiscal Year	Total Block Grant	Amount Allocated for Housing Rehabilitation
2009	$28,231,000	$8,185,200
2010	30,689,500	8,900,600
2011	25,705,500	7,450,300
2012	23,503,300	6,809,400
2013	24,885,100	11,948,600
2014	24,646,700	8,576,500
2015	16,701,000	4,175,300
2016	24,713,100	5,967,900
2017	24,391,600	3,534,000
2018	26,639,900	3,861,100

Funds allocated under the CDBG housing rehabilitation program are awarded annually in accordance with criteria specified by the Department of Administration. The Department may use its discretion in awarding available funds for emergency assistance. Administrative rules state that emergency assistance applications will be evaluated based on the nature of the emergency, availability of funds, other mitigating circumstances, and the ability of the applicant to finance the activity on its own or with other funding sources. In addition, the Department must earmark at least $750,000 for special projects that create new housing units for low- to moderate-income households.

Grants are made by the Division to municipalities or county governments, which then provide deferred, no- or low-interest loans to individual applicants to undertake rehabilitation projects. Project beneficiaries must have incomes at or below 80% of the county median income (see Appendix VIII for the relevant income limits). When the program is used to renovate owner-occupied housing, deferred payment loans are provided and are not required to be repaid until the home ceases to be the owner's principal place of residence. In the case of rehabilitation of rental property, the landlord must agree to rent all of the rehabilitated units to low- and moderate-income persons for at least five years at locally affordable rents and must repay the loan in installments. The average project cost per housing unit rehabilitated under the program is approximately $20,200.

A requirement of the small cities CDBG program is that when loans are repaid, the municipality or county government must 'revolve' these repayments into new projects that benefit its low- and moderate-income residents. Where a unit of government has revolving loan fund income and receives a new CDBG contract, it must expend such revolving loan funds before using the new grant funding. In 2015-16, revolving loan fund receipts of $3,932,700 assisted 246 households and in 2016-17, revolving loan fund receipts of $4,204,700 assisted 253 households.

It should be noted that HUD funding also supports revolving loan funds for economic development purposes through the CDBG program. In June, 2018, DOA began the process of closing the CDBG economic development program due to concerns about monitoring and oversight. However, the closure of the economic development program does not affect the CDBG housing rehabilitation program.

CDBG-Emergency Assistance Program (CDBG-EAP)

Amounts allocated under the CDBG small cities housing program can be distributed under the CDBG Emergency Assistance Program. The

Division makes awards to local units of government to provide grants to property owners to recover from property damage that occurred as a result of a natural or man-made disaster.

To be eligible for assistance, property owners may have incomes up to 80% of the county's median-income level. The CDBG-EAP funds may be used to address housing damage caused by the disaster that is not covered by insurance. Eligible activities may include: (a) repair of damage to the dwelling unit, including repair or replacement of plumbing, heating, and electrical systems; (b) acquisition and demolition of dwellings that cannot be repaired; and (c) downpayment and closing cost assistance for the purchase of replacement dwellings.

Since July, 2015, CDBG-EAP has awarded $12.1 million for tornado and flood assistance in the following counties: Buffalo, Chippewa, Columbia, Crawford, Douglas, Grant, Iowa, Iron, La Crosse, Richland, and Vernon.

Homeless Shelter Employment Services Grant Program

Under 2017 Act 59, the Homeless Shelter Employment Services grant program was created within DOA's Division of Energy, Housing, and Community Resources. The program is authorized to support 10 annual grants of $50,000 to shelter facilities to provide intensive case management services to homeless families. The program was allocated $500,000 FED annually during the 2017-19 biennium from Temporary Assistance for Needy Families (TANF) block grant funds.

The following services are eligible uses of grant funding: (a) financial management services; (b) employment services, including connecting parents who are job training graduates or who have a recent work history with their local workforce development board and assisting them with using the job center website maintained by the Department of Workforce Development; (c) services intended to ensure continuation of school enrollment for children; and (d) services to enroll unemployed or underemployed parents in a food stamp employment and training program or in the Wisconsin Works program. Allowable uses also include public-private partnerships between local governments, religious organizations, local businesses, and charitable organizations which deliver immediate housing relocation services, including but not limited to paying rent on behalf of participants in private housing.

In May, 2018, the Division awarded $50,000 each to the following grantees: Community Advocates, Family Promise Washington County, Freedom House Ministries, Homeless Assistance Leadership Organization (HALO), Homeless Connections, Renewal Unlimited, Salvation Army - Dane County, Salvation Army - Grace Place, Salvation Army - Milwaukee, and the Shalom Center.

Housing Opportunities for Persons with AIDS Program (HOPWA)

Wisconsin has received funding allocations under the federal Housing Opportunities for Persons with AIDS (HOPWA) program since FFY 1995. This federal program provides eligible applicants with resources and incentives to devise long-term comprehensive strategies to meet the housing needs of persons (and the families of persons) with acquired immunodeficiency syndrome (AIDS) or related diseases. Wisconsin is an eligible applicant for a formula allocation under the federal program because the state has a cumulative total of more than 1,500 AIDS cases and has an approved consolidated plan for AIDS services.

Program funds may be used to provide resources designed to prevent homelessness among persons with AIDS. This assistance may include emergency housing, shared housing arrangements, and permanent housing placement in apartments, single room occupancy units and community residences. As part of any HOPWA assisted housing, appropriate support services must also be provided. Non-housing related support services may include: supportive services including physical and mental health care and assessment, drug and alcohol abuse treatment and counseling, day care services, intensive care, nutritional services, and assistance in gaining access to local state and federal government benefits and services. Table 17 summarizes the grant distributions under the HOPWA program during the last ten federal fiscal years from FFY 2009 through FFY 2018.

Table 17: HOPWA Total Grant Distributions *

FFY	Grant
2009	$394,800
2010	409,400
2011	441,600
2012	446,400
2013	449,500
2014	428,400
2015	468,800
2016	461,400
2017	525,800
2018	595,600

*Grants are for all Wisconsin counties outside of the Milwaukee metropolitan area, which receives funds directly from HUD. Grant distributions also exclude Pierce and St. Croix Counties, which are in the Minneapolis-St. Paul grant area.

Neighborhood Stabilization Program

The federal Housing and Economic Recovery Act of 2008, enacted in July, 2008, as P. L. 110-289, created the Neighborhood Stabilization Program (NSP) within HUD. The NSP is intended to provide emergency assistance for redevelopment of abandoned and foreclosed homes and rental properties. There have been no allocations of NSP funds since March, 2011. For detailed information on the program, see the 2017 Legislative Fiscal Bureau informational paper entitled, "State Housing Programs."

CHAPTER 3

HOME ENERGY AND WEATHERIZATION ASSISTANCE PROGRAMS ADMINISTERED BY THE DEPARTMENT OF ADMINISTRATION

The Division of Energy, Housing and Community Resources within DOA administers two programs targeted to low-income households that relate to home energy costs. These programs are the Wisconsin Home Energy Assistance Program (WHEAP) and the Low-Income Weatherization Program. These programs are funded through federal low-income home energy assistance program (LIHEAP) block grants, Department of Energy weatherization grants, and the segregated, state-operated public benefits fund. Monies in the public benefits fund derive from amounts remitted from electric and natural gas public utilities to DOA.

For additional information about DOA-administered low-income energy assistance and weatherization programs see the Legislative Fiscal Bureau's informational paper entitled, "Department of Administration's Energy Services."

For WHEAP or low-income weatherization benefit purposes, a low-income household is defined as any individual or group of individuals living together as a single economic unit in which residential electricity is customarily purchased in common and whose household income does not exceed 60% of the statewide median household income. In 2017-18, the guideline is equivalent to $51,155 annually for a household of four. Appendix XI outlines these poverty guidelines.

Low-Income Home Energy Assistance Program

The Wisconsin Home Energy Assistance program (WHEAP) provides cash benefits and services in the form of energy assistance and crisis assistance to low-income households. For households applying for either of these benefits, a household must meet the income requirements during the three months immediately prior to applying for benefits. In emergency situations, crisis assistance benefits may be approved if the income requirements are met for the month preceding the application or the current month.

Households are categorically eligible for energy assistance, crisis assistance, and emergency furnace repair and replacement if all members of the household are recipients of: (a) Wisconsin Works (W-2) assistance (Wisconsin's temporary assistance for needy families program) in the form of a cash grant; (b) FoodShare (food stamps) benefits; or (c) supplemental security income (SSI) in each of the three preceding months.

Under 2009 Wisconsin Act 28, the statutes specify that any household that has at least one person eligible for FoodShare benefits would receive a federal low-income home energy assistance program (LIHEAP) benefit. If the household was eligible for LIHEAP only because of this provision, and was not otherwise categorically eligible, then the household could receive no more than $1. The purpose of this provision, which was created under Act 28, was to permit FoodShare recipients who would otherwise not receive energy assistance to receive a minimal benefit that would increase their federal FoodShare benefit. Prior to the 2014 federal farm bill, federal law allowed households that receive at least $1 of LIHEAP benefits to deduct from their gross income the maximum standard utility allowance, associated with heating and cooling expenses, which would result in a higher FoodShare benefit. Under the 2014 farm bill, federal law was changed to provide this deduction only for households with more than $20 in annual LIHEAP benefits. Therefore, the Act 28 provision no longer provides for an increase in FoodShare benefits for households that would otherwise not receive energy assistance. FoodShare applicants may continue to receive the heating and cooling standard utility allowance by providing proof that the household is obligated to pay or is actually paying for heating costs.

The Department of Administration receives funds under the state public benefits program, operated through a segregated fund, to support the costs of the low-income energy assistance programs. Revenue provided through the utility public benefits fund derives from: (a) fees collected through utility customer billings and paid by electric utilities, municipal utilities, and electric cooperatives; (b) investment earnings from the available public benefits fund balances; and (c) voluntary contributions. As shown in Table 18, a total of $49.5 million in 2017-18 was expended from the state public benefits program for energy assistance and crisis assistance.

Table 18: WHEAP Public Benefit Expenditures

Fiscal Year	Amount*
2008-09	$42,743,400
2009-10	33,855,800
2010-11	41,967,000
2011-12	45,190,200
2012-13	55,508,300
2013-14	47,716,200
2014-15	41,332,800
2015-16	44,724,400
2016-17	53,110,300
2017-18	49,506,300

*Beginning in 2013-14, emergency furnace repair and replacement is funded under the weatherization program.

Table 19 shows federal funding expended for LIHEAP, including federal supplements and TANF matching funds, by state fiscal year since 2003-04. In some years, the state has received federal TANF matching funds or federal supplements for LIHEAP use. By statute, if the federal funds received in a federal fiscal year total less than 90% of the amount received in the previous federal fiscal year, a plan of expenditures must be submitted to the Joint Committee on Finance as part of the process governing the acceptance of federal funds under s. 16.54 of the statutes.

Table 19: Low-Income Home Energy Assistance Program Federal Expenditures

Fiscal Year	Amount*
2008-09	$110,771,400
2009-10	128,956,200
2010-11	124,640,000
2011-12	93,157,300
2012-13	88,741,100
2013-14	91,930,700
2014-15	73,808,000
2015-16	78,984,300
2016-17	107,321,600
2017-18	91,463,800

*Amounts are net of transfers to the weatherization program. Beginning in 2013-14, emergency furnace repair and replacement is funded under the weatherization program.

By state statute, 15% of federal LIHEAP funding is transferred to the state weatherization program each federal fiscal year. However, from 1993 to 2013, a portion of that 15% transfer amount was retained for the WHEAP emergency furnace repair and replacement program. Beginning in 2013-14, emergency furnace repair and replacement is funded under the weatherization program.

Energy Assistance Program. The energy assistance component of WHEAP provides eligible low-income households with a cash benefit to assist the household in meeting its energy costs. The benefit is generally provided once a year as a benefit payment for each heating season (October 1 through May 15). Some households receiving energy assistance are provided both a heating benefit and a non-heating electric benefit. These benefit payments are generally issued as a direct payment to the utility or as a two-party check to the applicant and the applicant's fuel provider. The actual amount of the benefit depends on the household's size, income level and actual home energy costs. The benefit amount is determined by a formula, which yields proportionately higher payments for households with the lowest income levels and the highest annual home energy costs.

Table 20 provides caseload data and the average amount of benefits paid to households receiving the heating component of energy assistance since federal fiscal year (FFY) 2009.

Table 21 provides caseload data and the average amount of benefits paid to households receiving the state public benefits-funded, non-heating electric component of energy assistance since FFY 2009.

Crisis Assistance Program. The crisis assistance component of WHEAP is supported by state and federal funds and provides limited cash assistance and services to households that experience a heating emergency or are at risk of experiencing a heating emergency (such as denial of future fuel deliveries). The program provides both emergency and proactive services. Program intake workers are employed by a variety of entities, including county social service agencies, to provide these services to eligible households. Under current law, DOA is allowed to establish the amounts of WHEAP funding that may be used for crisis assistance.

Emergency crisis assistance is available only if the agency administering the benefits determines that there is an immediate threat to the health or safety of an eligible household due to the actual or imminent loss of essential home heating (or cooling in summer months only in cases of extreme heat, with a declaration of a heat emergency, and approval from the Division). The amount of crisis assistance that a household receives is based on the minimum assistance required to remove the immediate threat to health and safety. Some form of crisis assistance must be provided within 48 hours of application or within 18 hours if the situation is life-threatening.

Emergency crisis services may include providing heating fuel, a warm place to stay for a few days, or other actions that will assist a household experiencing the heating emergency. In-kind benefits such as blankets and space heaters may also be provided.

Another component of crisis assistance intervention is the proactive provision of on-going services for eligible households designed to

Table 20: Federal Heating Assistance Caseload

FFY	Caseload	Average Benefit
2009	173,012	$514
2010*	214,203	490
2011	226,380	454
2012	214,965	348
2013	214,531	336
2014	224,730	302
2015	209,208	266
2016	199,190	341
2017	202,930	350
2018	196,578	374

*Effective FFY 2010, the eligibility standard was changed from 150% of the federal poverty level to 60% of state median household income.

Table 21: State Public Benefits Non-Heating Electric Caseload

FFY	Caseload	Average Benefit
2009	166,354	$203
2010*	209,382	121
2011	220,017	142
2012	212,816	174
2013	213,161	186
2014	224,757	180
2015	209,638	168
2016	201,032	191
2017	205,616	204
2018	198,842	196

*Effective FFY 2010, the eligibility standard was changed from 150% of the federal poverty level to 60% of state median household income.

minimize the risk of heating emergencies during the winter months. These types of activities include providing eligible households with training and information on how to reduce fuel costs and counseling on establishing budgets and money management. In addition, WHEAP may assist persons in setting up a co-payment plan or match payment agreement that would result in payments being made to fuel suppliers.

Table 22 provides caseload data and the average amount of benefits paid to households receiving crisis assistance since FFY 2009.

Table 22: State and Federal Crisis Assistance Caseload

FFY	Caseload	Average Benefit
2009	49,323	$384
2010	37,785	323
2011	43,997	336
2012	41,304	321
2013	38,239	313
2014	32,218	441
2015	48,292	297
2016	38,463	317
2017	43,934	347
2018	41,457	318

Low-Income Weatherization Program

The Low-Income Weatherization Program provides weatherization services to help reduce high-energy costs in homes occupied by low-income families. In addition, low-income weatherization program funding is utilized for emergency furnace repair and replacement services, which are provided to households experiencing a heating crisis. Eligibility for low-income weatherization and emergency furnace repair and replacement services is determined by WHEAP agencies, which make referrals to the program.

Low-Income Weatherization Services. The program has traditionally been funded from four sources: (a) funds the state receives from the federal Department of Energy (DOE) under the weatherization assistance for low-income persons program; (b) an allocation of 15% of the funds received by the state under the LIHEAP block grant; (c) allocations that have occasionally been made from oil overcharge restitution funds; and (d) funds from the state public benefits program. For 2017-18, expenditures totaled $64,267,500 ($8,642,300 from DOE weatherization assistance; $7,636,300 from LIHEAP funds; and $47,988,900 from public benefits). Under the American Recovery and Reinvestment Act (ARRA) weatherization funding, states were required to place an emphasis on weatherization of multi-family units (buildings with 20 or more units). American Recovery and Reinvestment Act funding for weatherization has been fully expended, as have state oil overcharge funds allocated to weatherization.

Table 23 indicates the amounts expended under the low-income weatherization program, including administrative expenses, by funding source, since 2008-09.

The Division administers the program through contracts with community action agencies and local governments. These agencies seek out eligible households, determine the types of work on each dwelling that will provide the greatest energy savings for the cost, and hire and supervise employees to install weatherization materials.

Typical weatherization services provided under the program include attic, sidewall and floor insulation, non-emergency repair or replacement of furnaces, water heater insulation, and water heater, refrigerator, and window replacements. Under the program, services are offered to families or individuals with household incomes of no more than 60% of the statewide median household income. Both homeowners and renters who meet WHEAP eligibility criteria may receive

Table 23: Low-Income Weatherization Program – Expenditures by Funding Source

Fiscal Year	FED (DOE)	FED (LIHEAP)	State (Oil Overcharge)	Utility Public Benefits	American Recovery and Reinvestment Act	Total
2008-09	$8,845,100	$24,828,600	$0	$45,735,900	$196,200	$79,605,800
2009-10	14,220,600	9,685,900	46,900	39,013,400	61,447,300	124,414,100
2010-11	6,056,700	15,902,500	0	31,581,300	65,592,000	119,132,500
2011-12	7,884,000	15,868,000	1,500	50,116,400	14,272,900	88,142,800
2012-13	6,035,300	16,991,200	0	50,417,800	0	73,444,300
2013-14*	6,560,200	14,301,500	0	50,355,900	0	71,217,600
2014-15**	6,719,200	24,225,700	0	50,478,600	0	81,423,500
2015-16**	7,288,800	7,448,800	0	48,107,400	0	62,845,000
2016-17	8,106,300	21,090,700	0	46,998,200	0	76,195,200
2017-18	8,642,300	7,636,300	0	47,988,900	0	64,267,500

*Beginning in 2013-14, emergency furnace repair and replacement is funded under the weatherization program.

**Federal LIHEAP expenditures in 2014-15 include funds from two federal fiscal years which were awarded in July, 2014, and April, 2015.

weatherization services at no cost. However, a 15% contribution by property owners is required in rental property with two or more units where the property owners pay heating costs and the owners are not themselves eligible for WHEAP services. Local program operators give priority under the program to homes occupied by elderly and the disabled and houses with high-energy consumption.

The formula used to allocate state public benefits funds was modified under 2013 Act 20 so that 50% of public benefits revenue is allocated to low-income weatherization and conservation services (including emergency furnace repair and replacement), and the remaining 50% is allocated to other low-income energy assistance program services (bill payment and crisis assistance).

Table 24 lists the number of dwelling units weatherized and shows the average costs of such services under this program since 2008-09.

Emergency Furnace Repair and Replacement Program. The Division provides funding for emergency furnace repair or replacement services through low-income weatherization program agencies. Eligibility for emergency furnace repair and replacement is determined by WHEAP agencies, which make referrals for furnace repair and replacement to weatherization program agencies. Under this program, services are provided to households experiencing a heating crisis. Services provided consist of having a heating contractor inspect the household's furnace to determine if repair or replacement of the heating unit is a reasonable solution to the emergency. The

Table 24: Low-Income Weatherization Program

Fiscal Year	Units Weatherized	Avg. Cost Per Unit
2008-09	8,459	$8,417
2009-10*	11,222	8,840
2010-11**	16,546	6,768
2011-12***	13,886	6,514
2012-13	7,742	8,685
2013-14	6,296	8,984
2014-15	5,747	8,141
2015-16	6,354	7,529
2016-17	5,365	8,478
2017-18	6,782	7,457

* Includes 5,915 units that received ARRA assistance.
** Includes 14,159 ARRA units.
***Includes 4,436 ARRA units.

weatherization agency is responsible for determining the most reasonable course of action.

Under Division rules and guidelines, the furnace must be replaced rather than repaired if the heating system repair costs exceed the established repair limit for the type of system (between $750 and $1,000) and the estimated useful life of the heating system is less than five years. Finally, if furnace replacement costs are expected to exceed the established replacement limit for the type of system (between $5,000 and $8,500) approval by DOA is required to replace the furnace.

The number of households receiving services and the average emergency furnace service benefit provided since FFY 2009 is summarized in Table 25.

Table 25: State and Federal Emergency Furnace Repair and Replacement Caseload

FFY	Caseload	Average Benefit
2009	2,430	$1,685
2010	3,109	1,848
2011	3,422	1,774
2012	2,724	1,743
2013	3,958	1,761
2014	4,715	1,753
2015	4,152	1,659
2016	4,205	1,725
2017	4,747	1,627
2018	4,694	1,637

Appendices

Twelve appendices provide additional background information about state housing programs.

- Appendix I provides summary information about housing-related programs.
- Appendix II provides summary information about WHEDA housing-related programs.
- Appendix III provides summary information about DOA housing- and energy-related programs.
- Appendix IV provides information on the historical activities of WHEDA single-family programs.
- Appendix V lists Wisconsin county median incomes and federal target areas that are used for eligibility purposes in certain WHEDA housing programs.
- Appendix VI shows the households assisted through housing programs of the Department of Administration based on income in 2017-18.
- Appendix VII shows funding provided by Department of Administration housing by region of the state in 2017-18.
- Appendix VIII lists the 2018 U.S. Housing and Urban Development household income limits applicable to certain housing programs administered by the Department of Administration.
- Appendix IX lists the HUD HOME program direct grant recipients.
- Appendix X lists the HUD CDBG entitlement municipalities.
- Appendix XI provides the 2017-18 poverty guidelines (60% of state median household income) that are used to determine eligibility for low-income energy and weatherization programs administered by the Department of Administration.

APPENDIX I

Summary of State Agency Housing Programs

A number of state agencies perform functions that may be viewed as housing services. The following is a listing of these agencies and a brief description of each agency's housing-related activities.

Department of Children and Families. The Department of Children and Families (DCF) administers many programs to ensure the safety, well-being, and stability of children and their families. This includes several programs aimed in part towards alleviating and reducing homelessness.

Emergency Assistance. The emergency assistance program provides assistance to needy persons with children in cases of fire, flood, natural disaster, energy crisis, homelessness, or impending homelessness. Emergency assistance may be provided once in a 12-month period. Wisconsin Works agencies administer the emergency assistance program at the local level via contract with DCF.

Benefits are in the form of cash, voucher, or vendor payment and are funded under the federal temporary assistance for needy families block grant. Emergency assistance payments totaled approximately $5.5 million in 2017-18 and are budgeted at $7.0 million in 2018-19. For additional information, see the Legislative Fiscal Bureau's informational paper entitled, "Wisconsin Works (W-2), Child Care, and Other Economic Support Programs."

Runaway and Homeless Youth Services. Eight programs across the state provide residential, counseling, and other services designed to protect and reunite runaway and homeless youth with their families, such as the basic center and street outreach programs. These services are federally funded with $667,563 annually under the Social Security Act, Title IV-B, Subpart 1. Most of these programs are also supported through other grants and funding sources, such as federal Family and Youth Services Bureau Runaway and Homeless Youth grants.

Independent Living Services. In 2017-18, DCF received $2,885,422 in federal funding under the federal Chafee Foster Care Independence Program to assist eligible youth and young adults who age out of the out-of-home care system to transition to self-sufficiency. The Department allocated $2,297,204 of these funds to counties and tribes, most of which is used for direct services for youth (DCF allocated an additional $413,300 to Milwaukee). No more than 25% may be used for room and board expenses.

Department of Corrections - Housing and Homelessness Programs. The Department of Corrections, Division of Community Corrections (DCC), administers the Purchase of Offender Services (POS) funds, which are used to buy products or services for the benefit of offenders in the community. Appropriated POS funding is allocated to eight Division of Community Corrections regions. Subsequent to regional allocation, program funding is provided on a needs-based prioritization. In 2017-18, DCC expended a total of $32,043,100 GPR for offender services and is budgeted $34,092,700 for this purpose in 2018-19. Included in POS-funded items are the following programs that relate to housing and homelessness:

Emergency and Supplemental Housing. The Department provides state funds for offenders to stay up to 30 days in a hotel, motel, or boarding house on a temporary basis in cases of emergency (with an option to apply for 30-day extensions). Emergency housing assistance is provided when an offender under community supervision does not have an appropriate residence and may be waiting for a residential program opening. Supplemental housing consists of temporary support (60-90 days) of offender-leased housing for which DCC pays part or all of the rent. Payment is made directly to the landlord on behalf of the offender. In 2017-18, the emergency and supplemental housing programs expended $1.2 mil-lion in POS funds and have a budget of $1.1 mil-lion in POS funds for 2018-19.

Transitional Housing Program. Transitional housing provides offenders with one to two bedroom apartments, or facilities with multiple single- or double-occupancy bedrooms, with access to congregate living areas and a shared kitchen. The housing program contractor supplies all bedding, household supplies (items such as dishes, cooking utensils, and alarm clocks), a food supply for one week, and staff supervision via random on-site inspections.

While in the transitional housing program, offenders attend on-site programming and are allowed to work, if they have outside employment. The program is used to transition offenders from prison to the community when other housing options are unavailable. Housing may be provided for up to 90 days based on availability, and may be extended. In 2017-18, the transitional housing program expended $4.1 million in POS funds and has a budget of $4.2 million in POS funds for 2018-19.

It should be noted that for the Corrections programs described above, the agency expends the funds to perform its statutory duties to place offenders in the community in a manner that protects public safety and provides for secure supervision of individual offenders.

Department of Health Services

PATH Program. Under 2017 Act 59, the PATH program was transferred to the Department of Health Services (DHS) from the Department of Administration (DOA). The Department of Health Services administers funds the state receives from the U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration under the federal projects for assistance in transition from homeless (PATH) program. The Department of Health Services provides these federal funds, together with state (GPR) funds, to local agencies that provide services to people who have serious mental illness and are homeless. The agencies use these funds to support activities such as outreach, screening and diagnostic treatment, community mental health services, case management, substance abuse treatment, rehabilitation and support services, and referrals to other health and social services. The state funding is provided to partially fund a 33% match requirement grantees must meet as a condition of receiving the grant funding.

The Department of Health Services allocates PATH program funds to agencies that have a large number of homeless individuals with serious mental illness. In 2017-18, $824,300 in PATH grants were awarded to nine agencies.

SOAR Program. The SI/SSDI outreach, access and recovery (SOAR) program assists individuals who are homeless, or at risk of becoming homeless, and who have mental health or co-occuring substance abuse disorders, in applying for federal supplemental security income (SSI) and social security disability insurance (SSDI) benefits.

The Department of Health Services provides grants, funded from the federal community mental health services block grant, to five agencies that assist individuals in La Crosse, Outagamie, Racine, Waukesha and Milwaukee Counties. In federal fiscal year 2016-17 and 2017-18, DHS provided $14,800 grants to five agencies to support the program. In federal fiscal year 2018-19, DHS has allocated a total of $250,000 to fund grants, due to a one-time increase in funding available from the federal community mental health services block grant.

Department of Public Instruction. Education and Homeless Children and Youth grants provide federal funding to support access to a free and appropriate education for homeless pupils, as required under federal law. The grant program is administered by the Department of Public Instruction. Funds are used by states to develop and implement a plan to address problems associated with the enrollment, attendance, and success of homeless pupils, such as lack of transportation, activities fees, or academic or medical records, as well as to award three-year subgrants to local education agencies to address these issues.

In 2017-18, Wisconsin received approximately $1.1 million in federal funds through the grant. Recipients of the most recent subgrant awards, which will provide grants in the 2017-18, 2018-19, and 2019-20 school years, included 16 school districts and two cooperative educational service agencies (CESAs).

Department of Veterans Affairs. The Department of Veterans Affairs (DVA) administers the veteran housing and recovery program (also known as the veterans assistance program) to provide transitional housing and support services to homeless veterans and veterans who are at risk of becoming homeless. By rule, a veteran is eligible for the program if the veteran's need for services is based on any of the following circumstances: (a) homelessness or conditions that indicate that the veteran is at risk of becoming homeless; (b) incarceration; (c) unemployment or underemployment that significantly limits the veteran's ability to be self-supporting; (d) an affliction with acute or chronic physical or mental health problems that significantly limits the veteran's ability to be self-supporting; and (e) insufficient monthly income and resources to pay for the cost of care provided at an assisted living facility operated at a state veterans home. DVA funds residential services on the campuses of the three state veterans homes.

Services provided under the program include: (a) transitional housing; (b) referrals to service providers; (c) financial assistance to veterans who are eligible for residency at a veterans home but lack financial resources; (d) assistance in seeking vocational opportunities; and (e) single occupancy rooms at reduced rent for working veterans.

The veteran housing and recovery program is funded from a combination of federal per diem payments, an appropriation from the state veterans trust fund, and payments by program participants. Veterans who receive transitional housing or single-occupancy housing assistance may be charged a program fee, which is generally capped at 30% of monthly income. In 2017-18, expenditures totaled $1,835,900, including federal per diem payments ($1,148,600), an appropriation from the veterans trust fund ($497,200), and revenue contributed by veterans who received services ($190,100).

APPENDIX II

Summary Information on Major WHEDA Housing Programs

Program	Purpose	Primary Funding
WHEDA Advantage*, Advantage-FHA*, First Time Home Buyer Advantage*, Milwaukee Advantage	Mortgage loans for the purchase of homes by low- and moderate-income households.	Mortgage revenue bonds; secondary market sales of loans; federal volume cap tax-exempt bonding
WHEDA Tax Advantage	Federal income tax credits for mortgage interest paid.	Federal tax-exempt volume cap conversions
Home Improvement Advantage	Housing rehabilitation loans to low- and moderate-income households.	Home Improvement Loan Fund; bonding available but not currently used
Easy Close Advantage, Capital Access Advantage	Loans for down payment or home mortgage closing costs.	WHEDA general reserves; Capital Magnet Fund
Property Tax Deferral Loan Program	Loans to low-income elderly homeowners for payment of property taxes.	WHEDA general reserves; bonding available but not currently used
Bond Claim Program	Loans to assist homeowners who have previously defaulted.	WHEDA general reserves
Multifamily Loan Program	Financing to developers of multifamily projects for low- and moderate-income households.	Revenue bond proceeds; WHEDA general reserves
Low-Income Housing Tax Credit Program	Federal and state tax credits to developers of low-income rental housing.	Federal and state tax credits
Section 8 Project-Based Rental Assistance	Housing payments directly to property owners to subsidize rental housing for persons of low income.	Federal funds provided by HUD
Section 8 Housing Choice Voucher Program	Federal housing vouchers to low-income households.	Federal funds provided by HUD
Housing Trust Fund	Federal grants for affordable housing for very-low income households.	Federal funds provided by HUD
WHEDA Foundation Grant Program	Grants to nonprofit organizations for housing-related purposes.	WHEDA surplus reserves

*For historical activity under these programs, see Appendix IV.

APPENDIX III

Summary Information on Department of Administration Housing and Energy Programs

Program	Purpose	Funding Source	Program Expenditures
Housing Grants and Loans Programs (HCRI Homebuyer, Homeless Prevention, and Critical Assistance)	Grants through municipalities or other nonprofit entities to assist low- or moderate-income individuals or families for the purposes of assisting homebuyers and for preventing homelessness for renters or homeowners.	GPR & program revenue	In 2017-19, $6,464,700 is being granted to agencies for housing grants and loans. A total of $1,515,000 is allocated to 24 agencies in 2017-18 and $1,499,800 is allocated to 22 agencies in 2018-19 for homeless prevention services. Grants of $282,000 in each of 2017-18 and 2018-19 are provided for homeless prevention activities in predominantly rural areas.
Housing Grants	Grants to local providers of transitional housing for operating costs and supportive services for the homeless.	GPR & program revenue	In 2018-19, grants totaling $300,000 were distributed to 12 agencies.
State Shelter Subsidy Grant Program	Grants to local agencies and organizations to develop or expand shelter facilities and for operating expenses for those facilities.	GPR & program revenue	In 2018-19, grants totaling $1,132,600 were made to 40 agencies.
Interest-Bearing Real Estate Trust Accounts (IBRETA)	Homeless assistance grants made from interest earnings on real estate related money deposits.	Program revenue	Approximately $23,300 in interest earnings was collected in 2017 and $29,600 in 2018. IBRETA funds are currently provided through the State Shelter Subsidy Grant Program.
Homeless Employment Pilot Program	Grants to municipalities that administer a homeless employment pilot program. Grants are used to connect homeless individuals with permanent employment.	GPR	In May, 2018, $75,000 was awarded to Oconto County.
HOME Homebuyer and Rehabilitation Program	Grants to designated agents for the following activities: (a) provide assistance to homebuyers; and (b) fund housing rehabilitation, acquisition, or construction activities.	Federal funds (HOME program)	In FFY 2017, $5,135,400 was awarded to 17 grantees to assist 279 housing units.
HOME Rental Housing Development	Grants or equity investments to finance the development of new or rehabilitated rental housing.	Federal funds (HOME program)	In FFY 2017, $3,729,600 was allocated to 10 grantees for rental development of 70 housing units.
HOME Tenant-Based Rental Assistance	Provide grants to local agencies and organizations to provide direct rent subsidy assistance to low-income, homeless, or special needs households.	Federal funds (HOME program)	In FFY 2017, $915,300 was allocated to eight grantees to assist 265 households.
Emergency Solutions Grant Program	Grants are for the following activities: (a) homeless prevention programs; (b) food and mental health, substance abuse counseling, or other essential social services; (c) renovation, rehabilitation, and conversion of buildings for use as shelters; (d) shelter maintenance and operating costs; and (e) shelter staff salaries.	Federal funds (Stewart B. McKinney Homeless Assistance Act) and program revenue	In FFY 2018, 22 shelter providers received a total of $3,201,800 in HUD grant funds.

Department of Administration - Housing Programs (continued)

Program	Purpose	Funding Source	Program Expenditures
Housing Rehabilitation Program -- Small Cities CDBG Program	Grants to Wisconsin municipalities for housing rehabilitation and other purposes.	Federal HUD funding	In FFY 2018, $3,861,100 in CDBG funds was allocated for housing purposes.
CDBG Emergency Assistance Program	Grants to Wisconsin municipalities to address natural or man-made emergency housing disasters.	Federal HUD funding	In 2018, $1,000,000 was allocated for flood relief in Crawford and Vernon counties.
Homeless Shelter Employment Services Grant Program	Grants to shelter facilities to provide intensive case management services to homeless families.	Federal TANF funding	In May, 2018, $50,000 each was awarded to the following grantees: Community Advocates, Family Promise Washington County, Freedom House Ministries, Homeless Assistance Leadership Organization (HALO), Homeless Connections, Renewal Unlimited, Salvation Army - Dane County, Salvation Army - Grace Place, Salvation Army - Milwaukee, and the Shalom Center
Housing Opportunities for Persons with AIDS (HOPWA)	Grants to AIDS service organizations to provide support for housing assistance and supportive services to low-income persons with HIV/AIDS and their families.	Federal funding (HOPWA program)	In FFY 2018, $595,600 in HOPWA funds was distributed to AIDS service organizations in counties outside of the Milwaukee metropolitan area, and outside of Pierce and St. Croix counties.
Neighborhood Stabilization Program	Grants to Wisconsin municipalities and organizations for emergency assistance for redevelopment of abandoned and foreclosed homes and rental properties.	Federal HUD funding	In March, 2011, $5,000,000 was received from HUD for NSP round 3 grants.

Department of Administration - Low-Income Energy and Weatherization Programs

Program	Purpose	Funding Source	Program Expenditures
Wisconsin Home Energy Assistance Program (WHEAP)	Energy assistance benefits for low-income households including home-heating bill payment assistance, non-heating electric assistance, and crisis assistance.	Federal block grants and state segregated public benefit funds.	In FFY 2018, 196,578 households received federally-funded heating assistance with an average benefit of $374. A total of 198,842 households received state-funded non-heating electric assistance with an average benefit of $196. A total of 41,457 households received crisis assistance with an average benefit of $318.
Low-Income Weatherization Program	Weatherization services and emergency furnace repair and replacement through local contracted agencies for low-income households.	Federal funding and state segregated public benefit funds.	In 2017-18, 6,782 units were weatherized at an average cost of $7,457 per unit. A total of 4,694 households received assistance through the emergency furnace repair and replacement program with an average benefit of $1,637.

APPENDIX IV

WHEDA Single-Family Programs Historical Activity

	WHEDA Advantage		Refi Advantage		Advantage-FHA		FTHB Advantage		Home Improvement Advantage		Easy Close Advantage		Capital Access Advantage	
Year	Loans	Amount	Loans	Amount	Loans	Amount	Loans	Amount	Loans	Amount	Loans	Amount	Loans	Amount
2009	-	-	-	-	-	-	-	-	6	$42,690	-	-	-	-
2010	657	$74,007,746	-	-	2	$163,300	-	-	2	20,000	8	$24,000	-	-
2011	374	39,305,692	-	-	0	0	-	-	5	41,368	63	189,000	-	-
2012	640	71,238,720	-	-	11	1,167,569	-	-	6	39,884	143	485,389	-	-
2013	1,077	119,772,833	3	$837,750	49	5,056,540	-	-	12	95,113	454	1,552,269	-	-
2014	1,169	133,701,463	18	1,944,070	79	8,424,304	-	-	18	221,436	602	2,146,109	-	-
2015	502	66,199,965	12	1,465,130	124	14,111,641	1,040	$119,140,582	9	145,871	944	3,575,552	-	-
2016	637	88,944,095	15	1,811,500	361	42,851,815	1,639	189,881,658	13	160,152	1,667	6,570,945	-	-
2017	640	89,195,657	8	1,070,115	385	46,242,468	2,053	235,832,112	11	229,432	2,206	8,643,242	24	$80,000
2018*	382	55,834,966	0	0	165	20,949,933	1,094	127,892,209	3	28,554	1,179	4,778,193	15	52,300
Total	**6,078**	**$738,201,137**	**56**	**$7,128,565**	**1,176**	**$138,967,570**	**5,826**	**$672,746,561**	**85**	**$1,024,500**	**7,266**	**$27,964,698**	**39**	**$132,300**
Outstanding*	4,499	$512,621,626	56	$7,128,565	1,086	$124,878,217	5,665	$637,680,278	92†	$743,978†	6,321	$20,493,284	39	$132,300

*As of June 30, 2018
† Includes loans prior to 2009.

Inactive Programs - Outstanding Amounts*

Program	Loans	Amount
Zero Down	301	$27,436,296
Neighborhood Advantage	29	1,641,909
Workforce Advantage	1	4,664
FHLBC Advantage	7	10,604

*As of December, 2018.

APPENDIX V

2018 Median Family Income by County* and Federal Target Areas† (WHEDA Programs)

County	Median Income	County	Median Income
Adams	$54,700	Marathon (Wausau†)	$72,700
Ashland†	53,500	Marinette†	57,100
Barron†	58,600	Marquette†	58,900
Bayfield†	61,400	Menominee†	38,500
Brown (Green Bay†)	77,500	Milwaukee (City of Milwaukee†)	77,300
Buffalo	64,900	Monroe	65,600
Burnett†	53,500	Oconto†	66,800
Calumet	77,900	Oneida	64,400
Chippewa	72,000	Outagamie	77,900
Clark†	57,100	Ozaukee	77,300
Columbia	75,900	Pepin	64,700
Crawford†	60,200	Pierce	94,300
Dane (Madison†)	91,700	Polk (Clear Lake†)	64,700
Dodge	74,700	Portage	76,600
Door	68,300	Price	57,100
Douglas (Superior†)	71,400	Racine (City of Racine†)	78,300
Dunn	66,900	Richland	59,000
Eau Claire (City of Eau Claire†, Augusta†)	72,000	Rock (Beloit†, Janesville†)	66,900
Florence	58,700	Rusk†	49,800
Fond du Lac	75,600	Sauk	68,200
Forest	55,000	Sawyer†	52,600
Grant	64,700	Shawano	60,300
Green	72,600	Sheboygan (City of Sheboygan†)	74,700
Green Lake	63,300	St. Croix	94,300
Iowa	73,600	Taylor	59,800
Iron†	57,100	Trempealeau†	68,000
Jackson†	60,700	Vernon (La Farge†)	61,800
Jefferson	76,300	Vilas	52,400
Juneau†	57,300	Walworth	78,200
Kenosha (City of Kenosha†)	74,300	Washburn	57,000
Kewaunee	77,500	Washington	77,300
La Crosse (City of La Crosse†)	72,400	Waukesha (City of Waukesha†)	77,300
Lafayette	66,200	Waupaca	66,900
Langlade	56,000	Waushara	59,700
Lincoln	65,300	Winnebago	71,100
Manitowoc	67,800	Wood	68,400

*In some instances where data is provided for a metropolitan area rather than a county, the corresponding county was assigned this value. For example, Brown County was assigned Green Bay data.

† Federally designated target area of economic distress. For certain programs, income limits are adjusted to 140% of median income in these areas. In instances where some or all of a municipality within a county is designated, that municipality is listed in parentheses.

Notes:

- Income eligibility for certain WHEDA loans is based on provisions in the Internal Revenue Code, which generally specifies a limit of 115% of state or area median family income. Other adjustments under federal law may allow for higher income limits than suggested by data above. For county-specific income limits by WHEDA program, see WHEDA's website.
- Under the Section 8 programs, eligibility at 30%, 50% or 80% of median family income would apply to the levels above for a four-person household. Income thresholds are adjusted for households smaller or larger than four.

Source: U.S. Department of Housing and Urban Development

APPENDIX VI

DOA Housing Assistance by Income
2017-18

Households Assisted through DOA Housing Programs 2017-18 (All Federal and State Programs)*

	Percent of Median Income				
	0% to 30%	31% to 50%	51% to 80%	81%+	Total
Renters	9,800	1,285	223	12	11,321
Existing Owners	197	171	382	0	750
Home Buyers	14	76	155	0	244
Homeless**	34,321	1,495	165	43	36,025
All	44,333	3,027	925	55	48,340

Households Assisted through DOA Housing Programs 2017-18 (Federal Formula Allocation Programs -- CDBG Housing, HOME, ESG and HOPWA)*

	Percent of Median Income				
	0% to 30%	31% to 50%	51% to 80%	81%+	Total
Renters	9,057	1,466	198	12	10,733
Existing Owners	115	167	385	0	667
Home Buyers	8	57	114	0	179
Homeless**	15,214	625	131	11	15,981
All	24,394	2,315	828	23	27,560

*Data, except for ESG, based on program year (April 1, 2017, to March 31, 2018)

**Homeless data, which includes ESG, based on state fiscal year 2017-18 (July 1, 2017, to June 30, 2018)

APPENDIX VII

DOA Housing Funding Awards by Region
2017-18 [1]

Program	State Total	Milwaukee Metro	Other Metro	Non-Metro
State-Funded Programs				
HCRI Homebuyer Program (two-year cycle for 2017-18 and 2018-19)	$2,600,000	$866,666	$866,667	$866,667
Homeless Prevention Program	1,515,000	505,000	366,400	643,600
Critical Assistance Grant	282,800	0	0 [3]	282,800 [3]
Housing Grants	300,000	25,000	70,000	205,000
State Shelter Subsidy Grants	1,129,600	400,000	164,800	564,800
Homeless Employment Pilot Program	75,000	0	0	75,000
Federally-Funded Programs				
HOME - Homebuyer and Rehabilitation	$5,135,400	$0 [2]	$0 [3]	$5,135,400 [3]
HOME - Rental Housing Development	3,729,600	0 [2]	0 [3]	3,729,600 [3]
HOME - Tenant-Based Rental Assistance	915,300	0 [2]	458,500	456,800
Emergency Solutions Grants	3,294,900	537,171	1,147,800	1,612,900
CDBG Small Cities -- Housing Rehabilitation	3,534,000 [4]	0 [2]	0 [3]	3,534,000 [3]
Homeless Shelter Employment Services Grants	500,000	100,000	200,000	200,000
Housing Opportunities for Persons with AIDS	525,800	0 [2]	0 [3]	525,800 [3]

[1] For state-funded programs, 2017-18 includes awards from July 1, 2017 – June 30, 2018 funding. For federally-funded HOME programs, funding awards for FFY 2017 are listed; amounts shown for other federally-funded programs are for FFY 2018.
[2] Milwaukee metro counties have a direct federal allocation. State programs serve other areas of the state.
[3] Grantees serve both other metro and non-metro areas of the state.
[4] Wisconsin's federal allocation.

APPENDIX VIII

2018 HUD Household Income Limits
Applicable to Certain Housing Programs Administered by DOA
(Four-Person Household)

	Adjusted Percent of County Median Income			
		(Very Low-Income)		(Low-Income)
County	30%	50%	60%	80%
Adams	$20,350	$33,900	$40,680	$54,250
Ashland	20,350	33,900	40,680	54,250
Barron	20,350	33,900	40,680	54,250
Bayfield	20,350	33,900	40,680	54,250
Brown	20,350	33,900	40,680	54,250
Buffalo	20,350	33,900	40,680	54,250
Burnett	20,350	33,900	40,680	54,250
Calumet	20,350	33,900	40,680	54,250
Chippewa	20,350	33,900	40,680	54,250
Clark	20,350	33,900	40,680	54,250
Columbia	20,350	33,900	40,680	54,250
Crawford	20,350	33,900	40,680	54,250
Dane	27,500	45,850	55,020	71,900
Dodge	20,200	33,650	40,380	53,800
Door	20,500	34,150	40,980	54,650
Douglas	21,400	35,700	42,840	57,100
Dunn	20,350	33,900	40,680	54,250
Eau Claire	21,600	36,000	43,200	57,600
Florence	20,350	33,900	40,680	54,250
Fond du Lac	21,800	36,350	43,620	58,150
Forest	20,350	33,900	40,680	54,250
Grant	20,350	33,900	40,680	54,250
Green	20,350	33,900	40,680	54,250
Green Lake	18,550	30,950	37,140	49,500
Iowa	22,100	36,800	44,160	58,900
Iron	20,350	33,900	40,680	54,250
Jackson	20,350	33,900	40,680	54,250
Jefferson	22,900	38,150	45,780	61,050
Juneau	20,350	33,900	40,680	54,250
Kenosha	22,300	37,150	44,580	59,450
Kewaunee	23,250	38,750	46,500	62,000
La Crosse	21,700	36,200	43,440	57,900
Lafayette	20,350	33,900	40,680	54,250
Langlade	20,350	33,900	40,680	54,250
Lincoln	20,350	33,900	40,680	54,250
Manitowoc	20,350	33,900	40,680	54,250
Marathon	21,800	36,350	43,620	58,150
Marinette	20,350	33,900	40,680	54,250
Marquette	20,350	33,900	40,680	54,250
Menominee	20,350	33,900	40,680	54,250

APPENDIX VIII (continued)

2018 HUD Household Income Limits
Applicable to Certain Housing Programs Administered by DOA
(Four-Person Household)

	Adjusted Percent of County Median Income			
		(Very Low-Income)		(Low-Income)
County	30%	50%	60%	80%
Milwaukee	$23,200	$38,650	$46,380	$61,850
Monroe	20,350	33,900	40,680	54,250
Oconto	20,350	33,900	40,680	54,250
Oneida	20,350	33,900	40,680	54,250
Outagamie	23,350	38,950	46,740	62,300
Ozaukee	23,200	38,650	46,380	61,850
Pepin	20,350	33,900	40,680	54,250
Pierce	28,300	47,150	56,580	71,900
Polk	20,350	33,900	40,680	54,250
Portage	23,000	38,300	45,960	61,300
Price	20,350	33,900	40,680	54,250
Racine	22,500	37,500	45,000	60,000
Richland	20,350	33,900	40,680	54,250
Rock	20,350	33,900	40,680	54,250
Rusk	20,350	33,900	40,680	54,250
St. Croix	28,300	47,150	56,580	71,900
Sauk	20,450	34,100	40,920	54,550
Sawyer	20,350	33,900	40,680	54,250
Shawano	20,350	33,900	40,680	54,250
Sheboygan	22,400	37,350	44,820	59,750
Taylor	20,350	33,900	40,680	54,250
Trempealeau	20,400	34,000	40,800	54,400
Vernon	20,350	33,900	40,680	54,250
Vilas	20,350	33,900	40,680	54,250
Walworth	22,400	37,300	44,760	59,700
Washburn	20,350	33,900	40,680	54,250
Washington	23,200	38,650	46,380	61,850
Waukesha	23,200	38,650	46,380	61,850
Waupaca	20,350	33,900	40,680	54,250
Waushara	20,350	33,900	40,680	54,250
Winnebago	21,350	35,550	42,660	56,900
Wood	20,500	34,200	41,040	54,700

Source: U.S. Department of Housing and Urban Development and Wisconsin Department of Administration, effective August, 2018

Notes: Department of Administration housing programs funded with federal HOME funds use these income limit categories for client eligibility and reporting purposes. Programs funded with federal CDBG funds use the 30%, 50% and 80% income limits. "Very low-income" is defined as 50% of the median family income for the area, subject to adjustments for areas with unusually high or low incomes. The other income limits are calculated based on the 50% income limits.

APPENDIX IX

U.S. HUD HOME
Direct Grant Recipients

These municipalities receive grants directly from HUD rather than through the Wisconsin Department of Administration.

<u>Cities</u>
Eau Claire
Green Bay
Kenosha
La Crosse
Madison
Milwaukee
Racine
West Allis

<u>Counties</u>
Dane County
Milwaukee County
Rock County

<u>A Consortium of:</u>
Jefferson, Ozaukee, Washington, and Waukesha Counties
(excluding the Village of Sullivan)

APPENDIX X

U.S. HUD CDBG Entitlement Municipalities

These municipalities receive grants directly from HUD
rather than through the Wisconsin Department of Administration.

Appleton
Beloit
Eau Claire
Fond du Lac
Green Bay
Janesville
Kenosha
La Crosse
Madison
Milwaukee
Neenah
Oshkosh
Racine
Sheboygan
Superior
Waukesha
Wausau
Wauwatosa
West Allis

Dane County
(excluding the Villages of Cottage Grove, Dane, Maple Bluff, Mazomanie,
Rockdale, and the City of Edgerton)

Milwaukee County

Waukesha County
(excluding the Villages of Chenequa and Oconomowoc Lake)

APPENDIX XI

Income Guidelines - 60% of Statewide Median Household Income for DOA Low-Income Energy and Weatherization Programs (2017-18)

Family Size	One Month	Three Month	Annual Income
1	$2,217	$6,650	$26,601
2	2,899	8,696	34,785
3	3,581	10,743	42,970
4	4,263	12,789	51,155
5	4,945	14,835	59,340
6	5,627	16,881	67,525
7	5,755	17,265	69,059
8	5,883	17,648	70,594