State Housing Programs

Informational Paper 89

Wisconsin Legislative Fiscal Bureau

January, 2017

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CHAPTER 1

WISCONSIN HOUSING AND ECONOMIC DEVELOPMENT AUTHORITY (WHEDA) HOUSING PROGRAMS

The Wisconsin Housing and Economic Development Authority (WHEDA's) housing programs include multiple financing products for single-family and multifamily structures. From 2012 to 2015, single-family first mortgages were funded mostly via the secondary mortgage market. In 2015, WHEDA resumed offering 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 I.

Single-Family Housing Programs

WHEDA Advantage

Background. The WHEDA Advantage loan program provides mortgage loans, financed by the Fannie Mae, to low- and moderate-income households in Wisconsin. WHEDA began lending under Fannie Mae Advantage in 2010, replacing the home ownership mortgage loan (HOME) program that it suspended in October, 2008. (HOME, which was created in Chapter 349, Laws of 1981, should not be confused with the federally funded home investment partnership program administered by The Department of Administration (DOA), which also uses the acronym HOME.)

WHEDA ceased HOME lending on October 1, 2008, because the Authority's cost of borrowing increased significantly as investor demand for housing-related securities fell sharply. Lower bond demand typically results in higher rates offered to prospective bond purchasers. The Authority reports the higher interest rates on bonds at that time would have required offering rates undesirably high to first-time home buyers served by the program. Additionally, the increase in troubled loans nationally around the 2007-2009 recession increased the cost of mortgage insurance, which is what WHEDA used as a primary means of insuring itself against default by HOME borrowers. Mortgage insurance was required on most HOME loans to ensure continuing payments to bondholders in case of defaults by borrowers.

WHEDA's initial Fannie Mae Advantage loan products were based on a 2006 agreement between Fannie Mae and the National Council of State Housing Agencies (NCSHA), the trade association of state housing finance agencies (HFAs) such as WHEDA. WHEDA joined the agreement in 2008 following the suspension of the HOME program. The agreement established a national lending initiative known as Affordable Advantage, by which HFA loans would be sold to or guaranteed by Fannie Mae.

WHEDA announced the beginning of Fannie Mae Advantage in February, 2010, and was the first HFA to implement the Affordable Advantage program framework. By late 2010, WHEDA had implemented a standard Fannie Mae Advantage loan, as well as several alternative Fannie Mae Advantage loan products to accommodate multiple profiles of loans, such as those with low loan-to-value (LTV) ratios or loans with a smaller down payment, but for which borrowers acquired mortgage insurance. Collectively, this variety of loans had the effect of offering a range of rates to borrowers with different profiles. These products were made available beginning September 1, 2010.

Shortly thereafter, Affordable Advantage was discontinued by the Federal Housing Finance Agency, the regulator and conservator of government-sponsored enterprises Fannie Mae and Freddie Mac. Beginning in January, 2011, the standard WHEDA Advantage mortgage loan was required to conform more closely to Fannie Mae's customary eligibility requirements. This included having an LTV no higher than 97%, which suggests a down payment of about 3% of the property purchase price, as well as mortgage insurance for loans with an LTV higher than 80%.

In January, 2012, WHEDA began offering two loan types with Fannie Mae financing. These loans were developed by Fannie Mae for participating state HFAs. One loan type requires borrowers to purchase mortgage insurance for loans exceeding 80% LTV, or equal to a 20% down payment. With mortgage insurance, borrowers pay a lower interest rate. The other type allows borrowers to forego mortgage insurance, but pay a higher interest rate for the relatively higher loss potential on a loan in the event of default. The loan with mortgage insurance has typically offered interest rates .25 to .75 percentage points lower than those without mortgage insurance.

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.

Household income is a primary determinant of eligibility under the Advantage programs; this requirement is outlined in state statutes. Appendix II provides estimated 2016 median family income by county, and Appendix III shows WHEDA Advantage income and loan limits by county.

Under WHEDA Advantage, borrowers need not be first-time homeowners. Loan limits for Fannie Mae conforming loans are $417,000 in Wisconsin. However, due to income limits and lending standards limiting a borrower's monthly payments for housing and other debt, WHEDA Advantage loans have averaged $115,600 since 2010. For yearly WHEDA Advantage loan activity, see Appendix IV.

As of 2016, 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. The Authority reports it has elected to forego offering loans for major rehabilitation, because they are not typically in substantial demand, and Fannie Mae regulatory requirements are more stringent.

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 for down payment. WHEDA's approved mortgage insurers usually require some amount be paid directly by a borrower, as opposed to gifts or from other sources.

A possible alternative source for a borrower's down payment is Easy Close Advantage, which is discussed later.

Program Financing and Administration. Since March, 2015, under the Advantage program, WHEDA pools and delivers loans to Fannie Mae. Fannie Mae then packages the loans into mortgage-backed securities, which WHEDA repurchases with proceeds generated from mortgage revenue bonds. By virtue of the Authority holding the securities backed by the mortgages sold to Fannie Mae, WHEDA is guaranteed payment on mortgage loans by Fannie Mae. Fannie Mae's payment guarantee, however, is supported by guarantee fees collected by WHEDA as part of borrowers' monthly payments and remitted to Fannie Mae. Under this system, WHEDA or its participating lenders service loans, while Fannie Mae assumes risks related to interest rates and loans not proceeding to closing.

WHEDA has made a total of 4,705 loans for $544,054,200 under the Advantage program, as financed by Fannie Mae, from its inception in 2010 through June 30, 2016. As of June 30, 2016, 4,014 loans were outstanding with total balances of $438,961,000. Also, WHEDA issued approximately 110,000 loans totaling $6.9 billion during the HOME program's operation. As of June 30, 2016, WHEDA reports 8,426 HOME loans remain outstanding with total balances of $553,564,600. Loan activity for these programs is shown in Appendix IV.

Refi Advantage. Chapter 349, Laws of 1981, which established the home ownership mortgage loans program, prohibited mortgage loans for refinance purposes. Exceptions to this prohibition are granted for: (a) construction loans; (b) temporary initial financing; and (c) loans for the financing of a substantial rehabilitation. 2013 Act 40 expanded these exceptions to include loans to pay off a loan already funded or serviced by WHEDA. As a result of this change, WHEDA began issuing refinance loans in October, 2013, under the name of WHEDA Refi Advantage.

The Refi Advantage program offers borrowers financing under WHEDA Advantage loans. Borrowers must have at least 3% equity in the residence, and may opt for loans either with mortgage insurance and a lower interest rate, or no mortgage insurance and a higher interest rate for the relatively higher risk of loss on a loan in the event of default. Refi Advantage is not available for: (a) condominiums; (b) manufactured homes; (c) persons with poor credit or with a bankruptcy or foreclosure incurred during the current loan term; (d) properties listed for sale; (e) properties on which payment of real estate taxes is at least 60 days past due; and (f) loans modified within the last two years.

WHEDA has issued 41 Refi Advantage loans with a total value of $4,394,400, beginning with the first loans issued in October, 2013, through June 30, 2016. These loans are counted separately from the purchase loans noted above for the standard WHEDA Advantage loan program.

FHA Advantage

WHEDA began offering the Federal Housing Administration (FHA) Advantage mortgage loan in September, 2011. For WHEDA borrowers, the program bears many similarities to the Fannie Mae-financed WHEDA Advantage program. FHA Advantage mortgage loans are exclusively 30-year terms at a fixed interest rate. FHA Advantage loans may be for existing one- to two-unit properties and certain condominiums, but not for properties of three to four units, which are allowed under WHEDA Advantage. Program income limits are identical, although loan limits are generally lower, at about $270,000 in most counties in 2016.

FHA Advantage 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 reports FHA Advantage loans have more permissive underwriting and credit guidelines, which tend to accommodate more prospective borrowers than the relatively stricter standards required by Fannie Mae. WHEDA notes that less stringent credit guidelines are likely to yield higher-cost loans for borrowers in the FHA Advantage program, due to higher up-front and annual mortgage insurance premiums to compensate for the riskier profile of borrowers.

WHEDA's loan financing under the FHA Advantage program is similar to its administration under the Fannie Mae-financed Advantage program, in that the Government National Mortgage Association, or Ginnie Mae, guarantees payment to the investors of mortgage-backed securities composed of FHA loans. However, unlike mortgage loans with Fannie Mae's guarantee, Ginnie Mae does not directly participate in the secondary marketing of loans as Fannie Mae does. Therefore, WHEDA issues its own Ginnie Mae mortgage-backed securities for the FHA Advantage loans it originates. WHEDA can either hold the securities or resell them to another purchaser.

Beginning in 2012, WHEDA entered an agreement with a private investment bank for selling its securities consisting of FHA Advantage loans. The bank purchases WHEDA's Ginnie Mae securities, and WHEDA agrees to make loans at rates specified by the bank, based on the price at which the bank can later sell the securities on the secondary market. WHEDA reports this arrangement reduces various pricing and other risks which it may otherwise be exposed to in the marketing of the securities.

WHEDA has issued 392 loans under FHA Advantage since its inception through June 30, 2016, with total originations of $44,602,700. As of June 30, 2016, 367 loans remained outstanding, with outstanding principal of $41,122,000. FHA Advantage loan activity is shown in Appendix IV.

WHEDA Tax Advantage Program

In 2013, WHEDA began offering the WHEDA Tax Advantage program as an alternate means of using its portion of the state's tax-exempt bonding volume cap. Federal law allows bond-issuing housing agencies to convert available tax-exempt volume cap to mortgage credit certificates (MCCs), which entitle borrowers holding such certificates to claim a federal income tax credit for mortgage interest, as opposed to the mortgage interest deduction more commonly used by homeowners for federal income tax purposes. The credit is nonrefundable, meaning the credit may not exceed the filer's tax liability for that year. WHEDA reports it initiated the program to avoid the lapse of unused volume cap that was scheduled to expire; volume cap typically expires three years after the year in which it was available.

Under federal law, an MCC program may issue credit certificates of up to 25% of the amount of unissued bonds under the state volume cap; that is, every $4 in unused volume cap may be converted to $1 in mortgage credit certificates. For loans originated under an MCC program, the issuing agency may further determine the rate of credit to be applied to every dollar of interest paid by a borrower, but the rate must be between 10% and 50%. Beginning in 2013, WHEDA has allowed borrowers a general 25% credit rate, although a 40% credit is available for qualifying veterans and for properties in federal target areas of economic distress. The rate is applied to a borrower's annual mortgage interest paid, with the resulting amount being claimable as a credit against federal income taxes due. The annual credit is capped at $2,000, for filers with credit rates higher than 20%, but filers may carry over unused credits for up to three years, subject to the $2,000 cap. The credit may be claimed annually over the life of the loan for interest paid each taxable year. A MCC issuing agency may not issue

Table 1: Mortgage Credit Certificates

Volume Cap Year (Year Converted*)	Amount of Convertible Volume Cap	Amount Converted to MCCs (25%)	Year of MCC Issue	MCCs Issued	MCC Amount (Life of Loan)
2009 (2012)	$445,600,000	$111,400,000	2013	202	$6,577,178
2010 (2013)	462,464,100	115,616,000	2014	452	14,059,852
2011 (2014)	241,489,700	60,372,400	2015	331	10,451,807
2012 (2015)	429,059,400	107,264,900	2016	82**	2,784,823
Total	$1,578,613,200	$394,653,300		1,067	$33,873,660

*MCC issuing authority expires on Dec 31st two years after volume cap conversion.
**As of June 30, 2016.

MCCs in excess of 25% of the amount of unused volume cap for that year. Because the MCC program relies on federal volume cap, it is bound by federal limits on mortgage revenue bonds, including those pertaining to purchase prices, a borrower's income and the borrower being a first-time homebuyer. (Income and purchase price limits are shown in Appendix III.)

The following is an example of computing the credit allowed a borrower under the WHEDA Tax Advantage program: A borrower with a $100,000 loan at 5% interest would be expected to pay $4,966 in interest in the first full year of a loan, and, subject to the borrower's other tax liabilities, he or she could claim a credit of $1,242 with a 25% MCC rate or $1,987 with a 40% rate. Over the life of the loan, the borrower would expect to claim credits of approximately $23,300 with a 25% MCC rate or approximately $37,300 with a 40% MCC rate. For each year the borrower claims the mortgage interest credit, he or she would have to reduce any claims of the mortgage interest deduction by the amount of credit claimed.

At least 20% of credits available must be reserved for residences in federally identified target areas. Persons issued an MCC program loan also are subject to federal recapture of tax credits upon sale of a residence. However, borrowers using WHEDA Advantage loans to finance the property purchase are eligible for WHEDA repayment of the recapture tax. Loans under the MCC program must be issued by a WHEDA-approved lender, but loans need not be WHEDA-issued products such as WHEDA Advantage or FHA Advantage. However, loans receiving an MCC may not simultaneously be financed through tax-advantaged instruments such as a tax-exempt mortgage revenue bond. Persons participating in an MCC program may refinance a mortgage loan, but an authorized MCC issuing agency would have to reissue a new certificate on the subsequent loan for the borrower to continue claiming the certificate credit.

Beginning in late 2012, WHEDA has converted volume cap to mortgage credit certificates as shown in Table 1. Unused volume cap may be issued credit certificates through the end of the second year following the initial conversion of unused cap; for example, WHEDA's converted volume cap in 2014 could be issued as MCCs until December 31, 2016, and volume cap amounts converted in 2015 could be issued as MCCs until December 31, 2017. In addition to the conversions shown, in late 2016 WHEDA anticipated converting unused volume cap of $218,709,000 from 2013 to $54,677,250 in available MCCs to be issued by 2018.

First-Time Home Buyer Advantage

In January, 2015, WHEDA resumed offering a loan program for single-family residences funded by proceeds of federal tax-exempt mortgage revenue bonds. The program, known as

First-Time Home Buyer (FTHB) Advantage, is subject to requirements for bonds issued with a federal tax exemption for interest earnings. These include the requirement that borrowers be first-time home buyers under federal law, defined as not having owned a home in the preceding three years. However, the first-time home buyer requirement is waived if the purchased home is within a federally designated target area, or if the buyer is a qualified veteran. A borrower's annual income, combined with all sources of income of all adults who intend to purchase an eligible property or occupy the same dwelling unit as the applicant, is limited to 115% of the median income of the state or area in which the home is located. However, certain adjustments to area median income specified in federal law may allow for this general income level to be increased for purposes of determining eligibility for loans. These adjustments include those for areas of high housing costs. Also, in designated target areas of economic distress, a participant's income may be up to 140% of adjusted income limits for households of four persons. Income and purchase price limits are shown in Appendix III. Aside from generally more stringent income and purchase price limits, WHEDA applies other eligibility criteria consistent with the WHEDA Advantage loan program. Interest rates on FTHB Advantage loans typically are lower than rates under WHEDA Advantage. From January, 2015, to June 30, 2016, WHEDA issued 1,712 FTHB loans for a total of $195,274,300.

Veterans Affordable Loan Opportunity Rate (VALOR)

In November, 2015, WHEDA began offering reduced mortgage interest rates to qualified veterans through VALOR. The program provides fixed-rate mortgages with interest rates below WHEDA's conventional market rate. The program is authorized $10 million in funds. In order to qualify, the borrower must not own any other residential property and must occupy the residence for the life of the loan. Alongside these requirements are the same income and price limits as the FTHB Advantage program, as discussed previously. Income and purchase price limits are shown in Appendix III. Through June 30, 2016, VALOR has made 15 loans for a total of $1,698,500.

Second-Mortgage Programs for Single-Family Housing

Home Improvement Advantage Loan Program

The Home Improvement Advantage program provides loans for needed repairs to borrowers' homes or to improve their homes' energy efficiency. WHEDA began the Home Improvement Advantage loan program in 2009 in conjunction with the Fannie Mae Advantage program. The Home Improvement Advantage loan program replaced the former home improvement loan program (HILP). WHEDA suspended HILP in April, 2008 due to low lending activity and declines in property values that began in 2007, the latter of which the Authority was concerned would potentially expose the program to losses if the borrowers' homes entered foreclosure.

Prospective borrowers must be above a minimum credit score, and have no late mortgage payments in the last six months. In accordance with statutory provisions, annual household income limit under the program is 120% of the median family income in the area in which the home is located, or the median income in the state, whichever is greater, except in designated reinvestment neighborhoods where the income limit is 140%. Additionally, the Authority can increase or decrease the income limit by 10% for each person greater or less than four. Eligible properties generally include residential structures containing four dwelling units or fewer. Further, the borrower must be both the owner and occupant of the property. The program does not require borrowers to have any equity in their homes.

As of September, 2016, Home Improvement Advantage loans can be for up to $15,000, and may have a maximum term of 15 years. The statutes cap interest rates for home improvement loans at the greater of 8% or three percentage points over the rate required to repay holders of any bonds issued for program loans. Beginning in October, 2013, WHEDA administers the program to have a fixed rate as determined by market pricing. Additionally, a lower rate generally will be provided if the loan is in the first lien position, or, in other words, is not a second mortgage on the property; being in the first lien position generally means the loan is at a lower risk of loss in case of default, and the lower rate is intended to reflect that lower risk. Loan proceeds may be used only for housing additions, alterations or repairs to: (a) maintain decent, safe and sanitary conditions; (b) reduce the cost of owning or occupying the housing; (c) conserve energy; and (d) extend the economic or physical life of the property. Luxury improvements do not qualify under the program.

The statutes provide WHEDA the authority to issue bonds to fund the program, but no bonds have been issued since 1992, and none of the bonds are outstanding. Currently, the program is funded by the housing rehabilitation loan program administration fund, created by statute to provide for the administration of the housing rehabilitation loan program, including payment of origination, servicing and other fees, and to receive funds no longer needed for bonds issued to fund the program. In addition to the administration fund, the statutes create several other housing rehabilitation loan program funds to facilitate WHEDA's implementation of the program. However, most other funds relate to bonds issued for the program, and as no bonds are outstanding, none of these funds is currently active.

As of June 30, 2016, WHEDA reported the home improvement loan program fund had a total balance of $9.65 million and total assets of $10.44 million, but total liabilities or program encumbrances of $10.47 million. 2013 Act 20 requires WHEDA annually to transfer to the Wisconsin Development Reserve Fund (WDRF) all funds in the home improvement loan program fund that are no longer required for the program. (The WDRF is a WHEDA-administered fund supporting several loan guarantees for economic development activities.) On the basis of the fund condition as of June 30, 2016, WHEDA determined no transfer to the WDRF was required. 2013 Act 175 transferred $2 million in 2013-14 to the WDRF for loan guarantees for an emergency heating assistance program. Prior to 2013 Act 20, excess program funds were to be transferred to the state general fund. The only transfer under this requirement occurred in 2000, when $1,500,000 was transferred to the general fund.

The Authority made 15,212 home improvement loans totaling $102.8 million between the program's inception in 1979 and its suspension in April, 2008. Additionally, since Home Improvement Advantage began lending in August, 2009, it has made 62 loans for $647,000 through June 30, 2016. As of June 30, 2016, 109 home improvement loans were outstanding, with balances of $824,300. Appendix V provides information on home improvement loans since the program's inception.

Easy Close Advantage / HOME Plus

Easy Close Advantage offers loans to assist with down payments, closing costs or mortgage insurance premiums. The program began in April, 2008, and was suspended in October, 2008, when HOME lending ceased. It resumed in September, 2010, to work in conjunction with the other Advantage loan offerings. Maximum loans are: (a) the greater of $3,000 or 3% of the principal on the primary mortgage, on WHEDA Advantage loans under Fannie Mae financing; or (b) the greater of $3,500 or 3.5% of primary loan principal, for FHA Advantage loans. Easy Close Advantage loans must be a minimum of $1,000, and have a term of 10 years. Beginning in January, 2015, interest rates are determined by WHEDA daily based on market rates, and then fixed for the term of the loan. The Easy Close Advantage program is supported by an encumbrance of approximately $12.4 million from the Authority's general fund. Through June 30, 2016, WHEDA made 2,895 loans for a total of $10,619,900 under the Easy Close Advantage program since it restarted in 2010. 2,706 loans worth $8,544,700 were outstanding as of June 30, 2016.

The predecessor to Easy Close Advantage, known first as HOME Easy Close and then HOME Plus, began lending in February, 1993. At that time, HOME Easy Close provided a deferred loan to assist individuals with mortgage closing costs. During its lifetime, 2,965 loans were made under HOME Easy Close for a total of $3,632,300.

WHEDA replaced HOME Easy Close with HOME Plus in April, 2002. HOME Plus encumbered resources from Easy Close and HILP to offer loans or lines of credit for down payment, closing cost assistance, and for home repairs. HOME Plus offered loans up to $10,000 at a fixed interest rate for a 15-year term. WHEDA made 6,333 HOME Plus loans totaling $59,575,600 over the life of the program, with an average loan value of $9,407. Of these amounts, 415 loans and $1,508,200 remain outstanding as of June 30, 2016. WHEDA suspended HOME Plus in April, 2008.

Property Tax Deferral Loan Program

Under this program, low-income elderly homeowners are able to convert home equity into income to pay property taxes. This program is primarily intended to assist elderly homeowners who have little disposable income and a significant amount of home equity. WHEDA is authorized to issue up to $10,000,000 in bonds to finance property tax deferral loans. However, the unpredictable revenue stream of loan repayments is thought to make bond repayments difficult, and it is not clear bonds, if issued, would be eligible for a tax exemption on interest earnings, which would tend to increase interest rates offered to borrowers. Instead, the Authority allocates a portion of its unencumbered general reserves to serve as the program's exclusive funding source. Since WHEDA began administering the program in 1994, WHEDA has utilized these revenues to provide 3,758 loans totaling $7,391,200. WHEDA funded 16 loans for a total of $41,000 in its program year ending June 30, 2016, which generally paid participants' property taxes due for 2015. The average loan was $2,563. A more complete discussion of this program may be found in the Legislative Fiscal Bureau informational paper entitled, "Property Tax Deferral Loan Program."

Bond Claim Program

Created in 2013, the Bond Claim Program is designed to assist WHEDA borrowers who have previously defaulted on a loan. Eligible recipients must demonstrate the reason for the default has been overcome and must 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, 2016, the program has made 16 loans for $99,933.

Multifamily Housing Programs

Multifamily Loan Fund

The Authority provides construction and permanent financing to develop multifamily housing for low- and moderate-income persons. For developments using WHEDA-issued bonds, WHEDA typically provides immediate project financing through its revolving loan fund, and then converts the loan to long-term financing by issuing bonds and reimbursing the revolving fund with bond proceeds. WHEDA financing for multifamily developments 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 elderly housing developments may be exempt from state personal income, corporate and franchise taxes.

For bonds to have interest earnings that are tax-exempt for federal income tax purposes, projects must comply with multiple provisions. For example, bonds must be issued as part of the state's volume cap. The projects must also meet rent and occupancy restrictions. The most common thresholds for occupancy that properties must meet are either 20% of units for persons at or below 50% of county median income, or 40% of units for persons below 60% of county median income. Bonds earning taxable interest also may be used in a variety of circumstances, such as with certain low-income housing tax credit (LIHTC) projects; as these projects already receive tax subsidies, federal law limits the additional tax preferences available to these projects through tax-exempt bonding.

Since 1974 through June 30, 2016, WHEDA has issued $1,882,875,000 in general obligation, corporate-purpose revenue bonds for multifamily housing. Table 2 provides multifamily loan activity information for the past 10 years.

WHEDA also uses encumbrances from its general reserves to administer its 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 $48.3 million as of June 30, 2016.

Table 2: Multifamily Loan Fund

Calendar Year	Number of Loans	Amount of Loans Disbursed	Units Assisted	Average Loan Per Unit
2007	41	$92,128,500	1,562	$58,981
2008	23	52,177,500	1,139	45,810
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	21	68,279,600	875	78,034
2016*	16	78,564,600	436	180,194
Total	233	$756,134,100	11,217	$67,410

* Through September 6.

Table 3: General Reserve Encumbrances for Multifamily Housing Programs

Program	June 30, 2016 Amount
General Revolving Fund	$48,277,832
Preservation and Lending Fund	42,397,828
Very Low-Income Housing -- Bond Savings	8,060,127
Interest Subsidy Funds	5,507,560
U.S.D.A. Rural Preservation Fund	2,532,803
Federal Home Loan Bank Matching Funds	2,400,000
Multifamily Bond Support	2,048,621
FNMA Secondary Market Initiative	700,000
Homeless Fund	620,479
HUD Rent Assistance Administration	232,137
Total	$112,777,387

As of June 30, 2016, $620,479 in surplus reserves had been allocated to the homeless/special needs fund of the multifamily housing revolving loan program. These funds may be for such uses as: (a) the provision of 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.

The remaining $63.65 million in surplus reserves set aside for multifamily housing programs were dedicated as follows: (a) $42.4 million for refinancing of current debt and financing for rehabilitation and preservation of low-income multi-family rental housing; (b) $8.1 million for revolving loans for very low-income multifamily housing, initially generated from savings on refinanced bond issues; (c) $5.5 million to subsidize interest rates on multifamily project loans; (e) $2.5 million for the U.S. Department of Agriculture Preservation Revolving Loan Fund, which supports preservation or revitalization of rural multifamily housing for low-income persons; (f) $2.4 million to match funds available from the Federal Home Loan Bank of Chicago's Community First revolving loan program for affordable housing development and economic development; (g) $2.0 million for support of multifamily housing revenue bonds; and (h) $700,000 for the Fannie Mae Secondary Market Initiative, which collateralizes WHEDA's guarantee requirement for the sale of certain tax credit projects in WHEDA's loan portfolio. WHEDA also maintains an encumbrance for receipts from the U.S. Department of Housing and Urban Development (HUD) for administration of the federal Housing Choice Voucher and Moderate Rehabilitation rental assistance programs, which are federal Section 8 subprograms administered by WHEDA. As of June 30, 2016, WHEDA has accumulated $232,137 in earnings from administration of the program.

WHEDA offers various financing structures for multifamily housing developments throughout Wisconsin. These finance programs are more varied than those for single-family housing, due to several factors. For example, because loans under certain programs may be combined with allocations of the LIHTC, which is described further in the following sections, several loan programs are intended to accommodate financing gaps between tax credit awards and the project's total costs. Most multifamily lending programs are available to for-profit entities or nonprofit entities, including housing authorities. Most also allow financing for new construction or for existing buildings as acquisitions or rehabilitations.

Housing Programs Financed by Federal Funds and Other Sources

The Authority acts on behalf of the state in administering certain federally funded housing programs. The largest programs are the low-income housing tax credit (LIHTC), which encourages the development of multifamily properties with below-market rents for low-income households, and Section 8 housing assistance. WHEDA administers a portion, but not all, of the federal Section 8 assistance available in Wisconsin. The program does not use WHEDA or other state funds. This section also discusses federal funding made available in response to increases nationally in foreclosures and other adverse conditions observed in recent years in the single-family housing market.

Low-Income Housing Tax Credit Program

The federal Tax Reform Act of 1986 created a low-income housing tax credit program as an incentive to encourage private investment in the development and/or rehabilitation of low-income rental housing. By executive order of the Governor, WHEDA has been responsible for awarding the state's annual allowed credits. Table

4 shows the amount of federal tax credits awarded since the program's inception, as well as the associated number of low-income housing developments and units funded.

The LIHTC program functions by granting a proposed development an amount of future tax credits. The claims to these tax credits are typically sold at a discount to investors, who provide capital to finance the construction. The investing entity may then claim the credits against its future tax liabilities by virtue of assisting the creation or improvement of low-income housing. A typical LIHTC development may combine several financing components, including: (a) contributions from the developer; (b) private financing from commercial lenders; (c) WHEDA-provided financing; (d) tax increment financing; and (e) capital from a tax-credit investor.

The three categories of eligible developments are: (a) new construction or rehabilitation of existing housing when rehabilitation expenditures are at least $6,000 per unit or 20% of the value of the project's depreciable assets, whichever is greater; (b) new construction or rehabilitation financed by a subsidized federal loan or a tax-exempt bond; and (c) acquisition costs of existing housing, including rehabilitation work of at least $6,000 per unit or 20% of the adjusted depreciable assets in the building(s), whichever is greater.

The maximum tax credit for qualifying units in eligible developments is adjusted monthly by the federal Department of the Treasury based on federal interest rates to reflect their present value. The maximum tax credit has been 9% per year for projects in the first category (a) and 4% per year for projects in the other two categories (b and c). Once allocated to a project, the tax credit is received each of the 10 subsequent tax years. Since the beginning of the LIHTC program, rates have declined such that the effective annual credit rate has typically fallen below the 9% and 4% levels in recent years. For example, annual percentages have been around 7.45% and 3.25%, respectively, throughout 2016. This means recipients generally are to earn 70% of the present value of costs for non-subsidized new construction and 30% of the present value of costs for acquisitions and subsidized new construction over the life of the credit. The federal Housing and Economic Recovery Act (HERA) of 2008 provided that projects awarded 9% credits that were placed in service after July 30, 2008, were guaranteed a 9% minimum credit, but the provision expired January 1, 2015, after being extended an additional year. Program credit rates for projects entering service beginning in 2015 have reverted to floating rates.

Credit awards shown in Table 4 reflect only 9% credits, as these are the portion of tax credits awarded competitively. Further, the amounts shown each year represent the annual tax credit claim, which can be made for 10 years. Therefore, the $14.27 million in awards in 2016 could yield total tax credit claims of $142.7 million over 10 years, or an average of approximately $5.1 million for each of the 28 developments receiving awards. To generate capital for a development, each dollar of credits typically would be sold at a discount. Credit values tend to increase toward $1 in times of economic strength and decrease to lesser amounts in times of economic weakness; LIHTC prices have been about $0.96 on the dollar throughout much of 2015, according to national accounting firm Novogradac and Co. If assuming a 10% discount, or a sale at 90¢ on the dollar, $5 million would yield approximately $4.5 million in immediate capital for the financing of a development. Purchasers of credits for the LIHTC-financed property therefore take an equity stake in the property, typically for the life of the credit. On average, equity from credit sale may generate about 50% of the equity in a development financed by the 9% LIHTC, according to the Center for Housing Policy, although WHEDA reports in some instances, LIHTCs may account for most or all the equity generated for a development. Credits for 4% typically are awarded in

Table 4: Low-Income Housing Tax Credit

Calendar Year	Amount of Credits Applied	Number of Projects Funded	Number of Low-Income Units Created/ Rehabilitated	Annual Average Tax Credit Per Unit
1987	$1,191,300	24	558	$2,135
1988	5,407,900	76	2,423	2,232
1989	6,072,500	120	2,800	2,169
1990	5,475,400	63	1,917	2,856
1991	6,768,370	40	1,781	3,800
1992	9,618,301	74	2,755	3,491
1993	547,672	11	273	2,006
1994	17,968,744	96	3,893	4,616
1995	25,482,563	46	1,892	13,469
1996	6,606,380	53	1,740	3,797
1997	7,400,045	39	1,645	4,499
1998	8,227,118	47	2,192	3,753
1999	7,397,832	38	2,009	3,682
2000	6,679,173	27	986	6,774
2001	8,511,465	41	1,531	5,559
2002	9,255,867	35	1,662	5,569
2003	11,641,161	40	2,353	4,947
2004	9,132,045	30	1,541	5,926
2005	9,143,988	23	1,118	8,179
2006	9,642,172	32	1,500	6,428
2007	10,591,025	38	1,401	7,560
2008	11,389,965	30	1,356	8,400
2009*	43,509,281	53	3,225	13,491
2010*	39,407,937	41	2,206	17,864
2011	18,990,939	33	1,686	11,264
2012	12,844,430	23	1,246	10,309
2013	12,961,619	27	1,078	12,024
2014	13,023,789	26	1,205	10,808
2015	14,240,662	27	1,278	11,143
2016	14,271,590	28	1,166	12,240
Total	$363,401,233	1,281	52,416	$6,933

*Note: WHEDA's allocations in 2009 and 2010 reflect increases of $30 million annually under the federal Heartland Disaster Tax Relief Act of 2008. Wisconsin's pool of credits also increased about 20¢ per person due to the federal Housing and Economic Recovery Act.

conjunction with other tax-exempt financing, and there is no limit to their issuance.

A reduction in the market value of the credits generally requires additional funding (tax credit allocation) to support the same level of project costs. WHEDA reports higher discounts on each dollar of tax credits primarily accounted for the increasing per-unit cost shown in Table 4 around the time of the 2007-09 recession and immediately after. WHEDA also reports per-unit averages vary from year to year based on the mix of selected projects, as rehabilitation projects are less expensive than new construction.

Restrictions regarding unit affordability last for 30 years on LIHTC properties. Either 20% or more of the units in a project must be available to or occupied by individuals with incomes at or below 50% of the county median income, or 40% of the units must be available to or occupied by persons with incomes at or below 60% of the county median income. Monthly rent, including utilities, is restricted to no more than 30% of qualifying income. Further, the program includes provisions authorizing the Internal Revenue Service to recapture some or all of the tax credit if the income targets are not met. Provisions of the program limit individual investors in qualifying projects in both the amount of credit that can be applied to federal tax liability and the amount of losses that can be deducted.

In 2003, total state base allocations were $1.75 per resident, although the figure is now about $2.35 after being adjusted annually for inflation. Wisconsin's 2017 and 2018 allocations are expected to be approximately $13.6 million, according to WHEDA. The Authority must set aside 10% of each year's allocation of credits for projects sponsored by qualified non-profit organizations. WHEDA has also established, for its 2017 and 2018 awards allocation plan, a maximum single-year credit of $1,400,000 per project, or $14 million for the 10-year span of a project's credit.

WHEDA assesses fees for applications for the LIHTC. Application fees totaled $1.64 million and $1.77 million in the 2015 and 2016 fiscal years, respectively. The Authority also charges fees for monitoring income-eligibility compliance of completed and operating LIHTC projects. Annual base monitoring fees generally are $25 to $45 per unit, depending on the project's time completed under monitoring. LIHTC developments also are subject to one-time initial monitoring fees of up to $5,000 upon commencing occupancy. WHEDA reports monitoring fees collected totaled $1.84 million and $1.83 million in the 2015 and 2016 fiscal years, respectively.

Rent Assistance (Section 8) Programs

WHEDA administers several forms of housing assistance under the federal Section 8 housing program. Although federal policy in recent years has expanded the use of tenant-based housing assistance, WHEDA continues administering subsidies paid under project-based provisions of the Section 8 program.

Project-Based Rental Assistance. Eligibility for project-based Section 8 assistance is generally limited to households at or below 50% of median family income levels shown in Appendix II. In some cases, households may be eligible at up to 80% of median family income, but such instances would be limited, and federal provisions target available Section 8 assistance to households of no more than 30% of median family income. Tenants are generally responsible for paying 30% of their monthly income toward rent, the remainder of which is covered by federal assistance under contracts negotiated with property owners at the time of the property's construction or acquisition. Contracts are adjusted annually to reflect changes in the rental market and other costs of living. Federal project-based contracts generally run for the duration of the mortgage on the property, which is usually 20 to 40 years, with various provisions for renewal thereafter.

WHEDA provides project-based assistance under one of two HUD contract regimes: (a) traditional contract administration (TCA); or (b) project-based contract administration (PBCA). TCA properties, which generally have WHEDA mortgages, receive monthly payments according to payment vouchers the property owner submits to WHEDA. WHEDA forwards claims to HUD and funds returned by HUD pay both WHEDA, as the mortgagee, and the property owner for the rental subsidy. Under PBCA, WHEDA similarly receives and verifies payment claims submitted by property owners, then forwards claims to HUD. HUD in turn disburses funds to WHEDA, which forwards payments to property owners. All federal TCA and PBCA funds handled by WHEDA, as well as the Authority's administrative responsibilities under each category, are set forth in what is known as an annual contributions contract (ACC).

In fiscal year 2016, WHEDA administered housing assistance payments of approximately $12.6 million under traditional Section 8 contracts and $152.5 million under PBCA contracts. The total number of units covered under both contract regimes is 31,205. In 2015-2016, WHEDA received $6,356,700 in payments from HUD for administering these contracts. The funding consisted of $5,557,400 for PBCA contracts and $799,300 for TCA contracts.

Housing Choice Voucher Program. This federal program is a tenant-based subsidy, meaning those eligible for subsidies have flexibility in selecting their residence. Total federal assistance disbursed to WHEDA in calendar year 2016 was $7.8 million. During this time, WHEDA administered 2,300 vouchers across 41 counties for a cost of $8.3 million. WHEDA is eligible for an additional $2 million held in an account at HUD if costs exceed the $7.8 million in assistance. WHEDA indicates it has requested a disbursement from the HUD account to cover the approximately $500,000 in additional costs incurred in calendar year 2016.

Eligibility for a rental voucher generally is limited to families with income at or below 50% of the county median income level. The household pays 30% of its income for rent, with the federal government covering the remainder, up to the local housing authority's payment standard. WHEDA limits recipients to one move per year in Wisconsin, but vouchers are otherwise portable. This means a voucher household can move to another area where a voucher program is operational and still retain the voucher benefit. Additionally, once a family has been certified to receive a voucher, it can be recertified annually as long as it remains income-eligible and the program is operational in the area where the family lives. WHEDA received administrative reimbursements of $205,200 in 2014-15 and $404,500 in 2015-16 for administering housing choice vouchers.

National Foreclosure Mitigation Counseling Program

WHEDA participates in the National Foreclosure Mitigation Counseling Program (NFMCP). It was created by Congress in December, 2007, to address the increasing frequency of foreclosures nationally. Federal funds are administered by NeighborWorks America, with which WHEDA has entered agreements to administer grant funding. WHEDA has been awarded funds in six of 10 funding rounds held from the NFMCP's creation through June, 2016, as shown in Table 5. Most funds have been designated for foreclosure intervention counseling services, such as evaluation of the financial circumstances of at-risk homeowners and assessment of options such as loan restructuring or refinancing, mortgage assumption by a third party, or sale of the property.

Table 5: National Foreclosure Mitigation Counseling Program Allocations to WHEDA

Year (Round)	WHEDA Award
2008 (1st)	$437,800
2008 (2nd)	348,600
2010 (4th)	50,100
2011 (5th)	123,600
2012 (6th)	50,100
2013 (7th)	47,000
Total	$1,057,200

Housing Trust Fund

This federal program provides grants to states to improve the supply of affordable housing for extremely and very low-income households. The Housing Trust Fund was created in 2008 as part of the Housing and Economic Recovery Act. It is funded through contributions from Fannie Mae and Freddie Mac, but funding was suspended when the institutions were placed into conservatorship in 2008. In 2014, the Federal Housing Finance Agency directed Fannie Mae and Freddie Mac to resume allocating funding to the program. In May, 2016, HUD, which administers the fund, announced $3,004,600 in allocations for Wisconsin for fiscal year 2016. In order to receive funding, grantees must submit an allocation plan to HUD. WHEDA submitted this allocation plan in August, 2016, with a revised plan expected to be submitted in late 2016.

Under the program, all funds must be used for the benefit of extremely low-income (income below 30% of county median) or very low-income (income between 30% and 50% of county median) families. If the total federal allocation is less than $1 billion, all funds must be used on extremely low-income families. For 2016, this requirement is in effect, because total federal allocations were $174 million. Of the $3,004,600 available, 80% is to be directed for rental housing such as improvements or new construction; 10% for home ownership assistance such as down payment assistance and closing costs; and 10% for administrative and planning costs.

WHEDA Foundation Grant Program

In 1983, the Authority created the Wisconsin Housing Finance Authority (WHFA) Foundation, later renamed the WHEDA Foundation, a nonprofit corporation organized to make grants to nonprofit organizations and local governments to create and rehabilitate housing for low- and moderate-income persons, the elderly, handicapped and disabled persons, and persons in crisis. The Authority's surplus reserves provide funding for Foundation grants. The WHEDA Board approves Foundation grants, as selected by WHEDA staff, and transfers funds to the Foundation so it can meet its grant commitments. Housing grants are awarded through an annual, statewide competition and each proposal is evaluated based on project need, implementation, impact and budget. Since the inception of the grant program in 1985 through September, 2016, $23.0 million has been awarded, including 28 grants totaling $500,000 in 2015 and 28 grants totaling $500,000 in 2016.

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. These programs and their outstanding obligations, if any, are discussed below. Also discussed are two programs created to address the stability of the state housing market during and after the 2007-09 recession; the programs remain authorized in statute but were never implemented.

Zero-Down Program

The Zero-Down Program operated between June, 2006, and April, 2008. It offered buyers an affordable mortgage without a down payment for purchase of: (a) an existing 1- or 2-unit owner-occupied residence; (b) a double-wide manufactured home; or (c) a newly constructed 1- or 2-unit owner-occupied home. WHEDA suspended the program due to the loans' perceived risk, which made mortgage insurance for such loans more difficult to purchase, and which resulted in poor ratings given to bonds issued for the program. WHEDA issued a total of 1,839 Zero-Down loans during the program's operation, with total principal of $220.8 million. As of June 30, 2016, WHEDA had 496 loans and $48,976,800 outstanding from the program.

Neighborhood Advantage Program

The WHEDA Neighborhood Advantage Program was created in 2009 using funds awarded to Wisconsin under the federal Neighborhood Stabilization Program (NSP). NSP, which was created within HUD as part of the Housing and Economic Recovery Act of 2008, was intended to provide emergency assistance for redevelopment of abandoned and foreclosed homes. The Department of Commerce allocated approximately $5.8 million of the state's $38.8 million share of NSP funds to WHEDA, which planned to use $4 million to establish a loan-loss reserve program. The reserve was to support approximately $33 million in loans for the purchase of foreclosed or abandoned homes that would be rehabilitated and occupied as primary residences. The reserve was to compensate lenders for losses on loans that defaulted. However, the loan-loss reserve never became operational, and Commerce reallocated $4 million intended for the program. WHEDA instead used $1,878,500 in NSP funds to provide down-payment and closing-cost grants on a first-come, first-served basis. The grants supplemented funds provided by borrowers on a WHEDA-originated loan. WHEDA sold all Neighborhood Advantage loans to Fannie Mae.

Neighborhood Advantage loans were 30-year, fixed-rate loans for existing, vacant single-family properties on which initial lenders foreclosed.

Loans were limited to Brown, Kenosha, Milwaukee, Racine and Rock Counties. Borrowers were required to provide a down payment of 20%, at least $1,000 of which was to come from the borrower's own funds. Borrowers with household income between 50% and 120% of their county's median were eligible for assistance up to 25% of the loan amount with a $35,000 maximum, and households with income of less than 50% of the county median were eligible for assistance up to 50% with a $50,000 maximum.

WHEDA made 57 Neighborhood Advantage loans totaling $3,742,800 during the program's operation, for an average loan of about $65,700. Additionally, the average NSP-funded grant for down payments and closing costs was $33,000. Neighborhood Advantage assistance on closed loans included the following: (a) $1,111,600 assisting 33 loans in Rock County; (b) $473,300 assisting 14 loans in Milwaukee County; (c) $235,000 assisting eight loans in Brown County; and (d) $58,600 assisting two loans in Racine County. As of June 30, 2016, 43 loans were outstanding with remaining principal of $2,427,400.

Workforce Advantage

WHEDA Workforce Advantage was a second-mortgage loan offered to borrowers whose employers participate in an employer-assisted housing program. Employer-assisted housing programs are intended to encourage an entity's employees to search for and purchase housing near their place of employment. Programs may offer homeownership counseling and advocacy services, with others offering forgivable loans contingent on the employee completing a minimum period of service with the organization.

WHEDA offered Workforce Advantage from 2005 until January, 2014, at which point it was discontinued mostly due to low lending volume. The program was funded from WHEDA's general reserves. Loans were up to $5,000 with a minimum employer match of $1,000 in conjunction with WHEDA Advantage loans. Loans could have a maximum term of 15 years. Borrowers were limited to having no more than $10,000 in liquid assets at the time of application, and Workforce Advantage loans were not be combined with an Easy Close Advantage loan. WHEDA made 15 Workforce Advantage loans during the program's operation for a total of $74,100. WHEDA reports most of the loans were made by the Authority to its employees. As of June 30, 2016, one loan remained outstanding with a balance of $1,800.

FHLBC Advantage

WHEDA began offering FHLBC Advantage loan in March, 2012, for assistance with down payments, closing costs or mortgage insurance premiums. The program was discontinued effective January 2, 2014, due mostly to low volume. Loans were to be at least $1,000 and a maximum of 3% of the principal on a first mortgage loan, or $3,000, whichever is greater. Borrowers were required to hold a WHEDA Advantage (Fannie Mae) loan, and also were to be receiving other assistance under Federal Home Loan Bank of Chicago (FHLBC) programs. Loans were funded by WHEDA's general reserves. WHEDA issued eight FHLBC Advantage loans for $21,800 during the program's operation. As of June 30, 2016, eight loans and $15,000 remained outstanding.

Strategic Blight Elimination Grants

In August and October of 2012, WHEDA awarded a total of $1,118,700 to governmental bodies and nonprofit organizations in 19 cities for the demolition of abandoned homes in blighted areas. As shown in Table 6, approximately 45% of the funding available was awarded in Milwaukee. Targeted homes were to be: (a) directly inhibiting development or investment in the area; (b) substantial safety concerns in the neighborhood; or (c) in areas with plans for later

Table 6: WHEDA Strategic Blight Elimination

City	Award	Structures Targeted
Milwaukee	$500,000	39
Racine	120,000	9
Wausau	98,000	6
Oshkosh	60,000	4
Stoughton	45,000	2
La Crosse	40,000	4
Mauston	39,000	6
Granton	38,778	1
Portage	25,000	1
Oconomowoc	24,000	3
Merrill	20,000	1
Baraboo	19,440	1
Eau Claire	18,950	1
River Falls	14,803	1
Mountain	13,500	1
Oconto Falls	13,500	1
Oconto	10,195	1
Monroe	9,500	1
Abrams	9,000	1
Total	$1,118,666	84

redevelopment for other housing, commercial or public uses. Applicants were required to have free and clear title to the properties at the time of demolition. All grants were disbursed, on a reimbursement basis, in 2012-13 and 2013-14.

Funding for Milwaukee was proposed as part of the Transform Milwaukee initiative, a program announced in April, 2012, to increase deployment of WHEDA's housing and economic development programs in targeted areas of Milwaukee. (For further discussion of Transform Milwaukee, see the Legislative Fiscal Bureau informational paper entitled, "Wisconsin Housing and Economic Development Authority.")

All blight elimination grants were funded by amounts received by Wisconsin under the 2012 National Mortgage Settlement between the five largest mortgage servicing banks, the federal government and 49 states, including Wisconsin. The settlement resolved investigations into allegedly illegal activities by the banks in foreclosure proceedings. The strategic blight elimination funds include $618,700 administered on behalf of the Department of Financial Institutions and $500,000 administered on behalf of the Department of Justice.

Qualified Subprime Loan Refinancing

WHEDA was authorized by 2009 Act 2 to issue mortgage revenue bonds to refinance qualified subprime mortgage loans, which the act defines as adjustable-rate mortgage loans made from 2002 through 2007 for a single-family home. Other than this limited allowance, state law at the time mostly did not allow WHEDA single-family home loans to be made for acquiring or replacing an existing mortgage. Federal law also prohibits most mortgage revenue bonds to be issued for refinancing loans. However, changes under Act 2 would have allowed WHEDA to use an exception made by the federal Housing and Economic Recovery Act of 2008 authorizing housing finance agencies to make limited refinancing of qualifying subprime mortgage loans using tax-exempt mortgage revenue bonds. By December 31, 2010, when the federal exception expired, WHEDA had not begun a refinancing program for qualifying subprime loans and issued no such bonds. WHEDA's only significant refinancing program has been the Refi Advantage program discussed in a separate section.

Homeowner Eviction and Lien Protection Program

2009 Act 2 created the homeowner eviction and lien protection program (HELP) to provide funding with which a loan-loss reserve would encourage lenders to modify terms of troubled mortgage loans. Under the program, WHEDA would have entered into agreements requiring participating lenders to make loan terms more favorable for distressed borrowers. In exchange for modifying these loans, lenders would be able to make claims against the loan-loss reserve to recover any losses resulting from subsequent defaults. Act 2 provided WHEDA $4 million general purpose revenue (GPR) in one-time funding to establish the reserve and specified any unencumbered GPR was to lapse to the state's general fund on June 30, 2010.

WHEDA secured approximately $5 million in commitments from five state lenders for loans to be supported by the reserve. However, it was unclear whether the GPR appropriation violated the Wisconsin Constitution's general prohibition on state involvement with internal improvements. Therefore, no GPR was disbursed and the reserve was never created.

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 that were previously administered by the Department of Commerce (Commerce), and by DOA before moving to Commerce. These housing programs were initially transferred from DOA to Commerce under 2003 Act 33, and from Commerce to DOA again under 2011 Act 32. Currently, DOA administers its housing programs through the Division of Energy, Housing and Community Resources. Low-income home energy assistance and weatherization assistance programs administered by the Division are discussed in a subsequent chapter of this paper.

The Division administers housing programs funded with appropriations from the general fund, program revenues, and federal revenues from the U.S. Department of Housing and Urban

Table 7: DOA Housing Program Funding

Appropriation	2015-16 Actual Expenditure	2016-17 Appropriation	2016-17 Positions Authorized
Administration			
General Fund	$8,974,510 *	$867,500	8.70
Federal Revenues	2,007,855	1,658,800	17.30
Subtotal Administration	$10,982,365	$2,526,300	26.00
Housing Programs			
General Purpose Revenue (GPR)			
Housing Grants and Loans	$2,699,099	$3,097,800	
Shelter for Homeless and Transitional Housing Grants	1,210,121	1,413,600	
Projects for Assistance in the Transition from Homelessness	28,331	42,200	
Subtotal GPR	$3,937,551	$4,553,600	
Program Revenues (PR)			
Funding for the Homeless - Interest on Real Estate Trust Accounts (IBRETA)	$20,548	$422,400	
Housing Program Services - Payments from Other State Agencies	186,889	422,400	
Housing Program Services - Payments from Non-State Agency Entities	6,952	168,900	
Subtotal PR	$214,389	$1,013,700	
Federal Revenues (FED)			
Housing - Federal Aid, Individuals and Organizations	$16,105,226	$23,000,000	
Housing - Federal Aid, Local Assistance	21,518,077	10,000,000	
Subtotal FED	$37,623,302	$33,000,000	
Subtotal Housing Assistance Programs	$41,775,243	$38,567,300	
Total Housing Administration and Assistance	$52,757,608	$41,093,600	

* Includes one-time payment of $8,108,456 to the U.S. Department of Housing and Urban Development for funds awarded to projects that failed to achieve a national objective (dating from 2006 to 2009), and $866,054 for other administrative costs.

Development (HUD). Table 7 shows actual expenditures for administered housing programs in 2015-16 and appropriated amounts for 2016-17.

DOA Housing Responsibilities

Overview

In 2016-17, the Division of Energy, Housing and Community Resources is authorized $2.5 million and 26.0 positions to administer its housing program responsibilities as shown in Table 7.

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

Housing Information System

Prior to 2013, the Division managed Wisconsin Service Point (WISP, the name of Wisconsin's web-based homeless management information system), on behalf of the State's continuum of care partners. In August, 2013, the Balance of State Continuum of Care Association designated a new lead agency for operating the system, the Institute for Community Alliances. Agencies throughout the state that provide services for homeless persons or persons who are at risk of becoming homeless use WISP to provide: (a) intake services for homeless individuals once instead of multiple times; (b) current information about services available for homeless persons; (c) client outcomes and history; and (d) information that agencies can use to make decisions about where to focus resources and services in the future. Wisconsin Service Point provides data and information regarding 87% of emergency shelter beds, 91% of transitional housing beds, 86% of permanent supportive housing beds, 96% of rapid re-housing beds, and 100% of all Safe Haven beds for homeless persons in Wisconsin. (Safe Haven is a program that houses persons with mental illness that are homeless.) The federal Department of Housing and Urban Development (HUD) incorporates this information into an annual report to Congress on the state of homelessness in the United States.

Housing Programs

Table 8 lists all of the 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 or with federal funds. In addition to the programs listed, the Division administers federal community development funding. Appendix I 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.

Table 8: 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
PATH, Shelter Plus Care	P. L. 100-77
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
SI/SSDI Outreach, Access and Recovery (SOAR)	P. L. 78-410
Neighborhood Stabilization Program	P. L. 110-289
Housing Opportunities for Persons with AIDS	P. L. 102-550

Housing Programs Financed with State Funds

State Funding Overview

The Division is appropriated $5,567,300 annually in the 2015-17 biennium for state-funded housing assistance. Of this total, $4,553,600 in each year 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 transitional housing grants is $1,413,600 GPR annually.

The Division is appropriated $42,200 GPR annually to provide the state match for the federal Projects for Assistance in the Transition from Homelessness program.

The Division also receives program revenues from interest on real estate trust accounts, and payments from other agencies for housing services. In addition, the Division receives program revenue from the Department of Corrections, described under the section about Wisconsin Fresh Start.

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 2015-17 biennium. The Division is authorized to use the funds for grants to local housing organizations and housing cost grants and loans. The statutes do not, however, specify the allocation of funds between the two programs.

Under the Housing Cost Grants and Loans program (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 this program, commonly referred to as the "Housing Cost Reduction Initiative" (HCRI), are designed to assist both home buyers/owners and renters. Program funds are permitted to be used to defray principal and interest on a mortgage loan, or to pay closing costs and other costs associated with a mortgage loan, mortgage insurance, property insurance, utility-related costs, property taxes, cooperative fees, rent, and security deposits.

In addition, the Local Housing Organization Grant (LHOG) program (s. 16.305 of the statutes) provides grant assistance, for up to a two-year period, to organizations (non-stock, non-profit corporations; non-profit organizations; and for-profit organizations) or local housing authorities. Grant awards are provided to assist organizations in developing their capacity to provide new or expanded housing and/or counseling opportunities for low- or moderate-income households.

During the 2015-17 biennium, DOA allocated these grants and loans to three programs: the HCRI Homebuyer program, the Homeless Prevention program, and the Critical Assistance program.

HCRI Homebuyer Program. Since 2005-07, the state has administered an HCRI Homebuyer program. This grant program is the state-funded component of the Division’s combined state and federal funds allocated for assistance to low-income homebuyers. The program is operated under a biennial grant funding cycle, timed to coincide with the awarding of federal HOME Homebuyer grant funds. For the 2015-17 biennium, the Division allocated $2,600,000 to HCRI Homebuyer grants. 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.

Table 9: State-Funded HCRI Homebuyer Grants

	2007-09	2009-11	2011-13	2013-15	2015-17
Milwaukee Metro Area	$933,300	$866,667	$866,667	$866,667	$866,666
Other Metro Areas	933,300	866,667	866,667	866,667	866,667
Other Areas of State	933,400	866,666	866,666	866,666	866,667
Total Grants	$2,800,000	$2,600,000	$2,600,000	$2,600,000	$2,600,000

The Division plans to solicit applications in November, 2016, to award $2,600,000 to grant recipients through a competitive application process. The grants for 2015-17 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 9 summarizes the number and amount of HCRI Homebuyer program grants in 2007-09 through 2015-17.

Homeless Prevention and Critical Assistance Programs. Beginning in 2005-06, some funds from the housing grants and loans GPR appropriation have been awarded in annual grant cycles under a Homeless Prevention program, in combination with state funding for Transitional Housing Grants and with federal funding for what are now called Emergency Solutions Grants (previously Emergency Shelter Grants). The uses of these funds are described under the subsequent sections for those programs. In July, 2015 (2015-16), the Division awarded $1,515,000 to 37 agencies. The grants were distributed as follows: (a) $505,000 to six agencies in the Milwaukee metropolitan area; (b) $505,000 to 18 agencies in other metropolitan areas; and (c) $505,000 to 13 agencies in counties in other parts of the state. In July, 2016 (2016-17), the Division awarded $1,515,000 to 32 agencies. The grants were distributed as follows: (a) $505,000 to four agencies in the Milwaukee metropolitan area; (b) $505,000 to 13 agencies in other metropolitan areas; and (c) $505,000 to 15 agencies in counties in other parts of the state.

Table 10 summarizes the number and amount of Homeless Prevention Program grants in 2005-06 through 2016-17.

Table 10: Homeless Prevention Grants

Fiscal Year	Grantees	Amount
2005-06	39	$1,396,800
2006-07	38	1,498,600
2007-08	38	1,600,000
2008-09	38	1,500,000
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	32	1,515,000

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 11 summarizes the amount of Critical Assistance Program grants in 2005-06 through 2016-17.

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, proper-

Table 11: Critical Assistance Grants

Fiscal Year	Amount
2005-06	$500,300
2006-07	500,300
2007-08	300,300
2008-09	300,300
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

ty taxes, 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 Transitional Housing Grants

The amount appropriated for Shelter for Homeless and Transitional Housing Grants is $1,413,600 GPR in each of 2015-16 and 2016-17, for total available funding of $2,827,200 during the 2015-17 biennium. The statutes do not specify the allocation of funds between the two programs.

Transitional Housing Grants. The Transitional Housing Grant program is established under s. 16.306 of the statutes. This program provides grants to private, nonprofit organizations; for-profit organizations; community action agencies; and county or municipal governments. Grants are awarded for operating transitional 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 transitional 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; (d) require that residents pay at least 25% of their income as rent; and (e) permit persons to reside in transitional housing for no longer than 24 months. Individual grants to an eligible applicant may not exceed $50,000.

Beginning in 2002, the Transitional Housing funds were made available in a consolidated application with HUD Emergency Shelter Grant funds. In 2015-16, Transitional Housing funds totaling $297,500 were granted to 17 agencies for the initiation and expansion of transitional housing and services to homeless individuals and families. Funds were awarded to four agencies in the metropolitan Milwaukee area (Milwaukee County), three agencies in other metropolitan counties in the state (Dane) and 10 agencies in the consortiums in more rural areas of the state (Adams, Ashland, Barron, Bayfield, Calumet, Chippewa, Columbia, Crawford, Dodge, Douglas, Dunn, Iron, Jefferson, Juneau, Kenosha, La Crosse, Monroe, Outagamie, Pepin, Pierce, Polk, Price, Sauk, St. Croix, and Vernon Counties).

In 2016-17, Transitional Housing funds totaling $275,000 were granted to 15 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 12 agencies in the consortiums in more rural areas of the state (Adams, Ashland, Barron, Bayfield, Calumet, Chippewa, Columbia, Crawford, Dodge, Douglas, Dunn, Iron, Jefferson, Juneau, Kenosha, La Crosse, Marquette, Monroe, Outagamie, Pepin, Pierce, Polk, Portage, Price, Rock, Sauk, St. Croix, Vernon, Waupaca, and Waushara Counties).

Table 12 shows the number of grantees and amount of grants awarded between 2005-06 and 2016-17.

State Shelter Subsidy Grant Program. The State Shelter Subsidy Grant Program is estab-

Table 12: Transitional Housing Grants

Fiscal Year	Grantees	Amount
2005-06	28	$375,000
2006-07	28	375,000
2007-08	28	1,000,000
2008-09	28	775,000
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	275,000

lished under s. 16.308 of the statutes. This 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 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 that exist at the local level: (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. Further, under the administrative rules governing the program [Adm 86, *Wisconsin Administrative Code*], funds allocated to Milwaukee and Dane Counties are distributed through a DOA-designated lead agency that in turn distributes the grant awards to all eligible shelter agencies making application for funding. For grants awarded outside of Milwaukee and Dane Counties, the rules require that funds be distributed to each region in proportion to the projected number of shelter days to be provided.

The Interest-Bearing Real Estate Trust Accounts program is established under s. 16.307 of the statutes and is funded from earnings on interest-bearing real estate common trust accounts established under s. 452.13 of the statutes. IBRETA was created by 1993 Wisconsin Act 33 to provide additional funds for programs serving Wisconsin's homeless individuals and families. Calendar year 1995 was the first full calendar year in which interest payments were received.

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 amounts are credited to a program revenue continuing appropriation account established for this purpose.

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 13 indicates the net common trust account earnings collected and transferred for provision of shelter or homeless services since 2006. The decreases in 2009 and after are due mainly to lower interest rates and real estate market slowdowns. The Department has used IBRETA funds to enhance the state transitional housing program, the state shelter subsidy grant program, the state homeless prevention program, and the HUD Emergency Solutions Grant program. The amount of IBRETA funding for these separate programs is detailed in the description of each of the programs.

Table 13: Interest-Bearing Real Estate Trust Accounts Earnings

Calendar Year	Interest Earnings
2006	$293,900
2007	273,900
2008	208,300
2009	84,700
2010	23,100
2011	18,600
2012	22,300
2013	20,400
2014	19,000
2015	19,200
2016*	17,900

*Through October 31, 2016.

A total of $1,113,600 GPR annually is provided for the State Shelter Subsidy Grant program in both 2015-16 and 2016-17. Grants made from this appropriation are supplemented with funds from the IBRETA program. The Division supplemented the shelter subsidy program with IBRETA funding of $20,000 in 2015-16 and $10,000 in 2016-17.

Under s. 704.05(5)(a)2 of the statutes, the net proceeds of abandoned property left by a tenant and sold by the landlord may be remitted to the Department of Administration for crediting to the appropriation account established under s. 20.505 (7)(h) of the statutes. Amounts deposited to this appropriation are also used to supplement grants made under the shelter subsidy program. A total of $286 has been received from this source since 1994. (No funds have been received under this provision since 2003).

Table 14 summarizes grant activity under the shelter subsidy program over the last eight fiscal years between 2009-10 and 2016-17. The Division awarded 2015-16 funding in January, 2015, totaling $1,133,600 to 42 grantees. In December, 2015, the Division awarded 2016-17 grants totaling $1,123,600 to 42 grantees.

Wisconsin Fresh Start

Wisconsin Fresh Start (WFS) was created in 1998 through an Executive Order of the Governor. Wisconsin Fresh Start was designed to pro-

Table 14: 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

vide 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.

The state has provided funding for this purpose generally on an annual basis, since 1998-99, and has secured funding commitments from a variety of other state and federal programs. Prior to 2013-14, the largest share of funding for the program was provided from federal HOME program funds (described in a later section of this paper). However, due to a decline in availability of federal HOME funding, beginning in 2013-14 funding for program services is only provided from the Department of Corrections. Funds are from the Department's GPR appropriation for purchased services for offenders.

In addition, as of FFY 2014 the Division no longer actively administers a program known as Wisconsin Fresh Start. Funding from the Wisconsin Department of Corrections, described above, continues to be provided by the Division to qualifying grantees of federal HOME funding that apply to the Division for grants for this purpose. The application specifies that purchase of service funds are to be used for providing direct training and support program services to offenders who are on probation or parole through the state Department of Corrections, Division of Community Corrections. In submitting a request for funding, the applicant must provide a proposal by which they identify the organization's experience with serving at-risk young people and providing education, employment skills, and career direction leading to economic self-sufficiency. Applicants must describe the proposed housing or community service project; submit an administrative budget; and provide information on participants served, basic skills competencies earned, high school or high school equivalency diplomas earned, post-secondary enrollments and full-time employment obtained. Applicants are asked to describe any counseling or support services they provide to participants as well as job placement and post-graduation follow-up.

Grants range from $10,000 to $50,000 each and average approximately $20,000. To determine award amounts, Division staff evaluates the amount requested by each applicant with consideration for the applicant's capacity to serve clients as well as prior experience providing services.

Table 15 summarizes the number of WFS and subsequent grant recipients and the total award amounts. In 2015-16, the Division made awards totaling $180,000 to seven grantees for seven projects in the following counties: Columbia, Eau Claire, Fond du Lac, Milwaukee, Sawyer, and Waupaca. In 2016-17, the Division made awards totaling $180,000 to six grantees for six projects in the following counties: Columbia, Eau Claire, Fond du Lac, Milwaukee, and Waupaca.

As of the end of calendar year 2015, approximately 3,200 youths and young adults had enrolled, of which about 2,400 completed the program. Through 2015, about 2,200 participants earned a high school diploma or significantly improved literacy and numeracy skills. Under the program, 222 housing units had been constructed with funding through calendar year 2015, and 16

Table 15: Wisconsin Fresh Start Grant Distribution

Fiscal Year	Grantees	Total Grants
2005-06	11	$1,384,800
2006-07	14	1,437,600
2007-08	11	1,450,400
2008-09	11	1,172,700
2009-10	10	1,275,700
2010-11	9	1,392,600
2011-12	9	1,147,300
2012-13	9	1,016,800
2013-14 *	8	265,000
2014-15	8	200,000
2015-16	7	180,000
2016-17	6	180,000

*Beginning in 2013-14, the Division no longer administers a Wisconsin Fresh Start program, but continues to provide funding from the Department of Corrections to qualifying HOME grant recipients for this purpose.

additional housing units were under construction in 2016.

Projects for Assistance in Transition from Homelessness (PATH)

Wisconsin receives funding under the federal Projects for Assistance in Transition from Homeless (PATH) program. The program was created in 1991 under P.L. 100-77. The program provides funds to local agencies that provide services to people who have serious mental illness and are homeless.

Prior to 2005-06, the program was administered by the Wisconsin Department of Health and Family Services. Under 2005 Wisconsin Act 25, administration of the program was transferred to Commerce, beginning in 2005-06. The program moved again under 2011 Act 32, with the transfer of state-administered housing programs from Commerce to the Department of Administration.

The Division estimates that about 19,600 adults in Wisconsin are homeless. About 7,200 homeless adults in the state report having a mental health condition. The Division allocates PATH program funds to county mental health agencies and nonprofit agencies to provide services to homeless individuals with serious mental illness. The funds are distributed to agencies in eight of the counties that have a large number of the state's population of persons who have a mental illness and are homeless. The federal program requires a 33% non-federal match. The state provides a portion of this through general purpose revenues, which totaled $42,200 GPR in each of 2015-16 and 2016-17. In addition, the Division budgeted $16,200 GPR in 2015-16 and $17,400 GPR in 2016-17 for administrative expenses. Local agencies provide the remainder of the match. Table 16 summarizes the grant distributions and administrative expenses from 2005-06 through 2016-17.

Table 16: PATH Program Funding

State Fiscal Year	Federal Funds	State GPR Funds	IBRETA Funds	Total Award
2005-06	$629,800	$45,000		$674,800
2006-07	603,200	45,000		648,200
2007-08	641,600	45,000		686,600
2008-09	637,500	45,000		682,500
2009-10	726,100	42,200	$10,300	778,600
2010-11	816,100	42,200	0	858,300
2011-12	859,000	42,200	0	901,200
2012-13	857,000	42,200	10,750	909,950
2013-14	805,000	58,400	1,000	864,400
2014-15	836,000	58,400	0	894,400
2015-16	836,000	58,400	0	894,400
2016-17	837,100	59,600	0	896,700

In 2015-16, the Division distributed $824,200 to eight county mental health agencies and nonprofit agencies to provide services. The agencies are located in Brown, Dane, Kenosha, Milwaukee, Outagamie, Racine, Rock, and Waukesha Counties. In 2016-17, the Division distributed $825,300 to the same eight agencies. The allocations for 2016-17 are shown in Table 17. The Division allocated the grant funds to support activities such as outreach, screening and diagnostic treatment, community mental health, case management, alcohol and drug treatment, rehabilitation, supportive and supervisory services in residential settings, and referral to other services such as health care.

Table 17: PATH Grants - 2016-17

County	Federal Funds	State Funds	Total Award
Brown	$56,600	$3,100	$59,700
Dane	127,400	6,900	134,300
Kenosha	47,200	2,500	49,700
Milwaukee	235,700	12,800	248,500
Outagamie	79,900	4,400	84,300
Racine	37,700	2,100	39,800
Rock	113,200	6,100	119,300
Waukesha	85,400	4,300	89,700
Total	$783,100	$42,200	$825,300

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 2016 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 II.)

Table 18 summarizes for the last four federal fiscal years (FFY), FFY 2012 through FFY 2015, the grant amounts awarded under each of the HOME program components. FFY 2015 awards total $8.6 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 and Dane; (c) the combined City of Janesville and Rock County; and (d) a consortium of Jefferson, Ozaukee, Washington, and Waukesha Counties. These communities are also shown in Appendix IX.

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 $3,759,500 in FFY 2014 and $4,124,900 in FFY 2015 was allocated 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

Table 18: Federal HOME Programs -- Grant Awards by Program*

Program	FFY 2012	FFY 2013	FFY 2014	FFY 2015
Homebuyer and Rehabilitation				
Number of Grantees	21	21	25	27
Amount of Grants	$3,776,300	$4,309,900	$3,759,500	$4,124,900
Number of Housing Units Assisted	334	201	204	252
Average Per-Unit Grant Amount	$11,306	$21,442	$18,429	$16,369
Rental Housing Development				
Number of Grantees	11	9	11	8
Amount of Grants	$4,123,600	$3,739,800	$4,584,100	$3,366,900
Number of Housing Units Assisted	85	75	73	131
Average Per-Unit Grant Amount	$48,513	$49,864	$62,796	$25,702
Tenant-Based Rental Assistance*				
Number of Grantees	10	8	10	8
Amount of Grants	$766,100	$741,500	$780,000	$1,064,000
Number of Households Assisted	335	453	328	247
Average Per-Household Grant Amount	$2,287	$1,637	$2,378	$4,308

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

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 $4,584,100 in FFY 2014 and $3,366,900 in FFY 2015 was allocated 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 (that is, 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 2014, $780,000 in HOME funds was allocated for the tenant-based rental assistance program. The Division allocated the FFY 2014 funds to eight agencies which serve: Barron, Burnett, Calumet, Chippewa, Crawford, Dunn, Florence, Forest, La Crosse, Langlade, Marinette, Menominee, Monroe, Oconto, Outagamie, Pepin, Pierce, Polk, Sheboygan, St. Croix, Vernon, and Winnebago Counties.

In FFY 2015, $1,064,000 in HOME program funds was allocated for the tenant-based rental assistance program. The Division allocated funds to eight agencies which serve: Adams, Barron, Burnett, Calumet, Chippewa, Clark, Columbia, Crawford, Dodge, Door, Dunn, Florence, Forest, Iowa, Juneau, Kewaunee, La Crosse, 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 $1,483,800 in state fiscal year 2014-15 and $823,000 in 2015-16. The amounts received in 2005-06 through 2015-16 are shown in Table 19.

Table 19: HOME Program Repayment Income

State Fiscal Year	Amount
2005-06	$176,900
2006-07	240,200
2007-08	290,100
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	823,000

Housing Programs Financed with Other Federal Funds

Emergency Solutions Grant Program

Under provisions of s. 16.315 of the statutes, 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 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 placed 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). Beginning in 1999, tribal governments are not eligible for HUD funding under this program. However, the Department continues to encourage tribal governments to participate in their area's local Continuum of Care and, where possible, access state funds to help ensure services and assistance are available to tribal members.

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.

Beginning in 2002-03, the emergency shelter grant program funding process was changed to mirror HUD's Continuum of Care Supportive Housing program (see next section) in order to encourage agencies to coordinate their efforts and their use of funds. In addition, beginning in 2005-06, emergency shelter grant funds from HUD were combined with state transitional housing program funds and homeless prevention program funds. The application process for the combined funds was modified to focus on community need identification and prioritization, and on projects that help homeless persons find shelter. Grants are allocated on a formula basis using a variety of homeless prevalence factors including monthly homeless census counts, poverty statistics, unemployment, and population data.

Table 20: 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	26*	3,355,700	104,864

*Benefits 161 agencies in FFY 2015 and FFY 2016.

Table 20 summarizes Emergency Solutions (Shelter) Grant activity over the last eight federal fiscal years from FFY 2009 through FFY 2016. In FFY 2015 and FFY 2016, no IBRETA funds were used to supplement HUD Emergency Solutions Grant allocations.

Continuum of Care Supportive Housing Program

The continuum of care supportive housing program provides HUD-funded grants to projects designed to find permanent solutions to homelessness by providing homeless persons with opportunities to find long-term housing and become self-sufficient.

Under the program, the following types of projects are given funding priority: (a) provision of permanent housing to meet the long-term needs of homeless individuals and families; and (b) provision of transitional housing and associated social services to help individuals and families move to permanent housing and independent living.

Prior to 2009, the former state Department of Commerce, in collaboration with the statewide Balance of State Continuum of Care Association (a consortium of community action agencies and nonprofit organizations providing services to the homeless outside of Milwaukee County, Racine County, and Dane County) submitted an application to HUD for funding under the continuum of care program. In 2009, due to staff vacancies, Commerce turned over lead responsibility for submitting the application to the statewide Balance of State Continuum of Care Association. The State is no longer involved in preparing or providing data for the statewide continuum of care application to HUD.

Housing Rehabilitation Program -- Small Cities CDBG

Under s. 16.309 of the statutes, DOA 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, in accordance with the state's consolidated and annual action plans. 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. The 2% requires an equivalent match of state funds. An additional 1% of each annual grant award may be retained for technical assistance, and does not require a state match.

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 21 summarizes the total amount of small cities CDBG funding received by the state during the last eight federal fiscal years from FFY 2009 through FFY 2016 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 21.

Table 21: 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

Funds allocated under the CDBG housing rehabilitation program are awarded annually in accordance with criteria specified by the Department of Administration. Prior to 2008, state administrative rules required an allocation of up to $2,000,000 annually for emergency assistance. Currently, the Department may use its discretion in awarding available funds for emergency assistance. Administrative rules [Adm 90.06] 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 $21,800.

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 2014-15, revolving loan fund receipts of $3,750,300 assisted 335 households and in 2015-16, revolving loan fund receipts of $3,955,800 assisted 374 households.

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. 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. The funds cannot be used for: (a) costs covered by insurance or other federal or state assistance; (b) cleaning; (c) replacement of furniture, food, clothing, or other personal items; or (d) any repairs not directly related to the disaster.

In November, 2016, $3,317,800 FED was allocated to emergency housing, public infrastructure, and business assistance from a combination of FFY 2015 and FFY 2016 funds relating to flooding that occurred in September, 2016. This grant award represents an approved budget for flooding-related expenses. Actual expenses could differ from the estimated budget.

SI/SSDI Outreach, Access and Recovery

This program, known as SOAR, is designed to increase access to Supplemental Security Income (SSI) and Social Security Disability Insurance (SSDI), which are disability income benefit programs administered by the Social Security Administration, for people who are homeless or at risk of becoming homeless and have a mental illness or a co-occurring substance use disorder. The Division provides funding to SOAR programs in the state, where people are trained to facilitate the expediting of SSI and SSDI applications for this population. Funding is provided from HUD through the CDBG program and the U.S. Substance Abuse and Mental Health Services Administration (SAMHSA) through the mental health block grant program. The program was funded $223,000 FED in FFY 2015 (allocation of $149,000 from the CDBG program and $74,000 from the mental health block grant program) and $382,500 FED in FFY 2016 (allocation of $308,500 from the CDBG program and $74,000 from the mental health block grant program).

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.

The program was designed to target funds to areas of the state: (a) with the greatest percentage of home foreclosures; (b) with the highest percentage of homes financed by a subprime mortgage loan; and (c) identified by the state or local government as likely to face a significant rise in the rate of home foreclosures. Stabilization grant funds can be used to: (a) acquire land and property; (b) rehabilitate abandoned or foreclosed properties; (c) offer assistance with down payment and closing costs to low- to moderate-income homebuyers; and (d) redevelop new rental or resale housing.

The Department of Housing and Urban Development treated the first awards to states as a special allocation of FFY 2008 CDBG funds. The Department awarded $38,779,100 to the Wisconsin State program and made a separate allocation of $9.2 million to the City of Milwaukee. The Department of Administration is the lead state agency for administration of the state allocation.

The State of Wisconsin awarded funds in 2009 and early 2010 to CDBG entitlement municipalities, HOME participating municipalities, Indian tribes, local housing authorities, and certain nonprofit agencies. Allocations of FFY 2011 funding are shown in Table 22 and include allo-

Table 22: Neighborhood Stabilization Program Allocations, FFY 2011

Program	Amount	% of Total
Acquisition, Rehabilitation, and Resale	$2,934,600	58.7%
Acquisition, Rehabilitation, and Rental	1,105,300	22.1
Landbanking	180,000	3.6
Demolition of Blighted Structures	60,000	1.2
Redevelopment	255,000	5.1
Administration	465,100	9.3
Total	$5,000,000	100.0%

cations for the following purposes: (a) establish financing mechanisms for purchase and redevelopment of foreclosed upon homes and residential properties, including mechanisms such as soft-seconds, loan loss reserves, and shared-equity loans for low- and moderate-income homebuyers (primarily a grant to WHEDA); (b) purchase and rehabilitate homes and residential properties that have been abandoned or foreclosed upon, in order to sell the homes and properties; (c) purchase and rehabilitate homes and residential properties that have been abandoned or foreclosed upon, in order to rent the homes and properties; (d) establish land banks for homes that have been foreclosed upon (a strategy to assemble, temporarily manage, and dispose of vacant land for the purpose of stabilizing a neighborhood and encouraging reuse or redevelopment of urban property); (e) demolish blighted structures; (f) redevelop demolished or vacant properties for residential, mixed residential and commercial, or nonresidential uses; and (g) administration by the state, local grant recipient agencies, and WHEDA.

According to federal regulations, grant recipients are required to spend at least 25% of funds for housing for households with income equal to or less than 50% of the area median income. The State of Wisconsin requires grantees to spend at least 30% of funds for this segment of the population. As of August, 2014, approximately 40% of the NSP grants awarded from the FFY 2008 and FFY 2011 allocations, including program income earned and returned through program use, are obligated for households with income equal to or less than 50% of the area median income.

In January, 2010, HUD awarded NSP round 2 grants in a nationwide competition. The City of Milwaukee was awarded $25 million. The state did not receive a separate allocation.

In October, 2010, HUD announced requirements for the allocation of NSP round 3 grants. In March, 2011, the Department of Commerce received $5 million for statewide allocation, and the City of Milwaukee received almost $2.7 million. Grantees are required to expend 50% of their grants within two years and 100% within three years. Eligible activities are the same as under NSP round 1 grants, except redevelopment activities under round 3 must be for housing. There have been no additional allocations of NSP funds since March, 2011.

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 was created in 1992 by P. L. 102-550 to provide 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 arrange-

Table 23: 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

*Grants are for all Wisconsin counties outside of the Milwaukee metropolitan area, excluding Pierce and St. Croix Counties, which are in the Minneapolis-St. Paul grant area.

ments, 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 23 summarizes the grant distributions under the HOPWA program during the last eight federal fiscal years from FFY 2009 through FFY 2016.

During FFY 1998, DOA was notified that the four-county Milwaukee metropolitan area had reached the threshold of 1,500 cumulative persons with AIDS and could receive a direct formula grant from HUD. The remainder of the state did not exceed this caseload threshold and appeared to become ineligible for continued funding under the HOPWA program. However, HUD began to grant the state a waiver in 1998 to fund HOPWA programs in counties outside of the Milwaukee metropolitan area. Pierce and St. Croix Counties are included in the Minneapolis – St. Paul, Minnesota HOPWA grant.) In 2000, federal law was changed to grandfather previously-funded communities and states. Up to 3% of the federal awards may be used for the Department's administrative costs.

Shelter Plus Care

The Shelter Plus Care Program provides rental and utility assistance in combination with support services for homeless people with disabilities (physical, mental, or emotional). Specifically, assistance is targeted to individuals with a mental illness, substance abuse disorder, or AIDS or related diseases. The program is funded through a HUD award to the state. The Division grants funds for project-based rental assistance through the program to local non-profit agencies to provide a decent, safe, and sanitary place to live. Funding allocated to the program totals $254,500 FED in FFY 2014 and $261,700 in FFY 2015.

CHAPTER 3

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

The Division of Energy, Housing and Community Resources within the Department of Administration (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 the operation of programs previously administered by the utilities and from public benefits fees, which are collected from electric utility customers. 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 2016-17, the guideline is equivalent to $50,336 annually for a household of four. Appendix XI outlines these poverty guidelines for various household sizes.

This chapter describes these housing programs operated by DOA. Appendix I includes a summary of DOA housing programs, funding sources, and expenditures.

Low-Income Home Energy Assistance Program

The Wisconsin Home Energy Assistance program (WHEAP) is established under s. 16.27 (federal component) and s. 16.957 (state component) of the statutes. This program 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.

Until 2013-14, WHEAP also administered emergency furnace repair and replacement services. Although program eligibility is still determined through WHEAP, services are now provided through the agencies that serve the low-income weatherization program. The program is described under the section of this chapter entitled, "Low-Income Weatherization Program."

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 in state statute 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.

Prior to 2001, funding for low-income energy assistance came primarily from federal LIHEAP block grant allocations to the state. During the 2000-01 state fiscal year, DOA began to receive additional funds under the state public benefits program, which is operated through a segregated fund to support the costs of the low-income energy assistance programs that are not supported by federal funds. 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 24, a total of $44.7 million in 2015-16 was expended from the state public benefits program for low-income energy assistance and crisis assistance.

Table 24: WHEAP Public Benefit Expenditures

Fiscal Year	Amount*
2000-01	$11,000,000
2001-02	15,170,900
2002-03	13,200,800
2003-04	11,748,700
2004-05	15,792,400
2005-06	34,005,400
2006-07	23,261,500
2007-08	41,912,100
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

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

Table 25 shows federal funding expended for LIHEAP, including federal supplements and TANF matching funds, by state fiscal year since 2000-01. 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 16.54 process governing the acceptance of federal funds.

By state statute, 15% of federal LIHEAP funding is transferred to the state weatherization program each federal fiscal year. However, from

Table 25: Low-Income Home Energy Assistance Program Federal Expenditures

Fiscal Year	Amount*
2000-01	$68,064,200
2001-02	50,817,600
2002-03	68,861,000
2003-04	54,153,400
2004-05	64,600,200
2005-06	73,618,500
2006-07	72,762,800
2007-08	90,653,500
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

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

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.

Under 2005 Wisconsin Act 124, an additional $5,147,300 of one-time funding from the petroleum inspection fund was provided for low-income assistance for households between 150% and 175% of the federal poverty level. A total of 13,726 households were provided with grants of $375 in 2005-06.

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 energy assistance 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 26 provides caseload data and the average amount of benefits paid to households receiving the heating component of energy assistance since federal fiscal year (FFY) 2004. Table 27 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 2004.

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.

Prior to 2005 Wisconsin Act 25, the statutes specified that no more than $3.2 million annually, of the total available WHEAP funding, could be allocated for crisis assistance payments, unless an increased amount was approved by the Joint Committee on Finance. Act 25 eliminated that cap, which allows DOA 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

Table 26: Federal Heating Assistance Caseload

FFY	Caseload	Average Benefit
2004	134,840	$269
2005	137,622	314
2006*	152,062	439
2007	145,843	260
2008	155,140	437
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

*An additional $5.1 million, not shown in the table, was provided to 13,726 households between 150% and 175% of the poverty level in 2005-06, under 2005 Wisconsin Act 124.

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

Table 27: State Public Benefits Non-Heating Electric Caseload

FFY	Caseload	Average Benefit
2004	121,983	$68
2005	124,098	92
2006	137,502	159
2007	132,767	122
2008	141,537	248
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

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

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 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.

In response to a propane shortage during the 2013-14 heating season, DOA provided $8.5 million in LIHEAP crisis benefit funding to counties and tribes with a high percentage of households using propane.

In June, 2016, DOA announced that it would allocate a portion of FFY 2016 LIHEAP crisis benefit funding to an initiative to assist homeless veterans with payments to energy providers, payment for one month of rent, and a security deposit (if needed). Through September 30, 2016, $208,400 was expended for the initiative.

Table 28 provides caseload data and the average amount of benefits paid to households receiving crisis assistance since FFY 2004.

Low-Income Weatherization Program

The Low-Income Weatherization Program is established under s. 16.26 (federal component) and s. 16.957 (state component) of the statutes. The program provides weatherization services to

Table 28: State and Federal Crisis Assistance Caseload

FFY	Caseload	Average Benefit
2004	33,167	$318
2005	44,990	337
2006	48,611	364
2007	48,200	367
2008	27,837	402
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

grant; (c) allocations that have occasionally been made from oil overcharge restitution funds; and (d) funds from the state public benefits program. For 2015-16, expenditures totaled $62,845,000 ($7,288,800 from DOE weatherization assistance; $7,448,800 from LIHEAP funds; and $48,107,400 from public benefits). Under the administration of ARRA weatherization funding, the general eligibility requirements were the same, but 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 29 indicates the amounts expended under the low-income weatherization program, including administrative expenses, by funding source, since 2000-01.

The Division of Energy, Housing and Community Resources 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

Table 29: 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
2000-01	$4,296,800	$6,333,300	$43,100	$6,046,500	$0	$16,719,700
2001-02	4,997,000	11,496,200	35,300	12,824,800	0	29,353,300
2002-03	8,217,900	6,206,300	312,700	24,657,200	0	39,394,100
2003-04	8,364,600	7,949,000	82,400	30,850,500	0	47,246,500
2004-05	6,529,500	6,520,100	0	33,601,300	0	46,650,900
2005-06	10,537,200	11,807,700	0	36,076,500	0	58,421,400
2006-07	9,361,200	15,932,600	0	40,372,600	0	65,666,400
2007-08	8,129,100	11,571,400	0	47,384,000	0	67,084,500
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

*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.

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. who meet WHEAP eligibility criteria may receive 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.

2011 Wisconsin Act 32. Under 2011 Wisconsin Act 32, DOA was permitted to transfer $10 million in each year of the 2011-13 biennium from public benefits funds spent on the low-income weatherization program and other energy conservation services to WHEAP for energy assistance services. Concurrent with a reduction in federal LIHEAP funding in 2011-12 and 2012-13, DOA reallocated these funds in both years as allowed by Act 32. This transfer was offset by federal ARRA funds spent on weatherization in 2011-12, as shown in Tables 29 and 30.

2013 Wisconsin Act 20. Under 2013 Wisconsin Act 20, the formula used to allocate state public benefits funds was modified so that 50% of public benefits revenue is allocated to low-income weatherization and conservation services (including emergency furnace repair and replacement, beginning in 2013-14), and the remaining 50% is allocated to other low-income energy assistance program services (bill payment and crisis assistance).

Table 30 lists the number of dwelling units weatherized and shows the average costs of such services under this program since 2000-01.

Table 30: Low-Income Weatherization Program

Fiscal Year	Units Weatherized	Avg. Cost Per Unit
2000-01	4,923	$5,801
2001-02	4,928	5,738
2002-03	6,726	5,687
2003-04	8,048	5,366
2004-05	7,992	5,630
2005-06	8,831	6,220
2006-07	9,223	6,661
2007-08	9,776	6,562
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

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

Emergency Furnace Repair and Replacement Program. The Division provides funding for emergency furnace repair or replacement services through low-income weatherization program agencies. As noted previously, prior to 2013-14, emergency furnace repair and replacement services were provided by WHEAP. Currently, 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 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 in FFY 2015 and FFY 2016) 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 in FFY 2015 and $6,000 and $8,500 in FFY 2016) 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 2004 is summarized in Table 31.

Table 31: State and Federal Emergency Furnace Repair and Replacement Caseload

FFY	Caseload	Average Benefit
2004	1,912	$1,302
2005	1,992	1,360
2006	1,875	1,256
2007	2,033	1,343
2008	2,290	1,428
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

Appendices

Eleven appendices provide additional background information about state housing programs.

- Appendix I provides summary information about each of the state's housing-related programs.
- Appendix II lists Wisconsin county median incomes that are used for eligibility purposes in certain WHEDA housing programs.
- Appendix III lists income limits and maximum loan amounts for various WHEDA single-family lending programs.
- Appendix IV lists WHEDA's homeownership mortgage loan (HOME), WHEDA Advantage, and FHA Advantage program bonding and lending activity.
- Appendix V lists WHEDA's home improvement loan and Home Improvement Advantage program activity.
- Appendix VI shows the households assisted through housing programs of the Department of Administration based on income in 2015-16.
- Appendix VII shows funding provided by Department of Administration housing by region of the state in 2015-16.
- Appendix VIII lists the 2016 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 public jurisdiction grant recipients.
- Appendix X lists the HUD CDBG entitlement municipalities.
- Appendix XI provides the 2016-17 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

State Housing Programs Summary Information

Selected WHEDA Housing Programs

Program	Purpose	Primary Funding	Program Activity
WHEDA Advantage (Fannie Mae, FHA, or First-Time Home Buyer)	Mortgage loans for the purchase of homes by low- and moderate-income households.	Secondary market sales of loans; mortgage revenue bonds	In 2015, 1,666 loans totaling $199,452,188 were made.
Home Improvement Advantage Program	Housing rehabilitation loans to low- and moderate-income households.	State-seeded revolving loan fund; revenue bond proceeds eligible	In 2015, nine loans were issued for $145,871.
WHEDA Refi Advantage	Refinance WHEDA-issued first-mortgage loans.	Secondary market sales	In 2015, 12 loans for $1,465,130 were issued.
WHEDA Tax Advantage	Award mortgage credit certificates (MCCs) for eligible owners of single-family homes to claim federal income tax credits for mortgage interest paid.	Federal tax-exempt volume cap	In 2015, 331 MCCs were issued with a value of $10,451,800.
Multifamily Loan Program	Financing to developers of multifamily projects for low- and moderate-income households.	Revenue bond proceeds and WHEDA general reserves	In 2015, 21 loans for $68,279,649 were made, representing 875 units.
Easy Close Advantage Program	Loans for down payment or home mortgage closing costs.	WHEDA general reserves	In 2015, 944 loans totaling $3,575,552 were made.
WHEDA Foundation Grant Program	Grants to nonprofit organizations for housing-related purposes.	WHEDA general reserves	In 2016, grants of $500,000 were distributed among 28 organizations.
Property Tax Deferral Loan Program	Loans to low-income elderly homeowners for payment of property taxes.	WHEDA general reserves	In the 2016 fiscal year, 16 loans totaling $41,000 were made.
Low-Income Housing Tax Credit Program	Federal tax credits to developers of low-income rental housing.	Federal tax credits	In 2016, $14,271,590 worth of (one-year) tax credits was approved for 28 projects for 1,166 low-income units.
Section 8/Project-Based Rental Assistance	Housing payments directly to property owners to subsidize rental housing for persons of low income.	Federal funds	As of June 30, 2016, WHEDA administers monthly subsidies equivalent to $165.1 million annually, which covers 31,200 units.
Section 8/Housing Choice Voucher Program (Tenant-Based Rental Assistance)	Federal housing vouchers to low-income households.	Federal funds	In 2015-16 WHEDA administered 2,300 vouchers equivalent to assistance of approximately $8.3 million per year.

Department of Administration - Housing 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 2015-17, $2,600,000 is being granted to agencies for homebuyer assistance. A total of $1,515,000 is allocated to 37 agencies in 2015-16 and $1,515,000 is allocated to 32 agencies in 2016-17 for homeless prevention services. Grants of $282,000 in each of 2015-16 and 2016-17 are provided for homeless prevention activities in predominantly rural areas.
Transitional Housing Grants	Grants to local providers of transitional housing for operating costs and supportive services for the homeless.	GPR & program revenue	In 2016-17, grants totaling $275,000 were distributed to 15 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 2016-17, grants totaling $1,123,600 were made to 42 agencies.
Interest-Bearing Real Estate Trust Accounts (IBRETA)	Homeless assistance grants made from interest earnings on real estate related money deposits.	Program revenue	Approximately $17,300 in interest earnings was collected in 2014 and $18,500 in 2015. IBRETA funds are currently provided through the State Shelter Subsidy Grant Program.
Wisconsin Fresh Start	Provide at-risk youths and young adults with education, employment skills and career direction by constructing homes for low- and moderate-income households.	Program revenue from the Department of Corrections	In 2016-17, six housing projects were funded with $180,000 from the Department of Corrections.
Projects for Assistance in Transition from Homelessness (PATH)	Grants to service organizations to provide mental health services to persons who are homeless.	Federal HUD funding, state GPR, and program revenue	In 2016-17, $825,300 was distributed to eight agencies.
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 2015, $4,124,900 was awarded to 27 grantees to assist 252 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 2015, $3,366,900 was allocated to eight grantees for rental development of 131 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 2015, $1,064,000 was allocated to eight grantees to assist 247 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 2016, 132 shelter providers received a total of $3,355,700 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 2016, $5,967,900 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 November, 2016, $3,317,800 FED was allocated to emergency housing, public infrastructure, and business assistance from a combination of FFY 2015 and FFY 2016 funds relating to flooding that occurred in September, 2016. This grant award represents an approved budget for flooding-related expenses. Actual expenses could differ from the estimated budget.
SI/SSDI Outreach, Access and Recovery (SOAR)	Grants to organizations to facilitate the expediting of SSI and SSDI applications for people who are homeless or at risk of homelessness and have a mental illness or co-occurring substance use disorder.	Federal HUD and SAMHSA funding	In FFY 2016, $382,500 was provided from CDBG funds ($308,500) and mental health block grant funds ($74,000).
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.
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 2016, $461,400 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.
Shelter Plus Care	Grants to local non-profit agencies for project-based rental assistance and support services for homeless people with disabilities, with assistance targeted to individuals with a mental illness, substance abuse disorder, or AIDS or related diseases.	Federal HUD funding	In FFY 2015, the Division allocated $261,700 from a HUD award to the state for the Shelter Plus Care program.

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 2016, 199,190 households received federally-funded heating assistance with an average benefit of $341. A total of 201,032 households received state-funded non-heating electric assistance with an average benefit of $191. A total of 38,463 households received crisis assistance with an average benefit of $317.
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 2015-16, 6,354 units were weatherized at an average cost of $7,529 per unit. A total of 4,205 households received assistance through the emergency furnace repair and replacement program with an average benefit of $1,725.

APPENDIX II

Estimated 2016 Median Family Income by County* (for WHEDA Programs)

County	Median Income	County	Median Income
Adams	$53,300	Marathon	$65,400
Ashland	48,800	Marinette	54,900
Barron	56,300	Marquette	56,500
Bayfield	57,100	Menominee	38,300
Brown	66,600	Milwaukee	70,200
Buffalo	60,300	Monroe	63,500
Burnett	48,700	Oconto	64,200
Calumet	73,800	Oneida	59,700
Chippewa	68,800	Outagamie	73,800
Clark	54,400	Ozaukee	70,200
Columbia	72,100	Pepin	60,300
Crawford	59,000	Pierce	85,800
Dane	83,900	Polk	60,400
Dodge	65,100	Portage	66,400
Door	65,000	Price	55,300
Douglas	62,700	Racine	70,300
Dunn	63,700	Richland	56,700
Eau Claire	68,800	Rock	59,300
Florence	54,200	Rusk	49,100
Fond du Lac	66,100	Sauk	67,300
Forest	52,600	Sawyer	48,100
Grant	60,400	Shawano	55,900
Green	70,300	Sheboygan	63,100
Green Lake	61,900	St. Croix	85,800
Iowa	71,900	Taylor	57,700
Iron	50,400	Trempealeau	62,800
Jackson	53,100	Vernon	58,600
Jefferson	64,800	Vilas	51,400
Juneau	55,700	Walworth	70,500
Kenosha	68,000	Washburn	54,000
Kewaunee	66,600	Washington	70,300
La Crosse	67,700	Waukesha	70,200
Lafayette	61,200	Waupaca	63,200
Langlade	52,000	Waushara	54,200
Lincoln	63,000	Winnebago	66,800
Manitowoc	63,200	Wood	64,200

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

*In some instances data was 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.

Note: 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, as shown in Appendix III, than suggested by data above.

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.

APPENDIX III

WHEDA Program Income and Loan Limits

WHEDA Advantage and FHA Advantage

This appendix lists, by county, the maximum income for households to be eligible for WHEDA Advantage and FHA Advantage first-mortgage loans. Also shown are the maximum amounts for single-family loans by county under FHA rules. All Fannie Mae loans are limited to $417,000.

	Advantage Income Limit		FHA
	1-2 Persons	3+Persons	Loan Limit
Adams	$78,890	$92,610	$271,050
Ashland	78,890	92,610	271,050
Barron	78,890	92,610	271,050
Bayfield	78,890	92,610	271,050
Brown	78,890	92,610	271,050
Buffalo	78,890	92,610	271,050
Burnett	78,890	92,610	271,050
Calumet	86,710	101,790	271,050
Chippewa	79,120	92,880	271,050
Clark	78,890	92,610	271,050
Columbia	84,755	99,495	271,050
Crawford	78,890	92,610	271,050
Dane	96,485	113,265	271,050
Dodge	78,890	92,610	271,050
Door	78,890	92,610	271,050
Douglas	78,890	92,610	271,050
Dunn	78,890	92,610	271,050
Eau Claire	79,120	92,880	271,050
Florence	78,890	92,610	271,050
Fond du Lac	78,890	92,610	271,050
Forest	78,890	92,610	271,050
Grant	78,890	92,610	271,050
Green	80,845	94,905	271,050
Green Lake	78,890	92,610	271,050
Iowa	84,755	99,495	271,050
Iron	78,890	92,610	271,050
Jackson	78,890	92,610	271,050
Jefferson	83,605	98,145	271,050
Juneau	78,890	92,610	271,050
Kenosha	80,615	94,635	365,700
Kewaunee	78,890	92,610	271,050
La Crosse	80,730	94,770	271,050
Lafayette	78,890	92,610	271,050
Langlade	78,890	92,610	271,050
Lincoln	78,890	92,610	271,050
Manitowoc	78,890	92,610	271,050
Marathon	$78,890	$92,610	$271,050
Marinette	78,890	92,610	271,050
Marquette	78,890	92,610	271,050
Menominee	78,890	92,610	271,050
Milwaukee	84,295	98,955	288,650
Monroe	78,890	92,610	271,050
Oconto	78,890	92,610	271,050
Oneida	78,890	92,610	271,050
Outagamie	86,710	101,790	271,050
Ozaukee	84,295	98,955	288,650
Pepin	78,890	92,610	271,050
Pierce	99,590	116,910	318,550
Polk	78,890	92,610	271,050
Portage	78,890	92,610	271,050
Price	78,890	92,610	271,050
Racine	79,005	92,745	271,050
Richland	78,890	92,610	271,050
Rock	78,890	92,610	271,050
Rusk	78,890	92,610	271,050
Sauk	79,120	92,880	271,050
Sawyer	78,890	92,610	271,050
Shawano	78,890	92,610	271,050
Sheboygan	79,235	93,015	271,050
St. Croix	99,590	116,910	318,550
Taylor	78,890	92,610	271,050
Trempealeau	78,890	92,610	271,050
Vernon	78,890	92,610	271,050
Vilas	78,890	92,610	271,050
Walworth	81,075	95,175	271,050
Washburn	78,890	92,610	271,050
Washington	84,295	98,955	288,650
Waukesha	84,295	98,955	288,650
Waupaca	78,890	92,610	271,050
Waushara	78,890	92,610	271,050
Winnebago	80,615	94,635	271,050
Wood	78,890	92,610	271,050

APPENDIX III (continued)

WHEDA Program Income and Loan Limits

Tax Advantage, VALOR and FTHB Advantage

This appendix lists, by county, the maximum income for households and home purchase prices under the WHEDA Tax Advantage, VALOR and FTHB Advantage programs. These programs are supported by federal tax preferences, and requirements differ from those for the WHEDA Advantage and FHA Advantage programs. Cities and counties partially containing target areas are listed on the following page.

	Income Limit		Loan Limit		Income Limit		Loan Limit
	1-2 Persons	3+Persons			1-2 Persons	3+Persons	
Adams	$68,600	$78,890	$255,573	Marathon	$68,600	$78,890	$255,573
Ashland *	82,320	96,040	312,368	Marinette *	82,320	96,040	312,368
Barron *	82,320	96,040	312,368	Marquette *	82,320	96,040	312,368
Bayfield *	82,320	96,040	312,368	Menominee	68,600	78,890	255,573
Brown	68,600	78,890	255,573	Milwaukee	73,300	84,295	255,573
Buffalo	68,600	78,890	255,573	Monroe	68,600	78,890	255,573
Burnett *	82,320	96,040	312,368	Oconto *	82,320	96,040	312,368
Calumet	75,400	86,710	255,573	Oneida	68,600	78,890	255,573
Chippewa	68,800	79,120	255,573	Outagamie	75,400	86,710	255,573
Clark *	82,320	96,040	312,368	Ozaukee	73,300	84,295	255,573
Columbia	73,700	84,755	255,573	Pepin	68,600	78,890	255,573
Crawford *	82,320	96,040	312,368	Pierce	86,600	99,590	255,573
Dane	83,900	96,485	255,573	Polk	68,600	78,890	255,573
Dodge	68,600	78,890	255,573	Portage	68,600	78,890	255,573
Door	68,600	78,890	255,573	Price	68,600	78,890	255,573
Douglas	68,600	78,890	255,573	Racine	68,700	79,005	255,573
Dunn	68,600	78,890	255,573	Richland	68,600	78,890	255,573
Eau Claire	68,800	79,120	255,573	Rock	68,600	78,890	255,573
Florence	68,600	78,890	255,573	Rusk *	82,320	96,040	312,368
Fond du Lac	68,600	78,890	255,573	Sauk	68,800	79,120	255,573
Forest	68,600	78,890	255,573	Sawyer *	82,320	96,040	312,368
Grant	68,600	78,890	255,573	Shawano	68,600	78,890	255,573
Green	70,300	80,845	255,573	Sheboygan	68,900	79,235	255,573
Green Lake	68,600	78,890	255,573	St. Croix	86,600	99,590	255,573
Iowa	73,700	84,755	255,573	Taylor	68,600	78,890	255,573
Iron *	82,320	96,040	312,368	Trempealeau *	82,320	96,040	312,368
Jackson *	82,320	96,040	312,368	Vernon	68,600	78,890	255,573
Jefferson	72,200	83,605	255,573	Vilas	68,600	78,890	255,573
Juneau *	82,320	96,040	312,368	Walworth	70,500	81,075	255,573
Kenosha	80,888	93,022	255,573	Washburn	68,600	78,890	255,573
Kewaunee	68,600	78,890	255,573	Washington	73,300	84,295	255,573
La Crosse	70,200	80,730	255,573	Waukesha	73,300	84,295	255,573
Lafayette	68,600	78,890	255,573	Waupaca	68,600	78,890	255,573
Langlade	68,600	78,890	255,573	Waushara	68,600	78,890	255,573
Lincoln	68,600	78,890	255,573	Winnebago	70,100	80,615	255,573
Manitowoc	68,600	78,890	255,573	Wood	68,600	78,890	255,573

* Counties are federal target areas of economic distress and subject to higher income and purchase price limits.

APPENDIX III (continued)

WHEDA Program Income and Loan Limits

Tax Advantage, VALOR and FTHB Advantage

Urban Targeted Areas

	Income Limit		
	1-2 Persons	3+Persons	Loan Limit
Augusta	$82,560	$96,320	$312,368
Beloit	82,320	96,040	312,368
Clear Lake	82,320	96,040	312,368
Eau Claire	82,560	$96,320	312,368
Green Bay	82,320	96,040	312,368
Janesville	82,320	96,040	312,368
Kenosha	81,600	96,040	312,368
La Crosse	84,240	98,280	312,368
La Farge	82,320	96,040	312,368
Madison	100,680	117,460	312,368
Milwaukee	87,960	102,620	312,368
Racine	82,440	96,180	312,368
Sheboygan	82,680	96,460	312,368
Superior	82,320	96,040	312,368
Waukesha	87,960	102,620	312,368
Wausau	82,320	96,040	312,368

Partial County Targeted Areas

Menominee	$82,320	$96,040	$312,368

APPENDIX IV

WHEDA Homeownership Mortgage Loan Program (HOME) and WHEDA Advantage

Historical Bonding Activity

Bond Issue	Amount of Amount of Bonds Issued	Amount Available Amount Available for Loans	Mortgage Mortgage Rate
1980 Series A	$45,000,000	$38,575,000	9.67%
1982 Series A	100,000,000	89,641,656	13.75
1982 Issue II	50,000,000	49,097,612	10.75, 11.0
1983 Issue I	60,000,000	52,213,244	10.25
1983 Issue I	90,000,000	80,436,614	10.70
1983 Issue II	35,000,000	31,971,568	11.00
1984 Issue I	140,000,955	116,242,940	11.25
1984 Issue II	41,110,948	32,836,675	10.90
1985 Issue I	169,995,438	155,959,688	9.65
1985 Issue II	10,003,263	9,172,580	9.90
1985 Issue III	19,495,597	18,060,409	9.75
1986 Series A	30,740,000	28,850,000	8.65
1986 Series B	67,105,000	62,500,000	7.99
1987 Series A	44,625,000	42,000,000	8.85
1987 Series B&C	100,000,000	94,750,000	8.75
1987 Series D&E	42,000,000	39,250,000	8.99
1988 Series A&B	75,000,000	71,160,000	8.875
1988 Series C	135,000,000	130,843,434	8.80
1988 Series D	204,999,158	198,585,859	8.60
1989 Series A	36,150,000	35,251,514	8.97
1989 Series B&C	73,769,715	71,542,450	8.55
1990 Series A,B&C	168,130,000	163,637,469	8.95
1990 Series D&E	79,300,000	76,805,714	8.88
1991 Series A,B&C	89,500,000	86,641,615	8.85
1991 Series 1,2&3	97,565,000	94,823,229	8.21, 7.9
1992 Series A&B	96,285,000	79,760,000	7.99
1992 Series 1&2	100,000,000	98,097,000	7.71
1993 Series A&B	116,165,000	114,150,000	7.00, 8.25
1994 Series A&B	82,645,000	70,468,982	6.50, 8.25
1994 Series C&D	50,000,000	48,957,000	7.68
1994 Series E&F	30,000,000	29,800,000	8.49
1995 Series A&B	125,000,000	121,355,383	8.17
1995 Series C,D&E	100,000,000	96,910,590	7.79
1995 Series F,G&H	70,000,000	68,600,000	7.60
1996 Series A&B	75,000,000	74,180,000	7.13
1996 Series C&D	75,000,000	74,167,000	7.47
1996 Series E&F	60,000,000	59,223,000	7.04
1997 Series A,B&C	85,000,000	84,189,000	7.49
1997 Series D,E&F	95,000,000	94,029,000	7.01
1997 Series G,H&I	75,000,000	73,869,000	6.74

APPENDIX IV (continued)

WHEDA Homeownership Mortgage Loan Program (HOME) and WHEDA Advantage

Historical Bonding Activity

Bond Issue	Amount of Amount of Bonds Issued	Amount Available Amount Available for Loans	Mortgage Mortgage Rate
1998 Series A,B&C	$126,785,000	$101,785,400	6.42%
1998 Series D&E	115,000,000	113,887,742	6.60
1998 Series F&G	95,000,000	94,021,706	6.54
1999 Series C,D&E	90,000,000	89,098,970	6.65
1999 Series F,G,H&I	80,000,000	80,000,000	6.87
2000 Series A,B&C	70,000,000	69,279,000	7.79
2000 Series E&F	63,000,000	63,000,000	7.75
2000 Series H	35,000,000	33,786,440	8.90
2001 Series A,B,C&D	94,060,000	85,126,000	6.50
2002 Series A,B,C&D	135,565,000	78,230,000	5.87
2002 Series E,F,G&H	160,000,000	113,114,000	5.87
2002 Series I&J	95,000,000	95,000,000	5.87
2003 Series A	110,000,000	109,164,000	5.40
2003 Series B	110,000,000	108,878,000	5.38
2003 Series C&D	110,215,000	87,304,000	5.54
2004 Series A&B	136,295,000	126,763,000	5.45
2004 Series C&D	150,000,000	146,672,299	5.44
2004 Series E	100,000,000	98,165,440	5.25
2005 Series A&B	131,200,000	117,517,063	5.35
2005 Series C	200,000,000	195,348,457	5.26
2005 Series D&E	148,500,000	146,985,300	5.26
2006 Series A&B	200,000,000	196,000,000	5.15
2006 Series C&D	247,585,000	244,432,872	6.16
2006 Series E&F	180,000,000	175,900,692	6.28
2007 Series A&B	180,000,000	174,025,427	6.12
2007 Series C&D	225,000,000	219,513,224	5.91
2007 Series E&F	130,000,000	126,075,047	5.88
2008 Series A&B	190,000,000	185,901,840	5.77
2010 Series A/2009 Series A-1	100,000,000	100,571,840	5.23
2015 Series A,B&C	202,855,000	65,000,000	4.07
2016 Series A,B&C	235,800,000	75,179,793	4.19
Total	$7,486,445,074	$6,774,332,777	

APPENDIX IV (continued)

WHEDA Homeownership Mortgage Loan Program (HOME) and WHEDA Advantage

HOME Loan Activity

Year	Number of Loans	Amount
1980	805	$29,379,485
1981	203	9,630,508
1982	1,284	43,660,764
1983	5,073	187,441,013
1984	4,033	155,837,376
1985	4,797	178,371,061
1986	2,263	84,187,848
1987	3,782	156,612,841
1988	4,338	181,742,936
1989	6,334	283,246,121
1990	6,951	317,373,822
1991	4,112	180,466,199
1992	4,532	206,409,766
1993	2,103	91,891,081
1994	4,079	207,870,035
1995	4,670	254,059,161
1996	3,838	203,155,696
1997	3,957	227,046,845
1998	4,498	287,348,073
1999	3,332	218,719,693
2000	3,532	243,875,966
2001	2,645	194,477,594
2002	3,507	287,143,978
2003	4,004	360,337,356
2004	4,132	408,066,669
2005	5,226	566,143,209
2006	4,553	499,528,927
2007	4,705	522,056,353
2008	2,746	295,336,844
2009	0	0
Subtotal	110,034	$6,881,417,220

APPENDIX IV (continued)

WHEDA Homeownership Mortgage Loan Program (HOME) and WHEDA Advantage

WHEDA Advantage (Fannie Mae) Loan Activity

	Number of Loans	Amount
2010	657	$74,007,746
2011	374	39,305,692
2012	640	71,238,720
2013	1,077	119,772,833
2014	1,169	133,701,463
2015	502	66,199,965
2016*	286	39,827,786
Subtotal	4,705	$544,054,205

FHA Advantage Loan Activity

	Number of Loans	Amount
2010	2	$163,300
2011	0	0
2012	11	1,167,569
2013	49	5,056,540
2014	79	8,424,304
2015	124	14,111,641
2016*	127	15,679,296
Subtotal	392	$44,602,650

First-Time Home Buyer Advantage (FTHB)/Veterans Affordable Loan Opportunity Rate (VALOR) Loan Activity

	Number of Loans	Amount
2015	1,040	$119,140,582
2016*	687	77,832,182
Subtotal	1,727	$196,972,764
Total	**116,858**	**$7,667,046,839**

* Through June 30.

Note: Activity does not reflect refinance loans made under WHEDA Advantage (Fannie Mae).

APPENDIX V

WHEDA Home Improvement Loan and Home Improvement Advantage Programs

Bond Issue	Amount of Bonds Issued	Amount Available for Loans	Mortgage Rate
R-1 Subordinated	$4,880,000	---	---
1979 Series A	20,120,000	$22,398,868	4, 6, 8%
1981 Series A	9,990,000	12,761,268	9.9, 12.9, 14
1983 Series A	10,000,000	10,275,307	10.95
1984 Series A	9,999,850	9,773,539	10.95
1985 Series A	10,000,000	10,275,000	10.5
Prepayments and Excess Revenues	---	2,700,000	8
1988 Series A	12,635,000	11,679,975	8.75
1990 Series A&B	10,000,000	9,272,200	8.75
1992 A&B	10,000,000	9,140,250	8
Total	$97,624,850	$98,276,407	

Home Improvement Loan Activity by Calendar Year

Year	Number of Loans	Amount
1979	448	$2,504,434
1980	2,800	16,636,013
1981	255	1,480,773
1982	981	5,931,679
1983	1,084	6,339,121
1984	1,722	11,607,301
1985	1,279	8,803,193
1986	365	2,688,067
1987	160	1,152,813
1988	654	3,911,100
1989	1,326	7,650,629
1990	977	6,624,234
1991	580	4,135,288
1992	457	3,469,618
1993	308	2,333,329
1994	341	2,868,054
1995	257	2,369,850
1996	194	1,668,622
1997	176	1,645,406
1998	147	1,376,213
1999	111	1,097,043
2000	93	902,591
2001	55	497,948
2002	53	578,320
2003	49	558,077
2004	57	720,667
2005	94	1,084,911
2006	101	1,080,965
2007	79	1,002,996
2008*	8	126,101
Subtotal	15,212	$102,845,356

*Program was suspended effective April, 2008.

APPENDIX V (continued)

WHEDA Home Improvement Loan and Home Improvement Advantage Programs

Home Improvement Advantage Loan Activity By Calendar Year

Year	Number of Loans	Amount
2009	6	$42,690
2010	2	20,000
2011	5	41,368
2012	6	39,884
2013	12	95,113
2014	18	221,436
2015	9	145,871
2016*	4	40,677
Subtotal	62	$647,039
Total (Both Programs)	**15,274**	**$103,492,395**

*Through June 30.

APPENDIX VI

DOA Housing Assistance by Income
2015-16

Households Assisted through DOA Housing Programs 2015-16 (All Federal and State Programs)*

	Percent of Median Income				
	0% to 30%	31% to 50%	51% to 80%	81%+	Total
Renters	9,081	1,191	207	12	10,490
Existing Owners	231	200	447	0	878
Home Buyers	24	129	267	0	421
Homeless**	33,200	1,446	160	42	34,849
All	42,537	2,966	1,081	53	46,638

Households Assisted through DOA Housing Programs 2015-16 (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	6,624	1,072	145	9	7,850
Existing Owners	139	201	463	0	803
Home Buyers	6	42	84	0	132
Homeless**	19,520	802	168	16	20,506
All	26,289	2,116	860	26	29,291

*Data, except for ESG, based on program year (April 1, 2015, to March 31, 2016)
**Homeless data, which includes ESG, based on state fiscal year 2015-16 (July 1, 2015, to June 30, 2016)

APPENDIX VII

DOA Housing Funding Awards by Region
2015-16 [1]

Program	State Total	Milwaukee Metro	Other Metro	Non-Metro
State-Funded Programs				
HCRI Homebuyer Program (two-year cycle for 2015-16 and 2016-17)	$2,600,000	$866,666	$866,667	$866,667
Homeless Prevention Program	1,515,000	505,000	505,000	505,000
Critical Assistance Grant	282,800	0	0 [3]	282,800 [3]
Transitional Housing Grants	297,500	100,000	30,000	167,500
State Shelter Subsidy Grants	1,123,600	400,000	169,000	554,600
Wisconsin Fresh Start	180,000	68,000	0	112,000
Projects for Assistance in Transition from Homelessness	824,200	270,867	553,333	0
Federally-Funded Programs				
HOME - Homebuyer and Rehabilitation	$3,759,499	$0 [2]	$0 [3]	$3,759,499 [3]
HOME - Rental Housing Development	3,366,900	0 [2]	0 [3]	3,366,900 [3]
HOME - Tenant-Based Rental Assistance	1,064,019	0 [2]	712,893	351,126
Emergency Solutions Grants	3,194,898	428,522	1,729,870	1,036,507
CDBG Small Cities -- Housing Rehabilitation	4,676,292 [4]	0 [2]	0 [3]	4,676,292 [3]
SI/SSDI Outreach, Access and Recovery	382,500	24,000	25,000	333,500
Housing Opportunities for Persons with AIDS	468,812	0 [2]	0 [3]	468,812 [3]
Shelter Plus Care	261,700	0 [2]	0 [3]	261,700 [3]

[1] For state-funded programs, 2015-16 includes awards from July 1, 2015 – June 30, 2016 funding. For federally-funded HOME and Shelter Plus Care programs, funding awards for FFY 2015 are listed; amounts shown for other federally-funded programs are for FFY 2016.

[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

2016 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	$18,050	$30,100	$36,120	$48,150
Ashland	18,050	30,100	36,120	48,150
Barron	18,050	30,100	36,120	48,150
Bayfield	18,050	30,100	36,120	48,150
Brown	20,000	33,300	39,960	53,300
Buffalo	18,100	30,150	36,180	48,250
Burnett	18,050	30,100	36,120	48,150
Calumet	22,150	36,900	44,280	59,050
Chippewa	20,650	34,400	41,280	55,050
Clark	18,050	30,100	36,120	48,150
Columbia	21,650	36,050	43,260	57,700
Crawford	18,050	30,100	36,120	48,150
Dane	25,150	41,950	50,340	65,700
Dodge	19,550	32,550	39,060	52,100
Door	19,500	32,500	39,000	52,000
Douglas	19,150	31,900	38,280	51,050
Dunn	19,100	31,850	38,220	50,950
Eau Claire	20,650	34,400	41,280	55,050
Florence	18,050	30,100	36,120	48,150
Fond du Lac	19,850	33,050	39,660	52,900
Forest	18,050	30,100	36,120	48,150
Grant	18,100	30,200	36,240	48,300
Green	21,100	35,150	42,180	56,250
Green Lake	18,550	30,950	37,140	49,500
Iowa	21,550	35,950	43,140	57,500
Iron	18,050	30,100	36,120	48,150
Jackson	18,050	30,100	36,120	48,150
Jefferson	20,750	34,550	41,460	55,300
Juneau	18,050	30,100	36,120	48,150
Kenosha	20,400	34,000	40,800	54,400
Kewaunee	20,000	33,300	39,960	53,300
La Crosse	20,300	33,850	40,620	54,150
Lafayette	18,350	30,600	36,720	48,950
Langlade	18,050	30,100	36,120	48,150
Lincoln	18,900	31,500	37,800	50,400
Manitowoc	18,950	31,600	37,920	50,550
Marathon	19,600	32,700	39,240	52,300
Marinette	18,050	30,100	36,120	48,150
Marquette	18,050	30,100	36,120	48,150
Menominee	18,050	30,100	36,120	48,150

APPENDIX VIII (continued)

2016 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	$21,050	$35,100	$42,120	$56,150
Monroe	19,050	31,750	38,100	50,800
Oconto	19,250	32,100	38,520	51,350
Oneida	18,050	30,100	36,120	48,150
Outagamie	22,150	36,900	44,280	59,050
Ozaukee	21,050	35,100	42,120	56,150
Pepin	18,100	30,150	36,180	48,250
Pierce	25,750	42,900	51,480	65,700
Polk	18,100	30,200	36,240	48,300
Portage	19,900	33,200	39,840	53,100
Price	18,050	30,100	36,120	48,150
Racine	20,600	34,350	41,220	54,950
Richland	18,050	30,100	36,120	48,150
Rock	18,050	30,100	36,120	48,150
Rusk	18,050	30,100	36,120	48,150
St. Croix	25,750	42,900	51,480	65,700
Sauk	20,200	33,650	40,380	53,850
Sawyer	18,050	30,100	36,120	48,150
Shawano	18,050	30,100	36,120	48,150
Sheboygan	19,650	32,750	39,300	52,400
Taylor	18,050	30,100	36,120	48,150
Trempealeau	18,850	31,400	37,680	50,250
Vernon	18,050	30,100	36,120	48,150
Vilas	18,050	30,100	36,120	48,150
Walworth	21,150	35,250	42,300	56,400
Washburn	18,050	30,100	36,120	48,150
Washington	21,050	35,100	42,120	56,150
Waukesha	21,050	35,100	42,120	56,150
Waupaca	18,950	31,600	37,920	50,550
Waushara	18,050	30,100	36,120	48,150
Winnebago	20,050	33,400	40,080	53,450
Wood	19,250	32,100	38,520	51,350

Source: U.S. Department of Housing and Urban Development and Wisconsin Department of Administration, effective April, 2016

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
Public Jurisdiction Grant Recipients

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

Cities
Eau Claire
Green Bay
Kenosha
La Crosse
Madison
Milwaukee
Racine
West Allis

Counties
Dane County
Milwaukee County
Rock County

A Consortium of:
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,
and 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 (2016-17)

Family Size	One Month	Three Months	Annual Income
1	$2,181	$6,544	$26,174
2	2,852	8,557	34,228
3	3,524	10,571	42,282
4	4,195	12,584	50,336
5	4,866	14,597	58,389
6	5,537	16,611	66,443
7	5,663	16,988	67,953
8	5,789	17,366	69,463