City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Meeting Agenda - Final

Economic and Community Development Commission

Wednesday, July 22, 2026 | **3:00 PM** | **Council Chambers**

The meeting is conducted in person and virtually via the links below. To join the meeting click this link or type the URL in your web browser address bar:

https://cityoflacrosse-org.zoom.us/j/83768127868?pwd=WUJpRkwzbWpHL0VvckhmRmdxMm5pZz09
Meeting ID: 837 6812 7868
Passcode: ECDC23
Call In (audio only): +1-309-205-3325

If attending virtually and you wish to speak, contact the Department of Planning and Development at the email or phone number below so we can provide you with the necessary information to join in.

Members of the public who would like to provide written comments on any agenda may do so by emailing emsliej@cityoflacrosse.org, using a drop box outside of City Hall, or mailing the Planning and Development Department, 400 La Crosse Street, La Crosse WI 54601. Questions, call 608-789-7512.

Call to Order

Roll Call

Introduction of new member, Nick Padesky

Agenda Items:

26-0676 Introduction to Tax Increment Financing (TIF) Applicant Capital Investment Partners, Project: Cowboy Jacks in River Point District

26-0668 2025 Public Service Subrecipient Recap of Accomplishments and Program Outcomes- Part 2

Attachments: 2025 Public Service Recap.png
Catholic Charities 2025 Narratives and Final Report.pdf
La Crosse County 2025 Narratives & Final Report.pdf
New Horizons 2025 Narratives and Final Report.pdf

26-0678 2025 Consolidated Annual Performance and Evaluation Report (CAPER) Public Hearing

Attachments: 2025 CAPER 061826 .pdf

Public Hearing

26-0682 Accept and File 2025 Consolidated Annual Performance and Evaluation Report (CAPER)

Attachments: 2025 CAPER 061826 .pdf

26-0641 Resolution implementing an affordable housing extension for Tax Increment District (TID) 14.

Sponsors: Trost

Attachments: 26-0641 Resolution

26-0641 Legislative Staff Report

26-0642 Resolution terminating Tax Increment District (TID) 14.

Sponsors: Newberry

Attachments: 26-0642 Resolution

26-0642 Staff Report

26-0683 Consideration and possible action on Request for Proposals (RFP) for former North Community Library at 1552 Kane Street.

Attachments: North Community Library Request for Proposals - DRAFT

Architectural & Engineering Analysis

26-0753 Action on Offer to Purchase 2010 14th St S

Attachments: 26-0753 Staff Report ECDC.pdf

26-0753 - ECDC Memorandum For OTP.pdf

26-0753 2010 14th St Presentation.pdf

26-0766 2026 Amended Action Plan Public Hearing

Attachments: 2026 Action Plan

2026 Action Plan

Public Hearing

26-0767 Accept and File 2026 Amended Action Plan

Attachments: 2026 Action Plan

26-0767 Staff Report

26-0769 Annual Development Agreement Compliance Report and Determination: 5th Ward Residences, 210 Jay St, 333 Front St, 2219 Lofts, The Chalmers, The Charmant, The Collective on 4th, Garden Terrace, Haven on Main, The Hub on 6th, The Lofts, Trane USA, & War Eagle.

Attachments: 5th Ward Residences
210 Jay Street
333 Front Street
2219 Lofts
The Chalmers
The Charmant
Collective on 4th
Garden Terrace
Haven on Main
Hub on 6th
The Lofts
Trane USA
War Eagle

26-0677 Amendment request for 2026 Public Service Grant for The Salvation Army.

(Note: The Committee and/or Council may convene in closed session pursuant to Wis. Stats. sec. 19.85(1)(a) to deliberate its decision. Following any closed session, the Committees and/or Council may reconvene in open session.)

Attachments: 26-0677_Legislative Staff Report_Salvation Army Amendment .pdf
The Salvation Army Amendment Request.pdf
Redlined Application and amendment request.pdf

Closed Session

Notice is further given that members of other governmental bodies may be present at the above scheduled meeting to gather information about a subject over which they have decision-making responsibility.

NOTICE TO PERSONS WITH A DISABILITY
Requests from persons with a disability who need assistance to participate in this meeting should call the City Clerk's office at (608) 789-7510 or send an email to ADAcityclerk@cityoflacrosse.org, with as much advance notice as possible.

Commission members: Shaundel Washington-Spivey, Tamra Dickinson, Erin Goggin, Linda Lee, Vicki Markussen, Gina Miller, Nick Padesky

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0676

Agenda Date: 6/24/2026 **Version:** 1 **Status:** Agenda Ready

In Control: Economic and Community Development Commission **File Type:** General Item

Agenda Number:

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0668

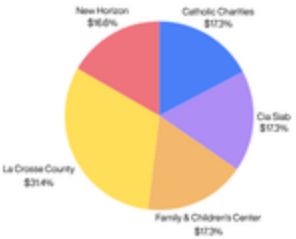
Agenda Date: 6/24/2026 **Version:** 1 **Status:** Agenda Ready

In Control: Economic and Community Development Commission **File Type:** General Item

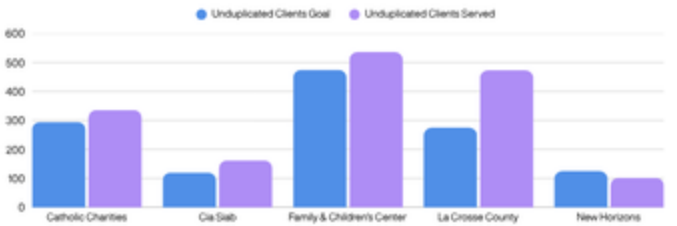
Agenda Number:

2025 Public Service Recap

2025 CDBG Funding



Accomplishments



Organization	2025 CDBG Funding	Client Goals	Clients Served
Catholic Charities La Crosse Warming Center	$25,900.00	295	336
Cia Siab, Inc; Kho Tsev Hmoob Family Housing Program	$25,900.00	120	162
Family & Children's Center Stepping Stones	$25,900.00	475	536
La Crosse County Schuh-Mullen Project	$47,043.00	275	473
New Horizons Homicide Prevention Shelter	$24,911.00	125	102
	$149,654.00		

Narrative

Completed by washtockl@cityoflacrosse.org on 10/8/2025 10:42 AM

Case Id: 31106
Name: Catholic Charities; La Crosse Warming Center;
Report Id: 327: 4/1/2025-6/30/2025

Narrative

Please provide the following information.

Please provide a narrative regarding any accomplishments or barriers during this quarter. You may also upload any supporting documentation below.
We completed our season in this quarter. We provided 854 night stays with 854 evening meals and 854 light breakfasts. One great success story is one of our guests agreed to AODA counseling and at the end of the season had remained sober for 4 months. Our largest barrier this quarter was the fact that we were closing on the morning of May 1st. As we reach the end of the season, reality begins to set in for many that we will no longer be a resource for them. Especially those that are banned from the Salvation Army. The reality for them is they will be homeless on the streets.

Documentation

☐ **Quarterly Report Supporting Documents**
***No files uploaded*

Narrative

Completed by grants@cclse.org on 10/15/2025 3:51 PM

Case Id: 31106
Name: Catholic Charities; La Crosse Warming Center;
Report Id: 328: 7/1/2025-9/30/2025

Narrative

Please provide the following information.

Please provide a narrative regarding any accomplishments or barriers during this quarter. You may also upload any supporting documentation below.
The Warming Center is open November 1st through May 1st so we do not have any new data for this reporting period.

Documentation

☐ **Quarterly Report Supporting Documents**
***No files uploaded*

Narrative

Completed by grants@cclse.org on 1/15/2026 3:58 PM

Case Id: 31106
Name: Catholic Charities; La Crosse Warming Center;
Report Id: 329: 10/1/2025-12/31/2025

Narrative

Please provide the following information.

Please provide a narrative regarding any accomplishments or barriers during this quarter. You may also upload any supporting documentation below.
We began a new season in this quarter. We provided 1199 night stays with 1199 evening meals and 1199 light breakfasts. Our largest challenge this quarter was getting all of our staff and volunteers trained so we could open our doors on November 1st. We see a large influx of folks utilizing our services right away with the cold weather so we have to be very efficient with client intake as soon as we open.

Documentation

☐ **Quarterly Report Supporting Documents**

***No files uploaded*

Narrative

Completed by grants@cclse.org on 4/15/2026 5:07 PM

Case Id: 31106
Name: Catholic Charities; La Crosse Warming Center;
Report Id: 330: 1/1/2026-3/31/2026

Narrative

Please provide the following information.

Please provide a narrative regarding any accomplishments or barriers during this quarter. You may also upload any supporting documentation below.
We neared the end of a shelter season this quarter. We provided 3,030 night stays with 3,030 evening meals and 3,030 light breakfasts. Our largest challenge this quarter was dealing with a stretch of severe winter weather with multiple days/nights below zero where we operated at emergency capacity, which can require more of our shelter staff and volunteers. We had to work very efficiently to ensure we served all shelter guests and provided the needed care during those cold nights.

Documentation

☐ **Quarterly Report Supporting Documents**
***No files uploaded*

Final Report

Completed by grants@cclse.org on 4/15/2026 5:08 PM

Case Id: 31106
Name: Catholic Charities; La Crosse Warming Center;
Report Id: 284: 4/1/2025-3/31/2026

Final Report

Please provide the following information.

1. Briefly describe the public service activity and its purpose. Mention who the activity was intended to help and the community need it addressed.
The La Crosse Warming Center (LWC) is a seasonal emergency night-by-night shelter open each night from November 1st through the morning of May 1st annually. The LWC provides single adults experiencing homelessness a safe place to be and sleep, a warm dinner, a light breakfast, showers, laundry, personal care items, warm clothing, and referrals to mainstream resources. The LWC can serve up to 34 individuals every night, with capacity raised to 44 in extreme weather.

2. Summarize key accomplishments, such as the number of people served, types of services provided, and any specific outcomes achieved.
In total, during the grant period we served 336 unduplicated individuals at the LWC for a total of 5,883 bed nights and 5,883 suppers and light breakfasts. As a No Wrong Door agency, we participate in Coordinated Entry and connected guests to mainstream resources throughout the grant period. During the grant period, a total of 64 exited shelter to more permanent housing situations, and we grew our partnerships with community partners like the City of La Crosse, St. Clare Health Mission, and Coulee Recovery Center.

3. Explain how the activity has positively affected the community. Describe the changes in quality of life, access to resources, or any specific benefits for the target population.
The LWC, by providing this necessary resource for such a vulnerable population, acutely lowers the strain on the City's emergency resources, hospitals, jails, and local businesses. The work of the LWC is a vital piece of the Pathways Home 5 Year Plan to End Homelessness, and by connecting those experiencing homelessness to mainstream resources, especially those who are chronically homeless, we can continue to move towards the goal of stints of homelessness being rare, brief, and singular events.

4. Briefly mention any challenges faced during the project and how they were addressed. This demonstrates adaptability and problem-solving.
Aside from those challenges described in the quarterly reports, the biggest challenge currently facing LWC and the guests we served is the coming closure of the shelter for the season and the anxiety that many of our guests have around the uncertainty that follows. During this time, we do our best to engage with guests nightly to plan their shelter exits and ensure they know what community resources they have access to and could benefit from.

5. Include any success stories or testimonials.
Anna was at the WC this season. Dealing with addiction issues. Started to get clean and not using. Got a part time job. We brought in an NA meeting group at the WC this season. She started attending the meetings and then we referred her to additional meetings at Coulee Recovery which she attended when not working. She had appts with Mobile Med that comes to the WC. She got a community help worker who helped her secure a spot with Unity through Emplify (30 day) program. She completed, and reunited with her family. We are happy to say as of now, she is currently 120 days sober!

Narrative

Completed by washtockl@cityoflacrosse.org on 10/8/2025 12:19 PM

Case Id: 31109
Name: La Crosse County; Schuh-Mullen Project; 2025 -
Report Id: 339: 4/1/2025-6/30/2025

Narrative

Please provide the following information.

Please provide a narrative regarding any accomplishments or barriers during this quarter. You may also upload any supporting documentation below.
One of the La Crosse Area Family Collaborative's key objectives is to keep families from needing deep-end child welfare interventions. We work proactively to address needs identified by families, stabilizing household challenges so parents can protect their children and support their healthy development. To track progress, we monitor whether parents are referred to or screened in by Child Protective Services within three months of first connecting with LAFC. Our targets are that fewer than 20% of families be referred to CPS, and fewer than 10% screened in. In Q1 2025, the Schuh Mullen Neighborhood Social Worker began working with eight new families. Impressively, none of them (0%) were referred to CPS within three months of their initial engagement with LAFC. Additionally, LAFC successfully met 90% of the family-identified needs presented during Q2, 2025. There was a total of 197 unmet needs presented to the Schuh-Mullen Neighborhood Social Worker amongst the 41 unique households supported during Q2, 2025. 178 (90 %) of those needs were met.

Documentation

☐ **Quarterly Report Supporting Documents**
***No files uploaded*

Narrative

Completed by ihoffman@lacrossecounty.org on 10/15/2025 5:02 PM

Case Id: 31109
Name: La Crosse County; Schuh-Mullen Project; 2025 -
Report Id: 340: 7/1/2025-9/30/2025

Narrative

Please provide the following information.

Please provide a narrative regarding any accomplishments or barriers during this quarter. You may also upload any supporting documentation below.
A major success for Q 3 is that 12 new households were enrolled into programming and provided supports by the Schuh-Mullen Neighborhood Social Worker. Those 12 new households are in addition to the 30 ongoing households who also received support during Q 3. A total of 229 needs were identified by families and worked on by the Neighborhood Social Worker with 89% of those needs being met. An individual success story from Q 3 involved helping a family of 7, 6 children and 1 parent, transition into sustainable housing in the Schuh-Mullen Neighborhood who were previously homeless. This family lost their case management and primary supports when they transitioned out of the shelter they were staying in. By having a social worker embedded in the neighborhood, we were able to link this family with ongoing, accessible supports, immediately. Previously homeless individuals who do not have ongoing supports have a higher risk of becoming homeless again. Making immediate connections to case management is not only a win for this family but also for our community's homeless response system and resources.

Documentation

☐ **Quarterly Report Supporting Documents**

***No files uploaded*

Narrative

Completed by ihoffman@lacrossecounty.org on 1/14/2026 4:59 PM

Case Id: 31109
Name: La Crosse County; Schuh-Mullen Project; 2025 -
Report Id: 341: 10/1/2025-12/31/2025

Narrative

Please provide the following information.

Please provide a narrative regarding any accomplishments or barriers during this quarter. You may also upload any supporting documentation below.

In terms of new project activities that are available to the neighborhood at large, a new adult/parent focused night at the community center was launched over the past quarter. This was a recommendation from the parents in the neighborhood as a way to connect with one another, to network, and to discuss challenges and solutions in a setting that prioritizes connections. Many parents reported having minimal breaks from their children and minimal interaction with other adults due to limited support networks. These engagement opportunities are facilitated by the Schuh-Mullen team. They are in addition to the Parent Cafes, family nights, tenant association meetings, and career planning opportunities offered at the Schuh-Mullen community center. In addition to engaging in neighborhood impact work, LAFC's primary role is providing direct supports and case management for families. Below is an individual success story that peaked over the past quarter: The LAFC Schuh-Mullen Neighborhood Social Worker has been supporting a single mother and her child for the past 10 months. The mother has experienced significant trauma throughout her life, both as a child and as an adult, most recently within a domestically violent relationship. Her three-year-old son was recently diagnosed with autism, which has been a primary focus of support over the past several months. LAFC has provided direct support by assisting with medical health navigation, including identifying appropriate treatment and provider options, offering support during appointments, arranging transportation, and connecting the family to educational resources. Long-term supports have since been established through La Crosse County's Children with Special Needs Unit. Establishing medical and developmental supports for her child was a huge accomplishment for this mother. She previously was unable to tackle supports for her son as she was struggling with her own unmet mental health needs. She was often unable to leave her home due to anxiety and fear. LAFC's prevention-focused approach has provided a supportive, strength-based environment. As a result, the parent now feels safe enough to leave the home and engage in services for herself, including working toward her GED and accessing mental health supports.

Documentation

☐ **Quarterly Report Supporting Documents**

***No files uploaded*

Goals

Completed by ihoffman@lacrossecounty.org on 4/15/2026 1:22 PM

Case Id: 31109
Name: La Crosse County; Schuh-Mullen Project; 2025 -
Report Id: 342: 1/1/2026-3/31/2026

Goals

Please provide the following information

1. New Clients Served

Number of unduplicated clients served (According to 24 CFR 570.201(e))

Expected Outcome: 275

Progress	The Schuh-Mullen Neighborhood Social Worker provided direct supports for 66 individual households throughout the project period. That includes 94 adults and 151 children totaling 245 unduplicated clients served.

Final Report

Completed by ihoffman@lacrossecounty.org on 4/17/2026 4:07 PM

Case Id: 31109
Name: La Crosse County; Schuh-Mullen Project; 2025 -
Report Id: 282: 4/1/2025-3/31/2026

Final Report

Please provide the following information.

1. Briefly describe the public service activity and its purpose. Mention who the activity was intended to help and the community need it addressed.
The national objective for the Schuh-Mullen Project is low-moderate income clientele and the priority focus is to alleviate poverty and increase self-reliance with a focus on mental health, substance abuse, health care, domestic violence, and youth services. The project serves the Housing Authority of the City of La Crosse Schuh-Mullen development in addition to any families who attend North Woods Elementary School, La Crosse. These are public housing units available to individuals and/or families who meet income guidelines set by Housing and Urban Development (HUD). There are 144 households within the Schuh-Mullen Neighborhoods and approximately 290 children who attend Northwoods Elementary School. The community needs the project aims to address include: - Housing stability - Reduction in the need for family crisis response such police or CPS - Increase in social connections - Increase is access to services

2. Summarize key accomplishments, such as the number of people served, types of services provided, and any specific outcomes achieved.
The primary services funded by CDBG to address these community needs is a LAFC Neighborhood Social Worker (NSW) who is embedded in the neighborhood. The NSW is available to provide direct supports to all residents on a voluntary basis. The NSW also acts as a linkage between residents and other providers/services. Direct supports were provided to 66 individual households throughout the project period. That includes 94 adults and 151 children totaling 245 unduplicated clients served. The most common needs addressed were transportation, housing issues, mental health navigation, youth and family supports, employment, and basic needs. - Over 80% of the client needs presented to the NSW were met. - Less than 20% of LAFC enrolled families were referred to CPS within 3 months of initial engagement.

3. Explain how the activity has positively affected the community. Describe the changes in quality of life, access to resources, or any specific benefits for the target population.
With improved access to services and supports, families were better able to meet basic needs like housing stability, food security, and access to medical and mental health services. For children, this translated to fewer disruptions, more consistent routines, and a stronger sense of safety and well-being. Stronger engagement with schools helped caregivers feel more confident navigating the education system, communicating with teachers, and advocating for their children's needs. For kids, this led to better attendance, improved academic performance, and a greater sense of belonging in the classroom. Opportunities for employment helped parents with financial stability and independence. This reduced stress within the household, which in turn created a more supportive and predictable environment for children to grow and thrive. Finally, increased social connections helped reduce isolation and build community. Families developed relationships with neighbors and peers, creating informal support networks. For children, this meant more opportunities for positive social interaction, friendship, and community involvement. Together, these supports reinforced one another, helping families move from crisis response toward longer-term stability, while giving children the consistency and support they need for healthy development. Additional project efforts included

facilitating the following neighborhood programming aimed at enhancing social cohesion and community: - Monthly family nights (Avg. 40 residents per event) - Parent Cafes (Avg 10 parents per session) - Parent only nights focused on support and social connections (15 parents per event) - Tenant association meetings - Career and educational planning events

4. Briefly mention any challenges faced during the project and how they were addressed. This demonstrates adaptability and problem-solving.

The primary challenges involved collecting and reporting data across the broader project when key metrics are maintained by external partners such as police, schools, and the Housing Authority. Tracking outcomes across multiple agencies and databases introduces logistical, technical, and confidentiality barriers that can limit data access and consistency. Looking ahead, there are opportunities to strengthen data collection by incorporating more qualitative insights, such as community surveys, and expanding quantitative tracking. This would allow the neighborhood social worker to begin monitoring outcomes that have traditionally been captured by other agencies, including evictions and reasons for moving.

5. Include any success stories or testimonials.

Please review each quarterly report for individual client success stories.

Narrative

Completed by washtockl@cityoflacrosse.org on 10/6/2025 3:23 PM

Case Id: 31104
Name: New Horizons; Homicide Prevention Shelter;
Report Id: 323: 4/1/2025-6/30/2025

Narrative

Please provide the following information.

Please provide a narrative regarding any accomplishments or barriers during this quarter. You may also upload any supporting documentation below.
***This was originally submitted by New Horizons in a timely manner. There was an error in the set up so staff had to manually enter again.

Documentation

☐ **Quarterly Report Supporting Documents**
***No files uploaded*

Narrative

Completed by programcoord@nhagainstabuse.org on 10/8/2025 10:40 AM

Case Id: 31104
Name: New Horizons; Homicide Prevention Shelter;
Report Id: 324: 7/1/2025-9/30/2025

Narrative

Please provide the following information.

Please provide a narrative regarding any accomplishments or barriers during this quarter. You may also upload any supporting documentation below.
Of the 28 unduplicated individuals from the City of La Crosse who received shelter services during the reporting period, 1 person left shelter to a rental with no ongoing housing subsidy.

Documentation

☐ **Quarterly Report Supporting Documents**
***No files uploaded*

Narrative

Completed by programcoord@nhagainstabuse.org on 1/9/2026 3:02 PM

Case Id: 31104
Name: New Horizons; Homicide Prevention Shelter;
Report Id: 325: 10/1/2025-12/31/2025

Narrative

Please provide the following information.

Please provide a narrative regarding any accomplishments or barriers during this quarter. You may also upload any supporting documentation below.
Of the 9 clients served from the City of La Crosse, all 9 still remain in our shelter.

Documentation

☐ **Quarterly Report Supporting Documents**
***No files uploaded*

Narrative

Completed by programcoord@nhagainstabuse.org on 4/15/2026 2:07 PM

Case Id: 31104
Name: New Horizons; Homicide Prevention Shelter;
Report Id: 326: 1/1/2026-3/31/2026

Narrative

Please provide the following information.

Please provide a narrative regarding any accomplishments or barriers during this quarter. You may also upload any supporting documentation below.
No accomplishments or barriers to share at this time.

Documentation

☐ **Quarterly Report Supporting Documents**
***No files uploaded*

Final Report

Completed by programcoord@nhagainstabuse.org on 4/15/2026 2:19 PM

Case Id: 31104
Name: New Horizons; Homicide Prevention Shelter;
Report Id: 316: 4/1/2025-3/31/2026

Final Report

Please provide the following information.

1. Briefly describe the public service activity and its purpose. Mention who the activity was intended to help and the community need it addressed.
This grant supported the facilities manager, whose time is primarily spent at our homicide prevention shelter. Our shelter serves individuals and families fleeing from domestic/sexual violence, stalking and human trafficking.

2. Summarize key accomplishments, such as the number of people served, types of services provided, and any specific outcomes achieved.
Between 4/1/25-3/31/26, we provided 72 unduplicated individuals with 3,479 bed nights of shelter. While this number is lower than anticipated, we believe this is due to our decision mid-2025 to extend maximum length of shelter stays from 90 to 120 days.

3. Explain how the activity has positively affected the community. Describe the changes in quality of life, access to resources, or any specific benefits for the target population.
Our homicide prevention shelter does a lot more than provide a safe place to stay; it creates ripple effects that strengthen the entire community. It increases safety for everyone: When survivors have a place to go, it interrupts cycles of violence. That reduces repeat incidents, emergency calls, and harm not just to individuals, but to neighborhoods as a whole. It supports long-term stability: Shelters help people access housing, employment, childcare, and legal support. When survivors regain stability, they're better able to contribute to the community—economically and socially. It protects and supports children: Kids who experience violence are at higher risk for long-term challenges. Shelters provide trauma-informed care, helping children heal and succeed in school and relationships, which benefits future generations. It reduces strain on public systems: By providing early intervention, shelters can decrease reliance on law enforcement, healthcare systems, and emergency services—saving community resources over time. It raises awareness and prevention: DV shelters often lead education efforts around healthy relationships, consent, and bystander intervention. That kind of prevention work helps shift community norms and reduce violence overall. It builds a culture of support and accountability When a community visibly supports survivors, it sends a clear message: abuse isn't tolerated here. That encourages more people to seek help and more accountability for those causing harm.

4. Briefly mention any challenges faced during the project and how they were addressed. This demonstrates adaptability and problem-solving.
Our largest barrier is not having enough space for everyone who needs it. Here are some of the key challenges: Turning survivors away: The hardest reality is that some people seeking safety may be told there's no room. That can mean staying in or returning to a dangerous situation, or scrambling to find alternatives that may not be safe or supportive. Increased risk and escalation: Without immediate access to shelter, survivors face a higher risk of continued or escalating violence, especially during the time they're trying to leave, which is often the most dangerous period. Strain on other community resources: When shelters are full, survivors may turn to hospitals, law enforcement, or homelessness services, which may not be equipped to provide trauma-informed, DV-specific support.

Hidden homelessness Many survivors end up “couch surfing” or staying with friends/family. While it may seem like a temporary fix, it can be unstable and isolating—and often keeps the situation invisible. Barriers to leaving Knowing there may not be space can discourage survivors from even attempting to leave, especially if they have children, pets, or complex needs. Staff burnout and moral distress: Advocates often carry the emotional weight of not being able to help everyone. Turning someone away goes against the core mission and can lead to burnout. Equity gaps widen: Limited space can disproportionately affect survivors with additional barriers, such as those with disabilities, larger families, language barriers, or those from marginalized communities. Longer-term system impact: When people can’t access shelter early, crises often deepen, leading to longer shelter stays later, greater financial needs, and more intensive services.

5. Include any success stories or testimonials.

One of our clients just aged out of the foster care system. The last few years she has been sex trafficked by her boyfriend who often uses emotional manipulation and drugs to coerce her into doing things for him. He often only requests she see him when he is need of money or drugs. He will use her emotional attachment against her and refuse to contact her or update her, knowing that she will go looking for him. By the time he reaches out again she is there waiting for him. Recently she was worried that he was detained by ICE or arrested and taken to Milwaukee. Together we called the La Crosse jail and also the Milwaukee jail to see if he was there. After 3 days she finally heard from him, and he informed her he was house sitting for a friend and safe the entire time. We are hoping that her time at shelter can focus on safety and learning what that looks like and does not look like. If we are able to show her kindness, understanding, and support there is a greater chance that one day she will be able to heal and move on from this part of her life.

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0678

Agenda Date: 7/22/2026 **Version:** 2 **Status:** Agenda Ready

In Control: Economic and Community Development Commission **File Type:** General Item

Agenda Number:

CR-05 - Goals and Outcomes

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

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

The City of La Crosse advanced key initiatives as identified in the 2025-2029 Consoildated Plan and 2025 Action Plan. Key steps were taken to develop affordable housing in partnership with Western Technical College and the La Crosse School District. Self reliance was advanced through public service awards to New Horizons, Cia Siab, Catholic Charities, Family & Children Center and the La Crosse Area Family Collaborative. Steps were taken toward economic development as an RFP was launched and Revby was awarded the contract to support microbusinesses. We do not have these outcomes on this year's CAPER but likely will as we review the 2026 program year.

While these advances took place, the rehabilitation program and down payment assistance programs were not active due to staffing changes and leave. These are key initiatives that did not meet expected outcomes.

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

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

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Address urgent, emergency issues	Urgent Need	CDBG: $ / HOME: $	Other	Other	1	0	0.00%	1	0	0.00%

Administer CDBG & HOME programs	Administrative	CDBG: $ / HOME: $	Other	Other	1	0	0.00%	1	0	0.00%
Create and update Plans, Policies, and Procedures	Administrative	CDBG: $	Other	Other	1	0	0.00%	1	0	0.00%
Fund workforce development programs	Economic Development	CDBG: $	Jobs created/retained	Jobs	6	0	0.00%	1	0	0.00%
Fund workforce development programs	Economic Development	CDBG: $	Businesses assisted	Businesses Assisted	6	0	0.00%	2	0	0.00%
Fund workforce development programs	Economic Development	CDBG: $	Other	Other	1	0	0.00%	1	0	0.00%
Increase access to affordable housing	Affordable Housing	CDBG: $ / HOME: $	Homeowner Housing Added	Household Housing Unit	7	0	0.00%	3	0	0.00%
Increase access to affordable housing	Affordable Housing	CDBG: $ / HOME: $	Homeowner Housing Rehabilitated	Household Housing Unit	12	0	0.00%	1	0	0.00%

Increase access to affordable housing	Affordable Housing	CDBG: $ / HOME: $	Direct Financial Assistance to Homebuyers	Households Assisted	24	0	0.00%	5	0	0.00%
Increase access to affordable housing	Affordable Housing	CDBG: $ / HOME: $	Buildings Demolished	Buildings	10	0	0.00%	2	0	0.00%
Increase access to affordable housing	Affordable Housing	CDBG: $ / HOME: $	Other	Other	1	0	0.00%	1	0	0.00%
Provide funding to increase the quality of housing	Affordable Housing	CDBG: $	Rental units constructed	Household Housing Unit	5	0	0.00%	1	0	0.00%
Provide funding to increase the quality of housing	Affordable Housing	CDBG: $	Homeowner Housing Rehabilitated	Household Housing Unit	12	0	0.00%	1	0	0.00%
Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	1025	1610	157.07%	205	1610	785.37%
Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	475	0	0.00%	95	0	0.00%

Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Homeless Person Overnight Shelter	Persons Assisted	65	336	516.92%	0	336	
Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Overnight/Emergency Shelter/Transitional Housing Beds added	Beds	0	0		0	0	
Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Homelessness Prevention	Persons Assisted	55	0	0.00%	55	0	0.00%
Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Other	Other	1	0	0.00%			
Support business development	Economic Development	CDBG: $	Jobs created/retained	Jobs	8	0	0.00%	1	0	0.00%
Support business development	Economic Development	CDBG: $	Businesses assisted	Businesses Assisted	16	0	0.00%	3	0	0.00%
Support business development	Economic Development	CDBG: $	Other	Other	1	0	0.00%	1	0	0.00%

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

Assess how the jurisdiction's use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan,

giving special attention to the highest priority activities identified.

Outcomes align with the programs executed throughout the previous program year – and therefore some of the expected outcomes do not meet the actual outcomes.The highest priority needs identified were access to quality affordable housing, self-reliance and economic development. The 2025 CDBG funds were utilized to add homeowner housing and support resilience through funding public services.

CR-10 - Racial and Ethnic composition of families assisted

Describe the families assisted (including the racial and ethnic status of families assisted). 91.520(a)

	CDBG	HOME
White	921	5
Black or African American	327	10
Asian	196	0
American Indian or American Native	59	0
Native Hawaiian or Other Pacific Islander	5	0
Total	**1,508**	**15**
Hispanic	110	0
Not Hispanic	1,398	15

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

Narrative

CR-15 - Resources and Investments 91.520(a)

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	2,144,183	
HOME	public - federal	986,747	

Table 3 - Resources Made Available

Narrative

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
City-Wide Area	85		Nature of activities make it difficult to limit to one part of the city.
Northside Neighborhood Revitalization Strategy Area	15		

Table 4 – Identify the geographic distribution and location of investments

Narrative

The 2025 Program year consisted of City-Wide initiatives.

Leveraging

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

The City of La Crosse leverages federal funds in a multitude of ways. Most notably – due to our partnership with Western Technical College and the School District of La Crosse, the labor hours of the students act as the largest portion of match. This donated time consistently puts us over the match requirement. In addition to the time spent, the City leverages TID funds to pair with developments and is persuing additional options for non-federal funds.

Fiscal Year Summary – HOME Match	
1. Excess match from prior Federal fiscal year	0
2. Match contributed during current Federal fiscal year	0
3. Total match available for current Federal fiscal year (Line 1 plus Line 2)	0
4. Match liability for current Federal fiscal year	0
5. Excess match carried over to next Federal fiscal year (Line 3 minus Line 4)	0

Table 5 – Fiscal Year Summary - HOME Match Report

Match Contribution for the Federal Fiscal Year								
Project No. or Other ID	Date of Contribution	Cash (non-Federal sources)	Foregone Taxes, Fees, Charges	Appraised Land/Real Property	Required Infrastructure	Site Preparation, Construction Materials, Donated labor	Bond Financing	Total Match

Table 6 – Match Contribution for the Federal Fiscal Year

HOME MBE/WBE report

Program Income – Enter the program amounts for the reporting period				
Balance on hand at begin-ning of reporting period $	Amount received during reporting period $	Total amount expended during reporting period $	Amount expended for TBRA $	Balance on hand at end of reporting period $
0	0	0	0	0

Table 7 – Program Income

Minority Business Enterprises and Women Business Enterprises – Indicate the number and dollar value of contracts for HOME projects completed during the reporting period						
	Total	**Minority Business Enterprises**				**White Non-Hispanic**
		Alaskan Native or American Indian	**Asian or Pacific Islander**	**Black Non-Hispanic**	**Hispanic**	
Contracts						
Dollar Amount	0	0	0	0	0	0
Number	0	0	0	0	0	0
Sub-Contracts						
Number	0	0	0	0	0	0
Dollar Amount	0	0	0	0	0	0

	Total	**Women Business Enterprises**	**Male**
Contracts			
Dollar Amount	0	0	0
Number	0	0	0
Sub-Contracts			
Number	0	0	0
Dollar Amount	0	0	0

Table 8 - Minority Business and Women Business Enterprises

Minority Owners of Rental Property – Indicate the number of HOME assisted rental property owners and the total amount of HOME funds in these rental properties assisted						
	Total	**Minority Property Owners**				**White Non-Hispanic**
		Alaskan Native or American Indian	**Asian or Pacific Islander**	**Black Non-Hispanic**	**Hispanic**	
Number	0	0	0	0	0	0
Dollar Amount	0	0	0	0	0	0

Table 9 – Minority Owners of Rental Property

Relocation and Real Property Acquisition – Indicate the number of persons displaced, the cost of relocation payments, the number of parcels acquired, and the cost of acquisition		
Parcels Acquired	0	0
Businesses Displaced	0	0
Nonprofit Organizations Displaced	0	0
Households Temporarily Relocated, not Displaced	0	0

Households Displaced	**Total**	**Minority Property Enterprises**				**White Non-Hispanic**
		Alaskan Native or American Indian	**Asian or Pacific Islander**	**Black Non-Hispanic**	**Hispanic**	
Number	0	0	0	0	0	0
Cost	0	0	0	0	0	0

Table 10 – Relocation and Real Property Acquisition

CR-20 - Affordable Housing 91.520(b)

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

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	10	0
Number of Non-Homeless households to be provided affordable housing units	25	0
Number of Special-Needs households to be provided affordable housing units	5	0
Total	**40**	**0**

Table 11 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	2	2
Number of households supported through Rehab of Existing Units	0	0
Number of households supported through Acquisition of Existing Units	1	1
Total	**3**	**3**

Table 12 – Number of Households Supported

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

The timing of outcomes and activities can be a challenge for these areas, as often there is not an actual deliverable until the home is sold or complete.

Discuss how these outcomes will impact future annual action plans.

Future action plans will continue to prioritize new housing development in addition to rehab of homes.

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

Number of Households Served	CDBG Actual	HOME Actual
Extremely Low-income	0	0
Low-income	0	0
Moderate-income	0	0
Total	**0**	**0**

Table 13 – Number of Households Served

Narrative Information

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

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

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

The City of La Crosse and La Crosse County have partnered on Pathways Home – A plan to reach functional zero homelessness by 2029. The Homeless Outreach Team (HOT) goes out weekly and is comprised of City and County staff and public service workers to directly reach unhoused individuals where they are at.

Addressing the emergency shelter and transitional housing needs of homeless persons

Emergency shelter and transitional housing are supported by CDBG Public Service funds to Catholic Charities Warming Center and La Crosse Area Family Collaborative who provide case management and housing support to families experiencing housing instablitiy.

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

The Youth Homeless Deflection Program is supported by HUD and administered by the YWCA to ensure youth have access to housing options when transitioning into adulthood.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

The Pathways Home Case Conferencing team meets weekly to specifically focus on housing individuals experiencing homelessness. A key component of this plan is to pair individuals with the right type of housing to meet their needs and ensure appropriate case management so they can be successful.

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

Actions taken to address the needs of public housing

No actions were taken to address the needs of public housing

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

There has been a focus on bringing housing navigation and case management support on-site to public housing in hopes to encourage participation of residents. This is in its initial phases still.

Actions taken to provide assistance to troubled PHAs

N/A – The PHA in La Crosse is not troubled.

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

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

The City Zoning Code plays a role in the development of affordable housing. Residental requirements, set backs, definition of family, lot sizes all make it challenging to develop new housing units.

The City is reviewing and updating the zoning code in hopes to alleviate some of these challenges. In addition to zoning code updates, the City seeks out opportunities to develop in the floodplain, a significant barriar to affordable housing development.

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

A key need of unserserved individuals is access to affordable housing. The City leverages CDBG and HOME funds with LIHTC awards to increase opportunities development of housing units.

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

The City has moved away from managing the lead-based paint program and is relying on the State of Wisconsin's Lead-Safe Homes program to address lead in the community.

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

Actions are taken through support of public service, specifically Couleecap, La Crosse Area Family Collaborative, New Horizons, Cia Siab and Family Children Center.

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

The City of La Crosse and La Crosse County partnership has been instrumental in developing institutional structure. The County Health Department is exploring ways to support underserved populations through their social support services.

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

A new model has being piloted with The Collective on Fourth Housing Development. This is a Memorandum of Understanding (MOU) between the private developer, Cinnaire, the social service agency, Lutheren Social Services and the City and County to ensure delivery of services. This has placed 12 previously unhoused individuals into housing in 2025 with 11 of those units having lease renewals in

2026.

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

The City of La Crosse is analyzing the current process for addressing fair housing complaints. This is currently done through the Human Rights Commission for issues with private landlors. The Housing Authority has their own process for addressing fair housing issues.

CR-40 - Monitoring 91.220 and 91.230

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

During CDBG Proposal Review process, all projects were reviewed to ensure they meet a national objective and meet priorities in the Consolidated Plan. The City of La Crosse reviewed all payment requests from subrecipients to ensure that Federal Funds were properly spent.

The Economic and Community Development Commision approves the Public Servive applications and to increase transparency, public service recipients have provided updates on their 2025 program year accomplishments to the Commission.

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

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

In the 2025 program year, significant outreach took place in the creation of the 2025-2029 Consolidated Plan. Two public forums were held in addition to the public hearings at committee meetings, as well as a survey and 1:1 meetings with key partners.

The City continues to identify more ways to engage with the public. There is always room for improvement!

CR-45 - CDBG 91.520(c)

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

Overall there were not many changes in the program objectives, as they were recently just set with the Consolidated Planning Process.

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

No

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

CR-50 - HOME 24 CFR 91.520(d)

Include the results of on-site inspections of affordable rental housing assisted under the program to determine compliance with housing codes and other applicable regulations

Please list those projects that should have been inspected on-site this program year based upon the schedule in 24 CFR §92.504(d). Indicate which of these were inspected and a summary of issues that were detected during the inspection. For those that were not inspected, please indicate the reason and how you will remedy the situation.

HOME funds were not utilized for rental housing and therefore no rental inspections took place.

Provide an assessment of the jurisdiction's affirmative marketing actions for HOME units. 24 CFR 91.520(e) and 24 CFR 92.351(a)

The City of La Crosse affirmatively markets its housing programs by promoting them to several non-profit agencies that work with minorities. The City sold several of its homes to minorities, single mothers, and the elderly.

Refer to IDIS reports to describe the amount and use of program income for projects, including the number of projects and owner and tenant characteristics

Program Income was used to build the following homes: 929 5th Ave, 516 Caledonia, 1223 9th St and 2010 14th St.

Three of these homes were sold, two to single parents with one child and the third to a single working adult making below median income .

Describe other actions taken to foster and maintain affordable housing. 24 CFR 91.220(k) (STATES ONLY: Including the coordination of LIHTC with the development of affordable housing). 24 CFR 91.320(j)

CR-58 – Section 3

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

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

Table 14 – Total Labor Hours

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

Other.					

Table 15 – Qualitative Efforts - Number of Activities by Program

Narrative

Section 3 requirements come into place for CDBG bids over $200,000 and the City of La Crosse does not have anything that meets this threshold.

CR-60 - ESG 91.520(g) (ESG Recipients only)

ESG Supplement to the CAPER in *e-snaps*

For Paperwork Reduction Act

1. Recipient Information—All Recipients Complete

Basic Grant Information

Recipient Name	LA CROSSE
Organizational DUNS Number	078673670
UEI	
EIN/TIN Number	396005490
Indentify the Field Office	MILWAUKEE
Identify CoC(s) in which the recipient or subrecipient(s) will provide ESG assistance	

ESG Contact Name

Prefix
First Name
Middle Name
Last Name
Suffix
Title

ESG Contact Address

Street Address 1
Street Address 2
City
State
ZIP Code

Phone Number
Extension
Fax Number
Email Address

ESG Secondary Contact

Prefix
First Name
Last Name
Suffix
Title
Phone Number
Extension
Email Address

2. Reporting Period—All Recipients Complete

Program Year Start Date	04/01/2025
Program Year End Date	03/31/2026

3a. Subrecipient Form – Complete one form for each subrecipient

Subrecipient or Contractor Name
City
State
Zip Code
DUNS Number
UEI
Is subrecipient a vistim services provider
Subrecipient Organization Type
ESG Subgrant or Contract Award Amount

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0682

Agenda Date: 7/22/2026 **Version:** 1 **Status:** Agenda Ready

In Control: Economic and Community Development Commission **File Type:** General Item

Agenda Number:

CR-05 - Goals and Outcomes

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

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

The City of La Crosse advanced key initiatives as identified in the 2025-2029 Consoildated Plan and 2025 Action Plan. Key steps were taken to develop affordable housing in partnership with Western Technical College and the La Crosse School District. Self reliance was advanced through public service awards to New Horizons, Cia Siab, Catholic Charities, Family & Children Center and the La Crosse Area Family Collaborative. Steps were taken toward economic development as an RFP was launched and Revby was awarded the contract to support microbusinesses. We do not have these outcomes on this year's CAPER but likely will as we review the 2026 program year.

While these advances took place, the rehabilitation program and down payment assistance programs were not active due to staffing changes and leave. These are key initiatives that did not meet expected outcomes.

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

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

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Address urgent, emergency issues	Urgent Need	CDBG: $ / HOME: $	Other	Other	1	0	0.00%	1	0	0.00%

Administer CDBG & HOME programs	Administrative	CDBG: $ / HOME: $	Other	Other	1	0	0.00%	1	0	0.00%
Create and update Plans, Policies, and Procedures	Administrative	CDBG: $	Other	Other	1	0	0.00%	1	0	0.00%
Fund workforce development programs	Economic Development	CDBG: $	Jobs created/retained	Jobs	6	0	0.00%	1	0	0.00%
Fund workforce development programs	Economic Development	CDBG: $	Businesses assisted	Businesses Assisted	6	0	0.00%	2	0	0.00%
Fund workforce development programs	Economic Development	CDBG: $	Other	Other	1	0	0.00%	1	0	0.00%
Increase access to affordable housing	Affordable Housing	CDBG: $ / HOME: $	Homeowner Housing Added	Household Housing Unit	7	0	0.00%	3	0	0.00%
Increase access to affordable housing	Affordable Housing	CDBG: $ / HOME: $	Homeowner Housing Rehabilitated	Household Housing Unit	12	0	0.00%	1	0	0.00%

Increase access to affordable housing	Affordable Housing	CDBG: $ / HOME: $	Direct Financial Assistance to Homebuyers	Households Assisted	24	0	0.00%	5	0	0.00%
Increase access to affordable housing	Affordable Housing	CDBG: $ / HOME: $	Buildings Demolished	Buildings	10	0	0.00%	2	0	0.00%
Increase access to affordable housing	Affordable Housing	CDBG: $ / HOME: $	Other	Other	1	0	0.00%	1	0	0.00%
Provide funding to increase the quality of housing	Affordable Housing	CDBG: $	Rental units constructed	Household Housing Unit	5	0	0.00%	1	0	0.00%
Provide funding to increase the quality of housing	Affordable Housing	CDBG: $	Homeowner Housing Rehabilitated	Household Housing Unit	12	0	0.00%	1	0	0.00%
Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	1025	1610	157.07%	205	1610	785.37%
Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	475	0	0.00%	95	0	0.00%

Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Homeless Person Overnight Shelter	Persons Assisted	65	336	516.92%	0	336	
Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Overnight/Emergency Shelter/Transitional Housing Beds added	Beds	0	0		0	0	
Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Homelessness Prevention	Persons Assisted	55	0	0.00%	55	0	0.00%
Provide resources to increase self-reliance	Homeless Public Services	CDBG: $	Other	Other	1	0	0.00%			
Support business development	Economic Development	CDBG: $	Jobs created/retained	Jobs	8	0	0.00%	1	0	0.00%
Support business development	Economic Development	CDBG: $	Businesses assisted	Businesses Assisted	16	0	0.00%	3	0	0.00%
Support business development	Economic Development	CDBG: $	Other	Other	1	0	0.00%	1	0	0.00%

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

Assess how the jurisdiction's use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan,

giving special attention to the highest priority activities identified.

Outcomes align with the programs executed throughout the previous program year – and therefore some of the expected outcomes do not meet the actual outcomes.The highest priority needs identified were access to quality affordable housing, self-reliance and economic development. The 2025 CDBG funds were utilized to add homeowner housing and support resilience through funding public services.

CR-10 - Racial and Ethnic composition of families assisted

Describe the families assisted (including the racial and ethnic status of families assisted). 91.520(a)

	CDBG	HOME
White	921	5
Black or African American	327	10
Asian	196	0
American Indian or American Native	59	0
Native Hawaiian or Other Pacific Islander	5	0
Total	**1,508**	**15**
Hispanic	110	0
Not Hispanic	1,398	15

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

Narrative

CR-15 - Resources and Investments 91.520(a)

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	2,144,183	
HOME	public - federal	986,747	

Table 3 - Resources Made Available

Narrative

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
City-Wide Area	85		Nature of activities make it difficult to limit to one part of the city.
Northside Neighborhood Revitalization Strategy Area	15		

Table 4 – Identify the geographic distribution and location of investments

Narrative

The 2025 Program year consisted of City-Wide initiatives.

Leveraging

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

The City of La Crosse leverages federal funds in a multitude of ways. Most notably – due to our partnership with Western Technical College and the School District of La Crosse, the labor hours of the students act as the largest portion of match. This donated time consistently puts us over the match requirement. In addition to the time spent, the City leverages TID funds to pair with developments and is persuing additional options for non-federal funds.

Fiscal Year Summary – HOME Match	
1. Excess match from prior Federal fiscal year	0
2. Match contributed during current Federal fiscal year	0
3. Total match available for current Federal fiscal year (Line 1 plus Line 2)	0
4. Match liability for current Federal fiscal year	0
5. Excess match carried over to next Federal fiscal year (Line 3 minus Line 4)	0

Table 5 – Fiscal Year Summary - HOME Match Report

Match Contribution for the Federal Fiscal Year								
Project No. or Other ID	Date of Contribution	Cash (non-Federal sources)	Foregone Taxes, Fees, Charges	Appraised Land/Real Property	Required Infrastructure	Site Preparation, Construction Materials, Donated labor	Bond Financing	Total Match

Table 6 – Match Contribution for the Federal Fiscal Year

HOME MBE/WBE report

Program Income – Enter the program amounts for the reporting period				
Balance on hand at begin-ning of reporting period $	Amount received during reporting period $	Total amount expended during reporting period $	Amount expended for TBRA $	Balance on hand at end of reporting period $
0	0	0	0	0

Table 7 – Program Income

Minority Business Enterprises and Women Business Enterprises – Indicate the number and dollar value of contracts for HOME projects completed during the reporting period						
	Total	**Minority Business Enterprises**				**White Non-Hispanic**
		Alaskan Native or American Indian	**Asian or Pacific Islander**	**Black Non-Hispanic**	**Hispanic**	
Contracts						
Dollar Amount	0	0	0	0	0	0
Number	0	0	0	0	0	0
Sub-Contracts						
Number	0	0	0	0	0	0
Dollar Amount	0	0	0	0	0	0

	Total	**Women Business Enterprises**	**Male**
Contracts			
Dollar Amount	0	0	0
Number	0	0	0
Sub-Contracts			
Number	0	0	0
Dollar Amount	0	0	0

Table 8 - Minority Business and Women Business Enterprises

Minority Owners of Rental Property – Indicate the number of HOME assisted rental property owners and the total amount of HOME funds in these rental properties assisted						
	Total	**Minority Property Owners**				**White Non-Hispanic**
		Alaskan Native or American Indian	**Asian or Pacific Islander**	**Black Non-Hispanic**	**Hispanic**	
Number	0	0	0	0	0	0
Dollar Amount	0	0	0	0	0	0

Table 9 – Minority Owners of Rental Property

Relocation and Real Property Acquisition – Indicate the number of persons displaced, the cost of relocation payments, the number of parcels acquired, and the cost of acquisition		
Parcels Acquired	0	0
Businesses Displaced	0	0
Nonprofit Organizations Displaced	0	0
Households Temporarily Relocated, not Displaced	0	0

Households Displaced	**Total**	**Minority Property Enterprises**				**White Non-Hispanic**
		Alaskan Native or American Indian	**Asian or Pacific Islander**	**Black Non-Hispanic**	**Hispanic**	
Number	0	0	0	0	0	0
Cost	0	0	0	0	0	0

Table 10 – Relocation and Real Property Acquisition

CR-20 - Affordable Housing 91.520(b)

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

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	10	0
Number of Non-Homeless households to be provided affordable housing units	25	0
Number of Special-Needs households to be provided affordable housing units	5	0
Total	**40**	**0**

Table 11 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	2	2
Number of households supported through Rehab of Existing Units	0	0
Number of households supported through Acquisition of Existing Units	1	1
Total	**3**	**3**

Table 12 – Number of Households Supported

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

The timing of outcomes and activities can be a challenge for these areas, as often there is not an actual deliverable until the home is sold or complete.

Discuss how these outcomes will impact future annual action plans.

Future action plans will continue to prioritize new housing development in addition to rehab of homes.

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

Number of Households Served	CDBG Actual	HOME Actual
Extremely Low-income	0	0
Low-income	0	0
Moderate-income	0	0
Total	**0**	**0**

Table 13 – Number of Households Served

Narrative Information

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

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

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

The City of La Crosse and La Crosse County have partnered on Pathways Home – A plan to reach functional zero homelessness by 2029. The Homeless Outreach Team (HOT) goes out weekly and is comprised of City and County staff and public service workers to directly reach unhoused individuals where they are at.

Addressing the emergency shelter and transitional housing needs of homeless persons

Emergency shelter and transitional housing are supported by CDBG Public Service funds to Catholic Charities Warming Center and La Crosse Area Family Collaborative who provide case management and housing support to families experiencing housing instablitiy.

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

The Youth Homeless Deflection Program is supported by HUD and administered by the YWCA to ensure youth have access to housing options when transitioning into adulthood.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

The Pathways Home Case Conferencing team meets weekly to specifically focus on housing individuals experiencing homelessness. A key component of this plan is to pair individuals with the right type of housing to meet their needs and ensure appropriate case management so they can be successful.

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

Actions taken to address the needs of public housing

No actions were taken to address the needs of public housing

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

There has been a focus on bringing housing navigation and case management support on-site to public housing in hopes to encourage participation of residents. This is in its initial phases still.

Actions taken to provide assistance to troubled PHAs

N/A – The PHA in La Crosse is not troubled.

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

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

The City Zoning Code plays a role in the development of affordable housing. Residental requirements, set backs, definition of family, lot sizes all make it challenging to develop new housing units.

The City is reviewing and updating the zoning code in hopes to alleviate some of these challenges. In addition to zoning code updates, the City seeks out opportunities to develop in the floodplain, a significant barriar to affordable housing development.

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

A key need of unserserved individuals is access to affordable housing. The City leverages CDBG and HOME funds with LIHTC awards to increase opportunities development of housing units.

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

The City has moved away from managing the lead-based paint program and is relying on the State of Wisconsin's Lead-Safe Homes program to address lead in the community.

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

Actions are taken through support of public service, specifically Couleecap, La Crosse Area Family Collaborative, New Horizons, Cia Siab and Family Children Center.

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

The City of La Crosse and La Crosse County partnership has been instrumental in developing institutional structure. The County Health Department is exploring ways to support underserved populations through their social support services.

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

A new model has being piloted with The Collective on Fourth Housing Development. This is a Memorandum of Understanding (MOU) between the private developer, Cinnaire, the social service agency, Lutheren Social Services and the City and County to ensure delivery of services. This has placed 12 previously unhoused individuals into housing in 2025 with 11 of those units having lease renewals in

2026.

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

The City of La Crosse is analyzing the current process for addressing fair housing complaints. This is currently done through the Human Rights Commission for issues with private landlors. The Housing Authority has their own process for addressing fair housing issues.

CR-40 - Monitoring 91.220 and 91.230

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

During CDBG Proposal Review process, all projects were reviewed to ensure they meet a national objective and meet priorities in the Consolidated Plan. The City of La Crosse reviewed all payment requests from subrecipients to ensure that Federal Funds were properly spent.

The Economic and Community Development Commision approves the Public Servive applications and to increase transparency, public service recipients have provided updates on their 2025 program year accomplishments to the Commission.

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

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

In the 2025 program year, significant outreach took place in the creation of the 2025-2029 Consolidated Plan. Two public forums were held in addition to the public hearings at committee meetings, as well as a survey and 1:1 meetings with key partners.

The City continues to identify more ways to engage with the public. There is always room for improvement!

CR-45 - CDBG 91.520(c)

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

Overall there were not many changes in the program objectives, as they were recently just set with the Consolidated Planning Process.

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

No

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

CR-50 - HOME 24 CFR 91.520(d)

Include the results of on-site inspections of affordable rental housing assisted under the program to determine compliance with housing codes and other applicable regulations

Please list those projects that should have been inspected on-site this program year based upon the schedule in 24 CFR §92.504(d). Indicate which of these were inspected and a summary of issues that were detected during the inspection. For those that were not inspected, please indicate the reason and how you will remedy the situation.

HOME funds were not utilized for rental housing and therefore no rental inspections took place.

Provide an assessment of the jurisdiction's affirmative marketing actions for HOME units. 24 CFR 91.520(e) and 24 CFR 92.351(a)

The City of La Crosse affirmatively markets its housing programs by promoting them to several non-profit agencies that work with minorities. The City sold several of its homes to minorities, single mothers, and the elderly.

Refer to IDIS reports to describe the amount and use of program income for projects, including the number of projects and owner and tenant characteristics

Program Income was used to build the following homes: 929 5th Ave, 516 Caledonia, 1223 9th St and 2010 14th St.

Three of these homes were sold, two to single parents with one child and the third to a single working adult making below median income .

Describe other actions taken to foster and maintain affordable housing. 24 CFR 91.220(k) (STATES ONLY: Including the coordination of LIHTC with the development of affordable housing). 24 CFR 91.320(j)

CR-58 – Section 3

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

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

Table 14 – Total Labor Hours

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

Other.					

Table 15 – Qualitative Efforts - Number of Activities by Program

Narrative

Section 3 requirements come into place for CDBG bids over $200,000 and the City of La Crosse does not have anything that meets this threshold.

CR-60 - ESG 91.520(g) (ESG Recipients only)

ESG Supplement to the CAPER in *e-snaps*

For Paperwork Reduction Act

1. Recipient Information—All Recipients Complete

Basic Grant Information

Recipient Name	LA CROSSE
Organizational DUNS Number	078673670
UEI	
EIN/TIN Number	396005490
Indentify the Field Office	MILWAUKEE
Identify CoC(s) in which the recipient or subrecipient(s) will provide ESG assistance	

ESG Contact Name

Prefix
First Name
Middle Name
Last Name
Suffix
Title

ESG Contact Address

Street Address 1
Street Address 2
City
State
ZIP Code

Phone Number
Extension
Fax Number
Email Address

ESG Secondary Contact

Prefix
First Name
Last Name
Suffix
Title
Phone Number
Extension
Email Address

2. Reporting Period—All Recipients Complete

Program Year Start Date	04/01/2025
Program Year End Date	03/31/2026

3a. Subrecipient Form – Complete one form for each subrecipient

Subrecipient or Contractor Name
City
State
Zip Code
DUNS Number
UEI
Is subrecipient a vistim services provider
Subrecipient Organization Type
ESG Subgrant or Contract Award Amount

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0641

Agenda Date: 7/9/2026 **Version:** 1 **Status:** Adopted

In Control: Common Council **File Type:** Resolution

26-0641

Resolution implementing an affordable housing extension for Tax Increment District (TID) 14.

RESOLUTION

WHEREAS, the City of La Crosse created TID 14 on August 24, 2006 and successfully completed implementation of the project plan and sufficient increment was collected in 2026 from the 2025 tax roll to pay off its aggregate project costs; and

WHEREAS, state law requires termination of a TID after all project costs have been paid, state law (sec. 66.1105(6)(g), Wis. Stats.), does allow extension of a TID up to one year, using the last year of tax increment to improve the City's housing stock; and

WHEREAS, at least 75 percent of the final increment must benefit affordable housing with the remaining portion to be used to improve the City's overall housing stock.

NOW, THEREFORE BE IT RESOLVED, that the City of La Crosse hereby extends the life of TID 14 for 12 months from the date of this resolution to use the final year's increment collected in 2027 from the 2026 tax roll to benefit housing.

BE IT FURTHER RESOLVED, the City of La Crosse shall use the final increment to improve housing quality and affordability by capitalizing the Affordable Housing Revolving Loan Fund, the Housing Incentive Fund and/or the Housing Rehabilitation Program to support affordable housing and market-rate housing.

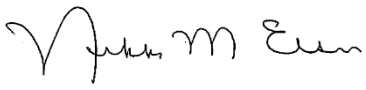
BE IT FURTHER RESOLVED, to ensure programmatic compliance, funds may be utilized to cover administrative costs associated with fund and program management.

BE IT FURTHER RESOLVED, the City of La Crosse shall adopt a termination resolution by July 9th, 2027.

BE IT FURTHER RESOLVED, that the City of La Crosse Clerk shall notify the Wisconsin Department of Revenue by providing a copy of this resolution.

BE IT FURTHER RESOLVED, that the Director of Planning and Development, Director of Finance, and other relevant department staff are hereby authorized to take all steps necessary to effectuate this resolution.

I, Nikki M. Elsen, certify that this resolution was duly and officially adopted by the Common Council of the City of La Crosse on July 9, 2026.



_____

Nikki M. Elsen, WCMC, City Clerk
City of La Crosse, Wisconsin

CITY OF LA CROSSE

400 La Crosse Street
La Crosse, Wisconsin 54601
(608) 789-CITY
www.cityoflacrosse.org

LEGISLATION STAFF REPORT FOR COUNCIL

File ID 26-0641 Caption Resolution implementing an affordable housing extension for Tax Increment District (TID) 14.

Staff/Department Responsible for Legislation

Julie Emslie, Planning Dept

Requestor of Legislation

Location, if applicable

Tax Increment District 14

Summary/Purpose

This resolution allows for the final year of TID 14's increment to go towards housing needs in the City.
Specifically it will further capitalize the Affordable Housing Revolving Loan Fund (AHRLF), the Housing Incentive Fund and/or the Housing Rehabilitation Program to support affordable housing and market rate housing. It will also be used to cover administrative costs associated with the fund and program management.
Given the recent tax credit awards issued in La Crosse, staff anticipates both projects' success will rely on the recapitalization of the AHRLF.

Background

The State of Wisconsin allows an extension, up to two years from the resolution date, if the municipality uses the final years increment to benefit housing. The funds can be used anywhere in the municipality; however, at least 75% must be used for affordable housing and the remainder on housing in general. State law defines "affordable housing" as housing that costs a household no more than 30% of the household's gross monthly income.
Historically, the City of La Crosse has used this extension with TIDs 4, 6, & 7 to create and capitalize the AHRLF, Replacement Housing, and the Housing Renew Program. The AHRLF has been highly successful and was a critical funding source in recent projects including the Collective on 4th and the Driftless Apartments.

Fiscal Impact

The final year of TID 14 is projected to be approximately $1.8million in increment, which would be redirected to housing as indicated above

Staff Recommendation

Approval

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0642

Agenda Date: 7/9/2026 **Version:** 1 **Status:** Agenda Ready

In Control: Common Council **File Type:** Resolution

Resolution terminating Tax Increment District (TID) 14.

RESOLUTION

WHEREAS, the City of La Crosse created TID 14 on August 24, 2006 and adopted a project plan for the district in the same year; and

WHEREAS, all TID 14 projects were completed in the prescribed allowed time; and

WHEREAS, sufficient increment was collected as of the 2025 tax roll, payable 2026, to cover TID 14 project costs.

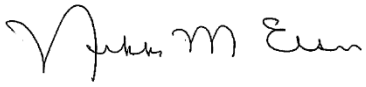
NOW, THEREFORE BE IT RESOLVED, by the Common Council of the City of La Crosse that it hereby terminates TID 14.

BE IT FURTHER RESOLVED, that the City Clerk shall notify the Wisconsin Department of Revenue (DOR), within sixty (60) days of this resolution or prior to the deadline of April 15, 2027, whichever comes first, that the TID has been terminated.

BE IT FURTHER RESOLVED, that the City Clerk shall sign the required DOR Final Accounting Submission Date form (PE-223) agreeing on a date by which the City shall submit final accounting information to DOR.

BE IT FURTHER RESOLVED, that the Director of Finance shall distribute any excess increment collected after providing for ongoing expenses of the TID, to the affected taxing districts with proportionate share as determined in the final audit by the City's auditor.

I, Nikki M. Elsen, certify that this resolution was duly and officially adopted by the Common Council of the City of La Crosse on July 9, 2026.



_____

Nikki M. Elsen, WCMC, City Clerk
City of La Crosse, Wisconsin

CITY OF LA CROSSE

400 La Crosse Street
La Crosse, Wisconsin 54601
(608) 789-CITY
www.cityoflacrosse.org

LEGISLATION STAFF REPORT FOR COUNCIL

File ID 26-0642 Caption Resolution terminating Tax Increment District (TID) 14.

Staff/Department Responsible for Legislation

Julie Emslie, Planning Dept

Requestor of Legislation

Department of Revenue (DOR) requires this legislation

Location, if applicable

Tax Increment District 14

Summary/Purpose

This resolution officially terminates TID 14 to align with the final dissolution date of 8/24/26. 2026 increment will still be collected in 2027.

Background

The Department of Revenue (DOR) requires that a termination resolution be adopted for each TID. This resolution includes the required verbiage as is defined by the DOR.

Additionally, the timing of this resolution and termination will lead to the City dropping below the 12% TID equalized value limit that is dictated by state statute. This allows for new TIDs to be created or new properties to be added to existing TIDs until the City reaches the 12% limit again.

Fiscal Impact

Currently TID 14 collects approximately $2.4million annually. Once closed (affecting 2027 tax year, 2028 revenues), it's estimated to allow an increase in the City's levy by approximately $340,000.

Staff Recommendation

Approval

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0683

Agenda Date: 6/24/2026 **Version:** 2 **Status:** Agenda Ready

In Control: Economic and Community Development Commission **File Type:** General Item

Agenda Number:

LA CROSSE
WISCONSIN

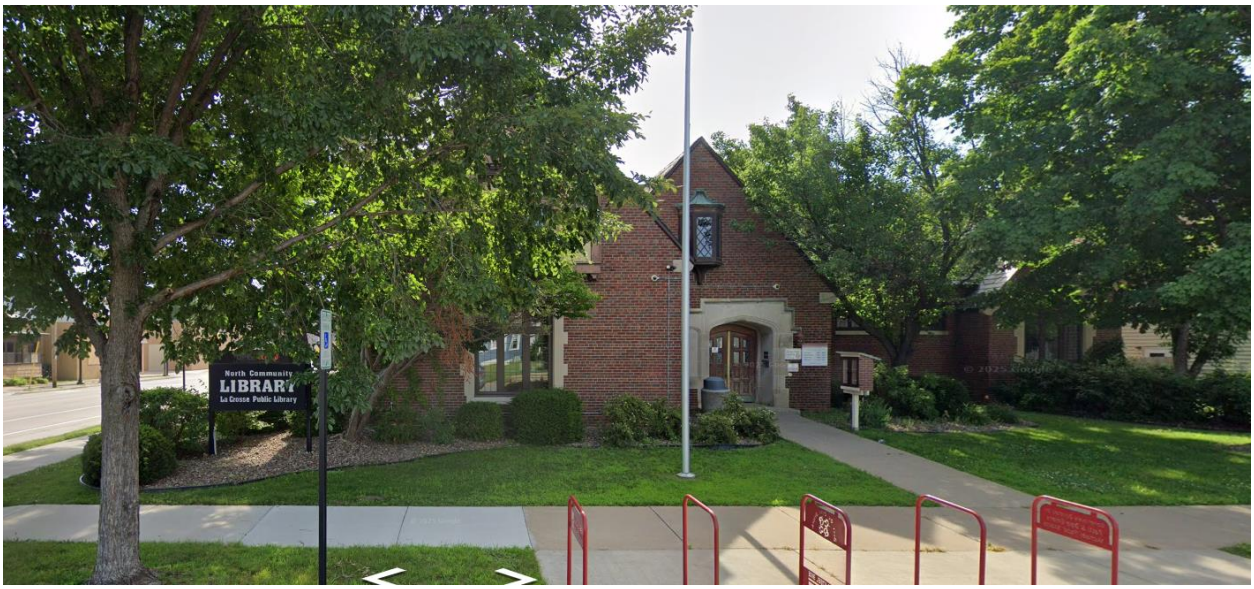
Request for Proposals

North Community Library Building
1552 Kane Street, La Crosse, WI 54603
Tax Parcel #17-10113-110



Release date: June 30, 2026
Deadline for responses: August 14, 2026

1.1 Summary



The City of La Crosse (City) is issuing a Request for Proposals (RFP) for the reuse of tax parcel #17-10113-110 located at 1552 Kane Street. The existing structure was built in 1940 and had been used as the North Community Library, which opened in 1941. According to the Wisconsin Historical Society's website:

> The North Community Library was built in 1940, opened in 1941, in a Tudor Revival style described in the local paper as a "bungalow style structure architecturally designed so as to blend with its residential surroundings." (La Crosse Tribune, 31 Dec. 1941). Facing Kane Street, the building is a one-story gabled ell design, with entrance in the corner between the front gable in the ell wing, created in its own gabled protrusion. It is built in brown brick with false half-timbering in the main front gable. Triangular multi-light windows and a small three-sided bay window in the upper entrance gable emphasize the Tudor features, as does the slate roof. The library was remodeled in 1992. Though the overall interior has retained its integrity, according to the La Crosse Public Library facility manager responsible for the remodel, these were the items that were updated or changed: The windows were replaced, but they were done in the same pattern as the originals, just energy efficient. The back entrance doors were replaced, as the wood doors had rotted. The current rear doors are metal, but in a similar style. The interior lighting was all replaced, but with period-appropriate style. The drinking fountain, which was originally in a nook, was removed and replaced. The original circulation desk was replaced. The HVAC and electrical was replaced, but the interior is overall intact with its original woodwork. (https://www.wisconsinhistory.org/Records/Property/HI34574?)

On December 11, 2025, the Common Council approved the amended ordinance regarding the sale of surplus land as item #25-1097. This update established a process and requirement for determining the sale of surplus property. This ordinance includes the following requirements for the sale of surplus property:

- Future land use must be compatible with the City's Comprehensive Plan and other adopted plans.
- The City may add conditions or contingencies to any land sale.
- The City may add a reverter clause to any purchase agreement to buy back land at the original sale price if the land is not developed or if the land is deemed tax exempt.
- The anticipated sales price of the property shall be determined by the City Assessor or by a third-party appraisal. The purchase amount offered shall be one of the items weighted in determining if and to whom the property should be sold. The Common Council will need to approve the sale via Resolution in order to finalize the sale.
- Unless otherwise approved via Council action, the land shall remain subject to the general property tax pursuant to Wis. Stat. ch. 70 for 20 years following the sale of the property. No future owner, occupant, or tenant shall apply for tax exemption during the 20-year period.

The purpose of the Request for Proposals is to give community members an opportunity to repurpose this facility. The information collected will help guide policy makers as they consider next steps.

On November 11, 2025, the La Crosse Public Library Board made the decision to permanently close the North Community Library effective June 18, 2026. On June 11, 2026, the Common Council declared this property surplus and directed staff to release this RFP, which follows the City's adopted economic development surplus land policy.

The current zoning of this property is R-1 Single Family Residence. Details of this zoning district and its allowable uses can be found on the City's website in the Municipal Code, Section 115-142 – R-1 Single Family Residence District Regulations. The development must comply with all applicable zoning, building codes, and municipal regulations.

The library is closed to the public. Interested parties may coordinate a showing of the property by contacting Jim Flottymeyer at 608-789-7559 or flottmeyerj@cityoflacrosse.org.

An Architectural & Engineering Analysis was completed in April 2026 which gives further information on the building and analysis of the structural, mechanical, plumbing and electrical analyses. This information is available to the public on the City's website.

The proposed sale price, as determined by ordinance by the Chief Assessor, is $373,000.

1.2 Deadline

The deadline to submit a proposal is **August 14, 2026**. Proposals shall be submitted electronically to Department of Planning and Development at planning@cityoflacrosse.org,

received by 4:00pm Central Time. Proposals received after this time will not be opened or considered.

1.3 Site Background and Details
The structure was built by the City of La Crosse in 1940 to serve the city as the North Community Library, replacing the previous north side location. The parcel is currently zoned R-1 Single Family and is a part of the Logan Northside Neighborhood Association. The parcel is 0.335 acre, which is 14,592 square feet.

1.4 Site Development Goals
Repurposing of this property shall accomplish the following city goals.

A. Create taxable development in the city.
B. A use that is complimentary to the surrounding neighborhood.

1.5 Additional Information
The Economic and Community Development Commission (ECDC) will evaluate proposals at their August 26, 2026, meeting at 3:00pm in the Council Chambers at City Hall and may conduct interviews based on the proposals. The ECDC may then decide how to move forward which may include the selection of a proposal. Staff will move forward with a Development Agreement if a selection is made.

The Development Agreement will include a first right of refusal for the City to repurchase the property for market value at the time of sale. The purchaser will be required to pay a $20,000 performance deposit as security for fulfilling the obligations proposed in the Development Agreement. The deposit will be returned in full if all requirements are met. Additionally, the purchaser will agree to give back the property to the City if the scope of work is not completed or not completed according to the specified timelines. Final sale and execution of the Development Agreement is contingent upon approval by the Common Council.

2.1 Submission Requirements
Proposals should include a narrative of a vision for this site. The respondent shall be capable of providing information on site preparation, financing, and project management.

The City is requesting the following details:

1. Proposed purchase price.
2. Brief qualification statement highlighting the respondent's experience with projects of similar size and complexity.
3. Proposed use for the property and description of how this will enhance the neighborhood.
4. Floor plan detailing the proposed changes and repairs.
5. Proposed budget, including cost estimates from contractors (HVAC, plumbing, electrical, etc.).
6. Expected sources of financing and estimated total cost, including an estimate of private equity in the project.
7. Schedule of major milestones and estimated project timeline.

8. Contact information for key staff, description of their role in this project, and qualifications necessary to fulfill this role.

2.3 Evaluation Process

Staff and the ECDC will evaluate the proposal based on the following criteria:

1. Qualifications and experience
2. Articulation of project vision and its benefits for the city of La Crosse and neighborhood. Detail of compatibility with the City's Comprehensive Plan, Climate Action Plan, and other adopted plans.
3. Demonstration of project financial feasibility and team's capacity to develop a project of this scope
4. Timeline and ability to execute vision and strategy in a timely manner
5. Purchase price
6. Future projected tax base as determined by the City Assessment office

3.1 Reservation of Rights

The City reserves the right to:

- Cancel or withdraw the RFP.
- Modify or issue clarifications.
- Reject any submissions for any reason.
- Consider a submission that is in non-compliance with the submission requirements.
- Reject all submissions that are submitted under the RFP.
- Modify the deadline for submissions or other actions.
- Reissue the RFP, modify the RFP, or issue a new RFP, whether or not any submissions have been received in response to the initial issuance.
- All RFPs become property of the City of La Crosse and may be made available to the public.

3.2 Notice of Modification

The City will post information regarding cancellations, withdrawals, modifications to deadlines, and other modifications to this request at this website: www.cityoflacrosse.org/planning under "News & Events". Respondents shall have the obligation to check the website for any such notices and information, and the City shall have no duty or obligation to provide direct notices to respondents.

3.3 Ownership and Use of Submissions

All submissions shall be the property of the City and the City may use any and all ideas in any submission.

3.4 Further Efforts

The City may request that respondents clarify their submissions and/or submit additional information pertaining to their submissions. The City may request best and final submissions from any purchaser and/or request an oral presentation from any developer.

3.5 Non-Binding

The selection by the City of a respondent indicates only intent by the City to continue with the selection process and/or negotiate and the selection does not constitute a commitment by the City to execute a final agreement or contract.

3.5 Project Point of Contact

For questions related to this project, please contact:
Julie Emslie, Economic Development Administrator
(608) 789-7393
emsliej@cityoflacrosse.org

Architectural & Engineering Analysis

Made possible by the City of La Crosse, Wisconsin



North Community Library

1552 Kane Street
La Crosse, Wisconsin

April 2026

A Document Created by:

Marcus J. Zettler, Preservation Architect, APT, NCARB
Zettler Design Studio, LLC

Table of Contents

Chapter 01 - Introduction
Project Background 2
Project Scope 3
Project Methodology 4

Chapter 02 – Building Documentation
Interpretive Concept 8
Architectural Description 10
Building Documentation 15
Building Condition Assessment - Exterior 16
Building Condition Assessment - Interior 23

Chapter 03 – Code and Zoning Analysis
Building Code Analysis 30
Zoning Analysis 34

Chapter 04 – Engineering Analysis
Structural Analysis 36
Mechanical Analysis 41
Plumbing Analysis 44
Electrical Analysis 49

Chapter 05 – Historic Impact Study
Property Description 54
Historical Analysis 57
Sanborn Fire Insurance Maps 63
Historic Building Photos 64

Chapter 06 – Conceptual Design
Preservation Objectives 78
Program Analysis 80
Recommendations 83
Additional Testing Recommendations 93
Maintenance Plan 94

Bibliography - Selected References
Image Index 97
Selected References 99

Chapter 01:
Introduction

A. Project Background:

Purpose of the Study:

The conditions assessment report for the North Community Library will serve as the preservation manual for the structure. This professional document is being created to assist in the rehabilitation of the building as well as to record the historic significance associated with this property. Marcus Zettler, Preservation Architect, (Zettler Design Studio, LLC) and Christopher Olson (Galileo Group, LLC) have been retained to generate this report.

This document contains architectural, engineering and technical analysis of existing conditions as well as recommendations for maintenance, repairs, and restorations. On-site physical investigations were performed by trained professionals to document existing conditions and examine current and past problems with the building. The final purpose of this document is to serve as a master plan for the rehabilitation of the structure.

Project Location:

The library is a prominent one-story building with load-bearing masonry walls located at the southeast corner of Kane and Gillette Streets. The building is tucked into a residential neighborhood across from an elementary school. The building is sited in the middle of the lot and has yards on all sides. The south yard is minimal. The building has a main entrance facing west.

Statement of Significance:

The North Community Library is located in what was once known as North La Crosse. The creation of this building was delayed for many years due to the Great Depression and World War II. Its creation was the result of the need for more educational opportunities for the residents of La Crosse. Although the La Crosse Public Library had its beginnings in the late 1800s, the demand quickly grew to the point where a makeshift branch library was created just after the turn of the century. The north side finally got a dedicated library structure with the erection of this building. Currently the building is not listed on the state nor national historic register, but it is a local historic landmark. It is the author's opinion that the building has historic significance contributing to the community of La Crosse and due to the large amount of historic building fabric still extant is a candidate for being individually listed on the National Register of Historic Places. If Historic Tax Credits remain viable to the proposed renovation, they could be used to offset some of the construction costs for the project should the property be added to the National Register.

Project Team:

The City of La Crosse, Wisconsin has generously provided funding to help make this report possible. The Zettler Design Studio, LLC and Galileo Group, LLC have undertaken the task of compiling this architecture, engineering and historic analysis for the North Community Library. Due to the project complexity, areas of specialized knowledge and skill were required to complete this document.

B. Project Scope:

Project Extents:

The purpose of this report is to analyze both the exterior and interior of the North Community Library. This includes the basement and main floor. The building occupies most of the site and has a paved parking area east of the building, connecting to the public alley. The property fronts on Kane Street to the west and Gilette Street to the north. Information was gathered using visual observations. Invasive testing was not in the scope of this project. As restoration/ rehabilitation commences, concealed conditions will be discovered and will require either additional testing or work. It is not possible to predict all situations that will be encountered throughout a project, which is why it is extremely important to always have a construction contingency. Hazardous material testing was not in the scope of work for this document, said materials may be encountered during or prior to construction. It is recommended that hazardous material testing be performed by licensed professionals prior to work beginning on any project.

C. Project Methodology:

Investigation Methods:

The purpose of this research was to assemble an accurate depiction of the current conditions for the building. The scope of work for this report was divided into divisions.

Observations of the actual building were made in person using a combination of existing scaled drawings and photographs. These observations focused not only on documenting the actual physical conditions of the building, but also looked for clues as to how the building had evolved over time, and for possible ways to correct problems with the building. Invasive testing was not in the scope of this report.

Recommended Treatment Approach:

It is recommended that the building be restored on the exterior and rehabilitated on the interior. The main floor could be rehabilitated into a restaurant, gathering space, office space, residential, or even retail. The building is currently a library and has been very well maintained over the years by city maintenance staff. There are some smaller areas of water infiltration that need to be addressed. This property retains a very good amount of historic building fabric, especially on the main floor. Many of the original furnishings and built-in shelving still remain as well. If the project is divided into phases, the first phase should make all necessary exterior repairs and rehabilitate the main floor. The later phase(s) would focus on improving the basement and site. The extent of interior work will depend on budget, but it will likely be extensive depending on what use is planned. The building systems for the most part have been maintained and still have some serviceable life remaining. The building's exterior has had minimal changes with the exception of the windows. It would be nice to go back to the original leaded windows with some kind of storm window for energy efficiency, but the existing windows still appear to be in fair condition. A new accessible entry from the parking lot would be a great benefit.

Reference Documents and Standards:

The following documents and standards were used to determine treatment approaches to the structure:

Secretary of the Interior's Standards for the Treatment of Historic Properties

2021 International Building Code

2021 International Existing Building Code

American National Standards Institute (ANSI) - Accessibility Guidelines

Wisconsin Administrative Code

Recommendations for Future Work:

With much of the work scheduled to be completed in one larger phase, future work will primarily consist of ongoing maintenance and possible basement upgrades. Any active deterioration, such as roof leaks, must be repaired. The exterior masonry will also require periodic tuck-pointing after this phase has been completed. Wood trim will need to be repainted. Stucco will need periodic repairs. A detailed description of this and the other work to be accomplished is provided in the "Conceptual Design" chapter. The roof and foundation are the most important components of a building to keep it standing. The roof has been maintained over the years, but may have some active leaks. The foundation looks to have been maintained very well.

It is important to remember that the final phase (building maintenance) continues for the life of the building.

End Notes:

1. "Property Record – 1552 Kane Street, La Crosse, WI." #34574 Architecture and History Inventory – Wisconsin Historical Society. www.wisconsinhistory.org

Chapter 02:
Building Documentation

A. Interpretive Concept:

In the preservation of historic properties there are seven basic approaches that can be utilized. One approach may be dominant in a particular project; however, many times elements from multiple approaches are applied simultaneously to a given project. The seven approaches to historic preservation are as follows:

Preservation - means to keep the building looking as it does today. This approach arrests further deterioration of the structure. Changes that have occurred over time are allowed to remain in their current state.

Restoration - is far more intensive than preservation. In restoration, a period of significance is chosen, and the building is returned to the way it looked at that moment in time. Features added after this period are removed and any features that were associated with the structure at that period may be recreated and incorporated back into the structure. Damaged elements still in existence are repaired and brought back to their original condition.

Rehabilitation - changes the historic use of a structure to give the building a new occupancy while retaining much of its historic integrity. This approach is often much less sympathetic to the building than the above approaches.

Reconstruction - recreates an entire structure, or portions thereof, that has been destroyed or demolished. Detailed research and craftsmanship are critical when reconstructing any element to try to make it look authentic.

Replication - creates an additional copy of an existing structure, or portion thereof. Many times, this copy is located in a different location.

Conservation - protects the existing features of a historic structure. Work is often carried out to protect and correct deterioration to the existing structure.

Additions - are often needed to accommodate changing needs in the structure. All additions should be clearly differentiated from the historic structure.

The North Community Library has undergone only a few changes throughout the years. It has remained remarkably intact. The largest change was the removal of the original leaded glass windows. Modern double-pane insert windows were installed circa 2007. The building's use as a library has been maintained to the time of this report. The interior still has original furnishings, book shelves, and benches. The proposed work on the building will now shift to a **Restoration** method for the exterior and **Rehabilitation** method for the interior spaces. There will be some exterior rehabilitation to ensure that the building will function more efficiently to serve a new use. Much of the exterior rehabilitation will be accomplished by maintaining windows such as recaulking the perimeter, cleaning and repainting wood trim and stucco and minor tuckpointing of mortar joints. Additional code compliant accessibility upgrades will be required. The period of restoration for the project will be ca. 1942 since so little has changed from the building's completion until the present times.

The building is a piece of La Crosse's history and is an important landmark to the northside. This structure is very prominent, being one of the few civic structures on the northside. The structure is highly visible from Gillette Street. This building has a special charm with its Tudor Revival design and smaller scale that harmonizes with the neighborhood around it. The building was well constructed and has served the community well over the past eighty-four years. The building has great

redevelopment potential, especially uses that can take advantage of a large open space with ample daylighting.

B. Architectural Description:

The methods used to obtain information about the existing building and site were primarily done through physical observation and documentation. Invasive testing and analysis were not in the scope of this document. Photography and limited measurements with hand measuring devices were used to analyze the structure. No drawings were created for the scope of this report. All field notes were compiled from February 2026 through March 2026.

The North Community Library is a one-story building with masonry exterior walls, a concrete floor structure and wood-framed roof. The roof is structured with dimensional rafters utilizing collar ties and cross bracing. The roof has a very complex shape, but the basic layout has two gables forming a "T" in plan. The main gable runs north-south and has the ridge of the gable clipped with a flat roof. The secondary gable runs east-west and faces Gillette Street to the north. The roof also has secondary gables, one over the main entry facing west and a second, smaller gable facing west at the south end of the building. There is a south facing gable next to the chimney. The east side of the roof has three low dormers and there is another dormer facing south. The back part of the library has two low flat roof areas. The foundation is constructed of cast-in-place concrete walls. These walls show the imprint of wood plank formwork. Plywood was not yet a common material for use in forming concrete. The building facades were designed in the English (Tudor) Revival Style, and are largely unchanged except for the replacement windows. The brickwork is laid in a running bond pattern with a header row every sixth course. The brick is a hard modern brick that has a blend ranging from deep reds to browns. Windows and doors are simple punched openings. Most openings have a flat steel lintel supporting brick above and the bottom of openings is finished with a limestone lug sill. There are a few openings that are emphasized to bring interest to the facade. The main one is the front doors, they are located in a deeply recessed opening surrounded by limestone with a Tudor (3-hinged) Arch. There is a smaller niche to the left (north) of the doors with the name of the library inscribed. Above the doors is an oriel window opening into the attic. It has three small windows and is capped by a swooping copper roof. The main gable on the north of the composition has a large trio of windows with transoms. This opening is framed by a limestone surround on all sides and is capped by a protruding gable with another trio of windows. This gable is cantilevered out from the façade and held by wood brackets. The rest of the projection is finished with stucco and wood trim giving it a half-timbered look. The south gable has a trio of windows with a limestone surround similar to the north windows. The front doors appear to be original, but the windows are modern replacement units that have simulated divided lites (SDL) approximating the leaded glass look.

The north side of the building has five punched openings each having a trio of windows with simple brick surrounds and limestone lug sills. The main gable stops about three-quarters of the way back on the building. A low, flat roofed area with no windows makes up the remainder of the facade.

The east side of the building is very utilitarian. The part of the building visible from the alley has a section projecting out from the main building mass as described in the previous paragraph. It has a single punched opening with a pair of windows. The rest of the façade keeps a low profile with a flat roof. There are three single punched openings south of the projection. Next to these windows is a pair of entry doors with a wood framed canopy finished with a copper roof. These doors have a small transom above. There are three more

small punched openings, a larger punched opening with a pair of windows and a single door at the corner of the building. This door is lower than the other doors on the building and opens to a stair leading directly to the basement. This door also has a canopy similar to the other one. Above the low slung portion of the building, three dormers are visible on the main gable and a fourth on the north-south gable. These dormers have a single opening with a trio of windows and a copper roof. There is a strange projecting hip at the south end of the building.

The south end of the building is very close to the lot line. There are two small punched openings near the southeast corner of the building, a larger punched opening with a pair of windows and a larger punched opening with limestone surround and a trio of windows similar to the small gabled opening at the southwest corner of the library. This façade also has a large masonry chimney for the first floor fireplace.

The library has a partial basement. The main access is from a stair nearly centered from north to south by the back doors of the building. To the south of this stair is a meeting room with some high windows. Next to the meeting room at the far south end of the building is a second concrete stair leading directly to the exterior. To the west of the stairs and meeting room are various mechanical rooms. Under the north section of the building is a partially excavated storage space. There is a large stone outcropping and remnants of what is probably the foundation of the house that was previously on the site. The floors throughout the basement are mostly poured concrete except for the meeting rooms which have carpeting. The first-floor structure is exposed in many locations. It is a one-way concrete joist system with hollow clay tile pans.

The first floor retains a high degree of historic integrity. The historic book shelves, benches and fireplace have changed little since the building opened. Much of the woodwork is oak with a rich golden stain. Tapered faux beams define different spaces within the library while allowing the plan to remain open. The main space has a large tray ceiling with faux beams of plaster painted to look like wood. The floor has been updated over the years and most of it is either carpet or tile. Most original ceilings are plaster and appear to be in fairly good condition. Even the metal enameled kitchenette is still in place. One thing that will be an issue for any new use is the lack of an accessible restroom(s).

This section contains photographs of the building's exterior. Actual notes and recommendations are provided in the "Building Documentation" section.



Figure 02 - West Elevation, North Community Library (2026).



Figure 03 – North Elevation, North Community Library (2026).



Figure 04 - East Elevation, North Community Library (2026).



Figure 05 - South and West Elevations, North Community Library (2026).

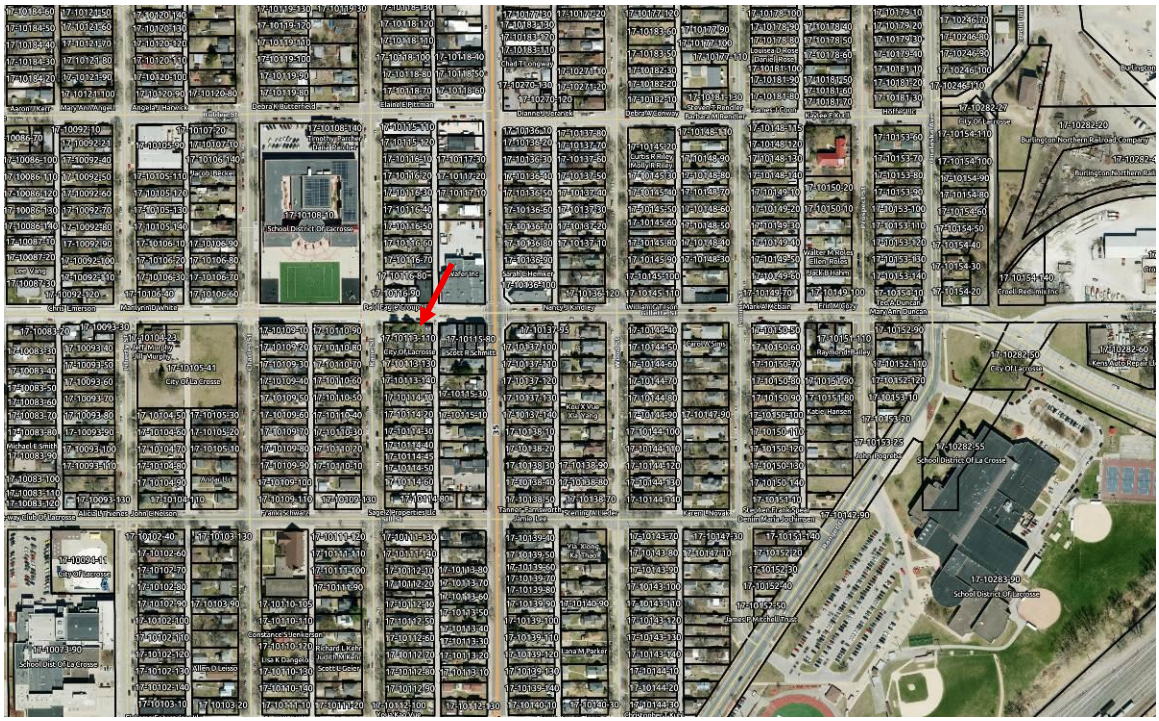


Figure 06 – Aerial Photo (2026) Courtesy of La Crosse County.

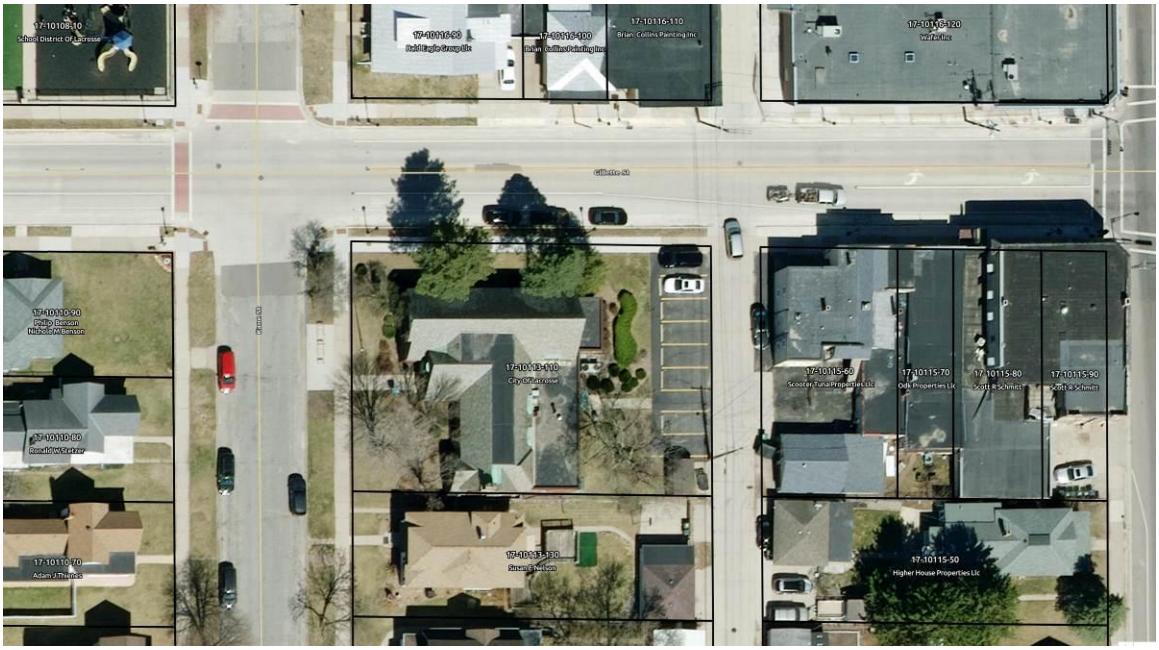


Figure 07 – Aerial Photo (2026) Courtesy of La Crosse County.

C. Building Documentation:

This section provides a detailed description of the North Community Library. Issues and recommendations are also provided where appropriate.

Although much of the building was given a very thorough visual inspection, portions were not accessible. These areas include: parts of the attic spaces, the majority of roof areas, the crawl spaces in the basement and behind shelving. Visual inspections of these portions of the building were made to the highest level allowable by existing conditions.

This section provides an assessment of conditions as they appeared at the time the data was compiled. Due to ongoing changes to the conditions present at the building, the existing conditions should be re-evaluated prior to beginning any work. These observations should be noted and included as an appendix to this report.

The next pages are organized in the following order: site, elevations, roof, and interiors.

Definitions of Conditions:
On the following pages, the conditions of various building components are rated on a scale of good to very poor. The definitions of these conditions are as follows:

Good: No work is needed on these items; they should be preserved in their current condition.

Fair: No work is needed at this time. The condition of these items should be monitored from time to time to ensure that they are not deteriorating further.

Poor: Work is needed on these items. Begin planning to restore or replace these items based on the recommendations in this report.

Very Poor: Work must be done to correct problems on these items as soon as possible.

Unknown: Conditions were not able to be determined at the time of this report.

BUILDING CONDITION ASSESSMENT – EXTERIOR

SITE:

VISIBILITY:
The site has good visibility from Gillette Street, but is not visible from George Street. The building is on the corner of Gillette and Kane Streets. The library occupies most of the site and is shifted to the south side of the lot. There is alley access on the east side of the building with a small parking lot. The building is set back on the west and north sides allowing for yards that are similar in depth to the residential structures in the neighborhood. The south yard is very small with a fence separating it from the neighboring house.

ACCESS:
The main access to this property is from the west (Kane Street). There is a concrete walk leading to a double entry door. The concrete walk sloped up to be level with the stoop to create an accessible entry. The pair of doors have leaves that are only about thirty inches wide each, but there are dual automatic door operators at the entry. The pair of doors at the back of the building has a stoop with concrete steps leading down to the parking area. These doors open to a back hall that contains the main stair to the basement. The door at the southeast corner of the building has its threshold slightly below grade. There are concrete landscaping blocks piled around it to hold the earth back. None of the entry points to the building fully comply with the Americans with Disabilities Act (ADA), but the front door is the closest. The public alley is paved and runs north-south. The parking is directly off the alley and has eight spaces.

GRADING:
The building is on the east side of Kane Street. The grade gently slopes up to the front door of the library and then slopes down to the alley on the east. The overall grading of the area has minimal slopes.

LANDSCAPING:
The landscaping is well maintained at the site. There are mature trees on the east, west and north sides of the building. There is a zone of river rock around the building creating an area for foundation plantings. There is a mix of deciduous and evergreen shrubs in these planting beds. At the northwest corner of the site is a sign with more shrubs surrounding it. Lawn areas separate the landscaped areas from the sidewalk and parking lot.



Figure 08 – Front entry (2026).


Figure 09 – Parking area at alley (2026).

WEST ELEVATION:

FOUNDATION:
The foundation at the west facade of the building is fully below grade. The brick from the walls runs down below the level of the landscaping rock. This wall is constructed of cast-in-place concrete. No dampness was noticed in the basement at the time of this report. This wall is holding up well and is in fair-to-good condition.

WALLS:
The above-grade walls on the west facade of the building are in fair-to-good condition. The brick shows little to no signs of deterioration, but sections of wall show signs of moisture saturation near grade. This is mostly caused by melting snow and backsplash from water running off the roof. Eventually, rising damp and backsplash from the roof will erode the mortar joints and increase the chances for brick spalling during freeze-thaw cycles. Adding gutters and creating a better slope away from the building would correct this situation. The limestone has held up very well and is in fair-to-good condition.

DOORS AND WINDOWS:
The stained wood entry doors appear to be original and have been well preserved over time. The brass hardware has patinaed gracefully over the years. This entry adds a great amount of historic character to the building. The doors operate well and the entire system is in fair-to-good condition. The windows are less than twenty years old. They have replaced earlier leaded glass windows. The loss of historic building fabric is unfortunate, but the new double-glazed windows are in fair condition. They loosely resemble the original windows with simulated divided lites. As long as the glazing seals hold, the windows still have years of serviceable life left. The sealant used around doors and windows appears to have been installed within the last few years and is a bright white color. When the sealant begins to fail, it would be good to replace it with a more compatible color.



Figure 10 – Overall view of the west facade (2026).



Figure 11 – Water runs off the roof, splashes at grade and saturates the walls (2026).



Figure 12 – Original front doors deeply recessed in the wall (2026).

STUCCO AND TRIM:
The windows have wood trim that is in fair-to-poor condition, especially on the faux half-timbered gable and the oriel window above the entry. Paint is flaking and there are early signs of rot starting on some of the members. If repairs are done in the next year or two, the damage will be minimal, but if it is ignored, the repair costs will grow significantly. The stucco appears to be in fair condition, but if the adjacent wood rots, water will penetrate behind the stucco and cause problems. At a minimum the trim should be restored and a new bead of sealant installed at all joints between the stucco and wood. It should also be noted that the nails holding the wood trim have significantly rusted and will need to be replaced. This is evident by the rust stains on the face of the wood trim.



Figure 13 – Oriel window has peeling paint and modern replacement windows (2026).

ROOF:
The roof is mostly in fair condition with localized areas needing repairs. Slate roofs often have a life span of about one-hundred years. Many times, the slate is still in good condition after a century, but the fasteners deteriorate and fail causing the individual slate shingles to become loose and fall out. There were some areas of loose slate shingles noted, but most of the roof appears to be holding up well. Maintenance staff informed the author that roofing repairs had recently been done on the flat roof areas of the building and are still under warranty. The copper valley flashing has patinaed, but is holding up. This roof also has snow-dogs to hold back snow from crashing off the roof. The biggest deficiency with the roof is that there are no gutters or downspouts.



Figure 14 – Peeling paint and rusted nails are evident on the trim at the gable (2026).

OTHER:
On the right (south) side of the entry door is a book drop slot in fair condition. There is a sconce that may be original, a push plate for the door operator, and some modern signs. These items all appear to be in fair condition.



Figure 15 – The stucco and trim have exquisite detail, notice the rope mould and brackets (2026).

NORTH ELEVATION:

FOUNDATION:
The foundation on the north side of the building is covered by grade. On the interior, the poured concrete wall is visible and in fair-to-good condition. This side of the building is only partially excavated. There are remnants of a limestone foundation within the basement, probably from the house that previously occupied the site. There is also a large rock ledge in the basement that the foundation wall bears on.

WALLS:
The north wall of the library is in fair condition. There were dark spots near grade indicating moisture infiltration. There is also ivy growing on this wall. As long as it is the type of ivy that attaches to the surface of the masonry it is of little concern; however, if it is the aggressive type of ivy that sends tendrils into the wall, it should be removed. This wall is very utilitarian and only has five punched openings. The rear part of the building has a lower wall with two courses of slightly corbelled brick. The brick bonding pattern is the same as the west facade.

DOORS AND WINDOWS:
All five of the window openings have modern double-glazed window inserts installed. These windows have some minimal SDL to approximate the leaded glass windows that were removed. Each opening has three fixed window units. There is a flat steel header across the top with no special brick detailing. All openings have a limestone lug sill with a drip edge. No rust or other deterioration was noted at the time of this report. The windows appear to be in fair condition. The north façade of the building has no door openings.



Figure 16 – Overall view of the north façade looking southwest (2026).



Figure 17 – The darker masonry near grade has been saturated with moisture (2026).



Figure 18 – The face brick runs below grade, notice the ivy (2026).

EAST ELEVATION:

FOUNDATION:
Grade is lower on the east side of the building. The only location where the concrete foundations are visible are in the window wells flanking the back pair of entry doors. The window wells are cast concrete with a short metal fence to keep people out. All concrete appears to be in fair condition, the metal fence is in poor condition and needs to be repainted.

WALLS:
The east walls are mostly in fair condition with isolated areas in poor condition. These walls have the same brick configuration as the other facades. It looks like there may have been some water infiltration in the past just below the line of the flat roof. The mortar joints have been repointed with a lighter mortar and there is a slight bulge in the masonry. This is indicative of either water freezing and pushing the bricks out, or water rusting steel in the wall causing it to push the bricks out. The repairs do not look recent, so the problem may have been corrected. The electrical service drop is just north of the back doors. If possible, it would be better to convert the service to underground. The high walls behind the flat roof were not accessible and could not be fully evaluated for this study.

DOORS AND WINDOWS:
There are two door openings on the east façade, one at the midpoint of the façade and one at the southeast corner. The middle entry has a pair of modern doors that appear to have a fiberglass cladding, with a wood transom above. These doors are in fair condition. The south door is a wood rail and stile door, possibly original, and is in fair-to-poor condition. At a minimum it needs to be repainted. The windows are all modern replacement inserts that are in fair condition.



Figure 19 – Overall view of the east facade (2026).



Figure 20 – Grade is above the threshold for the door leading to the basement (2026).



Figure 21 – Previous water infiltration may have rusted the steel lintel, pushing the bricks out of alignment(2026).

SOUTH ELEVATION:

FOUNDATION:
The foundation on this side of the building is below grade and in fair condition. There was a small area of moisture noted on the wall at the south stair. It is unknown if this was condensation from a mechanical/plumbing line or a small amount of water getting through the wall.

WALLS:
For the most part, the brick is in fair condition. There is a slight displacement of brick at the window heads/roof line. This area was repaired and is in a similar condition to the east facade. The chimney shows signs of mortar erosion and should have some minor tuckpointing done. The type of ivy on this wall should be verified to see if it is the surface attaching type or the penetrating type.

DOORS AND WINDOWS:
The windows on this façade are modern inserts like the rest of the building. These windows are in fair condition. There are no doors on this side of the building. The PVC intake/exhaust appears to be newer and is in fair condition.

OTHER:
The fence is very close to the building and in fair to poor condition. This fence will be a challenge if any work is done on this façade.



Figure 22 – Previous masonry repairs are evident at the window heads (2026).



Figure 23 – Intake and exhaust for the HVAC are in a window well (2026).



Figure 24 – The fence restricts access to the south facade (2026).

ROOF:

ROOFING:
The roof of the library has four sections. Access was limited to viewing the roof from the ground and interior windows. The main roof has intersection gables in a "T" shape with the main gable running north-south and the secondary gable running east-west. There are minor gables next to the upper leg of the "T" facing west, at the bottom of the "T" facing west and facing south on the bottom of the "T". All gable sections are roofed with slate shingles. Most of the roofs are in fair condition, but small sections need repairs. A few broken/missing slates were noted at the time of this report. The flashing appears to be copper and is holding up well in most locations. The dormers on the back of the building are finished with copper roofs as are the canopies for the back doors and the oriel window above the main entry. In areas where the wall meets a roof there is copper step flashing. Although modern standards would have a taller step flashing in most circumstances, the existing flashing appears to be keeping the water out. Maintenance staff stated that there was a small leak near the southwest corner of the building, this may be coming in through a broken ridge slate and missing metal cap.

The main north-south gable is clipped and capped by a flat roof covered with EPDM. Maintenance staff said there were leaks that have recently been repaired in this section. The third section or roof is a section of flat EPDM roofing at the northeast corner of the building. This roof did not show signs of leaking and is in fair condition. The final section of roof is also a flat EPDM system located at the east side of the building. There is quite a bit of debris on the roof which may indicate that it drains slowly, but no leaks were noted.

DRAINAGE:
There are no gutters on the building. This is problematic because it allows storm water to run off the building, saturating the soil and splashing back against the masonry. The gables on the roof also create pinch points where water is concentrated onto a small area of roof. The most concentrated spot is just to the north of the entry. The flat roof sections on the east have roof drains and overflow scuppers, discharging storm water to grade.



Figure 25 – Copper valley and step flashing is used to channel water off the roof (2026).



Figure 26 – The ridge on the dormer is damaged, possibly letting in water (2026).



Figure 27 – Damaged and missing slate shingle should be replaced (2026).

BUILDING CONDITION ASSESSMENT – INTERIOR

BASEMENT:

FLOOR:
The existing floor in the basement is a mixture of unfinished and painted concrete, carpet and dirt. The concrete is in fair condition while the carpet is in poor condition.

WALLS:
The foundation walls in the library are poured-in-place concrete. Mechanical rooms have painted walls while the storage areas have unfinished concrete. The middle stair and two meeting rooms have painted plaster over the concrete. The meeting rooms also have a wood picture rail. Most walls in the basement are in fair to good condition. There was one small area of moisture noted on the south wall by the south stair.

A unique feature of this building is how the north section of the basement was built around the existing house foundation. There is a rock ledge immediately east of the old foundation wall. The west and north ends of the basement are not fully excavated. There are small access holes through the walls. The crawl spaces have dirt floors, ductwork, pieces of doors, cabinets and broken beer bottles.

CEILING:
The ceilings throughout the basement are a mixture of plaster, wood fiber acoustic ceiling tile, and the exposed concrete floor structure. The plaster is in fair-to-good condition in most locations; however, there are a few sections in the mechanical areas that have been damaged by duct and pipe hangers. The wood fiber ceiling tiles are in fair condition, but have been painted thus losing their acoustic benefits. The exposed concrete joist floor system is in fair-to-good condition. Very few of the hollow clay tile pans have been damaged.



Figure 28 – Large meeting room in basement, notice bench at east wall (2026).



Figure 29 – Bedrock outcropping in north section of basement (2026).



Figure 30 – North section of basement, notice old foundation wall & exposed concrete floor structure at ceiling (2026).

STRUCTURAL FRAMING:
As mentioned above, the concrete joist floor system is in fair-to-good condition. Not all crawl spaces were accessed, but where the floor system was visible, no exposed or rusted rebar was observed. The joists have a logical layout spanning from bearing wall to bearing wall. No post and beam bearing lines were noted.

STAIRS:
The basement has two stairs, a center stair leading up to the hall by the back door and a south stair leading directly to the exterior. The center stair is constructed out of steel with concrete pans for the treads while the south stair is poured concrete. Both stairs are steeper than current codes allow, but they are grandfathered unless significantly altered. The center stair has two handrails and a guardrail at the top while the south stair has only one handrail. The guardrail is only 36" high, modern codes require 42" for buildings open to the public. Since the building is historic, the guard can remain with permission by the AHJ – building inspector. The center stair may be wide enough to meet modern code depending on the occupancy of the basement. The south stair is very narrow

OTHER:
There are quite a few remnants in the basement. In addition to doors and cabinets, there is a stack or extra slate shingles that can be used to repair the roof. These should not be discarded even if the building is sold.



Figure 31 – Attic stock of slate roof shingles (2026).



Figure 32 – Underside of concrete floor joist system (2026)



Figure 33 – Iron-clad door opening into mechanical room (2026).

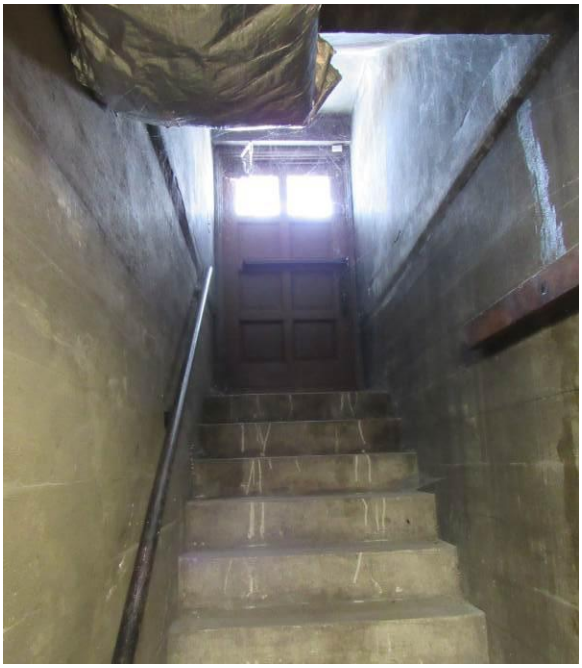


Figure 34 – South stair leading to the exterior (2026).

FIRST FLOOR:

FLOOR:
The first floor has a mixture of flooring. Most locations have carpet that is in poor condition. The entry, circulation desk area and newer restrooms have ceramic tile that is in fair condition. The original restroom has what appears to be 9x9 tile. These should be tested for asbestos if they have not already been tested. Most of the flooring is worn and should be replaced.

WALL BASE:
A significant amount of the original wood wall base is extant. Unfortunately, in most locations vinyl base has been glued over the wood. The vinyl base is in fair to poor condition. The two newer restrooms have ceramic tile base in fair condition.

WALLS:
The walls for this building are either plaster applied directly to masonry, or plaster applied to frame construction. Both types of walls are in fair condition. The interior has been repainted multiple times, most recently the inside walls have been painted mostly white. Older photos illustrate that the main library was once a warm cream/buff color which complimented the woodwork. It does not appear that any interior wall surfaces need immediate repair.

CEILING:
The first floor has two main types of ceilings, vaulted and flat. The vaulted ceilings are finished with plaster and are in mostly fair condition. Peeling paint was observed on some of the faux plaster beams. This could be an issue where different types of paint were used to create the faux wood effect and the paint types did not bond properly. The flat ceilings are in fair condition. These ceilings are also finished with plaster.



Figure 35 – The main reading room looking south (2026).



Figure 36 – The main reading room looking west (2026).



Figure 37 – Staff room at the back of the library (2026).

DOORS/WINDOWS:
The majority of the doors on the first floor are wood rail and stile doors and are probably original. The back doors have been replaced with modern clad doors. The wood doors have been finished with a honey colored stain and are in fair condition. Much of the original trim remains. There are two main issues with the existing doors: many of them still have door knobs instead of levers, and some of them are too narrow to meet current code. The windows have all been replaced with modern insert units. The simulated divided lites are noticeably different, but the existing units are in fair condition.

BUILT-INS:
The library retains most of its original shelving and built-in benches. This woodwork is in fair-to-good condition in most locations. There are a few benches located around the library, placed at windows. The benches have cushions that are not original, but are in fair condition. One very important thing to note is that the book shelves serve as chases for the mechanical ductwork. There are grates incorporated into the extended toe kicks all around the library. The main library space has a wood picture rail at the joint were the sloped vaulted ceiling meets the top of the walls.

STAIRS:
The main stair to the basement is of steel construction with concrete treads. The treads are currently covered with carpet. The stair is open to the back hall and is protected by a steel guard rail. The stairs are in fair-to-good condition with the exception of the carpet. Depending on the future use of the building, the stair may be allowed to remain open.



Figure 38 – The front doors have auto-operators to try and meet ADA req's (2026).



Figure 39 – Steel stairs to the basement meeting rooms and mechanical (2026).

BUILDING SYSTEMS:
As mentioned earlier, the mechanical (HVAC) ductwork is incorporated into the book shelves. There are larger grilles high on the walls and in the benches. The grilles are in fair to good condition. The lighting has been updated over the years, but there may be older wiring still in service. Floor outlets appeared to be older in some locations. The plumbing appears to work, but none of the restrooms are accessible.

ACCESSIBILITY:
The front doors are only 30" wide, but both have an auto-operator. Doors should be 36" wide to comply with Americans with Disabilities Act (ADA), but these are the original front doors so they should remain. It would be better to have an accessible entry at the rear of the building connecting to the parking lot. The restrooms are not ADA compliant either. Both doors still have door knobs. The restrooms do not have vertical grab bars and the sinks may be in the required clear floor space for the toilets.

OTHER:
The fireplace had wood in it, but it is unknown if it is still operable. At a minimum, the chimney should be inspected and cleaned before it is used. The stone surround on the fireplace has been painted, this paint should be removed. The brick around the stone is in fair-to-good condition.



Figure 40 – Window benches double as duct chases (2026).



Figure 41 – The restrooms do not appear to be large enough to comply with current ADA requirements (2026).

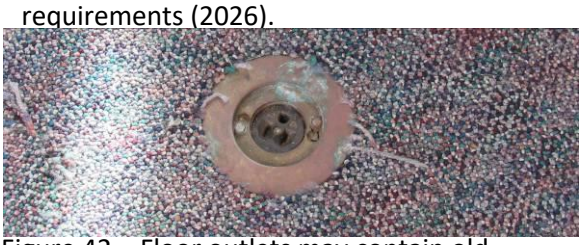


Figure 42 – Floor outlets may contain old wiring (2026).



Figure 43 – The original kitchenette is still in the staff break area (2026).

ATTIC:

FLOOR:
The attic is a utilitarian space. There are wood planks laid over the ceiling rafters around the ladder access, no other areas have flooring, only open ceiling joists. The condition of the floor is poor, but would only be upgraded for access to maintenance personnel.

WALL BASE:
There is no wall base.

WALLS:
The walls are exposed masonry. The construction of the walls can be seen in the attic. The masonry walls are a mixture of brick and hollow clay tile in fair condition.

CEILING:
The ceiling is unfinished. Rafters and wood plank decking are exposed. Many locations have water staining, but it appears that there are only a few areas that have active leaks. Maintenance stated that portions of the roof were repaired over the last couple of years. The framing and roof deck are in fair condition in most locations. Depending on how long the leaks were active, there may be isolated areas in poor condition.

OTHER:
The windows into the attic are modern replacements matching the first floor. They are in fair condition. Much of the attic has insulation, but not enough to meet modern standards. There is batt insulation between ceiling joists. Some newspapers were discovered on top of the insulation. They date from the 1950s, it is unknown if this indicates the date the insulation was installed, or if the newspapers were left up there for some other reason. The insulation is in poor condition.



Figure 44 – The access scuttle is next to the oriel window (2026).



Figure 45 – Most of the attic has exposed roof structure with insulation below (2026).

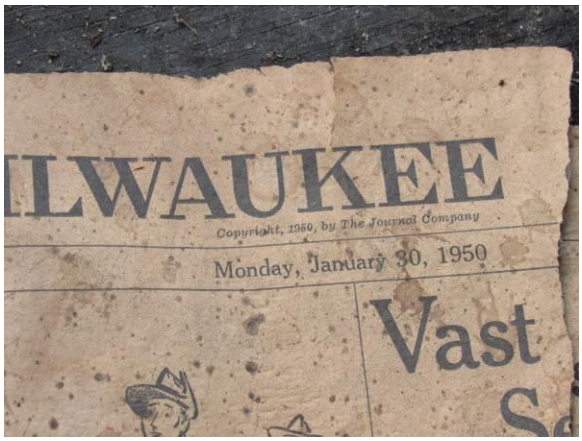


Figure 46 – Newspapers from the 1950s were discovered on the insulation (2026).

Chapter 03:

Code and Zoning Analysis

A. Building Code Analysis:

Applicable Code:

A full code review was not in the scope of this report; however, the following is a brief outline of some code items that will apply to any construction projects for this building. The amended code adopted by the State of Wisconsin at the time of this report was the 2021 International Building Code (IBC) and the 2021 International Existing Building Code (IEBC).

Section 202 of the IBC and Chapters 2 and 6 of the IEBC list the following definitions:

- **Alteration**: Any construction or renovation to an existing structure other than a repair or addition. Alterations are classified as Level 1, Level 2, and Level 3.

- **Level 1** alterations include the removal and replacement or the covering of existing materials, elements, equipment, or fixtures using new materials, elements, equipment, or fixtures that serve the same purpose.

- **Level 2** alterations include the reconfiguration of space, the addition or elimination of any door or window, the reconfiguration or extension of any system, or the installation of any equipment.

- **Level 3** alterations apply where the work area exceeds 50 percent of the aggregate area of the building.

- **Existing Building**: A building erected prior to the date of adoption of the appropriate code, or one for which a legal building permit has been issued.

- **Historic Building**: Any building or structure that is listed in the State or National Register of Historic Places; designated as historic under an applicable local or state designation law; certified as a contributing resource within a National Register, State designated or locally designated historic district; or certified as eligible for listing on the National Register of Historic Places by the State Historic Preservation Officer or the Keeper of the National Register of Historic Places.

- **Rehabilitation**: Any work, as described by the categories of work defined herein, undertaken in an existing building.

- **Repair**: The reconstruction, replacement or renewal of any part of an existing building for the purpose of its maintenance or to correct damage.

- **Technically Infeasible:** An alteration of a facility that has little likelihood of being accomplished because the existing structural conditions require the removal or alteration of a load-bearing member that is an essential part of the structural frame or because other existing physical or site constraints prohibit modification or addition of elements, spaces, or features which are in full and strict compliance with the minimum requirements for new construction and

which are necessary to provide accessibility.

Current Code Classifications:

Occupancy Type:
The North Community Library has always had Group A-3 - Assembly. The basement was primarily used for mechanical, storage and meeting space; therefore, is a mix of Groups A-3 and S-1 (Storage – Moderate Hazard) occupancies. Any changes to the use of the basement will be considered a "Change of Occupancy" in the code. The main floor of the library is predominantly Assembly. There are small portions of the first floor dedicated to staff use, like the office and lounge areas. These would be considered accessory uses to the main Assembly.

If this building is converted to a different use, it will have to be evaluated for the new occupancy. For example, if the library is converted into a restaurant or a banquet hall, it would become an A-2 Assembly. These changes have different code requirements and need to be evaluated on a case by case basis.

Level of Alteration:
If a new use goes into the library building it will need some modifications. The two most common types of alteration are Level 2 and Level 3. The Level 2 alteration would be triggered if a single wall or door is moved, added or removed. It is also triggered if restrooms are updated or the mechanical system is modified. The Level 3 alteration is triggered when 50% or more of the building is in the work area. If most of the building is renovated, then work will most likely be classified as a Level 3 Alteration.

Construction Type:
This building is Type III-B – Unprotected, which means the building has 2-hour fire-rated exterior masonry walls (windows and doors excluded) and any type of permitted construction on the interior and roof, including wood framing. Party walls are not anticipated since the building is set back from the property line on all sides. There may need to be fire barriers if the building needs to have separated uses.

IBC Chapter 4 Section 420 requires that all dwelling units have a fire separation from common spaces and other dwelling units. Most situations require a 1-hour fire separation in sprinklered buildings unless exceptions in the code are met to reduce the fire rating.

The following was taken from Tables in Chapter 5 of the 2021 IBC.

Allowable Height and Area:
Group A-3 buildings are allowed to be 2 stories above grade plane without fire sprinklers and 3 stories with fire sprinklers and have a maximum height of 55' unsprinklered and 75' with fire sprinklers. The maximum allowable building footprint is 9,500 square feet without fire sprinklers. The gross building footprint for this building is under 5,000 square feet. Even if the basement square footage were added, the area would still be under 9,500 square feet. If multiple commercial uses would move into the building, then a mixed-use situation is created. The actual allowable area must be calculated using formulas provided in the IBC. This

calculation is not in the scope of this report because final square footages of each occupancy have not been established. To comply, the ratio of the formula must meet defined requirements in the code.

Fire Separation:
The following are hypothetical mixes in the building which will impact the fire separation requirements. The fire separation requirements between Group A (Assembly) and Group R (Residential) need to have a one-hour fire separation from other uses if in a sprinklered building and two hours in a non-sprinklered building. (The two hour non-sprinklered exception for Residential is in the code for buildings utilizing some other exceptions such as a residential unit in existence before the project begins, a single commercial and a single residential tenant, or a performance code compliance.) This means if residential uses are inserted into the building, those areas will need to have a fire separation from the rest of the building. If a new assembly use would take some of the first floor or basement spaces, it may not trigger a NFPA 13 fire sprinkler, but could require additional fire separations. The existing stairs only connect the first floor to the basement. If they are part of non-separated uses they do not need a fire rating, but if different tenants with different occupancy types move into the building the stairs may need to have a fire separation. All conditions in the building only connect three stories or less so the one-hour fire rating requirement will be predominant where separations are required.

Fire Sprinklers:
The building currently does not have a fire sprinkler system If three or more residential units or one commercial and two residential units are created, then the entire building will be required to have a fire sprinkler system installed (NFPA 13 and/or NFPA 13R).

Egress:
Stairways serving an occupant load of less than 50 are required to be at least thirty-six inches wide. Other stairs are generally required to be at least forty-four inches wide. The total occupant load will need to be multiplied by the code prescribed formula to determine the actual required egress width. Existing stairs are generally allowed to stay because they are historically significant to the building and technically infeasible to replace. Since the travel distance is over 75' on both floors, two exits are required (IBC Table 1006.2.1). The existing main stair is approximately forty-four inches wide. The south stair is much less than forty-four inches wide (dimensions vary because the wall steps in) and had steep risers with shallow treads. It is a benefit that the building already has two stairs and the south stair egresses directly to the exterior of the building. One thing to note is that if the basement is divided, two exits may still be required from various spaces. The first floor has two exits. In areas with multiple exits, the overall travel distance is allowed to be up to 200' in unsprinklered buildings (IBC Table 1017.2).

Plumbing Facilities:
If a commercial use occupies any part of the building at least one ADA compliant restroom will be required for each sex unless an exception can be used to have one unisex ADA compliant restroom (containing a toilet and lavatory). This is a requirement for each

commercial tenant space. The building is also required to have a service sink and provision for drinking water. Plumbing is still functional, but no fully compliant ADA restroom is present. For apartments, each dwelling unit is required to have a full bathroom (tub/shower, toilet, sink), a kitchen sink, and at least one washing machine connection for each 20 dwelling units.

Accessibility:
The first floor is required to have an accessible entry, path and restroom serving all commercial tenant spaces. The basement will need to comply with ADA requirements if the building has primary function spaces for the commercial tenants. If the building will have only apartments there are fewer ADA requirements. Historic buildings are not required to have Type B apartment units and Type A units are only required when there are more than 20 dwelling units. The building currently has no elevator. Code requires a stretcher-sized passenger elevator for accessibility to the basement if the public will be allowed in any space on that floor. The disproportionality rule can be used if the new elevator will be more than 20% of the construction cost. With the size of this project, it is the author's opinion that the disproportionality rule may allow the omission of an elevator. Depending on the project cost, and opinion of the code official, some other means of accommodation may be required such as a LULA (limited use, limited application) elevator connecting the first floor and basement. The building is currently listed as a local historic landmark, so there are additional benefits from the historic preservation exceptions of the building code and ADA not discussed here. The historic significance and possible benefits of being a historic building will be discussed in Chapter 5.

Performance Compliance Methods:
The International Existing Building Code has an option for existing buildings where prescriptive compliance of the code cannot be met to provide a series of calculations to demonstrate a level of safety equivalent to full code compliance. The performance method would possibly be a way to have non-compliant egress or incomplete fire rated systems, but the building would need to exceed the code in other areas to have a chance of passing. There are 21 areas where the building is evaluated and given a positive or negative score based on code compliance. There are three areas where points are totaled, Fire Safety (FS), Means of Egress (ME), General Safety (GS). Residential requires the following: FS ≥21, ME ≥38, and GS ≥38. The following is an example of the point system; not having fire sprinklers in an R-2 where they are required is a score of -6. Using this method can be beneficial, but it often requires spending extra money to upgrade parts of the building to avoid fire separations and/or sprinklers or other building components, so it isn't a "get out of sprinklers free" card. There are also positive and negative points for fire separation and having an elevator.

B. Zoning Analysis:

Designation:

This property is zoned R-1 –Single Family Residence District. The building is historically designated (2001), so the preservation commission will have to review proposed exterior changes for a Certificate of Appropriateness (COA). There are some permitted uses in an R-1 District in addition to single family homes. These uses include, but are not limited to, schools, churches, libraries, family day cares, certain home occupations, and others. The maximum allowable building height above grade plane is thirty-five feet (35').

Setback:

The front yard setback is a minimum of twenty-five feet (25'). Side yards are required to be six feet, seven feet if a non-commercial building. The south yard for this property does not comply. The north side yard is a reversed corner lot which requires approximately a twelve-and-a-half-foot setback. A rear yard of twenty percent of the lot depth, but not more than thirty feet is required. The lot area must be at least 5,000 square feet since it was altered after 1938 but before 1966. This is a corner lot, so there is a vision clearance of twenty feet on each directions from the northwest corner of the property and ten feet in each direction from the northeast corner of the property (alley).

Other Requirements:

Off street parking is not required. If parking is provided is must comply with ADA requirements and each parking space must be at least eight feet – six inches wide by seventeen feet deep.

Parking spaces and aisles shall be clearly marked for lots having more than five vehicles.



Figure 47 – City of La Crosse Zoning Map (2026).

Chapter 04:
Engineering Analysis

A. STRUCTURAL SYSTEMS ANALYSIS:

By Marcus Zettler, RA

Overview:

This report was conducted using only visual observations to assess the condition of the building structure and to provide recommendations for correcting deficient and/or damaged portions of the building structure. This report is not meant to provide structural analysis for conditions created by the remodeling of the building nor is it a set of construction documents.

The 1940s brick and concrete library structure was found to be in fair to good condition, considering its age. The need for repairs is limited to the exterior brick envelope at select locations. Deficiencies in parts of the roof were recently corrected with repairs made to the flat roof portions of the building. A summary of the structure is detailed in the following section.

EXISTING CONDITIONS:

Foundations:

The foundations around the exterior of the building are constructed of load bearing cast-in-place concrete. The thickness could not be verified, but the walls appear to vary between 8”-12” thick not including plaster. There are a series of interior concrete bearing walls creating many small rooms. All basement walls appeared to be in fair-to-good condition. The north side of the building is not fully excavated. There is a rock ledge exposed in the basement as well as limestone foundations from what was probably the house that formerly occupied the site. The foundation walls in this part of the building may partially bear on the rock ledge.



Figure 48 – Concrete floor joist system, notice how the electrical conduit was drilled through the joist, not the clay tile (2026).



Figure 49 – Crawl space at the northwest corner of the basement (2026).

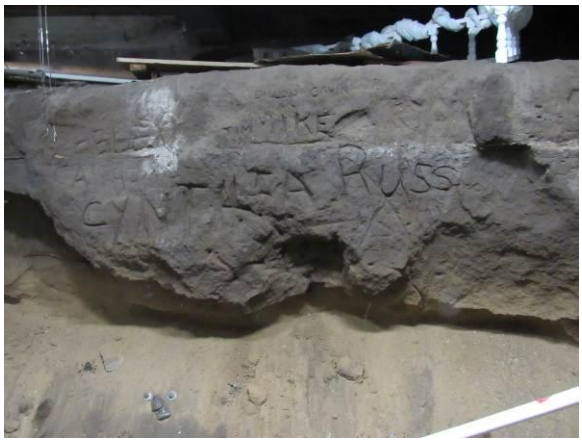


Figure 50 – Rock ledge at the north edge of the basement (2026).

The spring thaw was in progress at the time of this report. Most of the basement appeared to be dry. Only one small section of wall in the south stair had evidence of moisture.



Figure 51 – The stairs at the south end of the basement, notice the water (2026).

Exterior Walls:

The exterior walls above grade are multi-wythe brick and clay tile bearing walls. These walls are in fair condition in most locations with areas around grade showing signs of moisture saturation. The chimney on the south side of the building had some deterioration of the mortar joints which will require tuckpointing. The area around the window heads on the east and south sides of the building have some slight brick displacement. This may have been caused by the steel lintels rusting. The building appears to be completely constructed out of a reddish-brown brick blend, except for the limestone trimmings around various door and window openings. This brick is significantly harder than the old La Crosse orange brick. Due to the period of construction, a mortar with some Portland Cement was probably used. The inner and outer wythes of masonry are tied together with a row of headers every sixth course. This is a good detail and was also noted on the interior face of the walls in the attic.



Figure 52 – The biggest threat to the masonry is water infiltration (2026).

Attic/Roof:

The roof framing is composed of wood joists bearing on the exterior brick walls. This roof structure has two main framing systems. The gables have rafters and collar ties with cross bracing. This roof was well designed due to the weight of the slate roof. The roof drains to eaves around the perimeter of the building. Not having gutters is creating a water issue at grade. The flat roof areas were completely concealed and could not be verified. It was common to use wood framing for flat roof structures during this period. Maintenance stated that there was a small leak somewhere near the southwest corner of the building.

Floor Framing:

The basement is a concrete slab on grade and is in fair-to-good condition in most locations. There is a portion of the floor near the old house foundation on the north side that could be patched.

The first floor is composed of a concrete one-way joist system. This is a sturdy floor system, having 4" wide concrete joists with 12" hollow clay tile spacers. The floor also has a continuous concrete layer over the clay tiles. This is known as a topping slab. The portions of the floor that were visible looked to be in good condition. The south half of the library has finished ceilings, being a mix of plaster and wood-fiber tiles. The most important thing to note with this type of floor system, is that any cuts or penetrations need to be made through the clay tile areas of the floor, not the concrete ribs/joists. Most of the rebar will be in the joists and that gives the floor system its tensile strength. The total thickness and topping slab thickness could not be verified without invasive testing.

The structure is mostly good condition, but many areas were covered and could not be evaluated as mentioned above. If rust staining is encountered at any point, the rebar should be evaluated for deterioration.

There are two stairs, the center stair and the south stair. The center stairs are made of steel with concrete for the treads. This stair felt very solid and did not show signs of deterioration. The south stairs are very utilitarian and are constructed as cast-in-place concrete resting on grade. This stair is in fair condition; no deterioration was noticed for this stair either.



Figure 53 – The broken ridge slate and missing metal cap may be contributing to the roof leak (2026).



Figure 54 – The wood beams at the openings are decorative, the structure is above (2026).



Figure 55 – The faux beams at the ceiling are decorative, not structural (2026).

RECOMMENDATIONS:

Foundations:

The foundation walls need little to no work at this time. The damp area on the south wall may be corrected simply by adding gutters and downspouts directing water away from the foundation. The concrete slab needs no work. If the area on the north side of the building will be used for anything more than storage, the area next to the old house foundation could have a new slab added.

Exterior Walls:

The masonry on all exterior walls of the building needs a small amount of work. All deteriorated mortar joints should be re-pointed with appropriate mortar. As stated above, this brick is much harder than earlier local brick. For common bricks of this vintage, Type N mortar may be appropriate, but harder mortars such as Type 'S' should not be used. This building probably had mortar with some Portland cement used in the original construction. The original specifications are located at the public library archives and may have the original mortar mix called out. The largest area requiring masonry repairs is the chimney on the south wall of the library. The other area to monitor is the line at the window heads to the south and east sides of the building.

Attic/Roof:

The roof appears to have been well maintained, but there is apparently a small leak(s) at the southwest corner. This will need to be repaired. The roof appeared to be very well constructed. When it is time to replace the roof, a lift and relay should be done to preserve the slate. During this process any rotten or damaged wood framing members can be reinforced or replaced. The flat roof areas just had repairs done recently. The biggest thing to help the building will be adding gutters and downspouts around the entire building.



Figure 56 – The exterior masonry walls have an outside layer (wythe) of face brick and an inner layer(s) of hollow clay tile (2026).



Figure 57 – The attic is a mixture of walls, rafters and collar ties all constructed with dimensional lumber (2026).

Floor Framing:

The floor framing throughout this building has an above average load carrying capacity as compared to most buildings of this period. The concrete joist system using clay tile pans is a very reliable system, not to be confused with the inferior compression fit clay tile floor system. The spans are modest in most sections of the building, for example, the north section of the building has spans just under 14'. If new holes need to be cut for renovation, it is very important to avoid going through the concrete joists, holes should be drilled/cut through the clay tile areas. If a joist is cut, analysis and a correction by a structural engineer will be needed to support the surrounding floor areas. If intensive loads will be added to the floor, the capacity should be analyzed, but remember this floor supported heavy bookshelves for many decades.

Conclusion:

Overall, this building is in fair to good condition. If taken care of, it can last for many more decades, even centuries. The most pressing repair for the building is to add gutters and fix the minor roof leak(s) to protect the exterior masonry walls.



Figure 58 – Complex roof forms meet over the front entry with parallel gables and a cross gable, notice the cross bracing and collar ties (2026).



Figure 59 – Rafter ends were cut with a bird's mouth over the sill plates (2026).



Figure 60 – Sill plates have anchor bolts embedded in the masonry below (2026).

B. MECHANICAL SYSTEMS ANALYSIS:

By Christopher Olson, P.E.

EXISTING SYSTEMS:

Central Plant Equipment:

All of the major mechanical components have been replaced within recent years and appear to be in very good condition. The mechanical rooms are in exceptional condition and routine maintenance looks to be a high priority for this facility.

The original heating system was some type of furnace with under-floor ductwork radiating from the basement mechanical room to a combination of floor registers and wall registers located uniformly throughout the building. The furnace has now been replaced with a modern air handling unit which can supply both heat and mechanical cooling (air conditioning) to the building using the same underfloor ductwork.



Figure 61 – New Air Handling Unit in Basement (2026).

An air handling unit, although complex in appearance, is mostly a fan housed in a box with "coils" that provide either heat via hot water or cooling via cold refrigerant, along with automation devices and a means to mix in some outdoor ventilation air.

Heat is supplied from a new, modular, high-efficiency boiler plant comprised of (2) nominal 300,000 BTU/Hr. boilers. The boilers would appear to be the same age as the air handling unit. The boiler design is a traditional "primary-secondary" concept allowing for complete independent operation of a single boiler, if needed, while operating at peak efficiency.



Figure 62 – New Hot Water Boiler Plant in Basement (2026).

Boiler venting is accomplished with PVC plastic pipes for both exhaust of flue gases as well as introduction of combustion air. While often tempting to re-use original chimneys and combustion air ductwork, this means of venting new boilers is preferred for the operation of the boilers as well as optimum overall energy efficiency.

The final component of the new central heating/cooling plant is the air conditioning unit. This unit sits outside on the ground and technically is a "compressor-condensing unit". It uses a refrigerant circuit to extract heat from

the building and reject this heat outdoors. It is a very common installation.

The air handling unit is ***Trane***-brand unit, but the compressor-condensing unit appears to be newer and is a ***Johnson Controls***-brand unit. Presumably the Johnson Controls unit replaced a similar unit that likely was Trane brand and installed at the same time as the air handling unit.



Figure 63 – New Air Conditioning Unit installed on Grade outside Building Entrance (2026).

The compressor-condensing unit is connected to the air handling unit via refrigerant piping. The refrigerant piping installation looks to be done correctly and very nicely. The cooling coil is located "first" in the air handling unit with the heating coil second. This means that return air coming back from the building is cooled first and then can be re-heated if needed. This is not a normal mode of operation, but it does allow for dehumidification of the building if needed. This is a minor detail, but can be very important on these older building to manage indoor moisture levels.

It should be noted that the compressor-condensing unit, although quite new, uses R-410A as a refrigerant. As of this year, R-410A is being phased out of production for environmental reasons. It will have no impact on the use of the unit for its likely life expectancy, but should the unit fail prematurely, or when it does require replacement, the entire refrigeration system might need to be modified or replaced to work with new refrigerants. This should not be construed as a negative point. R-410A has been the refrigerant of choice for nearly 30 years. Refrigerant for routine maintenance will be available for many years.

The heating-cooling plant at this facility is not controlled by a simple room thermostat. A true "energy management" system is installed to control the operation of the various components. The control system here is an ***American Auto-Matrix*** brand system. **Winona Controls, Inc.** out of Caledonia, MN is the local representative for American Auto-Matrix. While the system should operate on its own, any potential new buyer or user of the facility will want to maintain a relationship with **Winona Control, Inc.** to help with control of these components and to stay up to date on software upgrades.



Figure 64 – Energy Management System installed at this Facility (2026).

Ventilation:

The air handling unit does appear to have outside air ventilation capabilities. The exact source of that outside air intake and duct routing was not discovered in its entirety, but appears to be Code compliant and more than adequate for any foreseeable use of this building.

The public toilet rooms within the building are equipped with modern exhaust fans within each room that appear to be ducted to the exterior of the building. This would seem to be a Code-compliant installation.

During our site visit, indoor air quality appeared to be very good. No odors or excessive moisture were observed.

Air Distribution:

This system operates as a single zone heating and cooling system. The air handling unit produces a single discharge air temperature (hot, cool, or simple recirculation) and blows this air throughout the entire facility thorugh the original ductwork distribution system.

Since the facility is not large and the majority of the facility is open, this would seem to be more than adequate. During our field visit, the space temperatures seemed to be uniform throughout the building. No objection noise or air motion was observed. Ductwork in these older buildings, traditionally, was larger that what is currently used. This generally results in low noise levels and comfortable conditions.

RECOMMENDATIONS:

We really have no recommendations for improvements, corrective work, or energy efficiency improvement options.

The primary HVAC equipment is relatively new, comprised of good components, energy-efficient in practice, and clearly well-maintained. The system operation is generally quite simple.

The existing energy management system will be extremely useful to help monitor energy consumption and system operation. Any new use of the building will want to tune the ventilation requirements, temperature requirements, and hours of operation/use to the actual needs of the facility.

C. ELECTRICAL SYSTEMS ANALYSIS:

By Christopher Olson, P.E.

EXISTING SYSTEMS:

Electrical Service and Distribution:

The electrical service and entire main distribution system has been replaced in recent years. The service entrance panelboard and majority of the distribution equipment is located in a closet in the Basement level.



Figure 65 – New Electrical Service and Distribution Equipment (2026).

The electrical service is a 240/120 VAC, three phase, four wire "Delta" service with a "B High Leg". This is an older service configuration typical used for smaller building that have just a few three phase loads and mostly need single phase power. In the case of this building, the air conditioning unit requires three phase power, as well as the air handling unit primary fan motor.

The new distribution equipment is ***Square D*** brand – Type "NQOD". This is generally considered the premier electrical distribution equipment. The installation is well done and well labeled and would appear to be fully Code compliant.

It is believed that these new panelboards replaced old distribution equipment in the same location and that existing branch circuits were likely re-used and re-connected to these new panelboards. Flexible conduit is visible at these new panelboards and electrical devices observed in the Library are clearly not new.

Electric Devices:

Electrical devices located in the Library are a mix of new and old. During some remodeling, a row of computer workstations was installed. The wiring at these locations is part of modular furniture and clearly is modern and relatively new.

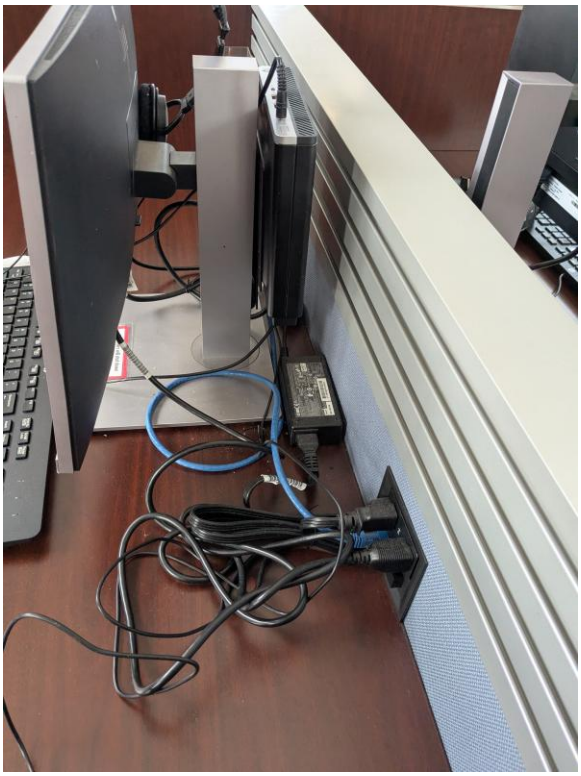


Figure 66 – New Electrical Devices in Modular Furniture (2026).

It appears that the Check-out Desk may have been remodeled in that same time period and electrical devices in that area look to be relatively new.

In other locations, wall-mounted electrical devices (receptacles) are clearly of an older era, but all observed were “3 wire” with ground and appeared to be in good working order. The device would be considered Code compliant, however, the age of the wiring is unknown.

There are numerous floor-mounted receptacles throughout the main level of the Library. None of these were observed with a cover plate. Some did have Code-compliant receptacle with a ground pin. Others were older 2-wire receptacles without any ground.



Figure 67 – Old Floor-mounted Electrical Receptacle (2026).

It is not known if these floor receptacles are still active and energized or not, but we would discourage continued use of these devices. We suspect that they may not be energized since they were note noted in the Panelboard directories.

Lighting switches observed were mostly manual switches and appeared to be of an older age, but functional and in good working order.

Lighting:

Lighting has generally been updated in recent years, but all appeared to be fluorescent light source. Light levels were very good and all lighting fixtures appeared to be in good working order.

The main rooms of the Library are fitted with modern "linear" lighting with both an uplight and a downlight component. This was a good choice using the vaulted, white-painted ceilings at large reflectors to illuminate the space.



Figure 68 – Lighting in the Main Level of the Library (2026).

This same lighting fixture and concept was used throughout the main level of the Library with high ceilings.

In rooms with lower ceilings, the lighting is a combination of decorative and utilitarian. The rooms with decorative lighting are under-lit by modern standards. The rooms with utilitarian lighting provide good lighting levels.



Figure 69 – Lighting in the north reading room of the Library (2026).



Figure 70 – Lighting in Other Areas of the Main Level of the Library (2026).

There are opportunities for lighting improvements, but in general, the lighting is adequate, functional and in physically good condition.

Life Safety Lighting:

The building does appear to have an adequate quantity of EXIT lights. The majority of the EXIT lights are a modern design which presumably include the Code-mandated battery backup. At least one observed EXIT light was antiquated without any emergency power supply.



Figure 71 – Antiquated EXIT Light on the Main Level of the Library (2026).

"Stand-alone" emergency egress lighting was not visible. It is possible that some of the general lighting includes integral emergency egress lighting as this would have been an option for the installed lighting fixtures. Depending on the future use of the facility, emergency egress lighting, as required by current Building Code, should be provided, or verified.

Communications Wiring:

Currently the building has an extensive array of modern communications wiring, although the City of La Crosse intends to remove all of the electronics when they vacate the building. The building wiring (mostly Category 5 or better) will remain for reuse.

Century Link currently provides service to the building and appears to have a fiber service directly into the building.



Figure 72 – Communications Equipment in the Lower Level of the Library (2026).

The data jacks on the main level of the building are mostly at the computer workstations and the check-out desk. The perimeter walls are generally covered with bookshelves with minimal provisions for either electrical power or communications outlets.

Fire Alarm:

There is no central fire alarm system currently installed in this building, but there are a number of individual, line voltage smoke detectors installed in key locations.

Security Systems:

There currently is an extensive security system installed in the building, although the City of La Crosse is presumably removing most of the equipment.

The main portions of the Library are fitted with wall-mounted cameras. Motion detectors are assumed to be present, but not documented. ***PerMar*** is the current system vendor.



Figure 73 – Security System Keypad at Main Library Entrance (2026).

Recommendations:

Much like the HVAC systems, the Library has been well maintained and equipment has been updated in recent years. The electrical distribution is in excellent condition and suitable for decades of future use.

Depending on the future use of the building, certain improvements could be made in the lighting systems, but the current installation is suitable for many more years of use. Conversion to LED lighting would result in some energy savings.

Life safety lighting and emergency egress lighting may be deficient, depending on the future use of the building. At a minimum, the exact extent of emergency egress lighting must be documented and evaluated. The style of modern EXIT light currently installed in this building generally has a 10-15 year life for the battery backup. This time may have expired for the installed EXIT lights. Replacement of all EXIT lights should be considered.

A fire alarm system may be required depending on the future use of the building, although the building is relatively small and Code will only require a true fire alarm system for limited occupancies and uses.

D. PLUMBING SYSTEMS ANALYSIS:

By Christopher Olson, P.E.

EXISTING CONDITIONS:

Water Service and Distribution:

Plumbing systems in this building are minimal, serving three (3) small toilet rooms and a single break room sink.

Water supply comes from the La Crosse municipal system and enters the building through the Basement level floor. The water supply pipe appears to be original to the building construction. The main control valve is an old gate valve and there is a water quality sampling valve installed upstream of the meter, which is not done anymore.

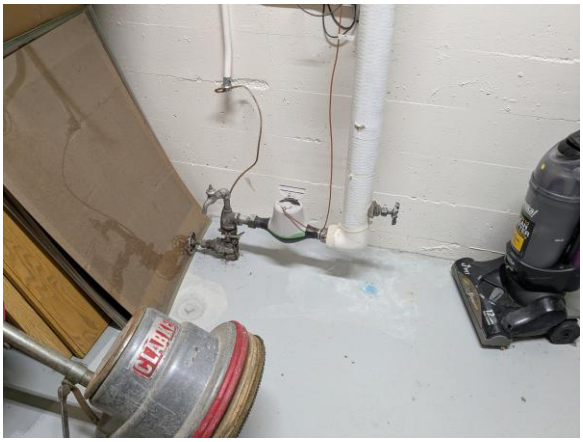


Figure 74 – Domestic Water Service Entrance and Water Meter (2026).

The water meter is 1" size, which is probably too large for the actual plumbing fixtures within the building, but might be needed for the lawn irrigation system.

All of the water supply piping in the vicinity of the water service entrance is older galvanized steel piping and all valves are generally old gate valves. Despite the age, there is no evidence of any current leakage, or any past leakage.

It is believed that the majority of the water distribution piping within the building is old galvanized steel, although there are sections of new copper piping around the new water and probably around the public toilet rooms.

Water Heater:

The single water heater is a new electric heater of 50 gallon capacity with standard 4,500 watt heating elements. The water heater is electrically fed through a timeclock so it can be disabled during portions of the day.



Figure 75 – Domestic Water Heater (2026).

There is no hot water circulation system within this building.

Sanitary Waste and Vent Piping:

Very little of the sanitary drainage piping is visible within the building, but the piping is generally assumed to be original to the building construction. The sanitary sewer drains to the La Crosse municipal sanitary sewer system, but exact location of the building sewer is not known. There are municipal water mains and sanitary sewer mains on both Gillette Street and Kane Street.

No issues were reported regarding drainage problems, Basement Level flooding or similar issues. No evidence of previous problems were observed.

Plumbing Fixtures:

There are (3) toilet rooms on the Main Level of the Library. Two are public toilet rooms and have been renovated in recent years. The third is more dated and located in staff only areas of the Library.

All three toilet rooms contain a single water closet (toilet) and a single lavatory (sink). Water closets are “residential” floor-mounted, tank flush units in all locations. The lavatories are all wall-hung with manual faucets. The renovated public toilet rooms were clearly remodeled to meet handicapped requirements at the time, with grab bars for the water closets and long lever handles (wrist blades) on the lavatories.



Figure 76 – Main Level Public Toilet Room (2026).



Figure 77 – Staff Area Toilet Room (2026).

All of these toilet room fixtures appear to be in satisfactory condition and fully functional. No issues were observed.

There is also a Janitor Closet with service sink on the Main Level of the Library in close proximity to the public toilet rooms. A traditional service sink is located in this room. The sink is showing its age, but appears to be in satisfactory condition considering it likely age. The sink is clearly used on a regular basis.

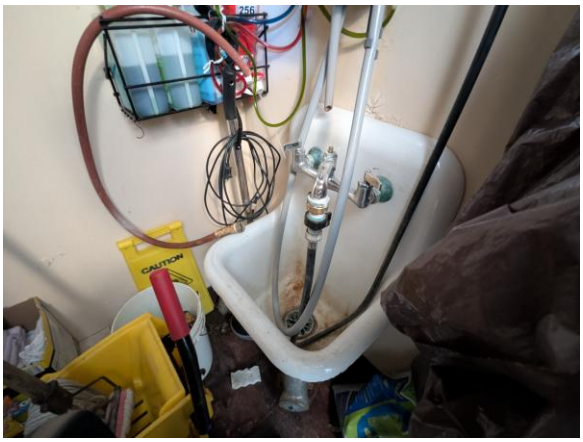


Figure 78 – Janitor Closet Service Sink (2026).

The last plumbing fixture on the Main Level of the Library is a single sink in the staff room as part of a ***Murphy-Cabranette*** compact kitchen unit.



Figure 79 – Break Room Compact Kitchen Unit (2026).

This compact kitchen unit appears to be in very good condition. These units were last manufactured in the early-to-mid 1950's, making this unit approximately 75 years old, if not considerably older. The faucet on the sink appears to be original and most of the knobs and handles are intact.

Recommendations:

Plumbing improvements probably want to occur with building renovations. Everything seems to be functional and in good working order. Normally we would recommend replacing old valves with new valves to ensure they will actually work when needed. That would be recommended here as well, but replacement of these old valves might result in pipe damage and a greater project than intended.

Chapter 05:

Historic Impact Study

A. Property Description:

Property Overview:

Current Name: North Community Library
Historic Name: North Side Branch Library
Address: 1552 Kane Street, La Crosse, WI
Historic Status: Locally Designated 2001

Building Description:

The current North Community Library was completed and opened to the public on August 31, 1942.[1] The origins of the north branch library began in 1904 with a portion of Brakke's Drug Store being used to house books. The location was 1353 Caledonia Street.[2] Today an accountant's office occupies the space.

Very little has changed since the building opened in 1942. It has been very well maintained. The building was designed in the English Tudor Revival Style. This style was heavily influenced by English cottages and has a low massing, brick walls with warm color tones, the impression of half-timber framing infilled with stucco, and a slate roof. The building blends into the residential neighborhood very well.

The front of the building is the west façade and faces Kane Street. The building has a large gable facing west near the corner of Gillette and Kane Streets. This gable has a large triple window on first floor surrounded by limestone masonry. Above the window is a cantilevered projection that has wood trim applied with stucco panels between to mimic the half-timbered buildings in England. It also gives the impression of a second story even though the library is only one story above grade. There is another parallel gable just south of the main gable. This section has an offset entry with a deeply recessed pair of entry doors. Next to the doors is a niche with the name of the library carved in limestone. The Tudor style was very informal on the architectural spectrum, the goal was to have balance in the façade, not symmetry. This added a tension and visual interest to the design, even a sense of whimsey. Above the entry door was an oriel window centered on the gable to focus the eye as it scans the building. The parallel gables create a water trap that was dealt with by a large sloping roof between the two sections. This minimized the valley space between them. The large wing of the library to the south of the entry has three triple windows evenly spaced in a sequence. These windows have high sills to allow for bookshelves below. The façade terminates at the south end with a small gable projecting from the main building mass. It is simpler than the main gable, but borrows some of the detailing. There is a triple window centered in the projection with a limestone surround. This projection serves as a nook for reading on the interior.

The north façade is much simpler, having the main mass with the gable roof making up about four-fifths of the facade. There is a lower section with no windows recessed back from the main façade at the back of the building. The main part of the façade has five irregularly spaced window openings with high sills. This allows for bookshelves to be installed below the windows. The rest of the façade has very little detailing, brick walls and a slate roof above. There are no dormers or cross gables on this side of the building. Other than the windows, it does not appear that anything has changed on this façade.

The east façade is very utilitarian. It has three main sections. There is a low, flat roofed projection centered on the north gable. This portion of the building has brick matching the rest of the library with a simplified brick dentil course just above the window head level. There is a single punched opening with a pair of windows centered on the gable. The rest of the

[1] La Crosse Tribune 30 Aug. 1942. P9
[2] La Crosse Tribune 7 Dec. 1972. P11

east façade has the same low, flat roofed massing with the dentil course running all the way to the south end of the building. There are three narrow punched openings next to the north section of the building, each has a single window. Next is a pair of doors opening to the main floor of the library. There is a small flight of concrete stairs on the exterior rising to the door opening. Immediately south of the doors is another series of three small window openings, then a larger window opening with a pair of windows and another door on the south end of the composition. This door opening is well below the first floor, opening directly onto a stair to the basement. This door has eight panels, the top two are glazed while the rest are solid. There are two large window wells on either side of the center entry door. They are formed out of cast concrete and hold the earth back, allowing for window openings into the basement meeting rooms. These concrete walls have metal railings to provide some fall protection. The third part of the east façade is mostly hidden from view by the lower part of the building. There are dormers providing daylight into the main library space. These dormers are finished with a copper roof and minimally project above the eaves of the main roof line. The large gable on the north does not have any windows, only a small vent framed with limestone.

The south façade is only a few feet from the property line. It has a very eclectic composition. Main gable terminates at a large double-flue chimney. There is an offset gable to the east with a large opening containing three windows. This opening has a full limestone surround. To the west of the chimney is a projection that contains the small gable facing west. There are no openings on the south face of this projection. A peculiar bump on the building is in the joint where the chimney meets the main wall. There is a small bump out with its own small slate roof. The east half of the south façade is the low flat roofed portion of the building. It has the dentil course at the window head level and three punched openings. The one next to the chimney is higher and contains a pair of windows. This opens into the main library space. The next is a very small window opening into the restroom, and the third is a narrow punched opening, similar to those on the east side of the building.

The historic windows have been replaced with modern window units that simulate the divided lites of the original windows. The original windows had steel frames with leaded glass. These windows were designed to look like the old small panes of glass found on many English (Tudor) buildings. The existing windows are not terrible, but there are better options that can more closely approximate the historic character of the original design intent.

The main parti of the library is a “T” shape. There is an entry projection next to the arm of the “T”. This creates space for the vestibule and book drop. The vestibule opens into the center of the building with the librarian’s desk opposite the entry doors. The main library spans the leg of the “T” to the south and the crossing to the north. This space has numerous window openings high on the walls above the book shelves. The end of the “T” in the northeast corner of the building has a low ceiling with more book shelves. The base of the “T” on the south end of the library has a reading nook with a fireplace. The low flat roof portion of the building at the southeast part of the building squares off the “T” shape with a submissive massing to the main structure. This part of the building has more of the private/staff spaces. There is a hall containing the main stair to the basement that also contains the back entry. Off of this back hall are two restrooms and some storage space. There is also a workroom for staff, more storage spaces, a staff lounge area with a kitchenette and another, more private restroom.

The finishes in the library are a mixture of modern and historic. The entry vestibule has historic trim and plaster with modern ceramic tile floors and vinyl wall base. The main library spaces have modern carpet and ceramic tile, newer computer carols, circulation desk and furniture. The walls and ceiling still have historic plaster, wood trim, built-in wood book cases and wonderful built-in benches. The fireplace is also original, even though the stone has been painted. It is important to mention that the historic wood trim and furnishings still have the original transparent (stained) finish. The paint colors may have changed on the walls and ceilings over the years, but the plaster remains in relatively good condition. The ceilings are vaulted, following a lower slope than the main roofline. The plaster-clad beams at the ceiling still have faux painting making them look like wood. The light fixtures and ceiling fans are modern as is the mechanical equipment, but the ductwork and diffusers appear to have changed little since the 1940s.

The basement is very utilitarian. The main stair leads down to a small landing with three doors. To the left (south) is a larger meeting room with windows high on the wall and a built-in bench. The floor has modern carpet, the walls are plaster with a picture rail and the ceiling is wood-fiber tiles. On the far side of the room is another door opening onto a landing for the second stair leading directly to the exterior. Another smaller meeting room is directly to the right of the main stair landing, it has high windows and a picture rail, plaster walls and ceiling and carpet flooring. The first of a series of storage and mechanical rooms are directly in front of the main stair landing. These rooms have painted concrete floors, walls and ceilings. Mechanical, electrical and plumbing equipment and a small maintenance office are located in these spaces. The north part of the building is the least finished. The ceiling is unfinished, exposed structure, floors and walls are unpainted concrete. Parts of the building are unexcavated crawl spaces with dirt floor. Portions of a limestone foundation from a former house have been incorporated into the rooms. Very little has changed in the finishes of the basement. The biggest change has been the upgrade of building systems.

Overall, the building retains a large amount of historic integrity. The building has been well cared for over the years. The biggest change impacting the historic building fabric has been the installation of new windows roughly twenty years ago. It should be noted that historic paint colors could be determined by paint analysis and historic floor finishes may remain under the current flooring.

B. Historical Analysis:

Building History:

The North Community Library at 1552 Kane Street in La Crosse opened on the last day of August 1942. It was a long road, almost a decade, from the first push for a new library to the manifestation of this building. In the summer of 1933, the request was made for two new library buildings, a north and south branch.[3] A letter to the Board of Education of the City of La Crosse from the Board of Trustees of the La Crosse Public Library outlined the request for two new library buildings in July 1933.[4] The letter was very direct, it stated that the north branch library was in a storefront with two rooms and the only ventilation were the transoms at the front and back doors. The only daylight came from the storefront. The building was extremely crowded and did not function well. Bookshelves were limited and overfull making it difficult to find room for new books. The circulation of the north branch library was between 85,000 and 90,000 items annually.[5] The Board recommended against making the north branch library part of Logan High School stating that it would need a different construction, needed more space than what the school was willing to spare, would require a different heating system due to different hours of operation, and would require separate access to keep the school separate and allow the school to be closed and secured while the library was open to the public.[6] Another letter was submitted to the Mayor and Common Council stating that the Library Board passed a resolution on July 3, 1933. This letter requested that the city add two branch library buildings to their request to the Federal Government. Each library would receive $40,000 in funding.[7] This was part of a Public Works Administration (PWA) request.

It seems that the Logan High School location was still being considered as the process progressed. In February 1934 a Tribune article stated that architects were asked to submit concepts in a design competition.[8] Years passed and the branch library projects had little movement. Additional pressure was added by library staff. Librarian Lilly Borresen led a tour of the overcrowding and unhealthy conditions. Ventilation was very poor creating the conditions for spreading infectious diseases. There were only six single-bulb light fixtures in the entire main reading room at the north branch library. The north branch had two rooms, each was heated by a small stove, no furnace. The floor was failing throughout. The hardwood was splintering and linoleum was peeling up.[9] Later in 1937, a Tribune article stated that another request for a new north and south branch library was made and this was the fourth request to the City since the movement began in 1933. This article states that architect, Otto Merman, prepared sketches for the new north branch library in April 1934.[10] By the fall of 1937, the library board pushed forward with getting plans and estimates for the new libraries and a search for appropriate sites began.[11] The delay in deciding on the libraries caused the City of La Crosse to have an additional application to the PWA for funding. The earlier application was mostly for school improvements including Logan High School. Since the library was not part of the original

[3] "La Crosse Library Makes Request for Two New Buildings." La Crosse Tribune. 27 July 1933. P9.
[4] Letter to the Board of Education of the City of La Crosse. July 1933. P1.
[5] Ibid. P1.
[6] Ibid. P2.
[7] Letter to the Mayor and Common Council of the City of La Crosse. P1.
[8] "Proposes New North Side Public Library." La Crosse Tribune. 10 February 1934.
[9] "La Crosse Branch Libraries Inadequate Says Librarian." La Crosse Tribune. 21 March 1937. P5.
[10] "Need of Modern, Adequate Branch Libraries Stressed." La Crosse Tribune. 25 March 1937. P9.
[11] "Branch Library Plans Ordered." La Crosse Tribune. 9 Sept. 1937. P1.

submittal, it would have delayed the school application if the library were added to the program of the school. This helped to resolve the disagreement amongst the Council to have the library be part of the Logan School site or be a free standing building on a different north side location. The discussions led to a bond question in 1938 for four projects, the branch libraries, Fire Station No. 4, an addition to the Vocational School (Coleman Center) and a public school project.[12] The PWA application was approved then rescinded due to a rule about the schedule of a referendum not being followed.[13] The referendum passed by a margin of 7,177 to 5,230 in a November 1938 election, but the referendum was held too late for the PWA requirements.[14] The lack of federal funds delayed the project. 1938 was near the end of the PWA grant programs and Congress was starting to wind down funding for the program.

The project was released to bid after the referendum passed. Otto Merman, the architect who designed the original concept passed away in 1935 and his successor firm Nelson & Fuchs completed the design and issued it for bidding. Bids were due at 2:00 PM on November 17, 1938.[15] Theodore J Molzahn and Sons, Inc. was the lowest bid for general construction coming in at $41,443. Arthur Schwalbe came in a close second at $42,106. The low bid on library equipment was submitted by Newton and Hold Furniture Co. Chicago with a price of $1,649.57. The local firm Segelke and Kohlhaus came in second at $2,240.[16] The PWA funds were never realized and the program ended. The library project failed and the movement had to regroup. On April 1, 1941, the project again had a referendum.[17] By July, Council approved to secure the Kane and Gillette Street site for $5,000 over the Avon and Sill Street site. The motion passed 11 to 10.[18]

The new bids were reported in the October 2, 1941 La Crosse Tribune. This time Arthur Schwalbe prevailed with a low bid of $46,950 beating out Peter Nelson and Son by $50! The architects noted that bids were about 10% higher than the bids three years prior. There were four alternates to lower costs, substitute the concrete floor structure with wood, substitute the steel windows with wood windows, substitute cork flooring with linoleum, and to substitute the slate roof with asphalt shingles. Luckily it looks like most, if not all of the alternates were not accepted. Newton and Hoyt of Chicago were the low bid of $1,927.45 for the library equipment.[19] The building had its soft opening on August 31, 1942. No grand opening was held due to the landscaping not being complete.[20]

After the library's completion, it faithfully served La Crosse for its intended purpose and continues to do so at the time of this report. There is a locally significant individual associated with this building, librarian Anna Pederson. Anna joined the La Crose Public Library staff in 1907. She began working at the north branch library in 1911. The branch library was in its original location at 1353 Caledonia Street. She was with the branch library through the move and served as the librarian until her retirement in 1972 at the age of 87. The Tribune article stated that "Miss Pederson has

[12] "Send Application for City Library Project to PWA." La Crosse Tribune. 6 Aug. 1938. P5.
[13] "Branch Library Project Held Up on Technicality." La Crosse Tribune. 23 Nov. 1938. P1.
[14] "Library Bond Issue Receives Approval." La Crosse Tribune. 9 Nov. 1938.
[15] "La Crosse Branch Public Library P.W.A. 1718F." Specifications by Nelson & Fuchs November 1938.
[16] "Molzahn Firm Enters Lowest Bid on Library." La Crosse Tribune. 18 Nov. 1938.
[17] « Our Own Referendum. » 31 March 1941. P6.
[18] "Council Votes Funds to Buy Briebach Site." La Crosse Tribune. 12 July 1941. P1.
[19] "Proposed North Side Branch Library." 2 Oct. 1941. P2.
[20] "Informal Opening of North Side Library Planned Monday; No Ceremonies Contemplated Pending Project's Completion." La Crosse Tribune. 30 Aug. 1942. P9.

devoted most of the twentieth century to the adults and children of the North Side in her effort of "getting books and people together"."[21] Many north side residents referred to the library as "Pederson's Library." She had a profound impact on the youth in north La Crosse. Programs at the library included a film program, story hour, and summer reading programs. At the time of her retirement she had worked under four of the five administrative librarians since the founding of the La Crosse Public Library.[22] She taught a short class at Logan High School every year about understanding the library. She also spoke to public and private elementary school classes about the library and summer reading programs.[23] She had a Christmas Tree every year that had ornaments from around the world. One of her main missions was to get young people interested in reading and learning. Ms. Pederson made the first library shut-in call to a young North Side girl with a broken leg.[24] A photo of Ms. Pederson adorns the main reading room at the library. Ms. Pederson and "her" library made a profound impact to thousands of people on the north side of La Crosse.

The building has endured through the years and is an icon to the community. The quality of design and construction has allowed the building to age gracefully. Over the past 10-15 years there have been numerous discussions about continuing to have a north side library. This report is a result of these discussions and the growing momentum to consolidate services. The internet has changed the way in which people have access to information. With the library era possibly coming to an end for this building it has many viable options for a new use.

[21] "Librarian has Served North Siders Since 1911." La Crosse Tribune. 7 Dec. 1972. P11.
[22] Ibid. P11.
[23] Ibid. P11.
[24] Ibid. P11.

Significance of Property:

The building is not currently listed on the National Register of Historic Places. This building could be individually listed under Criteria 'A' – Historical Events, and/or Criteria 'C' – Architecture. The building has been used as a public library for its entire existence. A large amount of historic building fabric remains. The small upgrades that have happened over the years have not created a significant change to the historic interpretation of the spaces. The reading and stacks areas are still largely unchanged and the condition of the original book shelves, benches and other built-ins are excellent. Otto Merman was a leading architect in La Crosse until his untimely death in 1935. His successors faithfully carried out the design with modifications as needed to provide a cutting edge library design for La Crosse. The masonry has had little to no insensitive modifications over the years and the original slate roof is still protecting the building from the elements. The massing and hand crafted exterior details allow the building to blend into the residential neighborhood. The biggest change to the exterior of the building is the removal of the original windows, but the new windows did not alter the size of the masonry openings. The floor plan has remained largely unchanged since the building's completion. With current research, it is the author's opinion that, due to the considerable amount of historic building fabric remaining and how this building was and is a landmark to the north side community, there is a good chance that this building could be listed individually on the National Register of Historic Places. In its current status the building is not eligible for state or federal historic tax credits, but being listed individually or as part of a National Register Historic District would make the property eligible to apply for historic tax credits.

The building on this property was an investment in La Crosse's future. It took almost a full decade of pushing to get the library funded and constructed. There was a dedicated group of citizens who knew the importance of an education, not just for children, but also for adults. The building has a lot of life left and can continue to serve the community in a new role after the library era ends. This building is a north side landmark. The significance of this property is as a stand-alone building nestled into the heart of the north side. This project was part of the grand vision to have quality learning facilities open to all, not just in the middle of La Crosse, but also to the north and south sides of the city.

Bibliography:

City Land Records for 1552 Kane Street La Crosse, Wisconsin. https://laxgis.maps.arcgis.com/. Web 03-18-2026.

Sanborn Fire Insurance Company. Fire Insurance Maps for La Crosse, Wisconsin. 1906, 1954. Located online at the Wisconsin Historical Society website and on microfilm at the La Crosse Public Library Archives.

La Crosse Public Library Board of Trustees. Letter to the Board of Education. July 1933.

La Crosse Public Library Board of Trustees. Letter to the Mayor and Common Council. 1933.

La Crosse Tribune Newspaper, Various Dates:
July 27, 1933
February 10, 1934
March 21, 1937
March 25, 1937
March 28, 1937
March 29, 1937
September 9, 1937
May 17, 1938
August 6, 1938
November 9, 1938
November 18, 1938
November 23, 1938
January 11, 1939
March 31, 1941
July 7, 1941
October 10, 1941
August 30, 1942
December 7, 1972

All newspaper articles were located at the La Crosse Public Library Archives.

Nelson & Fuchs, Architects. Specifications for the "La Crosse Branch Public Library – P.W.A. 1718F. November 1938.

Steele, Fred E. City Attorney. Letter to the Board of Trustees, La Crosse Public Library. 2 Feb. 1940.

Steenwyk, G. Van. Letter to W. P. Roellig, Allis Chalmers Mfg. Co. 1 Nov. 1938.

Wisconsin Historical Society Architecture and History Inventory, record #34574.

All historic photos are located at UW-La Crosse Murphy Library Special Collections and the La Crosse Public Library Archives. Historic drawings are located at the La Crosse Public Library Archives.

Historic Status:

The North Community Library is located one block west of George Street, a major north-south traffic artery. Gillette Street is a secondary thoroughfare, running on the northern boundary of the site. Its location was in the center of La Crosse's north side. With its prominence in the community and largely intact historic layout and materials, it is the author's opinion that this building would be a strong candidate for being listed individually on the National Register of Historic Places in its current condition. The library is already listed as a local historic landmark (designated 2001). This means that the building is not currently eligible to utilize state or federal historic tax credits, but must be reviewed by the Heritage Preservation Commission for any exterior alterations.

Should the building be successfully nominated to the National Register, the building would be required to be "income producing" in order to utilize historic tax credits, so non-profit owners, condominiums and owner-occupied dwelling units would not be eligible uses. At the time of this report, State and Federal Historic Tax Credits can each be claimed for 20% of

"Qualified Rehabilitation Expenses", QRE. This means that up to 40% of a rehabilitation project can qualify. If the building is converted to a single-family home, it could potentially qualify for the owner-occupied historic home state tax credit that is currently set at 25% of the QRE. It should be noted that this program has significantly more exclusions for QRE than the tax credits for income producing properties and there are currently no federal historic tax credits for owner-occupied homes.

It is the author's opinion that this building may qualify under two of the four criteria evaluated for National Register eligibility. Criteria 'A' – Events could be sought due to the building's long history as a library. Criteria 'C' – Architecture may be better to apply since so much of the original building remains.

A period of significance for this building would be the entire library era. The building has changed so little over the years and it is still used for its original purpose, a testament to the excellent design.

C. Sanborn Fire Insurance Maps:

1552 Kane Street
La Crosse, WI

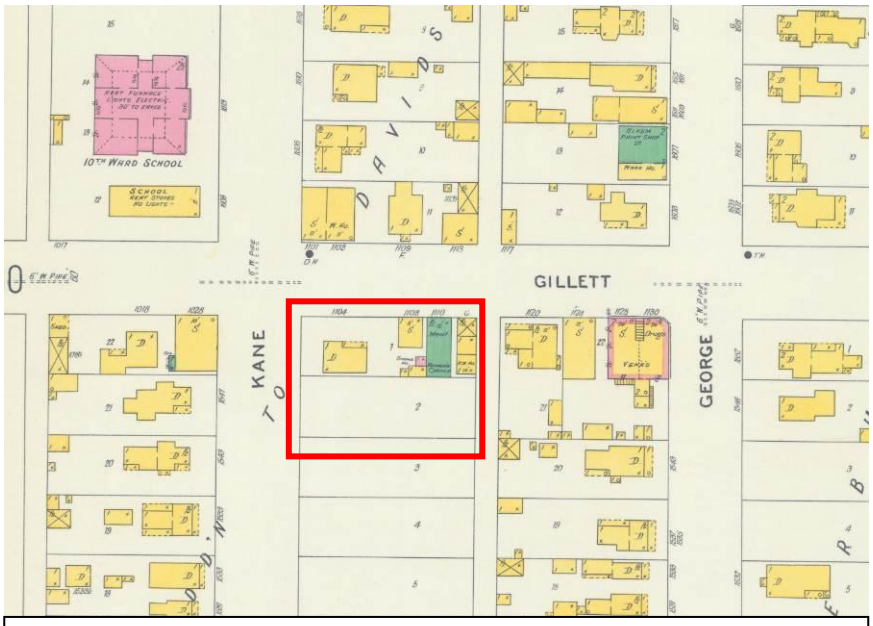


Figure 80 – 1906 Sanborn Fire Insurance Map, City of La Crosse, WI. (House that was removed is shown on the site)

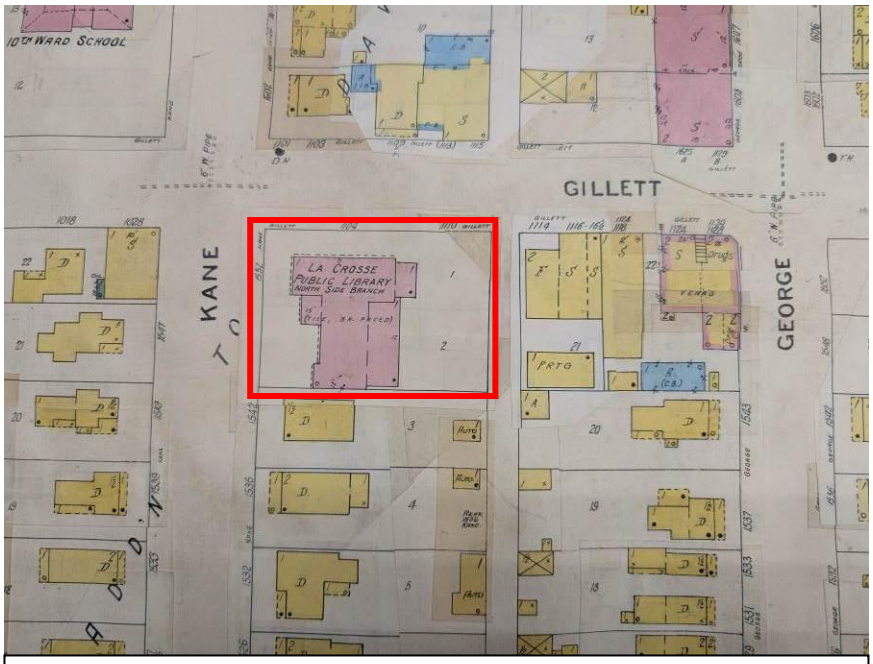
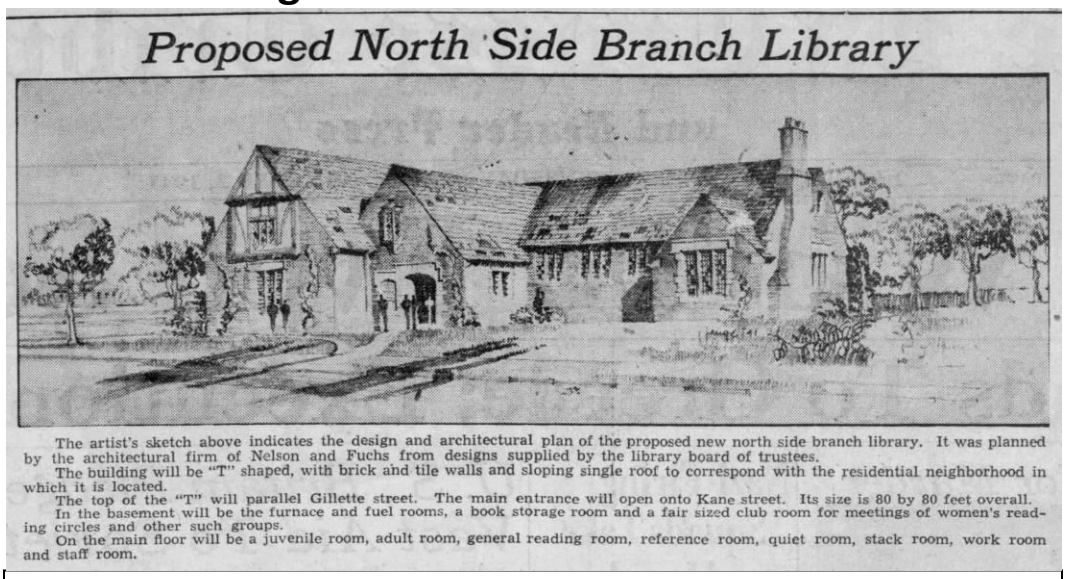


Figure 81 – 1954 Sanborn Fire Insurance Map, City of La Crosse, WI. (Library is shown)

D. Historic Building Photos:



Proposed North Side Branch Library

The artist's sketch above indicates the design and architectural plan of the proposed new north side branch library. It was planned by the architectural firm of Nelson and Fuchs from designs supplied by the library board of trustees.

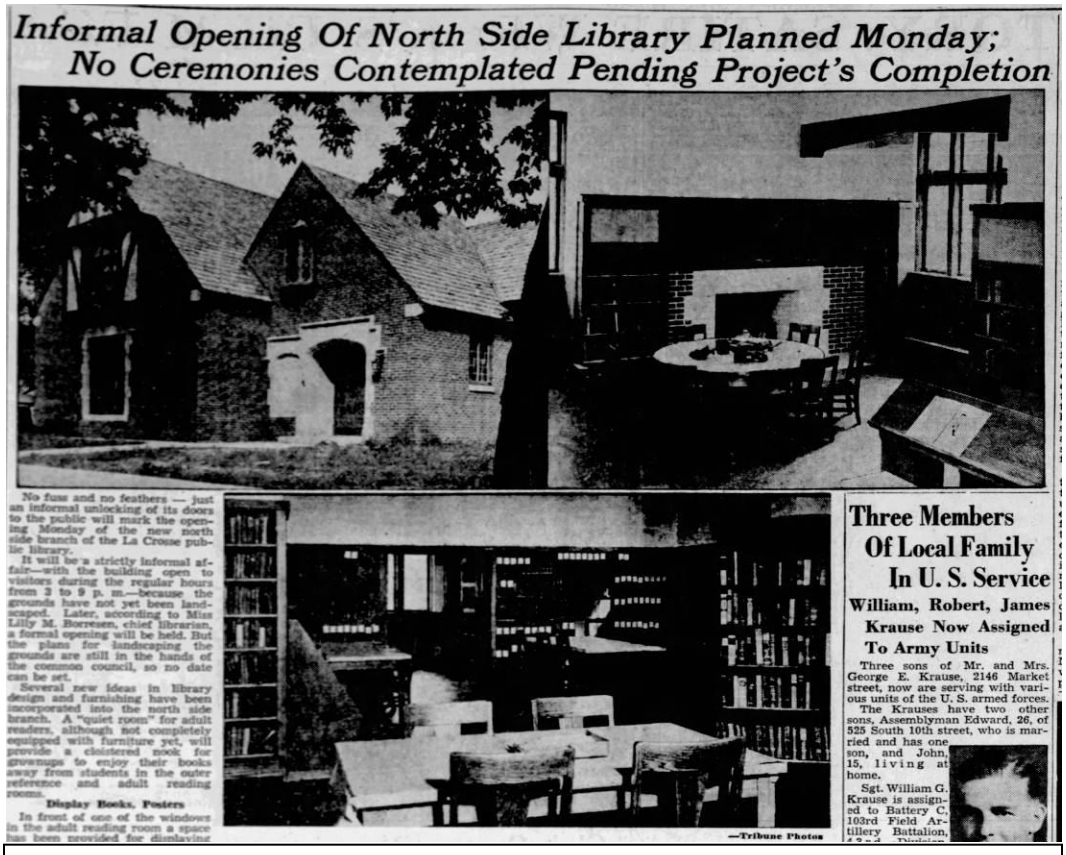
The building will be "T" shaped, with brick and tile walls and sloping single roof to correspond with the residential neighborhood in which it is located.

The top of the "T" will parallel Gillette street. The main entrance will open onto Kane street. Its size is 80 by 80 feet overall.

In the basement will be the furnace and fuel rooms, a book storage room and a fair sized club room for meetings of women's reading circles and other such groups.

On the main floor will be a juvenile room, adult room, general reading room, reference room, quiet room, stack room, work room and staff room.

Figure 82 – Architect's rendering of the library from the October 2, 1941, La Crosse Tribune, Courtesy of the La Crosse Public Library Archives.



Informal Opening Of North Side Library Planned Monday; No Ceremonies Contemplated Pending Project's Completion

No fuss and no feathers — just an informal unlocking of its doors to the public will mark the opening Monday of the new north side branch of the La Crosse public library.

It will be a strictly informal affair—with the building open to visitors during the regular hours from 3 to 9 p. m.—because the grounds have not yet been landscaped. Later, according to Miss Lilly M. Borresen, chief librarian, a formal opening will be held. But the plans for landscaping the grounds are still in the hands of the common council, so no date can be set.

Several new ideas in library design and furnishing have been incorporated into the north side branch. A "quiet room" for adult readers, although not completely equipped with furniture yet, will provide a cloistered nook for grownups to enjoy their books away from students in the outer reference and adult reading rooms.

Display Books, Posters

In front of one of the windows in the adult reading room a space has been provided for displaying

—Tribune Photos

Three Members Of Local Family In U. S. Service

William, Robert, James Krause Now Assigned To Army Units

Three sons of Mr. and Mrs. George E. Krause, 2146 Market street, now are serving with various units of the U. S. armed forces.

The Krauses have two other sons, Assemblyman Edward, 26, of 525 South 10th street, who is married and has one son, and John, 15, living at home.

Sgt. William G. Krause is assigned to Battery C, 103rd Field Artillery Battalion,

Figure 83 – Photos of library completion from the August 30, 1942, La Crosse Tribune. Courtesy of the La Crosse Public Library Archives.

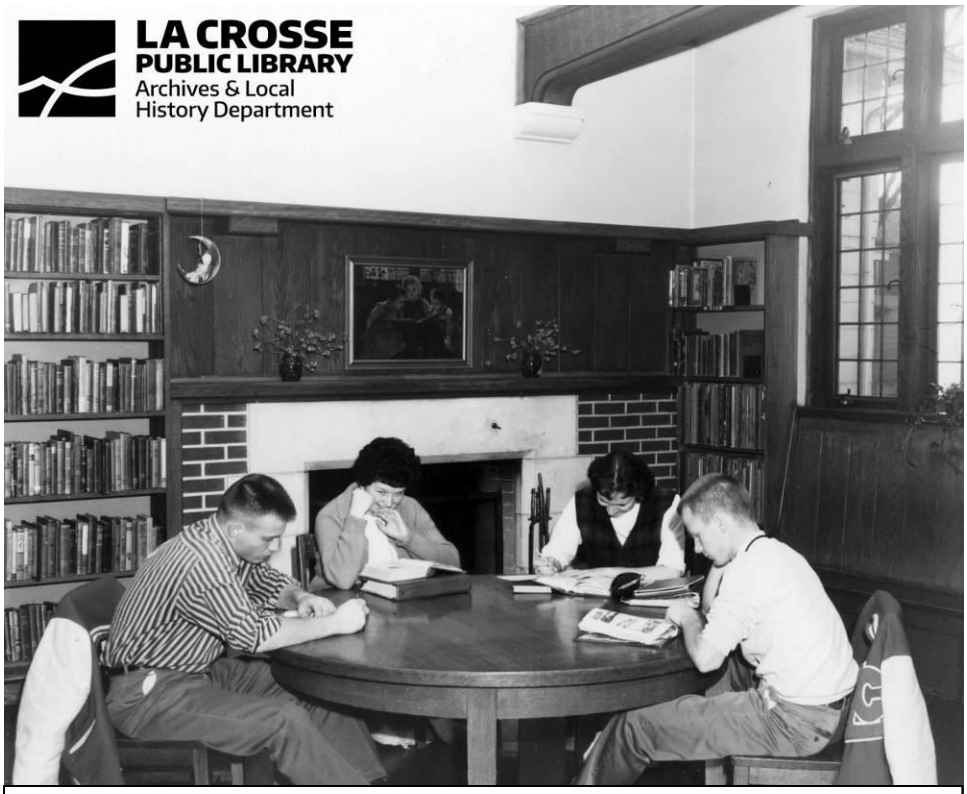


Figure 84 – View looking at fireplace in main library. Date Unknown. Courtesy of La Crosse Public Library Archives.



Figure 85 – View looking at north reading nook in main library. Date Unknown. Courtesy of La Crosse Public Library Archives.

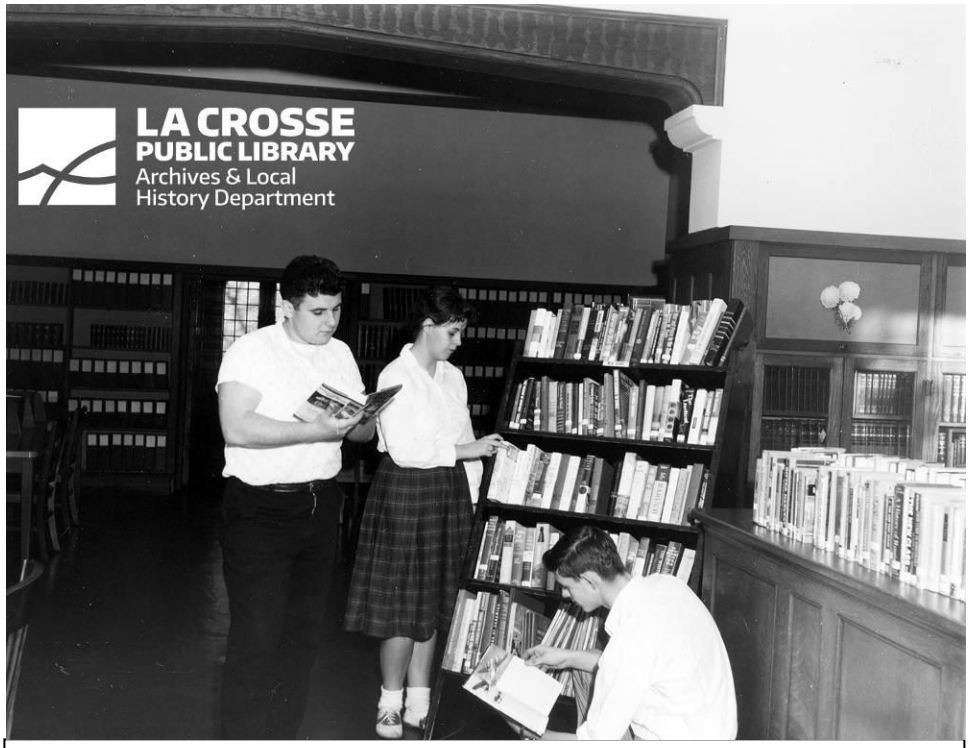


Figure 86 – View looking east at reading room and circulation desk. Date Unknown. Courtesy of La Crosse Public Library Archives.



Figure 87 –View looking east at the front of the library. Circa 1944. Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 88 –View looking southeast from corner of Gillette and Kane Streets. Circa 1977. Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 89 –View looking southwest at the back of the library. Circa 1977. Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 90 –View looking at main gable of library. Circa 1977. Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 91 –View looking northeast at main entry. Circa 1977. Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 92 –View looking east at the small south gable. Circa 1977. Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 93 –View looking north at main reading room. Circa 1980. Photo by E. Hill, Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 94 –View looking north at main reading room ceiling. Circa 1980. Photo by E. Hill, Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 95 –View looking south at main reading room. Circa 1980. Photo by E. Hill, Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 96 –View looking fireplace and reading nook. Circa 1980. Photo by E. Hill, Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 97 –View looking south at main entrance. Circa 1980. Photo by E. Hill, Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 98 –View looking southwest at circulation desk. Circa 1980. Photo by E. Hill, Courtesy of the UW – La Crosse Murphy Library Special Collections.

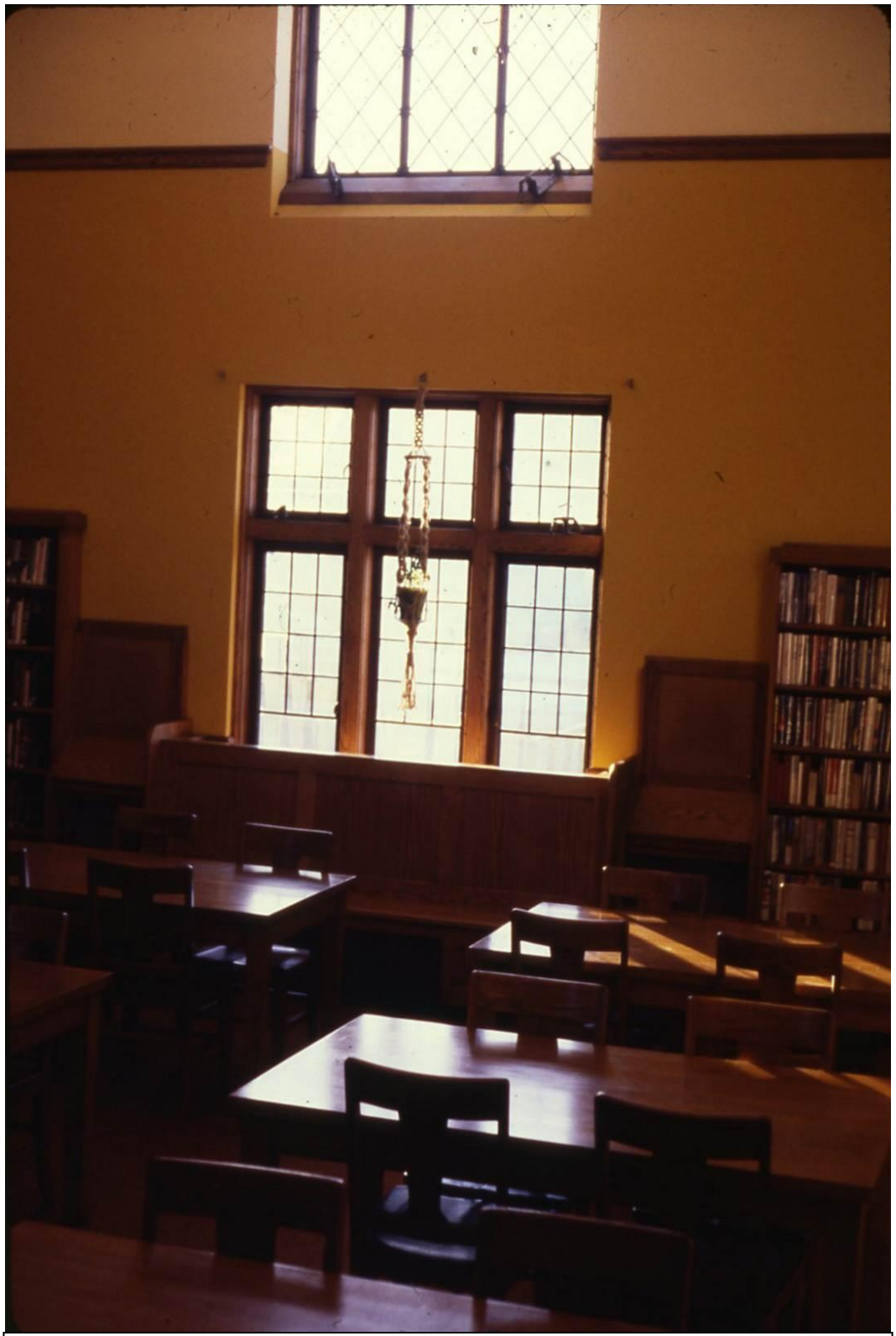


Figure 99 –View looking west at north reading area. Circa 1980. Photo by E. Hill, Courtesy of the UW – La Crosse Murphy Library Special Collections.



Figure 100 –View looking east at small reading room. Circa 1980. Photo by E. Hill, Courtesy of the UW – La Crosse Murphy Library Special Collections.

Chapter 06:
Conceptual Design

A. Preservation Objectives:

Overview:

The North Community Library is a significant piece of La Crosse's past and contributes to the tangible historic significance of the community. The top priority is to preserve the exterior and rehabilitate the interior, potentially for a new use. It has great potential for many different uses that need wide open spaces such as a restaurant, community center, or office. The challenge will be rehabilitating the building to a level where code required updates won't exceed the budget. The preservation plan for the building will make a new accessible entry, minor masonry repairs and roofing repairs/upgrades on the exterior, with potentially significant remodeling work on the interior.

Methodology:

The recommendations and professional opinions in this chapter are based on the data that was available at the time of writing this document, and could change significantly with new findings in both historical research and physical evidence from the structure itself.

Many dates of modifications were provided by Director Trane of the City of La Crosse Planning Department.

It is the hope of the project team that when additional information is obtained, it will be added to this document for future building occupants.

Terms:

The following is a very basic list of vocabulary that will be used throughout this chapter. This list is not meant to be exhaustive, but rather a quick reference of the different preservation treatments available for use on historic projects. This list can also be found at the beginning of Chapter Two.

Preservation - means to keep the building looking as it does today. This approach halts further deterioration of the structure. Changes that have occurred over time are allowed to remain in their current state.

Restoration - is far more intensive than preservation. In restoration, a period of significance is chosen and the building is returned to the way it looked at that moment in time. Features added after this period are removed and any features that were associated with the structure at that period may be recreated and incorporated back into the structure. Damaged elements still in existence are repaired and brought back to their original condition.

Rehabilitation - changes the historic use of a structure to give the building a new occupancy, while retaining much of its historic integrity. This approach is often much less sympathetic to the building than the above approaches.

Reconstruction - recreates portions or an entire structure that has been destroyed or demolished. Detailed research and craftsmanship is critical when reconstructing any element to try to make it look authentic.

Replication - creates an additional copy of an existing structure, or portion thereof. Many times this copy is in a different location.

Conservation - protects the existing features of a historic structure. Work is often carried out to protect and correct deterioration to the existing structure.

Additions - are often needed to accommodate changing needs in the structure. All additions should be clearly differentiated from the historic structure.

Period of Significance:

The North Community Library at 1552 Kane Street has a long period of significance, beginning with the completion of the structure in 1942 and continuing up to the current time (2026) since the building is still being used for its original purpose. An appropriate period of restoration for the library would be any time before 1976 (50 years ago), which is generally the age when a building can be considered historic. There have been no major additions or insensitive renovations, so the period of restoration is not a huge issue for this project.

Treatment Approach:

It is recommended that the buildings have the exterior preserved in Phase 1. The exterior repairs to the building are required so any roof leaks will not ruin new interior finishes. Another reason for exterior work being done first is to keep maintenance costs down. A small amount of tuckpointing now will help keep the building more weather tight and adding new flashing, gutters and downspouts will help to protect the masonry. The rehabilitation of the first floor is also part of Phase 1 since it will be required for any new use. Phase 2 will likely consist of rehabilitating the basement. This building is not currently eligible for historic tax credits, which could help offset some construction costs. The work on this building will be done in two primary phases, with smaller future phases for routine maintenance.

It should also be noted that the entire philosophy of preserving historic structures is to save as much of the existing building fabric as possible. The most sensitive and least disturbing course of action is the one that must be evaluated first in each and every case. More intensive intervention is only acceptable when less intrusive means will not get the job done properly.

Sustainability is also an integral part of each building rehabilitation. Ignoring inefficiencies is no longer an option. When insulation can be added in a space that is opened up, its effectiveness should be evaluated. When systems are replaced, new efficient systems, especially mechanical equipment, should be evaluated. Historic buildings need not be LEED Certified; however, cracked leaky windows and un-insulated attics are not acceptable. There is a balance that must be met, and part of the job of your Preservation Architect is to see that this balance is achieved.

It must not be forgotten that this whole process should be documented. After all, this building contributes to the community of La Crosse as a whole. The rehabilitation of this building can and should be utilized as an educational tool for the area schools as well as history lovers, and anyone interested in the field of architecture. The story of this building continues each and every day. Today's news is tomorrow's history.

B. Program Analysis:

Overview:

The North Community Library will likely soon have a new use bringing an end to the library era. The building has had very few modifications over the years, which has left an amazing amount of historic building fabric intact.

Site:

This site is embedded into a residential area across from an elementary school. It has high visibility from Gillette Street, but is not visible from George Street. Other factors important to site analysis are accessibility and drainage. The front door functions as the accessible entry point. It has no steps and the pair of doors is wide enough to get a wheelchair through, but both doors must open at the same time to be wide enough. It would be better to have an accessible entry at the back of the building leading to the parking area. The parking area requires at least one accessible space and must connect with an accessible path to the building (unless the property is converted to a single family home or duplex). Due to the site sloping down from front to back, it would require a ramp up to the back door. Roof drainage is an issue. There are a lot of gables and dormers that channel water into pinch points on the roof. The building once had gutters and downspouts, but it currently does not. This is causing the ground around the building to become saturated which then soaks into the walls and foundations. Wet masonry deteriorates much faster than dry masonry. Most of the area around the building is pervious which does help contain runoff.

Exterior:

The exterior of the building is in fairly good condition. There are some small areas of masonry that will need to be tuckpointed. As long as the current windows are holding up, there is no need to replace them. When seams open up, or the gaskets fail on the double-pane glass, new energy efficient windows that are closer to the historic design can be installed. The stucco should be checked to see if it is still bonded to the backup material. The wood trim needs to be cleaned, primed and repainted. Areas of sealant need to be replaced. The roof should have the small leak(s) investigated and repaired. In the next 10-15 years, the slate roof will probably need a major repair done. This is typically called a “lift and relay” project. It all depends on how the underlayment and fasteners are holding up. Slate roofs are extremely durable and outlast most other kinds of roofing.

Basement:

The basement of the building has been used as meeting and storage/mechanical space. The building systems have some serviceable life left, so a major upgrade may not be needed at this time. The amount of work depends on the new use for the space. It makes sense to keep most of the building systems in the basement and rise up to the first floor where needed. Any new floor penetrations should be carefully located, cutting through a concrete joist will require structural corrections to stabilize the adjacent floor, while cutting through the clay tile pans will be much less intrusive. It did not look like there was much water infiltration in the basement, and the little bit that was noticed may be corrected by adding gutters and downspouts to the roof. If a more intensive commercial use goes into the basement there will be code requirements. Egress routes may change, more restrooms could be required, the building systems may need to be completely reconfigured, etc. ADA compliant restrooms and an accessible route may be required to the basement. Until the use of the building is finalized, specifics won’t be known.

First Floor:

There are two approaches to the first floor. The first would be to work with the existing architecture and try to gently insert a new use into the building. This is the preferred method and would be a requirement if historic tax credits are being pursued. It would mean leaving spaces minimally altered, such as preserving the build-in benches and book shelves and keeping the main spaces of the library as open as possible. It would also mean keeping the window locations and sizes as close to their current configuration as possible. An ADA compliant entry and accessible route must be achieved on the first floor. One benefit to having the building listed as a historic structure is that only one accessible entry is required. Non-historic buildings are required to have at least two-thirds of their entry points be accessible. Accessible restrooms will also be required for anything other than a single family home or duplex use.

The other approach would be a gut rehab. These types of renovations typically are not eligible for historic tax credits since so much of the historic building finishes are lost in the process. Code and ADA requirements will have a major impact on this approach as well.

Possible Uses:

There are a number of viable uses for this building beyond being a public library. A few of the many options are listed below:

Assembly: The library is currently an assembly use. It could be converted to another assembly use with minimal change if done intelligently. Other assembly uses include restaurants, taverns, banquet halls, community centers, museums, art galleries, and places of worship to name a few. The concrete floor structure is very sturdy, but should still be evaluated by a structural engineer once the new use is determined. It is probable that this floor meets current code for many assembly live load requirements. The number of restrooms will depend on the use and the occupancy of the building. Generally speaking, food and drink establishments require more plumbing fixtures than community halls and galleries. The total occupant load would also determine if the building will be required to have fire sprinklers or not. For example, taverns are required to have fire sprinklers when the occupancy reaches 100 people, while for community halls the threshold is 300 people. If the community hall serves alcohol then the threshold may drop to 100 people. One can see that the code is applied on a case by case basis. ADA upgrades will be required such as accessible restrooms, at least one entry, and an accessible route to all primary function spaces. The mechanical and electrical may be able to remain largely unchanged.

Business: This building would convert to an office or multiple offices quite well. It has large wide open spaces and nooks that can be used for work stations and meeting spaces. The book shelves would be great for a law firm or accountant's office. The restroom requirements are much lower for business uses and very few business spaces require fire sprinklers. ADA requirements would still be needed for this use.

Institutional: This space could be used for a daycare whether child or adult. The wide open spaces would be good for supervision. Depending on the level of care provided, modifications could be more extensive than a business or assembly use. Unless a very strict set of exceptions are met, the building would be required to have fire sprinklers installed.

Mercantile: The building would convert well to a retail store. The biggest issue with retail is not the building, but the location. It would be surrounded by residential uses. If the building were on George Street, retail might be a viable option, but being on Kane and Gillette, it just doesn't have enough traffic. ADA would still

apply, but the number of restrooms would be minimal. Most retail options would not require a fire sprinkler system, but some, such as upholstered furniture, may require the building to have fire sprinklers installed.

Residential: This building could simply be converted into a single family home or a duplex. This would allow the building to be designed under the Uniform Dwelling Code, instead of the full commercial code. ADA would not apply in this instance. Fire sprinklers would not be required. Cutting the building up into more apartments would trigger major code required updates. Fire separation of 1 hour between floors and dwelling units would be required for apartment, hotel, or AirBnB uses. These residential occupancies require a fire sprinkler system throughout the building. The existing window locations will also be an issue since many of the windows are high on the walls. Every bathroom and kitchen will need new plumbing penetrations drilled through the concrete floor structure. The existing mechanical and electrical systems are not set up for many individual dwelling units and would need significant changes, or total replacement.

Summary: It is the author's opinion that a new assembly or business use would be the highest and best use of the building, but some light residential (single family or duplex) might also be viable. Trying to change the building too significantly from what it was historically will be difficult to accomplish without destroying the essence of the structure.

C. Recommendations:

Overview:

This section summarizes the work that needs to be done to the building. It is important to remember that, due to the nature of historic preservation projects, additional situations will be discovered as portions of the building are worked on. That is why it is imperative to always have some extra financing set aside in a construction contingency. The following items have been organized from actions that must be done immediately to items that can be done in the near future. It may prove cost effective to take certain items with a moderate priority and add them to a project earlier in the preservation campaign.

A Preservation Architect should be hired to work on drawings and specifications for the building before any project is undertaken, to make sure the historic building is treated properly. The Preservation Architect will also be the Owner's Representative during the construction process to work with contractors, code officials and preservation officials to create a high-quality finished product.

Phase 1 – Immediate Work:

Hazardous Materials: Asbestos abatement, if asbestos is found, will be required to be completed prior to any contractors arriving on site. Asbestos, when it is in the work area, must either be encapsulated or abated by a licensed asbestos contractor. The contractor will need to be certified to work with lead paint.

First Floor Renovation: The first floor has always been used as a library. This floor should be rehabilitated for the new owner/tenant. The actual design will vary significantly depending on what kind of use moves into the building. An assembly use may only need minor reconfiguration and would keep the large open spaces. An office could have work stations in the wide open space, or may have smaller, enclosed office spaces created. Residential uses will divide up the space into many smaller rooms and areas and will require fire separation between individual units and common spaces.



Figure 101 – Most of the square footage of the main floor is wide open space (2026).

An ADA compliant entry from the primary parking and an accessible route through the first floor will be required for all commercial uses and residential uses when there are three or more dwelling units. The accessible route through the first floor is required even if no elevator is installed. At a minimum, two legal exits will be required from both floors because of the length of the building. If the building is used as a single family home, then the requirements will be less stringent. Building systems will be a mixture of new and existing and are discussed in the following sections. Preserving the essence of the library will be important if historic tax credits are pursued. This means that the interpretation of the main spaces must remain legible, wood trim, book cases and other built-ins should be preserved, and the plaster ceilings should remain exposed in most locations. The main stair to the basement may be able to utilize the historic building code provisions to have a smoke separation rather than a fire separation, or to potentially remain open depending on the building occupancy. The restroom

configuration and size will vary considerably depending on the building use and the maximum occupancy numbers.

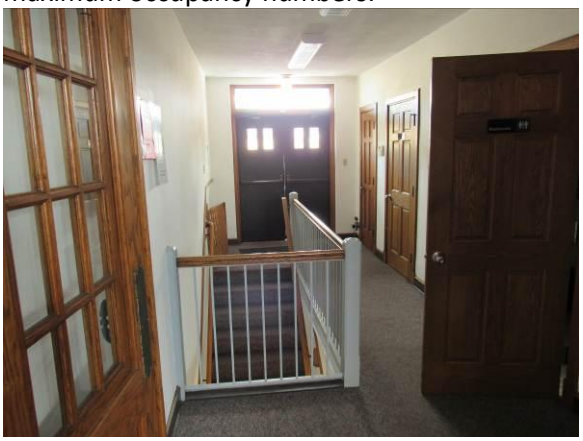


Figure 102 – The back entry and restrooms are not currently accessible (2026).

Gutters and Downspouts: The building originally had half round gutters and downspouts, but there are currently none on the building. This has created a continual moisture issue with the masonry walls, especially near grade. New half round gutters and downspouts should be added to the building as soon as possible. This will direct water away from the building and increase the life span of the mortar joints. The small leak(s) in the roof should be found and repaired. The longer these leaks are allowed to remain, the worse they can get and the greater the potential for rot in the roof structure and damage to the interior finishes. The small gable at the southwest corner of the building is missing a ridge cap and a couple of slate shingles may be loose/missing. This is a logical place to start looking for a roof leak. Slate shingle roofs often have a life span of 80-100 years. This roof shows some signs of wear, but it does not appear that a major roof project needs to be part of Phase I. The larger roof project will be discussed under Phase II. All roof flashings should be evaluated to check for breaks and other possible areas where leaks are occurring.



Figure 103 – The building originally had copper gutters and downspouts (2006).

ADA Upgrades: If the building will have a commercial use, or a residential use that falls under the International Building Code, then it will be subject to the Americans with Disabilities Act (ADA). If accessible parking is provided in the back of the building, then the back door should be accessible. This would require removing the stairs at the back door and creating a new ramp. The back door will need to have at least one leaf that is 36" wide, minimum. The building code does provide some relief from ADA requirements compared to a new or non-historic existing building. Inside, new uses will require an accessible route including latch clearances at doors, replacement of door knobs with levers and/or exit devices, accessible restrooms/bathrooms with items such as grab bars, sinks mounted at the correct height and distance from the wall, toilets with the correct seat height and distance from the wall, etc. Any spaces that are considered "primary function" spaces will need to have an accessible route to them. If the basement has "primary function" uses, it will need an elevator unless an exception is granted. The basement will be discussed as part of Phase II. Another important consideration for ADA compliance is placing things within the required reach ranges. Floor outlets generally do not comply with ADA requirements, but not all

outlets need to be within the required ranges. Light switches, countertop heights, mirrors, and even electrical panels all have height restrictions defined in the ADA.



Figure 104 – The restrooms nearly comply with ADA requirements, but are still deficient in a few areas (2026).

Plumbing: Most of the plumbing will probably be redone if a new use goes into the building. Residential and restaurant occupancies generally have more intensive plumbing requirements than many other occupancies. New sanitary lines will more than likely be PVC which has mostly replaced cast iron. New supply lines will probably be either Pex or copper. Any old galvanized steel lines should be removed and replaced. Supply and drain lines should be run in the basement whenever possible. It should be noted that any new penetrations through the floor structure should miss the concrete ribs/joists. Going through a joist area rather than a pan area (hollow clay tile) will create a significant amount of damage to the floor structure. The water heater is only a few years old, it still has serviceable life left, but may be over or undersized depending on the new building occupancy.

If fire sprinklers are required for the new occupancy, a new water service will be needed from the street into the building. This should be sized appropriately for the new fire sprinkler system. This would be a significant cost. Fire sprinklers will be required before any residential occupancy in the building with more than two dwelling units, or a combination of one commercial use and one dwelling unit.

Most of the roof drainage has been previously discussed with gutters and downspouts. The flat roof areas have roof drains and scuppers. The drain lines may need to be reconfigured depending on the rehabilitation efforts. The roof drain leaders should discharge to grade, away from the building, or be hard piped into the storm sewer.



Figure 105 – The water heater is fairly new, circa 2024 (2026).

HVAC: According to City records, the mini-boilers in the basement were installed in 2020 and still have quite a bit of serviceable life left. The City has upgraded the HVAC system over the years and it appears that most of the equipment is from this century. The climate changer and humidifier are identified as being from 2002, and may be nearing the end of their serviceable life. The air conditioning is identified as being installed in 2022. Parts of the system could remain in service if the new building use is compatible with the existing system. Assembly or office use may be able to save costs on a renovation project by reusing as much of the existing equipment and ductwork as is feasible. If a residential use goes into the building, it may be more difficult to justify keeping the existing HVAC for the building. This

is because individual dwelling units generally are better served by a stand-alone system within the unit.



Figure 106 – The mini-boilers were installed circa 2020 (2026).

A coordinated design could minimize the reconfiguration of ductwork which would also be a cost savings to the project. This all depends on the desired building use and the layout of spaces. Much of the ductwork is incorporated into the built-in furnishings within the first floor such as the benches and bookcases. The final decision of the HVAC system should be based on efficiency, ability to install in the existing spaces and the familiarity with the system by local installers, not just the cost. If individual temperature zones are needed and the existing system is unable to provide for specific needs, a small auxiliary system such as a heat pump/mini-split could be installed to keep specific areas at a different temperature without replacing the entire system. Central HVAC systems are more difficult to zone for specific needs which leads to some rooms being hot and others being cold. Currently, the building is mostly a wide-open space that benefits from a larger central system. As stated in the mechanical analysis, the system is well maintained and can remain in service for years to come unless a change in building use makes this system less viable.

Electrical: The electrical service may need to be redone depending on the occupancy. It is recommended that if new service is provided that the overhead service drop be removed and replaced with underground service. The existing conduit is not in good condition and there is only a single meter, which is acceptable for a single tenant, but adding additional tenants will require more meters.

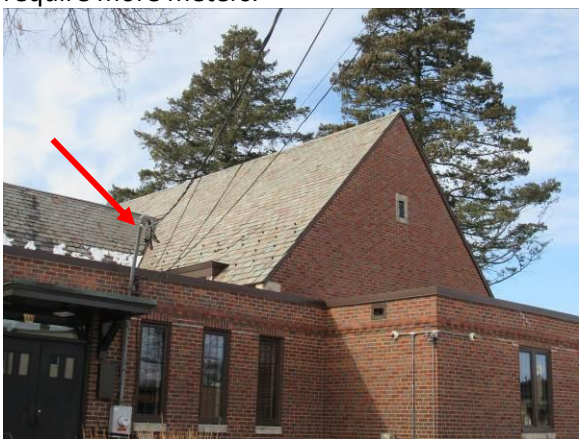


Figure 107 – Existing electrical service has seen better days, underground service would be a big upgrade (2026).

Inside the building, the electrical system has been upgraded at various points over the years. Lighting in the main library was upgraded to modern LED fixtures circa 2021. There is a mixture of hard conduit and flex conduit in the basement and in the attic. Data and power is run primarily in the basement and attic as well. No knob and tube wiring was noticed while on site, but that doesn't mean it doesn't exist on the property. For the most part, it looks like most of the electrical has been upgraded beyond the original wiring and many areas have modern conduit. Any new wiring needs to be run in conduit and it would be beneficial to have additional outlets and switches added. Any new layout or building use will require different electrical needs, thus requiring modifications. Installing a better wireless network for the building would be a good idea if the building will be an assembly use or an office use, it may

not be essential if the building will be used for residential.



Figure 108 – Modern LED light fixtures and newer ceiling fans are in the main library space (2026).



Figure 109 – Some older fluorescent fixtures remain in the basement (2026).

The lighting will probably need significant modification depending on the new use of the building. The back parts of the building and basement have rooms with minimal lighting that would benefit from additional light fixtures, or more efficient light fixtures. While the first floor was upgraded to efficient LED fixtures in many locations, there were still some T8 fluorescent lights, especially in the basement. Any bulb fixtures can have screw-in type LED bulbs that can replace incandescent bulbs without changing out the entire light fixture. LED strip lights give more light with less energy than fluorescent lights. Emergency egress lighting with battery backups will need to be redone based on any changes to the building layout.

Fire, Smoke Alarms and Security System: The requirement for a fire alarm system will be dependent on the building's future occupancy. Some uses require a fire alarm system while it is optional in other occupancies. A hard-wired smoke alarm system shall be installed at a minimum. The existing security system appears to provide very good coverage of the interior and exterior of the building. It would be nice if the security system was less visually intrusive especially on the exterior of the building.



Figure 110 – The building has numerous security cameras, but they could have been installed to be more sympathetic to the architecture (2026).

Phase 2 – High Priority Work:

Basement Renovation: The basement has some potential for usable space. The two meeting rooms flank the main stair. It would be difficult to make these rooms accessible, but if the same uses are provided on the main level and disproportionality of an elevator can be documented during building code review, some of the basement could have usable space for the upstairs occupancy. Historic doors and trim should be retained, but new wider doors may be required to enter into these rooms. The ceiling in the large meeting room should be removed and replaced if this room is to be used for anything more than storage or mechanical. The fiber tile ceiling has some loose tiles, is covering existing ductwork, and has exposed conduit and wire mould surface mounted in some areas.



Figure 111 – The basement meeting rooms could be upgraded depending on the building occupancy (2026).

The mechanical spaces are clean and logically laid out, it makes sense to keep these spaces for mechanical equipment. The north part of the basement is only partially excavated and will probably remain miscellaneous storage with any building use.



Figure 112 – The mechanical spaces are very clean and organized (2026).

The second stair is a great benefit to complying with egress requirements. New handrails and perhaps a new anti-slip coating could be added to the existing stairs.

Roof/Dormers: The roof is currently covered with slate shingles in the gabled areas and EPDM over the low-slope areas. The slate is original, and had repairs done in 1992 according to city records. Slate roofs generally have a life span of 80-100 years before a major repair is done. This major repair is called a “lift and relay”. Many times most of the slates are still in good condition, but the nails holding them in place either work loose or rust which allows the slates to become loose. A lift and relay allows any areas of the roof deck that have deteriorated to be replaced, new metal (preferably copper) flashing to be installed, new underlayment to be installed (usually a combination of a product like ice and water shield and roofing felt, either regular or synthetic) and finally new nails used to fasten the old slates back on the roof for many more decades of service. At the time of this report there was a stack of extra slate shingles in the basement. The reason this work is in Phase II is because the current condition of the roof does not require immediate reroofing, but in 10-15 years this project will become a much higher priority. If money is available, then it would

save money to move this item to Phase I when the gutters and downspouts are installed.



Figure 113 – There are some damaged slate shingles on the roof (2026).

There are two areas of low slope (flat) roofs. The high roof is over the main gable running north-south. According to city records, this roof was installed in 2002 and may be nearing the end of its serviceable life. EPDM roof systems usually have a warranty period of 20-30 years and are usually ready for replacement within 10 years of the warranty period ending. The lower flat roofs were reroofed in 2016 according to city records and are still under warranty. City staff stated that warranty work was recently done to the flat roof. Since this roof is still under warranty any changes such as adding a new penetration for a vent, pipe, etc. should be done by a certified installer to keep the warranty in place.

Outbuilding/Addition: There is potentially room for an addition on the rear of the building, but creating an addition will probably reduce the amount of parking on site and/or require relocating mechanical and electrical equipment. If the addition is designed to delicately connect to the existing building, many of the existing windows could be retained. If a business moved into the building and needs to expand, an addition could be added at a later date. Another option would be to have an outdoor dining area/patio if a restaurant would move into the building. There is currently a storage shed on the property. It is unclear if the city would take this structure if the property is sold.



Figure 114 – There is currently a storage shed in the southeast corner of the property (2026).

Windows: City records indicate that the existing windows were installed circa 2007. These windows have held up well over the past 19 years. It is too bad that the original steel windows with leaded glass were removed, but they were probably very inefficient. Good replacement windows can last 30-40 years or longer, but lower quality windows can fail in 10-15 years. The important thing to watch on these windows is the glass itself. When the seals between the panes of glass start to fail, the windows generally “fog up” where condensation occurs between the panes of glass. The frames can also fail by opening up on the seams. When these windows begin to show signs of failure, they should be replaced with new windows that are closer in appearance to the original windows. The original windows were steel with leaded glass, so the new windows could be a modern thermally broken aluminum unit with insulated glass and simulated divided lites to look like the old lead cames. The new window units will probably have insulated glass (double-pane filled with argon gas) with no tint. A low-E coating may be allowed but only if historic tax credits are not

pursued. The windows have some serviceable life left so replacing them is not a high priority.



Figure 115 – The original windows were still extant until the 2007 window replacement project (2006).



Figure 116 – The current windows have fake divided lites to mimic the lead cames (2026).

Phase 3 – Ongoing Maintenance:

Exterior Walls: Repointing of the brick and limestone will periodically be required. This will be an ongoing maintenance project for this building. A general rule of thumb is that the building should be evaluated about once every five years after a major tuckpointing project is completed to see if any new areas on the building need to be repaired. The wood trim will need to be repainted every five to ten years. Sealants should be evaluated every time the building is painted and replaced as needed.



Figure 117 – The wood trim should be cleaned, primed, and painted the next time any exterior work is done to the walls or roof (2026).

Finishes: Interior finishes can also be upgraded in the future, if desired. This work does not have a timeline and is not required.

Routine Maintenance: After construction is done, this building, like all buildings, will require routine maintenance. The roof should be monitored and repaired/replaced when leaks develop. Damaged or broken finishes should be repaired or replaced. Appliances should be serviced as recommended. The HVAC equipment will also age and will lose efficiency. Having the equipment regularly serviced will add to its life expectancy.

Rationale for Phasing:

The approach taken to preserve and restore this building is focused first on making the exterior of the building weather tight and restoring historic building elements. If this step is not completed first, then work done on the interior could be damaged by water infiltration. The second priority is to refurbish the first floor for a new occupant. This will provide an opportunity for the building to house a local business, start generating revenue to a developer, or provide housing. The building will utilize new and existing mechanical, electrical, fire sprinklers, and plumbing systems. Both floors of the building need to have code compliant egress and fire separations. If the total project cost stays low enough, then a commercial use moving into the building may be able to use the disproportionality rule to avoid installing a new passenger elevator at this time. There is a form that must be accepted by the building code official having jurisdiction. The second phase will focus on the basement. The final phase will be the ongoing maintenance to keep this landmark building viable for future generations.

Since the building is not currently listed on the State nor National Register of Historic Places, it is not eligible for historic tax credits at this time. The building will need to be individually listed on the National Register of Historic Places or contributing to a National Register Historic District, in order to pursue state and federal historic tax credits. This would offset some of the construction costs. The tax credits allow construction to get done at a high quality and discourage cutting corners. Currently historic tax credits cover up to 40% of eligible expenditures (QRE). The State Historic Tax Credits cover 20% of the QRE and the Federal Historic Tax Credits cover 20% of the QRE. One thing to note is that expenses related to site work and new additions do not count toward the tax credit QRE. Most work done inside the historic parts of the building are an eligible

expense such as structural reinforcing, new mechanical, electrical, fire sprinkler, and plumbing systems, refinishing floors, refinishing walls and ceilings with historically appropriate approved materials, etc. The National Park Service (NPS) and the Internal Revenue Service (IRS) have documents further explaining the rules of the program. If substantial work is to be done, it is the author's opinion that it would be very beneficial to try and get this building listed on the National Register of Historic Places.



Figure 118 – A local history plaque located just outside the library (2026).

D. Additional Testing Recommendations:

Overview:

The different types of testing listed below is not an exhaustive list, but rather a list of items that are needed for the successful restoration of the building. Due to changing technology and government regulations, certain tests should be completed just prior to construction on the project.

Asbestos Survey:

Currently, asbestos survey regulations are changing across the country and a licensed asbestos inspector should be employed for an official asbestos survey of the whole building. The inspector should provide proof that he/she is licensed to perform work in the state of Wisconsin. This survey must be completed prior to any contractor performing work on site.

Mortar Testing:

The mortar analysis is a critical component to work done in the first phase of this project. The mortar should be tested for composition to determine the amount of lime, aggregate, and residue. The aggregate should also be studied so that a match can be found when mixing new mortars. The mortar should be tested for its compressive strength.

Lead Testing:

It is highly probable that lead paint exists in and on this building. Testing could be done by a licensed professional, or it can be assumed that existing painted surfaces contain lead paint.

E. Maintenance Plan:

Site:

Action:	Frequency:
Check alley and walks for tripping hazards	Spring
Trim vegetation away from building	Fall

Exterior:

Action:	Frequency:
Paint exterior wood	Every 5-10 years
Check for bats, mice, termites, wasps, etc.	Spring and Fall
Clean gutters and downspouts	Spring and Fall
Check trim, windows, roof, and skylight	Spring
Check caulk, flashing and paint	Spring
Check roof vents	Fall
Drain hose bibs and other outdoor plumbing fixtures	Fall
Check for ice dams on roof	Winter

Interior:

Action:	Frequency:
Check fire extinguishers	Monthly
Change batteries in smoke and fire detectors	Six months
Check caulk around plumbing fixtures	Six months
Check toilet and sink shut off valves	Annually
Check traps and drains at sinks for leaks	Annually
Check for water in the basement	Spring and Fall
Check operation of and lubricate windows and doors	Spring
Check dehumidifier	Spring
Check all doors and windows for leaks	Summer during rain storms
Check attic for leaks	Summer during rain storms
Check interior for pests	Fall
Service furnace	Fall
Check and clean thermostat	Fall
Tighten knobs, pulls and hinges on doors and windows	As needed

End Notes:

The Items for the maintenance plan were compiled after researching home maintenance checklists from various sources. The two primary sources consulted were the following:

1. "Home Maintenance Checklist." www.myhomeideas.com, web, 2011.
2. National Center for Healthy Housing. "Healthy Homes Maintenance Checklist." www.centerforhealthyhousing.org, web, 2011.

Bibliography – Selected References

A. Image Index:

Cover:

Figure 01: Zettler, Marcus, Photograph, 2026.

Chapter 02:

Figure 02: Zettler, Marcus, Photograph, 2026.
Figure 03: Zettler, Marcus, Photograph, 2026.
Figure 04: Zettler, Marcus, Photograph, 2026.
Figure 05: Zettler, Marcus, Photograph, 2026.
Figure 06: La Crosse County, Photograph, 2026.
Figure 07: La Crosse County, Photograph, 2026.
Figure 08: Zettler, Marcus, Photograph, 2026.
Figure 09: Zettler, Marcus, Photograph, 2026.
Figure 10: Zettler, Marcus, Photograph, 2026.
Figure 11: Zettler, Marcus, Photograph, 2026.
Figure 12: Zettler, Marcus, Photograph, 2026.
Figure 13: Zettler, Marcus, Photograph, 2026.
Figure 14: Zettler, Marcus, Photograph, 2026.
Figure 15: Zettler, Marcus, Photograph, 2026.
Figure 16: Zettler, Marcus, Photograph, 2026.
Figure 17: Zettler, Marcus, Photograph, 2026.
Figure 18: Zettler, Marcus, Photograph, 2026.
Figure 19: Zettler, Marcus, Photograph, 2026.
Figure 20: Zettler, Marcus, Photograph, 2026.
Figure 21: Zettler, Marcus, Photograph, 2026.
Figure 22: Zettler, Marcus, Photograph, 2026.
Figure 23: Zettler, Marcus, Photograph, 2026.
Figure 24: Zettler, Marcus, Photograph, 2026.
Figure 25: Zettler, Marcus, Photograph, 2026.
Figure 26: Zettler, Marcus, Photograph, 2026.
Figure 27: Zettler, Marcus, Photograph, 2026.
Figure 28: Zettler, Marcus, Photograph, 2026.
Figure 29: Zettler, Marcus, Photograph, 2026.
Figure 30: Zettler, Marcus, Photograph, 2026.
Figure 31: Zettler, Marcus, Photograph, 2026.
Figure 32: Zettler, Marcus, Photograph, 2026.
Figure 33: Zettler, Marcus, Photograph, 2026.
Figure 34: Zettler, Marcus, Photograph, 2026.
Figure 35: Zettler, Marcus, Photograph, 2026.
Figure 36: Zettler, Marcus, Photograph, 2026.
Figure 37: Zettler, Marcus, Photograph, 2026.
Figure 38: Zettler, Marcus, Photograph, 2026.
Figure 39: Zettler, Marcus, Photograph, 2026.
Figure 40: Zettler, Marcus, Photograph, 2026.
Figure 41: Zettler, Marcus, Photograph, 2026.
Figure 42: Zettler, Marcus, Photograph, 2026.
Figure 43: Zettler, Marcus, Photograph, 2026.
Figure 44: Zettler, Marcus, Photograph, 2026.
Figure 45: Zettler, Marcus, Photograph, 2026.
Figure 46: Zettler, Marcus, Photograph, 2026.

Chapter 03:

Figure 47: City of La Crosse, Zoning Image, 2026.

Chapter 04:

Figure 48: Zettler, Marcus, Photograph, 2026.
Figure 49: Zettler, Marcus, Photograph, 2026.
Figure 50: Zettler, Marcus, Photograph, 2026.
Figure 51: Zettler, Marcus, Photograph, 2026.
Figure 52: Zettler, Marcus, Photograph, 2026.
Figure 53: Zettler, Marcus, Photograph, 2026.
Figure 54: Zettler, Marcus, Photograph, 2026.
Figure 55: Zettler, Marcus, Photograph, 2026.
Figure 56: Zettler, Marcus, Photograph, 2026.
Figure 57: Zettler, Marcus, Photograph, 2026.
Figure 58: Zettler, Marcus, Photograph, 2026.
Figure 59: Zettler, Marcus, Photograph, 2026.
Figure 60: Zettler, Marcus, Photograph, 2026.
Figure 61: Olson, Christopher, Photograph, 2026.
Figure 62: Olson, Christopher, Photograph, 2026.
Figure 63: Olson, Christopher, Photograph, 2026.
Figure 64: Olson, Christopher, Photograph, 2026.
Figure 65: Olson, Christopher, Photograph, 2026.
Figure 66: Olson, Christopher, Photograph, 2026.
Figure 67: Olson, Christopher, Photograph, 2026.
Figure 68: Olson, Christopher, Photograph, 2026.

Figure 69: Olson, Christopher, Photograph, 2026.
Figure 70: Olson, Christopher, Photograph, 2026.
Figure 71: Olson, Christopher, Photograph, 2026.
Figure 72: Olson, Christopher, Photograph, 2026.
Figure 73: Olson, Christopher, Photograph, 2026.
Figure 74: Olson, Christopher, Photograph, 2026.
Figure 75: Olson, Christopher, Photograph, 2026.
Figure 76: Olson, Christopher, Photograph, 2026.
Figure 77: Olson, Christopher, Photograph, 2026.
Figure 78: Olson, Christopher, Photograph, 2026.
Figure 79: Olson, Christopher, Photograph, 2026.

Chapter 05:

Figure 80: Sanborn Map Company, Fire Insurance Map, 1906.
Figure 81: Sanborn Map Company, Fire Insurance Map, 1954.
Figure 82: Architect's Rendering, La Crosse Tribune, October 02, 1941.
Figure 83: Newspaper Images, La Crosse Tribune, August 30, 1942.
Figure 84: Courtesy of La Crosse Public Library Archives, Photograph, date unknown.
Figure 85: Courtesy of La Crosse Public Library Archives, Photograph, date unknown.
Figure 86: Courtesy of La Crosse Public Library Archives, Photograph, date unknown.
Figure 87: Courtesy of UW – La Crosse Special Collections, Photograph, ca. 1944.
Figure 88: Courtesy of UW – La Crosse Special Collections, Photograph, ca. 1977.
Figure 89: Courtesy of UW – La Crosse Special Collections, Photograph, ca. 1977.
Figure 90: Courtesy of UW – La Crosse Special Collections, Photograph, ca. 1977.
Figure 91: Courtesy of UW – La Crosse Special Collections, Photograph, ca. 1977.
Figure 92: Courtesy of UW – La Crosse Special Collections, Photograph, ca. 1977.
Figure 93: Courtesy of UW – La Crosse Special Collections, Photograph by Ed Hill, ca. 1980.
Figure 94: Courtesy of UW – La Crosse Special Collections, Photograph by Ed Hill, ca. 1980.
Figure 95: Courtesy of UW – La Crosse Special Collections, Photograph by Ed Hill, ca. 1980.
Figure 96: Courtesy of UW – La Crosse Special Collections, Photograph by Ed Hill, ca. 1980.
Figure 97: Courtesy of UW – La Crosse Special Collections, Photograph by Ed Hill, ca. 1980.
Figure 98: Courtesy of UW – La Crosse Special Collections, Photograph by Ed Hill, ca. 1980.
Figure 99: Courtesy of UW – La Crosse Special Collections, Photograph by Ed Hill, ca. 1980.
Figure 100: Courtesy of UW – La Crosse Special Collections, Photograph by Ed Hill, ca. 1980.

Chapter 06:

Figure 101: Zettler, Marcus, Photograph, 2026.
Figure 102: Zettler, Marcus, Photograph, 2026.
Figure 103: Zettler, Marcus, Photograph, 2006.
Figure 104: Zettler, Marcus, Photograph, 2026.
Figure 105: Zettler, Marcus, Photograph, 2026.
Figure 106: Zettler, Marcus, Photograph, 2026.
Figure 107: Zettler, Marcus, Photograph, 2026.
Figure 108: Zettler, Marcus, Photograph, 2026.
Figure 109: Zettler, Marcus, Photograph, 2026.
Figure 110: Zettler, Marcus, Photograph, 2026.
Figure 111: Zettler, Marcus, Photograph, 2026.
Figure 112: Zettler, Marcus, Photograph, 2026.
Figure 113: Zettler, Marcus, Photograph, 2026.
Figure 114: Zettler, Marcus, Photograph, 2026.
Figure 115: Zettler, Marcus, Photograph, 2006.
Figure 116: Zettler, Marcus, Photograph, 2026.
Figure 116: Zettler, Marcus, Photograph, 2026.
Figure 118: Zettler, Marcus, Photograph, 2026.

B. Selected References:

City Land Records for 1552 Kane Street La Crosse, Wisconsin. https://laxgis.maps.arcgis.com/. Web 03-18-2026.

Fitch, James Marston. Historic Preservation: Cultural Management of the Built World. Charlottesville: University Press of Virginia, 1990.

"Home Maintenance Checklist." www.myhomeideas.com, web, 2011.

International Code Council. International Building Code 2021. U.S.A. 2021.
WI Statutes SPS 361, 362, and 366. 2025.

International Code Council. International Existing Building Code 2021. U.S.A. 2021.

National Center for Healthy Housing. "Healthy Homes Maintenance Checklist." www.centerforhealthyhousing.org, web, 2011.

Sanborn Fire Insurance Company. Fire Insurance Maps for La Crosse, Wisconsin. 1906, 1954. Located online at the Wisconsin Historical Society website and on microfilm at the La Crosse Public Library Archives.

La Crosse Public Library Board of Trustees. Letter to the Board of Education. July 1933.

La Crosse Public Library Board of Trustees. Letter to the Mayor and Common Council. 1933.

La Crosse Tribune Newspaper, Various Dates:
July 27, 1933
February 10, 1934
March 21, 1937
March 25, 1937
March 28, 1937
March 29, 1937
September 9, 1937
May 17, 1938
August 6, 1938
November 9, 1938
November 18, 1938
November 23, 1938
January 11, 1939
March 31, 1941
July 7, 1941
October 10, 1941
August 30, 1942
December 7, 1972

All newspaper articles were located at the La Crosse Public Library Archives.

Nelson & Fuchs, Architects. Specifications for the "La Crosse Branch Public Library – P.W.A. 1718F. November 1938.

Steele, Fred E. City Attorney. Letter to the Board of Trustees, La Crosse Public Library. 2 Feb. 1940.

Steenwyk, G. Van. Letter to W. P. Roellig, Allis Chalmers Mfg. Co. 1 Nov. 1938.

Tyler, Norman. Historic Preservation: An Introduction to Its History, Principals and Practice. New York: W. W. Norton & Company, 2000.

Wisconsin Historical Society. "Architecture and History Inventory." Property Record #34574. www.wisconsinhistory.org, web, 2026.

Zettler, Marcus J., et al. Governor William H. Upham House Historic Structure Report, 2012.

All historic photos are located at UW-La Crosse Murphy Library Special Collections and the La Crosse Public Library Archives. Historic drawings are located at the La Crosse Public Library Archives.

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0753

Agenda Date: 7/22/2026 **Version:** 1 **Status:** Agenda Ready

In Control: Economic and Community Development Commission **File Type:** General Item

CITY OF LA CROSSE

400 La Crosse Street
La Crosse, Wisconsin 54601
(608) 789-CITY
www.cityoflacrosse.org

LEGISLATION STAFF REPORT FOR COUNCIL

File ID

26-0753

Caption

Action on Offers to Purchase 2010 14th St S, La Crosse WI 54601

Staff/Department Responsible for Legislation

Jonah Denson/Planning Development & Assessment

Requestor of Legislation

Jonah Denson

Location, If Applicable

2010 14th St S, La Crosse WI 54601

Summary/Purpose

The Replacement Housing Program is asking the Economic & Community Development Commission to approve the buyer selection for 2010 14th St S, La Crosse WI 54601.

Background

The RHP purchased the vacant parcel at 2010 14th St S in April of 2024. Students & instructors from Central High School built a new 4 bedroom/3-bathroom home with a 2-car attached garage on the parcel.

The assessed value of the property at the time of acquisition was $99,600. The parcel is projected to assess over $300,000.00 once assessed in 2027. Sale proceeds will go back to CBDG & HOME funds to support future replacement housing projects.

ECDC approved our ability to select an offer at random through a lottery system. A buyer will be selected prior to the meeting on 7-22-26 and presented to the commission for approval.

All three applicants meet income and affordability standards for the program and have been pre-approved for a 30 year fixed rate mortgage.

Fiscal Impact

~$165,000 in sale proceeds will return to the program after sale

Staff Recommendation

All applicants are well deserving of this opportunity, and we recommend approval of the selected buyer

PLANNING AND DEVELOPMENT
400 LA CROSSE STREET | LA CROSSE, WI 54601 | P: (608) 789-7512

Memorandum

To: **Economic & Community Development Commission**
From: **Jonah Denson**
Date: **July 22, 2026**
Re: **Action on offer to purchase 2010 14th St S, La Crosse WI 54601**

List Price: $300,000.00; The City will provide a deferred 2nd mortgage of up to $110,000 which will accrue interest of 3% per annum and will cease to accrue interest at half of the principal value. The City will also provide a forgivable 3rd mortgage of $25,000 forgiven each year over a 15-year period.

Three offers to purchase were received, details listed in the table below.

Offer to Purchase	1st Mortgage	Down Payment	Monthly Payment	Front End Ratio	Back End Ratio	2nd Mortgage	3rd Mortgage	Applicant ID
$ 300,000.00	$161,000.00	$ 4,000.00	$1,597.49	23%	28%	$110,000.00	$25,000.00	2010-001
$ 300,000.00	$159,000.00	$ 6,000.00	$1,676.73	27%	33%	$110,000.00	$25,000.00	2010-002
$ 300,000.00	$150,000.00	$15,000.00	$1,607.28	28%	41%	$110,000.00	$25,000.00	2010-003

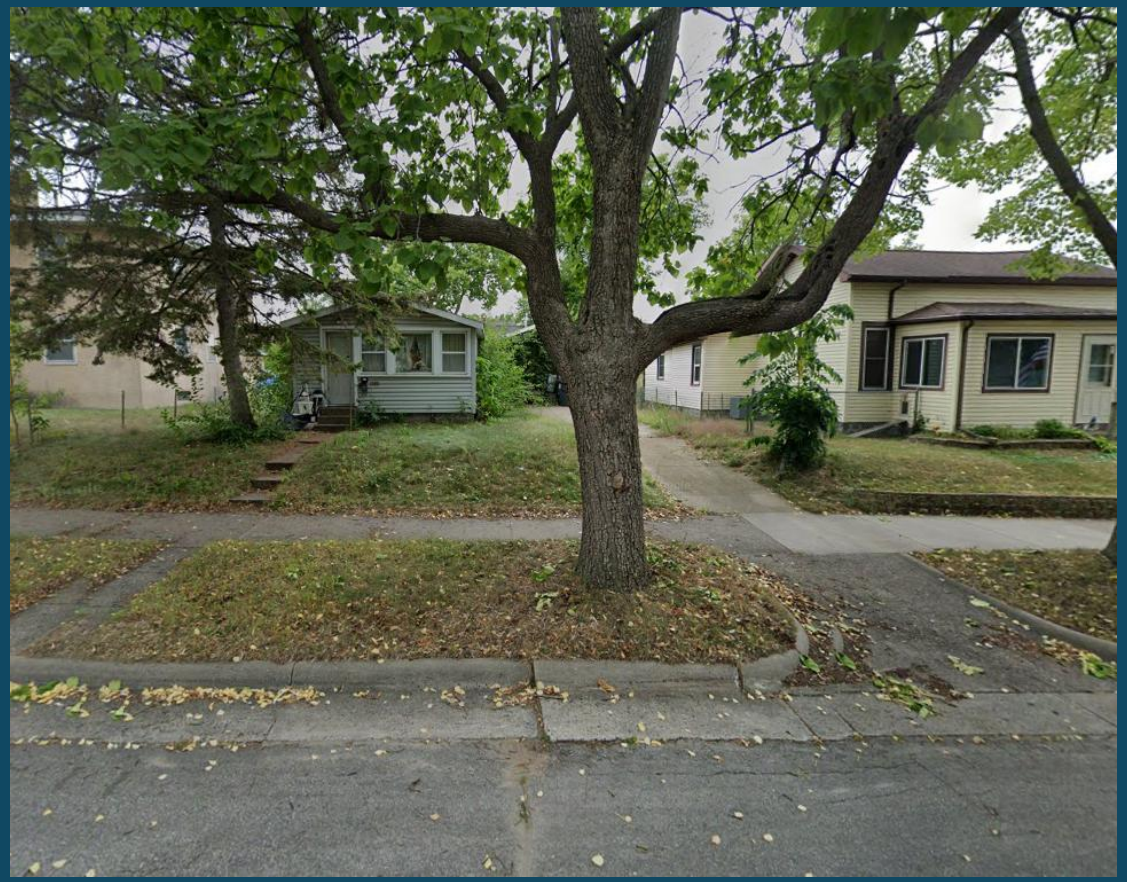


City of La Crosse
Replacement Housing Program



2010 14th St S

Before





Vacant Parcel Purchased in April of 2024

Assessed Value at Time of Purchase

$99,600

After



Listed for Sale
June 5th 2026

New
Projected
Assessment
~$325,000

Highlights





4 Bedrooms
3 Bathrooms



Highlights









Large Basement Family Room

2 Car Attached Garage

Open Concept Kitchen – Living Room

Highlights





Nice Sized Backyard
With Patio Space

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0766

Agenda Date: **Version:** 1 **Status:** Agenda Ready

In Control: Economic and Community Development Commission **File Type:** General Item

City of La Crosse 2026 Action Plan

The Action Plan serves as a detailed, annual roadmap that allocates funds and identifies goals, projects and outcomes. The 2026 annual funding is allocated as follows:

Type	Funding Amount
CDBG	$882,505
HOME	$280,302.57



Quality Affordable Housing

- Increase access to affordable housing and homeownership for low-income individuals



Quality Affordable Housing

- Provide funding to increase the quality of housing for homeowners



Poverty Alleviation

- Provide resources to increase self-reliance through direct grants to partner organizations



Economic Development

- Support business development through technical assistance to microenterprise businesses



Urgent Need

- Address urgent issues in a timely manner - this is a new expenditure category for the City of La Crosse and intended for emergency use only



Administration

- Create & update plans, policies & procedures to address changing market needs
- Allocate funds for City staff to ensure compliance with CDBG and HOME regulations

- Increase access to affordable housing - CDBG $275,000.00 | HOME $252,272.31
- Provide funding to increase the quality of housing - CDBG $128,683.51
- Support business development - CDBG $25,000
- Poverty Alleviation - CDBG $152,320.49
- Urgent Need - CDBG $25,000
- Update Plans, Policies & Procedures- CDBG $100,000
- Administration - CDBG $176,501 | HOME $28,030.26

Poverty Alleviation Grantees | 2026 Public Service Awards

- Cia Siab, Inc; Kho Tsev: Hmoob Family Housing Program - $14,571.13
- La Crosse County; Schuh-Mullen Project - $48,241.00
- New Horizons; Homicide Prevention Shelter - $14,571.13
- Catholic Charities; La Crosse Warming Center - $30,183.05
- Salvation Army; Shelter Advocates - $30,183.05
- Family & Children's Center; Stepping Stones - $14,571.13

Executive Summary

AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

1. Introduction

The City of La Crosse aims to support affordable housing, neighborhood revitalization, public services, and economic development for low- and moderate-income residents.

2. Summarize the objectives and outcomes identified in the Plan

This could be a restatement of items or a table listed elsewhere in the plan or a reference to another location. It may also contain any essential items from the housing and homeless needs assessment, the housing market analysis or the strategic plan.

Key outcomes of this plan are to increase access to quality affordable housing through new homeowner housing units added and repairs to homeowner owned properties, increase self reliance through funding public service partners and advance economic opportunities through business support and workforce development.

3. Evaluation of past performance

This is an evaluation of past performance that helped lead the grantee to choose its goals or projects.

In the past year, the City launched an RFP for Economic Development activities. One response was received and funded. CDBG funds were also utilized to acquire and demo properties while HOME funds were used for construction in partnership with the Replacement Housing Program.

4. Summary of Citizen Participation Process and consultation process

Summary from citizen participation section of plan.

A public comment period was held April 25, 2026 to May 28, 2026. Notice was published in the La Crosse Tribune on April 25, 2026. The Plan was made available at cityoflacrosse.org/CDBG with a form for the public to provide feedback during the comment period. A public hearing was held at the Economic & Community Development Commission on May 27, 2026 at 3 PM at City Hall.

5. Summary of public comments

This could be a brief narrative summary or reference an attached document from the Citizen Participation section of the Con Plan.

No public comments were made at the Economic & Community Development Commission or received online. Commissioners did engage with plan priorities, previous year outcomes, and ideas to expand public engagement opportunities.

6. Summary of comments or views not accepted and the reasons for not accepting them

No comments were not accepted

7. Summary

The City of La Crosse has made steps toward the goals outlined in the 2025-2029 Consolidated Plan specifically surrounding affordable housing, poverty alleviation and economic development.

PR-05 Lead & Responsible Agencies – 91.200(b)

1. Agency/entity responsible for preparing/administering the Consolidated Plan

Describe the agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	LA CROSSE	Planning and Development Department
HOME Administrator	LA CROSSE	Planning and Development Department

Table 1 – Responsible Agencies

Narrative (optional)

Consolidated Plan Public Contact Information

Mara Keyes

keyesm@cityoflacrosse.org

608-789-7362

AP-10 Consultation – 91.100, 91.200(b), 91.215(l)

1. Introduction

The City engages with partners from a multitude of spaces to execute the CDBG and HOME allocation plan.

Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(l))

The City of La Crosse strengthens coordination among public and assisted housing providers and private and governmental health, mental health, and social service agencies by supporting cross-sector partnerships, participating in regional planning efforts, collaborating with organizations such as the La Crosse Housing Authority and Coulee Continuum of Care, and aligning Community Development Block Grant (CDBG) and HOME Investment Partnerships Program funding with programs that integrate housing stability, healthcare access, and supportive services for vulnerable populations.

Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness.

The City of La Crosse and La Crosse County partner with the Continuum of Care on the Pathways Home Plan to End Homelessness. This is a strategically aligned effort across municipalities that meets regularly to address the needs of homeless persons and persons at risk of homelessness.

Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards for and evaluate outcomes of projects and activities assisted by ESG funds, and develop funding, policies and procedures for the operation and administration of HMIS

The City of La Crosse Homeless Services Coordinator serves directly with the Continuum of Care providers to ensure alignment of ESG funds and alignment with HMIS database.

2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdiction's consultations with housing, social service agencies and other entities

Table 2 – Agencies, groups, organizations who participated

1	**Agency/Group/Organization**	LA CROSSE COUNTY
	Agency/Group/Organization Type	Services - Housing Services-Health Health Agency Publicly Funded Institution/System of Care Other government - County
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	
2	**Agency/Group/Organization**	Black Leaders Acquiring Collective Knowledge
	Agency/Group/Organization Type	Civic Leaders Business and Civic Leaders
	What section of the Plan was addressed by Consultation?	Economic Development
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	
3	**Agency/Group/Organization**	Habitat for Humanity of the Greater La Crosse Region, iNc
	Agency/Group/Organization Type	Services - Housing

	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Families with children
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	
4	**Agency/Group/Organization**	COULEECAP INC
	Agency/Group/Organization Type	Services - Housing Services-homeless
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Families with children
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	

Identify any Agency Types not consulted and provide rationale for not consulting

N/A

Other local/regional/state/federal planning efforts considered when preparing the Plan

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care		Creation of low-barrier housing units and case management
Housing Study	City of La Crosse	The City of La Crosse Housing Study has identified the need for 200-230 additional housing units annually with a key focus on affordable units

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Pathways Home Plan to End Homelessness	City of La Crosse and La Crosse County	The City and County is a coordinated Plan aligning case management resources and housing to address homelessness.

Table 3 – Other local / regional / federal planning efforts

Narrative (optional)

The City of La Crosse continues to collaborate with Pathways Home Plan to end Homelessness. Through this, the need for housing navigation and case management have been identified as key needs in our community. Pathways Held Leases will aim create low barrier housing, and CDBG public service funds will support the case management needs.

AP-12 Participation – 91.105, 91.200(c)

1. Summary of citizen participation process/Efforts made to broaden citizen participation

Summarize citizen participation process and how it impacted goal-setting

A public comment period was held April 25, 2026 to May 28, 2026. Notice was published in the La Crosse Tribune on April 25, 2026. The Plan was made available at cityoflacrosse.org/CDBG with a form for the public to provide feedback during the comment period. A public hearing was held at the Economic & Community Development Commission on May 27, 2026 at 3 PM at City Hall.

Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Public Meeting	Non-targeted/broad community	0	0	0	
2	Internet Outreach	Non-targeted/broad community	0	0	0	https://www.cityoflacrosse.org/cdbg

Table 4 – Citizen Participation Outreach

Expected Resources

AP-15 Expected Resources – 91.220(c)(1,2)

Introduction

The City of La Crosse's anticipated resources include level funding for CDBG/HOME, plus program income that the City receives through its Housing Rehabilitation, Replacement Housing, and Small Business Loan programs. The estimated CDBG/HOME funding noted in this document is based on current HUD funding estimates but is subject to change, so these numbers may be altered in the future.

HUD allocations and funding are subject to change. Should the funding amounts change within +/- 20% of these anticipated dollars, the City's Planning & Development Staff will re-allocate funds as required. Should funding be increased or decreased by more than 20%, a Substantial Amendment will be completed and brough to the Economic & Community Development Commission.

Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan $	Narrative Description
			Annual Allocation: $	Program Income: $	Prior Year Resources: $	Total: $		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	882,505.00	300,000.00	0.00	1,182,505.00	0.00	Annual allocation is subject to Congressional Approval. Program Income is estimated, including Revolving Loan Funds. The City plans to receipt up to 20% of its Program Income to CDBG Administration.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan $	Narrative Description
			Annual Allocation: $	Program Income: $	Prior Year Resources: $	Total: $		
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	280,302.57	250,000.00	236,472.52	766,775.09	0.00	Despite the effectiveness of City HOME programs, a decrease in funding is expected for HOME funds over the next five years.

Table 5 - Expected Resources – Priority Table

Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied

The City will continue its history of matching nearly $6 for every $1 of CDBG investment, and often times significantly more than this. HOME Match requirements will be satisfied through donated time and labor from our technical college partner who construct homes. Typically, projects are funded through a variety of sources, including but not limited to GeoBonds, TID dollars, TID Affordable Housing Extension and WHEDA programs.

If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan

The City owns several parcels throughout the City with the intention to develop into affordable housing through Replacement Housing and/or partner organizations.

Discussion

Annual Goals and Objectives

AP-20 Annual Goals and Objectives

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Increase access to affordable housing	2025	2029	Affordable Housing	City-Wide Area	Quality Affordable Housing	CDBG: $350,000.00 HOME: $713,744.83	Homeowner Housing Added: 3 Household Housing Unit Homeowner Housing Rehabilitated: 1 Household Housing Unit Direct Financial Assistance to Homebuyers: 5 Households Assisted Buildings Demolished: 2 Buildings Other: 1 Other
2	Provide funding to increase the quality of housing	2025	2029	Affordable Housing	City-Wide Area Northside Neighborhood Revitalization Strategy Area	Quality Affordable Housing	CDBG: $228,683.51	Homeowner Housing Rehabilitated: 5 Household Housing Unit

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Provide resources to increase self-reliance	2025	2029	Homeless Public Services	City-Wide Area	Poverty Alleviation	CDBG: $152,320.49	Public service activities other than Low/Moderate Income Housing Benefit: 525 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 325 Households Assisted Homelessness Prevention: 35 Persons Assisted
4	Support business development	2025	2029	Economic Development	City-Wide Area	Economic Development	CDBG: $90,000.00	Jobs created/retained: 1 Jobs Businesses assisted: 3 Businesses Assisted Other: 1 Other
5	Address urgent, emergency issues	2025	2029	Urgent Need	City-Wide Area	Address Urgent Needs of the City	CDBG: $25,000.00	Other: 1 Other
6	Administer CDBG & HOME programs	2025	2029	Administrative	City-Wide Area	Administration	CDBG: $236,501.00 HOME: $53,030.26	Other: 1 Other
7	Create and update Plans, Policies, and Procedures	2025	2029	Administrative	City-Wide Area		CDBG: $100,000.00	Other: 1 Other

Table 6 – Goals Summary

Goal Descriptions

1	**Goal Name**	Increase access to affordable housing
	Goal Description	Support opportunities for housing to low-income individuals through acquisition, demolition, construction, and/or providing financial assistance.
2	**Goal Name**	Provide funding to increase the quality of housing
	Goal Description	Address the aging housing stock through housing rehabilitation for low-income households and address hazards such as lead, asbestos and needed utility improvements.
3	**Goal Name**	Provide resources to increase self-reliance
	Goal Description	
4	**Goal Name**	Support business development
	Goal Description	
5	**Goal Name**	Address urgent, emergency issues
	Goal Description	Provide funding for urgent, emergency issues in the event of a disaster.
6	**Goal Name**	Administer CDBG & HOME programs
	Goal Description	
7	**Goal Name**	Create and update Plans, Policies, and Procedures
	Goal Description	

Projects

AP-35 Projects – 91.220(d)

Introduction

The City of La Crosse will allocate funds towards projects that meet a priority need and towards activities that help meet its strategic goals.

Projects

#	Project Name
1	Replacement Housing
2	Housing Rehab
3	Down Payment Assistance
4	Public Services
5	Support Business Development
6	Urgent Need
7	Administer CDBG/HOME Programs
8	Update Plans, Policies and Procedures

Table 7 - Project Information

Describe the reasons for allocation priorities and any obstacles to addressing underserved needs

AP-38 Project Summary

Project Summary Information

1	**Project Name**	Replacement Housing
	Target Area	City-Wide Area
	Goals Supported	Increase access to affordable housing
	Needs Addressed	Quality Affordable Housing
	Funding	CDBG: $325,000.00
	Description	Increase access to affordable housing through replacement housing
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	Three affordable housing units will be added and made avaliable to low-income families in La Crosse
	Location Description	
	Planned Activities	Acquisition of property for creation of affordable housing and when applicable, demolition. Addition of affordable owner-occupied housing through Replacement Housing Program.
2	**Project Name**	Housing Rehab
	Target Area	
	Goals Supported	Provide funding to increase the quality of housing
	Needs Addressed	Quality Affordable Housing
	Funding	CDBG: $228,683.51
	Description	Provide funding to increase quality of housing through home rehabilitation.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	The City will launch an RFP to identify partner organizations to administer a housing repair program.
3	**Project Name**	Down Payment Assistance
	Target Area	City-Wide Area
	Goals Supported	Increase access to affordable housing

	Needs Addressed	Quality Affordable Housing
	Funding	CDBG: $25,000.00
	Description	Provide down payment assistance to eligible homebuyers.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
4	**Project Name**	Public Services
	Target Area	
	Goals Supported	Provide resources to increase self-reliance
	Needs Addressed	Poverty Alleviation
	Funding	CDBG: $152,320.49
	Description	Provided resources to increase self reliance and alleviate poverty.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
5	**Project Name**	Support Business Development
	Target Area	
	Goals Supported	Support business development
	Needs Addressed	Economic Development
	Funding	CDBG: $90,000.00
	Description	Increase economic development opportunities through business development.
	Target Date	3/31/2027

	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
6	**Project Name**	Urgent Need
	Target Area	
	Goals Supported	Address urgent, emergency issues
	Needs Addressed	Address Urgent Needs of the City
	Funding	CDBG: $25,000.00
	Description	Address urgent, emergency issues.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
7	**Project Name**	Administer CDBG/HOME Programs
	Target Area	City-Wide Area
	Goals Supported	Administer CDBG & HOME programs
	Needs Addressed	Administration
	Funding	CDBG: $236,501.00
	Description	Administer CDBG/HOME Programs
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
8	**Project Name**	Update Plans, Policies and Procedures
	Target Area	
	Goals Supported	Create and update Plans, Policies, and Procedures

	Needs Addressed	Administration
	Funding	CDBG: $100,000.00
	Description	Create and update plans, policies and procedures to address changing needs
	Target Date	
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	

AP-50 Geographic Distribution – 91.220(f)

Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed

The City of La Crosse will primarily distribute funding to City-wide initiatives and projects in the Northside Neighborhood Revitalization Strategy Area. The latter is bounded by Gohres St to the north, Monitor St to the south, George St to the east, and US-53 to the west.

Geographic Distribution

Target Area	Percentage of Funds
City-Wide Area	85
Northside Neighborhood Revitalization Strategy Area	15

Table 8 - Geographic Distribution

Rationale for the priorities for allocating investments geographically

Discussion

Most of the priorities and goals identified take place at a City-Wide level. Floodplain measures will be focused in the Northside NRSA.

Affordable Housing

AP-55 Affordable Housing – 91.220(g)

Introduction

One Year Goals for the Number of Households to be Supported	
Homeless	10
Non-Homeless	25
Special-Needs	5
Total	40

Table 9 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	0
The Production of New Units	2
Rehab of Existing Units	0
Acquisition of Existing Units	1
Total	3

Table 10 - One Year Goals for Affordable Housing by Support Type

Discussion

AP-60 Public Housing – 91.220(h)

Introduction

The City of La Crosse will continue to collaborate with the La Crosse Housing Authority on advancing the recommendations outlined in the Analysis of Impediments to Fair Housing Choice, working with landlords, and addressing homelessness.

Actions planned during the next year to address the needs to public housing

No actions are planned during the next year for public housing.

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

No actions are planned during the next year for public housing residents.

If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance

N/A

Discussion

AP-65 Homeless and Other Special Needs Activities – 91.220(i)

Introduction

Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including

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

The City of La Crosse will support homeless outreach activities, with the intention of reaching 250 persons.

Addressing the emergency shelter and transitional housing needs of homeless persons

The City of La Crosse will support non-profit organizations in providing shelter to unsheltered persons, with the intention of reaching 100 persons.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

The City of La Crosse will support the transition to permanent supportive housing, with the intention of reaching 50 persons.

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

The City of La Crosse will support non-profit organizations in preventing homelessness for extremely low-income and/or at-risk households, with the intention of reaching 200 persons.

Discussion

AP-75 Barriers to affordable housing – 91.220(j)

Introduction:

The City of La Crosse will continue to support affordable housing opportunities in the region, continue to de-concentrate pockets of poverty and create mixed-income neighborhoods, promote homeownership for BIPOC households, collaborate with the La Crosse Housing Authority, and continue to promote housing for all abilities.

Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment

- Continue to conduct a comprehensive update of the City's zoning and subdivision ordinances.
- Collaborate with La Crosse County on its current housing study to address local and regional housing needs.
- Continue the City's Replacement Housing program to address the community's most dangerous and dilapidated housing.
- Examine ways to increase the number of rental housing vouchers available in the region and roster of landlords that are willing to participate in the Housing Choice Voucher program.
- Use CDBG funds to support the construction of affordable housing.
- Address recommendations outlined in the recent Analysis of Impediments to Fair Housing Choice.

Discussion:

AP-85 Other Actions – 91.220(k)

Introduction:

In addition to the CDBG funded actions outlined in this Action Plan, there are other actions that the City of La Crosse will take to provide decent housing, a suitable living environment, and expand economic opportunities.

Actions planned to address obstacles to meeting underserved needs

Cuts to HUD funding has made it more difficult to address underserved needs. The City is addressing this issue by prioritizing its funds towards only projects that meet a high priority in its Consolidated Plan. It also evaluates applicants for funding based on whether applicants are using CDBG funds to leverage additional funds.

Actions planned to foster and maintain affordable housing

Rehabilitate and preserve existing affordable housing units.

Actions planned to reduce lead-based paint hazards

Rehabilitate and preserve existing housing.

Actions planned to reduce the number of poverty-level families

Support resiliency with CDBG funding through public services.

Actions planned to develop institutional structure

Strengthen partnerships and capacity among local agencies through coordinated planning with the La Crosse Housing Authority.

Actions planned to enhance coordination between public and private housing and social service agencies

The City of La Crosse will continue to work with local housing and social service organizations to identify strategies to increase communication, share resources and knowledge, and secure additional financial resources.

Discussion:

Program Specific Requirements

AP-90 Program Specific Requirements – 91.220(l)(1,2,4)

Introduction:

Community Development Block Grant Program (CDBG)
Reference 24 CFR 91.220(l)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
Total Program Income:	**0**

Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income.Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	70.00%

HOME Investment Partnership Program (HOME)
Reference 24 CFR 91.220(l)(2)

1. A description of other forms of investment being used beyond those identified in Section 92.205 is as follows:

   The City consistently leverages funds in addition to HOME Investments.

2. A description of the guidelines that will be used for resale or recapture of HOME funds when used for homebuyer activities as required in 92.254, is as follows:

   Recapture provisions must recoup the HOME investment from available net proceeds obtained from the sale of a house. Resale provisions must limit any subsequent purchase of a HOME-assisted property to income-eligible families, provide the owner with a fair return on investment, and ensure that the house will remain affordable to a reasonable range of low-income homebuyers.

3. A description of the guidelines for resale or recapture that ensures the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4) are as follows:

   No planned activities for rental units. Replacement Policy & Procedures provide guidelines for resale/recapture of owner-occupied properties.

4. Plans for using HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds along with a description of the refinancing guidelines required that will be used under 24 CFR 92.206(b), are as follows:

   No plans to utilize HOME funds to refinance existing debt.

5. If applicable to a planned HOME TBRA activity, a description of the preference for persons with special needs or disabilities. (See 24 CFR 92.209(c)(2)(i) and CFR 91.220(l)(2)(vii)).

   No plans to utilize HOME funds for TBRA activities.

6. If applicable to a planned HOME TBRA activity, a description of how the preference for a specific category of individuals with disabilities (e.g. persons with HIV/AIDS or chronic mental illness) will narrow the gap in benefits and the preference is needed to narrow the gap in benefits and services received by such persons. (See 24 CFR 92.209(c)(2)(ii) and 91.220(l)(2)(vii)).

   No plans to utilize HOME funds for TBRA activities.

7. If applicable, a description of any preference or limitation for rental housing projects. (See 24 CFR 92.253(d)(3) and CFR 91.220(l)(2)(vii)). Note: Preferences cannot be administered in a manner that limits the opportunities of persons on any basis prohibited by the laws listed under 24 CFR 5.105(a).

   N/A

City of La Crosse 2026 Action Plan

The Action Plan serves as a detailed, annual roadmap that allocates funds and identifies goals, projects and outcomes. The 2026 annual funding is allocated as follows:

Type	Funding Amount
CDBG	$882,505
HOME	$280,302.57



Quality Affordable Housing

- Increase access to affordable housing and homeownership for low-income individuals



Quality Affordable Housing

- Provide funding to increase the quality of housing for homeowners



Poverty Alleviation

- Provide resources to increase self-reliance through direct grants to partner organizations



Economic Development

- Support business development through technical assistance to microenterprise businesses



Urgent Need

- Address urgent issues in a timely manner - this is a new expenditure category for the City of La Crosse and intended for emergency use only



Administration

- Create & update plans, policies & procedures to address changing market needs
- Allocate funds for City staff to ensure compliance with CDBG and HOME regulations

- Increase access to affordable housing - CDBG $275,000.00 | HOME $252,272.31
- Provide funding to increase the quality of housing - CDBG $128,683.51
- Support business development - CDBG $25,000
- Poverty Alleviation - CDBG $152,320.49
- Urgent Need - CDBG $25,000
- Update Plans, Policies & Procedures- CDBG $100,000
- Administration - CDBG $176,501 | HOME $28,030.26

Poverty Alleviation Grantees | 2026 Public Service Awards

- Cia Siab, Inc; Kho Tsev: Hmoob Family Housing Program - $14,571.13
- La Crosse County; Schuh-Mullen Project - $48,241.00
- New Horizons; Homicide Prevention Shelter - $14,571.13
- Catholic Charities; La Crosse Warming Center - $30,183.05
- Salvation Army; Shelter Advocates - $30,183.05
- Family & Children's Center; Stepping Stones - $14,571.13

Executive Summary

AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

1. Introduction

The City of La Crosse aims to support affordable housing, neighborhood revitalization, public services, and economic development for low- and moderate-income residents.

2. Summarize the objectives and outcomes identified in the Plan

This could be a restatement of items or a table listed elsewhere in the plan or a reference to another location. It may also contain any essential items from the housing and homeless needs assessment, the housing market analysis or the strategic plan.

Key outcomes of this plan are to increase access to quality affordable housing through new homeowner housing units added and repairs to homeowner owned properties, increase self reliance through funding public service partners and advance economic opportunities through business support and workforce development.

3. Evaluation of past performance

This is an evaluation of past performance that helped lead the grantee to choose its goals or projects.

In the past year, the City launched an RFP for Economic Development activities. One response was received and funded. CDBG funds were also utilized to acquire and demo properties while HOME funds were used for construction in partnership with the Replacement Housing Program.

4. Summary of Citizen Participation Process and consultation process

Summary from citizen participation section of plan.

A public comment period was held April 25, 2026 to May 28, 2026. Notice was published in the La Crosse Tribune on April 25, 2026. The Plan was made available at cityoflacrosse.org/CDBG with a form for the public to provide feedback during the comment period. A public hearing was held at the Economic & Community Development Commission on May 27, 2026 at 3 PM at City Hall.

5. Summary of public comments

This could be a brief narrative summary or reference an attached document from the Citizen Participation section of the Con Plan.

No public comments were made at the Economic & Community Development Commission or received online. Commissioners did engage with plan priorities, previous year outcomes, and ideas to expand public engagement opportunities.

6. Summary of comments or views not accepted and the reasons for not accepting them

No comments were not accepted

7. Summary

The City of La Crosse has made steps toward the goals outlined in the 2025-2029 Consolidated Plan specifically surrounding affordable housing, poverty alleviation and economic development.

PR-05 Lead & Responsible Agencies – 91.200(b)

1. Agency/entity responsible for preparing/administering the Consolidated Plan

Describe the agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	LA CROSSE	Planning and Development Department
HOME Administrator	LA CROSSE	Planning and Development Department

Table 1 – Responsible Agencies

Narrative (optional)

Consolidated Plan Public Contact Information

Mara Keyes

keyesm@cityoflacrosse.org

608-789-7362

AP-10 Consultation – 91.100, 91.200(b), 91.215(l)

1. Introduction

The City engages with partners from a multitude of spaces to execute the CDBG and HOME allocation plan.

Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(l))

The City of La Crosse strengthens coordination among public and assisted housing providers and private and governmental health, mental health, and social service agencies by supporting cross-sector partnerships, participating in regional planning efforts, collaborating with organizations such as the La Crosse Housing Authority and Coulee Continuum of Care, and aligning Community Development Block Grant (CDBG) and HOME Investment Partnerships Program funding with programs that integrate housing stability, healthcare access, and supportive services for vulnerable populations.

Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness.

The City of La Crosse and La Crosse County partner with the Continuum of Care on the Pathways Home Plan to End Homelessness. This is a strategically aligned effort across municipalities that meets regularly to address the needs of homeless persons and persons at risk of homelessness.

Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards for and evaluate outcomes of projects and activities assisted by ESG funds, and develop funding, policies and procedures for the operation and administration of HMIS

The City of La Crosse Homeless Services Coordinator serves directly with the Continuum of Care providers to ensure alignment of ESG funds and alignment with HMIS database.

2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdiction's consultations with housing, social service agencies and other entities

Table 2 – Agencies, groups, organizations who participated

1	**Agency/Group/Organization**	LA CROSSE COUNTY
	Agency/Group/Organization Type	Services - Housing Services-Health Health Agency Publicly Funded Institution/System of Care Other government - County
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	
2	**Agency/Group/Organization**	Black Leaders Acquiring Collective Knowledge
	Agency/Group/Organization Type	Civic Leaders Business and Civic Leaders
	What section of the Plan was addressed by Consultation?	Economic Development
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	
3	**Agency/Group/Organization**	Habitat for Humanity of the Greater La Crosse Region, iNc
	Agency/Group/Organization Type	Services - Housing

	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Families with children
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	
4	**Agency/Group/Organization**	COULEECAP INC
	Agency/Group/Organization Type	Services - Housing Services-homeless
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Families with children
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	

Identify any Agency Types not consulted and provide rationale for not consulting

N/A

Other local/regional/state/federal planning efforts considered when preparing the Plan

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care		Creation of low-barrier housing units and case management
Housing Study	City of La Crosse	The City of La Crosse Housing Study has identified the need for 200-230 additional housing units annually with a key focus on affordable units

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Pathways Home Plan to End Homelessness	City of La Crosse and La Crosse County	The City and County is a coordinated Plan aligning case management resources and housing to address homelessness.

Table 3 – Other local / regional / federal planning efforts

Narrative (optional)

The City of La Crosse continues to collaborate with Pathways Home Plan to end Homelessness. Through this, the need for housing navigation and case management have been identified as key needs in our community. Pathways Held Leases will aim create low barrier housing, and CDBG public service funds will support the case management needs.

AP-12 Participation – 91.105, 91.200(c)

1. Summary of citizen participation process/Efforts made to broaden citizen participation

Summarize citizen participation process and how it impacted goal-setting

A public comment period was held April 25, 2026 to May 28, 2026. Notice was published in the La Crosse Tribune on April 25, 2026. The Plan was made available at cityoflacrosse.org/CDBG with a form for the public to provide feedback during the comment period. A public hearing was held at the Economic & Community Development Commission on May 27, 2026 at 3 PM at City Hall.

Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Public Meeting	Non-targeted/broad community	0	0	0	
2	Internet Outreach	Non-targeted/broad community	0	0	0	https://www.cityoflacrosse.org/cdbg

Table 4 – Citizen Participation Outreach

Expected Resources

AP-15 Expected Resources – 91.220(c)(1,2)

Introduction

The City of La Crosse's anticipated resources include level funding for CDBG/HOME, plus program income that the City receives through its Housing Rehabilitation, Replacement Housing, and Small Business Loan programs. The estimated CDBG/HOME funding noted in this document is based on current HUD funding estimates but is subject to change, so these numbers may be altered in the future.

HUD allocations and funding are subject to change. Should the funding amounts change within +/- 20% of these anticipated dollars, the City's Planning & Development Staff will re-allocate funds as required. Should funding be increased or decreased by more than 20%, a Substantial Amendment will be completed and brough to the Economic & Community Development Commission.

Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan $	Narrative Description
			Annual Allocation: $	Program Income: $	Prior Year Resources: $	Total: $		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	882,505.00	300,000.00	0.00	1,182,505.00	0.00	Annual allocation is subject to Congressional Approval. Program Income is estimated, including Revolving Loan Funds. The City plans to receipt up to 20% of its Program Income to CDBG Administration.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan $	Narrative Description
			Annual Allocation: $	Program Income: $	Prior Year Resources: $	Total: $		
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	280,302.57	250,000.00	236,472.52	766,775.09	0.00	Despite the effectiveness of City HOME programs, a decrease in funding is expected for HOME funds over the next five years.

Table 5 - Expected Resources – Priority Table

Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied

The City will continue its history of matching nearly $6 for every $1 of CDBG investment, and often times significantly more than this. HOME Match requirements will be satisfied through donated time and labor from our technical college partner who construct homes. Typically, projects are funded through a variety of sources, including but not limited to GeoBonds, TID dollars, TID Affordable Housing Extension and WHEDA programs.

If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan

The City owns several parcels throughout the City with the intention to develop into affordable housing through Replacement Housing and/or partner organizations.

Discussion

Annual Goals and Objectives

AP-20 Annual Goals and Objectives

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Increase access to affordable housing	2025	2029	Affordable Housing	City-Wide Area	Quality Affordable Housing	CDBG: $350,000.00 HOME: $713,744.83	Homeowner Housing Added: 3 Household Housing Unit Homeowner Housing Rehabilitated: 1 Household Housing Unit Direct Financial Assistance to Homebuyers: 5 Households Assisted Buildings Demolished: 2 Buildings Other: 1 Other
2	Provide funding to increase the quality of housing	2025	2029	Affordable Housing	City-Wide Area Northside Neighborhood Revitalization Strategy Area	Quality Affordable Housing	CDBG: $228,683.51	Homeowner Housing Rehabilitated: 5 Household Housing Unit

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Provide resources to increase self-reliance	2025	2029	Homeless Public Services	City-Wide Area	Poverty Alleviation	CDBG: $152,320.49	Public service activities other than Low/Moderate Income Housing Benefit: 525 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 325 Households Assisted Homelessness Prevention: 35 Persons Assisted
4	Support business development	2025	2029	Economic Development	City-Wide Area	Economic Development	CDBG: $90,000.00	Jobs created/retained: 1 Jobs Businesses assisted: 3 Businesses Assisted Other: 1 Other
5	Address urgent, emergency issues	2025	2029	Urgent Need	City-Wide Area	Address Urgent Needs of the City	CDBG: $25,000.00	Other: 1 Other
6	Administer CDBG & HOME programs	2025	2029	Administrative	City-Wide Area	Administration	CDBG: $236,501.00 HOME: $53,030.26	Other: 1 Other
7	Create and update Plans, Policies, and Procedures	2025	2029	Administrative	City-Wide Area		CDBG: $100,000.00	Other: 1 Other

Table 6 – Goals Summary

Goal Descriptions

1	**Goal Name**	Increase access to affordable housing
	Goal Description	Support opportunities for housing to low-income individuals through acquisition, demolition, construction, and/or providing financial assistance.
2	**Goal Name**	Provide funding to increase the quality of housing
	Goal Description	Address the aging housing stock through housing rehabilitation for low-income households and address hazards such as lead, asbestos and needed utility improvements.
3	**Goal Name**	Provide resources to increase self-reliance
	Goal Description	
4	**Goal Name**	Support business development
	Goal Description	
5	**Goal Name**	Address urgent, emergency issues
	Goal Description	Provide funding for urgent, emergency issues in the event of a disaster.
6	**Goal Name**	Administer CDBG & HOME programs
	Goal Description	
7	**Goal Name**	Create and update Plans, Policies, and Procedures
	Goal Description	

Projects

AP-35 Projects – 91.220(d)

Introduction

The City of La Crosse will allocate funds towards projects that meet a priority need and towards activities that help meet its strategic goals.

Projects

#	Project Name
1	Replacement Housing
2	Housing Rehab
3	Down Payment Assistance
4	Public Services
5	Support Business Development
6	Urgent Need
7	Administer CDBG/HOME Programs
8	Update Plans, Policies and Procedures

Table 7 - Project Information

Describe the reasons for allocation priorities and any obstacles to addressing underserved needs

AP-38 Project Summary

Project Summary Information

1	**Project Name**	Replacement Housing
	Target Area	City-Wide Area
	Goals Supported	Increase access to affordable housing
	Needs Addressed	Quality Affordable Housing
	Funding	CDBG: $325,000.00
	Description	Increase access to affordable housing through replacement housing
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	Three affordable housing units will be added and made avaliable to low-income families in La Crosse
	Location Description	
	Planned Activities	Acquisition of property for creation of affordable housing and when applicable, demolition. Addition of affordable owner-occupied housing through Replacement Housing Program.
2	**Project Name**	Housing Rehab
	Target Area	
	Goals Supported	Provide funding to increase the quality of housing
	Needs Addressed	Quality Affordable Housing
	Funding	CDBG: $228,683.51
	Description	Provide funding to increase quality of housing through home rehabilitation.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	The City will launch an RFP to identify partner organizations to administer a housing repair program.
3	**Project Name**	Down Payment Assistance
	Target Area	City-Wide Area
	Goals Supported	Increase access to affordable housing

	Needs Addressed	Quality Affordable Housing
	Funding	CDBG: $25,000.00
	Description	Provide down payment assistance to eligible homebuyers.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
4	**Project Name**	Public Services
	Target Area	
	Goals Supported	Provide resources to increase self-reliance
	Needs Addressed	Poverty Alleviation
	Funding	CDBG: $152,320.49
	Description	Provided resources to increase self reliance and alleviate poverty.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
5	**Project Name**	Support Business Development
	Target Area	
	Goals Supported	Support business development
	Needs Addressed	Economic Development
	Funding	CDBG: $90,000.00
	Description	Increase economic development opportunities through business development.
	Target Date	3/31/2027

	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
6	**Project Name**	Urgent Need
	Target Area	
	Goals Supported	Address urgent, emergency issues
	Needs Addressed	Address Urgent Needs of the City
	Funding	CDBG: $25,000.00
	Description	Address urgent, emergency issues.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
7	**Project Name**	Administer CDBG/HOME Programs
	Target Area	City-Wide Area
	Goals Supported	Administer CDBG & HOME programs
	Needs Addressed	Administration
	Funding	CDBG: $236,501.00
	Description	Administer CDBG/HOME Programs
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
8	**Project Name**	Update Plans, Policies and Procedures
	Target Area	
	Goals Supported	Create and update Plans, Policies, and Procedures

	Needs Addressed	Administration
	Funding	CDBG: $100,000.00
	Description	Create and update plans, policies and procedures to address changing needs
	Target Date	
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	

AP-50 Geographic Distribution – 91.220(f)

Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed

The City of La Crosse will primarily distribute funding to City-wide initiatives and projects in the Northside Neighborhood Revitalization Strategy Area. The latter is bounded by Gohres St to the north, Monitor St to the south, George St to the east, and US-53 to the west.

Geographic Distribution

Target Area	Percentage of Funds
City-Wide Area	85
Northside Neighborhood Revitalization Strategy Area	15

Table 8 - Geographic Distribution

Rationale for the priorities for allocating investments geographically

Discussion

Most of the priorities and goals identified take place at a City-Wide level. Floodplain measures will be focused in the Northside NRSA.

Affordable Housing

AP-55 Affordable Housing – 91.220(g)

Introduction

One Year Goals for the Number of Households to be Supported	
Homeless	10
Non-Homeless	25
Special-Needs	5
Total	40

Table 9 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	0
The Production of New Units	2
Rehab of Existing Units	0
Acquisition of Existing Units	1
Total	3

Table 10 - One Year Goals for Affordable Housing by Support Type

Discussion

AP-60 Public Housing – 91.220(h)

Introduction

The City of La Crosse will continue to collaborate with the La Crosse Housing Authority on advancing the recommendations outlined in the Analysis of Impediments to Fair Housing Choice, working with landlords, and addressing homelessness.

Actions planned during the next year to address the needs to public housing

No actions are planned during the next year for public housing.

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

No actions are planned during the next year for public housing residents.

If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance

N/A

Discussion

AP-65 Homeless and Other Special Needs Activities – 91.220(i)

Introduction

Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including

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

The City of La Crosse will support homeless outreach activities, with the intention of reaching 250 persons.

Addressing the emergency shelter and transitional housing needs of homeless persons

The City of La Crosse will support non-profit organizations in providing shelter to unsheltered persons, with the intention of reaching 100 persons.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

The City of La Crosse will support the transition to permanent supportive housing, with the intention of reaching 50 persons.

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

The City of La Crosse will support non-profit organizations in preventing homelessness for extremely low-income and/or at-risk households, with the intention of reaching 200 persons.

Discussion

AP-75 Barriers to affordable housing – 91.220(j)

Introduction:

The City of La Crosse will continue to support affordable housing opportunities in the region, continue to de-concentrate pockets of poverty and create mixed-income neighborhoods, promote homeownership for BIPOC households, collaborate with the La Crosse Housing Authority, and continue to promote housing for all abilities.

Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment

- Continue to conduct a comprehensive update of the City's zoning and subdivision ordinances.
- Collaborate with La Crosse County on its current housing study to address local and regional housing needs.
- Continue the City's Replacement Housing program to address the community's most dangerous and dilapidated housing.
- Examine ways to increase the number of rental housing vouchers available in the region and roster of landlords that are willing to participate in the Housing Choice Voucher program.
- Use CDBG funds to support the construction of affordable housing.
- Address recommendations outlined in the recent Analysis of Impediments to Fair Housing Choice.

Discussion:

AP-85 Other Actions – 91.220(k)

Introduction:

In addition to the CDBG funded actions outlined in this Action Plan, there are other actions that the City of La Crosse will take to provide decent housing, a suitable living environment, and expand economic opportunities.

Actions planned to address obstacles to meeting underserved needs

Cuts to HUD funding has made it more difficult to address underserved needs. The City is addressing this issue by prioritizing its funds towards only projects that meet a high priority in its Consolidated Plan. It also evaluates applicants for funding based on whether applicants are using CDBG funds to leverage additional funds.

Actions planned to foster and maintain affordable housing

Rehabilitate and preserve existing affordable housing units.

Actions planned to reduce lead-based paint hazards

Rehabilitate and preserve existing housing.

Actions planned to reduce the number of poverty-level families

Support resiliency with CDBG funding through public services.

Actions planned to develop institutional structure

Strengthen partnerships and capacity among local agencies through coordinated planning with the La Crosse Housing Authority.

Actions planned to enhance coordination between public and private housing and social service agencies

The City of La Crosse will continue to work with local housing and social service organizations to identify strategies to increase communication, share resources and knowledge, and secure additional financial resources.

Discussion:

Program Specific Requirements

AP-90 Program Specific Requirements – 91.220(l)(1,2,4)

Introduction:

Community Development Block Grant Program (CDBG)
Reference 24 CFR 91.220(l)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
Total Program Income:	**0**

Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income.Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	70.00%

HOME Investment Partnership Program (HOME)
Reference 24 CFR 91.220(l)(2)

1. A description of other forms of investment being used beyond those identified in Section 92.205 is as follows:

   The City consistently leverages funds in addition to HOME Investments.

2. A description of the guidelines that will be used for resale or recapture of HOME funds when used for homebuyer activities as required in 92.254, is as follows:

   Recapture provisions must recoup the HOME investment from available net proceeds obtained from the sale of a house. Resale provisions must limit any subsequent purchase of a HOME-assisted property to income-eligible families, provide the owner with a fair return on investment, and ensure that the house will remain affordable to a reasonable range of low-income homebuyers.

3. A description of the guidelines for resale or recapture that ensures the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4) are as follows:

   No planned activities for rental units. Replacement Policy & Procedures provide guidelines for resale/recapture of owner-occupied properties.

4. Plans for using HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds along with a description of the refinancing guidelines required that will be used under 24 CFR 92.206(b), are as follows:

   No plans to utilize HOME funds to refinance existing debt.

5. If applicable to a planned HOME TBRA activity, a description of the preference for persons with special needs or disabilities. (See 24 CFR 92.209(c)(2)(i) and CFR 91.220(l)(2)(vii)).

   No plans to utilize HOME funds for TBRA activities.

6. If applicable to a planned HOME TBRA activity, a description of how the preference for a specific category of individuals with disabilities (e.g. persons with HIV/AIDS or chronic mental illness) will narrow the gap in benefits and the preference is needed to narrow the gap in benefits and services received by such persons. (See 24 CFR 92.209(c)(2)(ii) and 91.220(l)(2)(vii)).

   No plans to utilize HOME funds for TBRA activities.

7. If applicable, a description of any preference or limitation for rental housing projects. (See 24 CFR 92.253(d)(3) and CFR 91.220(l)(2)(vii)). Note: Preferences cannot be administered in a manner that limits the opportunities of persons on any basis prohibited by the laws listed under 24 CFR 5.105(a).

   N/A

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0767

Agenda Date: **Version:** 1 **Status:** Agenda Ready

In Control: Economic and Community Development Commission **File Type:** General Item

City of La Crosse 2026 Action Plan

The Action Plan serves as a detailed, annual roadmap that allocates funds and identifies goals, projects and outcomes. The 2026 annual funding is allocated as follows:

Type	Funding Amount
CDBG	$882,505
HOME	$280,302.57



Quality Affordable Housing

- Increase access to affordable housing and homeownership for low-income individuals



Quality Affordable Housing

- Provide funding to increase the quality of housing for homeowners



Poverty Alleviation

- Provide resources to increase self-reliance through direct grants to partner organizations



Economic Development

- Support business development through technical assistance to microenterprise businesses



Urgent Need

- Address urgent issues in a timely manner - this is a new expenditure category for the City of La Crosse and intended for emergency use only



Administration

- Create & update plans, policies & procedures to address changing market needs
- Allocate funds for City staff to ensure compliance with CDBG and HOME regulations

- Increase access to affordable housing - CDBG $275,000.00 | HOME $252,272.31
- Provide funding to increase the quality of housing - CDBG $128,683.51
- Support business development - CDBG $25,000
- Poverty Alleviation - CDBG $152,320.49
- Urgent Need - CDBG $25,000
- Update Plans, Policies & Procedures- CDBG $100,000
- Administration - CDBG $176,501 | HOME $28,030.26

Poverty Alleviation Grantees | 2026 Public Service Awards

- Cia Siab, Inc; Kho Tsev: Hmoob Family Housing Program - $14,571.13
- La Crosse County; Schuh-Mullen Project - $48,241.00
- New Horizons; Homicide Prevention Shelter - $14,571.13
- Catholic Charities; La Crosse Warming Center - $30,183.05
- Salvation Army; Shelter Advocates - $30,183.05
- Family & Children's Center; Stepping Stones - $14,571.13

Executive Summary

AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

1. Introduction

The City of La Crosse aims to support affordable housing, neighborhood revitalization, public services, and economic development for low- and moderate-income residents.

2. Summarize the objectives and outcomes identified in the Plan

This could be a restatement of items or a table listed elsewhere in the plan or a reference to another location. It may also contain any essential items from the housing and homeless needs assessment, the housing market analysis or the strategic plan.

Key outcomes of this plan are to increase access to quality affordable housing through new homeowner housing units added and repairs to homeowner owned properties, increase self reliance through funding public service partners and advance economic opportunities through business support and workforce development.

3. Evaluation of past performance

This is an evaluation of past performance that helped lead the grantee to choose its goals or projects.

In the past year, the City launched an RFP for Economic Development activities. One response was received and funded. CDBG funds were also utilized to acquire and demo properties while HOME funds were used for construction in partnership with the Replacement Housing Program.

4. Summary of Citizen Participation Process and consultation process

Summary from citizen participation section of plan.

A public comment period was held April 25, 2026 to May 28, 2026. Notice was published in the La Crosse Tribune on April 25, 2026. The Plan was made available at cityoflacrosse.org/CDBG with a form for the public to provide feedback during the comment period. A public hearing was held at the Economic & Community Development Commission on May 27, 2026 at 3 PM at City Hall.

5. Summary of public comments

This could be a brief narrative summary or reference an attached document from the Citizen Participation section of the Con Plan.

No public comments were made at the Economic & Community Development Commission or received online. Commissioners did engage with plan priorities, previous year outcomes, and ideas to expand public engagement opportunities.

6. Summary of comments or views not accepted and the reasons for not accepting them

No comments were not accepted

7. Summary

The City of La Crosse has made steps toward the goals outlined in the 2025-2029 Consolidated Plan specifically surrounding affordable housing, poverty alleviation and economic development.

PR-05 Lead & Responsible Agencies – 91.200(b)

1. Agency/entity responsible for preparing/administering the Consolidated Plan

Describe the agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	LA CROSSE	Planning and Development Department
HOME Administrator	LA CROSSE	Planning and Development Department

Table 1 – Responsible Agencies

Narrative (optional)

Consolidated Plan Public Contact Information

Mara Keyes

keyesm@cityoflacrosse.org

608-789-7362

AP-10 Consultation – 91.100, 91.200(b), 91.215(l)

1. Introduction

The City engages with partners from a multitude of spaces to execute the CDBG and HOME allocation plan.

Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(l))

The City of La Crosse strengthens coordination among public and assisted housing providers and private and governmental health, mental health, and social service agencies by supporting cross-sector partnerships, participating in regional planning efforts, collaborating with organizations such as the La Crosse Housing Authority and Coulee Continuum of Care, and aligning Community Development Block Grant (CDBG) and HOME Investment Partnerships Program funding with programs that integrate housing stability, healthcare access, and supportive services for vulnerable populations.

Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness.

The City of La Crosse and La Crosse County partner with the Continuum of Care on the Pathways Home Plan to End Homelessness. This is a strategically aligned effort across municipalities that meets regularly to address the needs of homeless persons and persons at risk of homelessness.

Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards for and evaluate outcomes of projects and activities assisted by ESG funds, and develop funding, policies and procedures for the operation and administration of HMIS

The City of La Crosse Homeless Services Coordinator serves directly with the Continuum of Care providers to ensure alignment of ESG funds and alignment with HMIS database.

2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdiction's consultations with housing, social service agencies and other entities

Table 2 – Agencies, groups, organizations who participated

1	**Agency/Group/Organization**	LA CROSSE COUNTY
	Agency/Group/Organization Type	Services - Housing Services-Health Health Agency Publicly Funded Institution/System of Care Other government - County
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	
2	**Agency/Group/Organization**	Black Leaders Acquiring Collective Knowledge
	Agency/Group/Organization Type	Civic Leaders Business and Civic Leaders
	What section of the Plan was addressed by Consultation?	Economic Development
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	
3	**Agency/Group/Organization**	Habitat for Humanity of the Greater La Crosse Region, iNc
	Agency/Group/Organization Type	Services - Housing

	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Families with children
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	
4	**Agency/Group/Organization**	COULEECAP INC
	Agency/Group/Organization Type	Services - Housing Services-homeless
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Families with children
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	

Identify any Agency Types not consulted and provide rationale for not consulting

N/A

Other local/regional/state/federal planning efforts considered when preparing the Plan

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care		Creation of low-barrier housing units and case management
Housing Study	City of La Crosse	The City of La Crosse Housing Study has identified the need for 200-230 additional housing units annually with a key focus on affordable units

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Pathways Home Plan to End Homelessness	City of La Crosse and La Crosse County	The City and County is a coordinated Plan aligning case management resources and housing to address homelessness.

Table 3 – Other local / regional / federal planning efforts

Narrative (optional)

The City of La Crosse continues to collaborate with Pathways Home Plan to end Homelessness. Through this, the need for housing navigation and case management have been identified as key needs in our community. Pathways Held Leases will aim create low barrier housing, and CDBG public service funds will support the case management needs.

AP-12 Participation – 91.105, 91.200(c)

1. Summary of citizen participation process/Efforts made to broaden citizen participation

Summarize citizen participation process and how it impacted goal-setting

A public comment period was held April 25, 2026 to May 28, 2026. Notice was published in the La Crosse Tribune on April 25, 2026. The Plan was made available at cityoflacrosse.org/CDBG with a form for the public to provide feedback during the comment period. A public hearing was held at the Economic & Community Development Commission on May 27, 2026 at 3 PM at City Hall.

Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Public Meeting	Non-targeted/broad community	0	0	0	
2	Internet Outreach	Non-targeted/broad community	0	0	0	https://www.cityoflacrosse.org/cdbg

Table 4 – Citizen Participation Outreach

Expected Resources

AP-15 Expected Resources – 91.220(c)(1,2)

Introduction

The City of La Crosse's anticipated resources include level funding for CDBG/HOME, plus program income that the City receives through its Housing Rehabilitation, Replacement Housing, and Small Business Loan programs. The estimated CDBG/HOME funding noted in this document is based on current HUD funding estimates but is subject to change, so these numbers may be altered in the future.

HUD allocations and funding are subject to change. Should the funding amounts change within +/- 20% of these anticipated dollars, the City's Planning & Development Staff will re-allocate funds as required. Should funding be increased or decreased by more than 20%, a Substantial Amendment will be completed and brough to the Economic & Community Development Commission.

Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan $	Narrative Description
			Annual Allocation: $	Program Income: $	Prior Year Resources: $	Total: $		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	882,505.00	300,000.00	0.00	1,182,505.00	0.00	Annual allocation is subject to Congressional Approval. Program Income is estimated, including Revolving Loan Funds. The City plans to receipt up to 20% of its Program Income to CDBG Administration.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan $	Narrative Description
			Annual Allocation: $	Program Income: $	Prior Year Resources: $	Total: $		
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	280,302.57	250,000.00	236,472.52	766,775.09	0.00	Despite the effectiveness of City HOME programs, a decrease in funding is expected for HOME funds over the next five years.

Table 5 - Expected Resources – Priority Table

Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied

The City will continue its history of matching nearly $6 for every $1 of CDBG investment, and often times significantly more than this. HOME Match requirements will be satisfied through donated time and labor from our technical college partner who construct homes. Typically, projects are funded through a variety of sources, including but not limited to GeoBonds, TID dollars, TID Affordable Housing Extension and WHEDA programs.

If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan

The City owns several parcels throughout the City with the intention to develop into affordable housing through Replacement Housing and/or partner organizations.

Discussion

Annual Goals and Objectives

AP-20 Annual Goals and Objectives

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Increase access to affordable housing	2025	2029	Affordable Housing	City-Wide Area	Quality Affordable Housing	CDBG: $350,000.00 HOME: $713,744.83	Homeowner Housing Added: 3 Household Housing Unit Homeowner Housing Rehabilitated: 1 Household Housing Unit Direct Financial Assistance to Homebuyers: 5 Households Assisted Buildings Demolished: 2 Buildings Other: 1 Other
2	Provide funding to increase the quality of housing	2025	2029	Affordable Housing	City-Wide Area Northside Neighborhood Revitalization Strategy Area	Quality Affordable Housing	CDBG: $228,683.51	Homeowner Housing Rehabilitated: 5 Household Housing Unit

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Provide resources to increase self-reliance	2025	2029	Homeless Public Services	City-Wide Area	Poverty Alleviation	CDBG: $152,320.49	Public service activities other than Low/Moderate Income Housing Benefit: 525 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 325 Households Assisted Homelessness Prevention: 35 Persons Assisted
4	Support business development	2025	2029	Economic Development	City-Wide Area	Economic Development	CDBG: $90,000.00	Jobs created/retained: 1 Jobs Businesses assisted: 3 Businesses Assisted Other: 1 Other
5	Address urgent, emergency issues	2025	2029	Urgent Need	City-Wide Area	Address Urgent Needs of the City	CDBG: $25,000.00	Other: 1 Other
6	Administer CDBG & HOME programs	2025	2029	Administrative	City-Wide Area	Administration	CDBG: $236,501.00 HOME: $53,030.26	Other: 1 Other
7	Create and update Plans, Policies, and Procedures	2025	2029	Administrative	City-Wide Area		CDBG: $100,000.00	Other: 1 Other

Table 6 – Goals Summary

Goal Descriptions

1	**Goal Name**	Increase access to affordable housing
	Goal Description	Support opportunities for housing to low-income individuals through acquisition, demolition, construction, and/or providing financial assistance.
2	**Goal Name**	Provide funding to increase the quality of housing
	Goal Description	Address the aging housing stock through housing rehabilitation for low-income households and address hazards such as lead, asbestos and needed utility improvements.
3	**Goal Name**	Provide resources to increase self-reliance
	Goal Description	
4	**Goal Name**	Support business development
	Goal Description	
5	**Goal Name**	Address urgent, emergency issues
	Goal Description	Provide funding for urgent, emergency issues in the event of a disaster.
6	**Goal Name**	Administer CDBG & HOME programs
	Goal Description	
7	**Goal Name**	Create and update Plans, Policies, and Procedures
	Goal Description	

Projects

AP-35 Projects – 91.220(d)

Introduction

The City of La Crosse will allocate funds towards projects that meet a priority need and towards activities that help meet its strategic goals.

Projects

#	Project Name
1	Replacement Housing
2	Housing Rehab
3	Down Payment Assistance
4	Public Services
5	Support Business Development
6	Urgent Need
7	Administer CDBG/HOME Programs
8	Update Plans, Policies and Procedures

Table 7 - Project Information

Describe the reasons for allocation priorities and any obstacles to addressing underserved needs

AP-38 Project Summary

Project Summary Information

1	**Project Name**	Replacement Housing
	Target Area	City-Wide Area
	Goals Supported	Increase access to affordable housing
	Needs Addressed	Quality Affordable Housing
	Funding	CDBG: $325,000.00
	Description	Increase access to affordable housing through replacement housing
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	Three affordable housing units will be added and made avaliable to low-income families in La Crosse
	Location Description	
	Planned Activities	Acquisition of property for creation of affordable housing and when applicable, demolition. Addition of affordable owner-occupied housing through Replacement Housing Program.
2	**Project Name**	Housing Rehab
	Target Area	
	Goals Supported	Provide funding to increase the quality of housing
	Needs Addressed	Quality Affordable Housing
	Funding	CDBG: $228,683.51
	Description	Provide funding to increase quality of housing through home rehabilitation.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	The City will launch an RFP to identify partner organizations to administer a housing repair program.
3	**Project Name**	Down Payment Assistance
	Target Area	City-Wide Area
	Goals Supported	Increase access to affordable housing

	Needs Addressed	Quality Affordable Housing
	Funding	CDBG: $25,000.00
	Description	Provide down payment assistance to eligible homebuyers.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
4	**Project Name**	Public Services
	Target Area	
	Goals Supported	Provide resources to increase self-reliance
	Needs Addressed	Poverty Alleviation
	Funding	CDBG: $152,320.49
	Description	Provided resources to increase self reliance and alleviate poverty.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
5	**Project Name**	Support Business Development
	Target Area	
	Goals Supported	Support business development
	Needs Addressed	Economic Development
	Funding	CDBG: $90,000.00
	Description	Increase economic development opportunities through business development.
	Target Date	3/31/2027

	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
6	**Project Name**	Urgent Need
	Target Area	
	Goals Supported	Address urgent, emergency issues
	Needs Addressed	Address Urgent Needs of the City
	Funding	CDBG: $25,000.00
	Description	Address urgent, emergency issues.
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
7	**Project Name**	Administer CDBG/HOME Programs
	Target Area	City-Wide Area
	Goals Supported	Administer CDBG & HOME programs
	Needs Addressed	Administration
	Funding	CDBG: $236,501.00
	Description	Administer CDBG/HOME Programs
	Target Date	3/31/2027
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
8	**Project Name**	Update Plans, Policies and Procedures
	Target Area	
	Goals Supported	Create and update Plans, Policies, and Procedures

	Needs Addressed	Administration
	Funding	CDBG: $100,000.00
	Description	Create and update plans, policies and procedures to address changing needs
	Target Date	
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	

AP-50 Geographic Distribution – 91.220(f)

Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed

The City of La Crosse will primarily distribute funding to City-wide initiatives and projects in the Northside Neighborhood Revitalization Strategy Area. The latter is bounded by Gohres St to the north, Monitor St to the south, George St to the east, and US-53 to the west.

Geographic Distribution

Target Area	Percentage of Funds
City-Wide Area	85
Northside Neighborhood Revitalization Strategy Area	15

Table 8 - Geographic Distribution

Rationale for the priorities for allocating investments geographically

Discussion

Most of the priorities and goals identified take place at a City-Wide level. Floodplain measures will be focused in the Northside NRSA.

Affordable Housing

AP-55 Affordable Housing – 91.220(g)

Introduction

One Year Goals for the Number of Households to be Supported	
Homeless	10
Non-Homeless	25
Special-Needs	5
Total	40

Table 9 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	0
The Production of New Units	2
Rehab of Existing Units	0
Acquisition of Existing Units	1
Total	3

Table 10 - One Year Goals for Affordable Housing by Support Type

Discussion

AP-60 Public Housing – 91.220(h)

Introduction

The City of La Crosse will continue to collaborate with the La Crosse Housing Authority on advancing the recommendations outlined in the Analysis of Impediments to Fair Housing Choice, working with landlords, and addressing homelessness.

Actions planned during the next year to address the needs to public housing

No actions are planned during the next year for public housing.

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

No actions are planned during the next year for public housing residents.

If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance

N/A

Discussion

AP-65 Homeless and Other Special Needs Activities – 91.220(i)

Introduction

Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including

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

The City of La Crosse will support homeless outreach activities, with the intention of reaching 250 persons.

Addressing the emergency shelter and transitional housing needs of homeless persons

The City of La Crosse will support non-profit organizations in providing shelter to unsheltered persons, with the intention of reaching 100 persons.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

The City of La Crosse will support the transition to permanent supportive housing, with the intention of reaching 50 persons.

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

The City of La Crosse will support non-profit organizations in preventing homelessness for extremely low-income and/or at-risk households, with the intention of reaching 200 persons.

Discussion

AP-75 Barriers to affordable housing – 91.220(j)

Introduction:

The City of La Crosse will continue to support affordable housing opportunities in the region, continue to de-concentrate pockets of poverty and create mixed-income neighborhoods, promote homeownership for BIPOC households, collaborate with the La Crosse Housing Authority, and continue to promote housing for all abilities.

Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment

- Continue to conduct a comprehensive update of the City's zoning and subdivision ordinances.
- Collaborate with La Crosse County on its current housing study to address local and regional housing needs.
- Continue the City's Replacement Housing program to address the community's most dangerous and dilapidated housing.
- Examine ways to increase the number of rental housing vouchers available in the region and roster of landlords that are willing to participate in the Housing Choice Voucher program.
- Use CDBG funds to support the construction of affordable housing.
- Address recommendations outlined in the recent Analysis of Impediments to Fair Housing Choice.

Discussion:

AP-85 Other Actions – 91.220(k)

Introduction:

In addition to the CDBG funded actions outlined in this Action Plan, there are other actions that the City of La Crosse will take to provide decent housing, a suitable living environment, and expand economic opportunities.

Actions planned to address obstacles to meeting underserved needs

Cuts to HUD funding has made it more difficult to address underserved needs. The City is addressing this issue by prioritizing its funds towards only projects that meet a high priority in its Consolidated Plan. It also evaluates applicants for funding based on whether applicants are using CDBG funds to leverage additional funds.

Actions planned to foster and maintain affordable housing

Rehabilitate and preserve existing affordable housing units.

Actions planned to reduce lead-based paint hazards

Rehabilitate and preserve existing housing.

Actions planned to reduce the number of poverty-level families

Support resiliency with CDBG funding through public services.

Actions planned to develop institutional structure

Strengthen partnerships and capacity among local agencies through coordinated planning with the La Crosse Housing Authority.

Actions planned to enhance coordination between public and private housing and social service agencies

The City of La Crosse will continue to work with local housing and social service organizations to identify strategies to increase communication, share resources and knowledge, and secure additional financial resources.

Discussion:

Program Specific Requirements

AP-90 Program Specific Requirements – 91.220(l)(1,2,4)

Introduction:

Community Development Block Grant Program (CDBG)
Reference 24 CFR 91.220(l)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
Total Program Income:	**0**

Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income.Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	70.00%

HOME Investment Partnership Program (HOME)
Reference 24 CFR 91.220(l)(2)

1. A description of other forms of investment being used beyond those identified in Section 92.205 is as follows:

   The City consistently leverages funds in addition to HOME Investments.

2. A description of the guidelines that will be used for resale or recapture of HOME funds when used for homebuyer activities as required in 92.254, is as follows:

   Recapture provisions must recoup the HOME investment from available net proceeds obtained from the sale of a house. Resale provisions must limit any subsequent purchase of a HOME-assisted property to income-eligible families, provide the owner with a fair return on investment, and ensure that the house will remain affordable to a reasonable range of low-income homebuyers.

3. A description of the guidelines for resale or recapture that ensures the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4) are as follows:

   No planned activities for rental units. Replacement Policy & Procedures provide guidelines for resale/recapture of owner-occupied properties.

4. Plans for using HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds along with a description of the refinancing guidelines required that will be used under 24 CFR 92.206(b), are as follows:

   No plans to utilize HOME funds to refinance existing debt.

5. If applicable to a planned HOME TBRA activity, a description of the preference for persons with special needs or disabilities. (See 24 CFR 92.209(c)(2)(i) and CFR 91.220(l)(2)(vii)).

   No plans to utilize HOME funds for TBRA activities.

6. If applicable to a planned HOME TBRA activity, a description of how the preference for a specific category of individuals with disabilities (e.g. persons with HIV/AIDS or chronic mental illness) will narrow the gap in benefits and the preference is needed to narrow the gap in benefits and services received by such persons. (See 24 CFR 92.209(c)(2)(ii) and 91.220(l)(2)(vii)).

   No plans to utilize HOME funds for TBRA activities.

7. If applicable, a description of any preference or limitation for rental housing projects. (See 24 CFR 92.253(d)(3) and CFR 91.220(l)(2)(vii)). Note: Preferences cannot be administered in a manner that limits the opportunities of persons on any basis prohibited by the laws listed under 24 CFR 5.105(a).

   N/A

CITY OF LA CROSSE

400 La Crosse Street
La Crosse, Wisconsin 54601
(608) 789-CITY
www.cityoflacrosse.org

LEGISLATION STAFF REPORT FOR COUNCIL

File ID: 26-0767

Caption: Accept and File Amended Action Plan

Staff/Department Responsible for Legislation

Mara Keyes / Planning, Development & Assessment

Requestor of Legislation

Mara Keyes

Location, if applicable

Summary/Purpose

The City of La Crosse submitted the Action Plan on June 1st. The plan was returned by HUD requiring modifications. The following updates have been made
- SF-424: Box 11 Identification Number & Title Updated, Box 12 left blank
- AP-10: Consultations Added to Table 2
- AP-35 & AP-20: Down Payment Assistance was listed on AP-20 but not AP-35 and budgets did not add up appropriately on the AP-35. .

To ensure transparent communication and program administration, the City has relaunched the public comment period and is holding another public hearing on the amended plan.

Background

The City of La Crosse receives an annual allocation of Community Development Block Grant (CDBG) and HOME funds from the U.S. Department of Housing and Urban Development (HUD). HUD requires two public hearings to be held annually regarding the use of the funds and program performance.

The Action Plan serves as a detailed annual roadmap that allocates funds and identifies goals, projects, and outcomes. The Economic and Community Development Commission oversees the allocation and programmatic use of these funds. Once accepted and filed, the annual plan will be submitted to HUD.

Fiscal Impact

Staff Recommendation

Accept and File

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0769

Agenda Date: 7/22/2026 **Version:** 2 **Status:** Agenda Ready

In Control: Economic and Community Development Commission **File Type:** General Item

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

5th Ward - Trane Plant 6 Development Agreement

- Parties: This agreement is between the City of La Crosse & Fifth Ward Residences, LLC.
- Governing Body: Economic & Community Development Commission.

Project Definition:

Development and improvement of the real estate by constructing market-rate multifamily housing structures consisting of 144 units. Project excludes personal property and land.

Essential Terms:

- Public Improvements (completed).
- Cash Grants: Cash grants based on assessed value will be due beginning tax year 2023 through tax year 2033 based upon improvements and interest with a maximum aggregate of $3,788,235.99.
- Tax Guarantee: $5,450.000 as of January 1, 2023; $10,900,000 as of January 1, 2024 and 13,625,000 as of January 1, 2025 for a period of 20 years. (Value for tax year 2025 was $18,752,200 – land and improvements)
- Calculation: Improvements $17,707,500 x mill rate .018333979 = $324.648.94

  85% to Trane Plate 6 = $275,951.60
  15% to City = $ 48,697.34

RECOMMENDATION:

Disburse funds

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

Vacant Lot Purchase & Development Agreement (210 Jay Street)

- Parties: This agreement is between the City of La Crosse and 210 Jay Street, LLC.
- Governing Body: Economic & Community Development Commission.

Project Definition:

Developing underused downtown property into hotel.

Essential Terms:

- Tax Guarantee:

  $7 million commencing tax year 2025 (2025 Improvements $9,635,200)

RECOMMENDATION:

No further action at this time.

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

333 Front Street Development Agreement

- Parties: This agreement is between the City of La Crosse, 333 Front Street, LLC, Weber Holdings, LLC. & 3Realestate, LLC.

- Governing Body: ECDC

Project Definition:

Refurbish, renovate and develop an underutilized single occupant property into an office building and mixed-use property.

Essential Terms:

- Cash Grants: Up to $1.1 Million for tax years 2024-2027.

- Reverse TIF Payment:

  85% to Developer: $151,483.13
  15% to City: $26,732.32

- Tax Guarantee:

  $9,700,000 Million as of January 1, 2025 (Land = $3,522,000, Improvements = $9,720,500, Total = $13,242,500.)

CALCULATION:

2025 Improvements:	$9,720,500
Base Value	- zero
	$ 9,720,500
x mill rate	.018333979
	178,215.44

85% = $ 151,483.13– Amount owed to Developer
15% = $ 26,732.31– Amount retained by City

RECOMMENDATION:

Disburse funds.

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

2219 Lofts Development Agreement

- Parties: This agreement is between the City of La Crosse and 2219 Lofts Limited Partnership.
- Governing Body: ECDC

Project Definition:

Redeveloping underused property into low income housing units.

Essential Terms:

- Cash Grants:
  $166,000 or 85% of the tax increment from the project for tax years 2016-2026.
- Tax Guarantee:
  $805,000 starting tax year 2018 (2025 total value $1,093,400)

CALCULATION:

2025 Value:	$1,093,400
Base Value	- 319,300
	$ 774,100
x mill rate	.018333979
	$14,192.33

85% = $12,063.48 – Amount owed to Developer
15% = $2,128.85 – Amount retained by City

RECOMMENDATION:

Disburse funds.

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

The Chalmers Residences, LLC.

- Parties: This agreement is between The Chalmers Residences, LLC and the City of La Crosse
- Governing Body: Economic & Community Development Commission.

Project Definition:

Development and improvement of the Real Estate by constructing an equipping a multi-story, vertical, mixed-use building with 260 general occupancy rental units, 4,402 sq ft of commercial, and structured and surface parking on the real estate. The project specifically excludes personal property and land.

Essential Terms:

- 260 general occupancy rental units, 4,402 sq ft of commercial, and structured and surface parking
- Minimum construction cost: $52,000,000
- Minimum assessed value: $41,659,600 by January 1, 2029
- Restrictive covenant prohibiting real estate from becoming tax exempt; restrictive covenant on any condominium or townhome prohibiting it from becoming tax exempt.
- Cash grants: 85% of actual tax increment for tax years 2026-2035.

RECOMMENDATION:

No action needed.

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

Charmant Development Agreement

- Parties: This agreement is between the Charmant Hotel, LLC and the City of La Crosse.
- Governing Body: Economic & Community Development Commission.

Project Definition:

Redeveloping underused parcel to promote community development, industry and job creation.

Essential Terms:

- Cash Grants: $750,000 total cash grant, capped at $150,000 per year. Final payment made in tax year 2020. Nothing due at this time.
- Tax Guarantee: $7 million starting tax year 2016. (2025 Tax Improvement Value: $6,853,900). Guarantee not met.
- Job Report – due June 15, 2026

RECOMMENDATION:

Determine if job audit is necessary.
Payment of PILOT:

Guarantee:	$7,000,000
2025 value:	- 6,853,900
	$ 146,100
x Mill rate	.018333979
PILOT due from Developer:	**$2,678.59**

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

Collective on 4th Development Agreement – Cinnaire Solutions, Corp.

- Parties: This agreement is between the City of La Crosse and Cinnaire Solutions Corporation.

- Governing Bodies: Economic & Community Development Commission.

Project Definition:

- Development and improvement of the real estate by constructing a 4-story apartment building with 62 units and a community room. Specifically excludes personal property and land.

Essential Terms:

- Begin construction by August 30, 2024 with substantial completion by October 31, 2025.
- Minimum Construction costs $11,500,000
- $700,000 grant
- $1,100,000 loan

RECOMMENDATION:

- No action needed at this time.

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

Garden Terrace Development Agreement:

- Parties: This agreement is between the City of La Crosse, Impact La Crosse, LLC and Impact Seven, Inc.
- Governing Body: Economic & Community Development Commission.

Project Definition:

Two-story apartment building with 50 units and 15 parking spaces, community center and 39 parking spaces.

Essential Terms:

- Land swap and public improvements (completed)
- Cash Grants: No longer applicable.
- Tax Guarantee: $1.6 million commencing tax year 2020 (2025 improvements $2,137,900).

CALCULATION: Not applicable.

RECOMMENDATION:

- No further action needed at this time.

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

Haven On Main Development Agreement

- Parties: This agreement is between the City of La Crosse and Haven on Main, LLC.
- Governing Body: Economic and Community Development Commission

Project Definition:

Development and improvement of the real estate by constructing and equipping a multi-story, 70 unit LIHTC building consisting of 1, 2 and 3-bedrom units and 3,250 square feet of commercial space. The project will serve adults with disabilities with incomes ranging between 30-60% of Area Medial Household Income. Project excludes personal property and land.

Essential Terms:

- Begin construction by 9-1-25, substantial completion by 12-1-26
- Minimum construction costs - $11,582,450.00
- Tax Guarantee - $6,300,400 by tax year 2028
- Deficiency PILOT in event property is less than $6,399,400 by 1-1-28
- PILOT if property become tax exempt – restrictive covenant placed to prevent any condominium or townhouse from becoming exempt from property taxes
- Cash grants: 85% of increment created for tax years 2026-2035, cap of $797,000

RECOMMENDATION:

No further action at this time.

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

HUB Apartments Development Agreement:

- Parties: This agreement is between the City of La Crosse and Hub on 6th, LLC.
- Governing Body: Economic & Community Development Commission.

Project Definition:

Redevelopment of underused property into not less than 113 residential units, two ground floor commercial spaces and 26 underground parking stalls.

Essential Terms:

- Cash Grants for tax years 2018-2022. No cash grant for 2025.
- Assessed Value Guarantee: $10,500,000 (2025 Improvements Value: $14,614,400)

RECOMMENDATION:

- No further action needed at this time.

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

Rykey Development Agreement – The Lofts

- Parties: This agreement is between the City of La Crosse, the Redevelopment Authority of the City of La Crosse and RyKey Properties, LLC.

- Governing Bodies: Economic & Community Development Commission and the Redevelopment Authority

Project Definition:

- Development of an underutilized property into a multi-story, vertical mixed-use building structure with approximately 55 general occupancy rental units and 2,400 square feet of commercial space. The term project specifically excludes personal property and land.

Essential Terms:

- Commence construction on or before November 30, 2024
- Substantial completion on or before August 31, 2026
- Minimum construction costs of $10,292,267
- Annual PILOT if property becomes tax exempt
- Assessed Value of $6,228,500 by tax year 2027 for a period of 20 years (2025 improvement value = $1,155,300)
- Cash grants: 85% of increment created for tax years 2026-2045, cap of $2,093,000

RECOMMENDATION:

- No action needed at this time.

p **Stephen F. Matty**
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

Trane US, Inc.

- Parties: This agreement is between the City of La Crosse and Trane US, Inc.
- Governing Body: Economic & Community Development Commission.

Project Definition:

Redevelopment of various Trane real estate properties and installation of new equipment.

Essential Terms:

- Cash Grants: $5.5 million for tax years 2015-2036. City retains 10%.
- Reverse TIF payment: $26,693,700 x .018333979 = $489,401.74

  90% to developer: $440,461.56
  10% to City: $ 48,940.18

- Tax Guarantee: $19,751,000 as of tax year 2015. (2025 total value $29,673,100)

RECOMMENDATION:

- Disburse payment.

Stephen F. Matty
City Attorney

LEGAL DEPARTMENT
City of La Crosse, Sixth Floor City Hall
400 La Crosse Street, La Crosse, WI 54601
Ph: 608.789.7511 Fax: 608.789.7390
Email: attorney@cityoflacrosse.org

Krista A. Gallager
Deputy City Attorney

Ellen R. Atterbury
Assistant City Attorney

Gideon W. O. Wertheimer
Assistant City Attorney

ANNUAL DEVELOPMENT AGREEMENT COMPLIANCE REVIEW
TAX YEAR 2025

War Eagle Development Agreement

- Parties: This agreement is between the City of La Crosse and War Eagle, LLC.
- Governing Bodies: Redevelopment Authority and the Economic & Community Development Commission.

Project Definition:

- Improvement of real estate by constructing 6 story mixed use building consisting of 51 residential apartments, 12,000 square feet of commercial space and interior and exterior surface parking. Specifically excludes personal property and land.

Essential Terms:

- Minimum Construction Costs - $18,455,000
- Tax Guarantee: $10,798,200 by tax year 2026
- Cash grants: 85% of increment created for tax years 2024-2037, cap of $2,140,000

RECOMMENDATION:

- No action needed at this time.

City of La Crosse, Wisconsin

City Hall
400 La Crosse Street
La Crosse, WI 54601

Text File

File Number: 26-0677

Agenda Date: 7/22/2026 **Version:** 1 **Status:** Agenda Ready

In Control: Economic and Community Development Commission **File Type:** General Item

Agenda Number:

CITY OF LA CROSSE

400 La Crosse Street
La Crosse, Wisconsin 54601
(608) 789-CITY
www.cityoflacrosse.org

LEGISLATION STAFF REPORT FOR COUNCIL

File ID: 26-0677

Caption: Amendment request for 2026 Public Service Grant for The Salvation Army

Staff/Department Responsible for Legislation

Community Development

Requestor of Legislation

Location, if applicable

223 8th Street, La Crosse

Summary/Purpose

To amend The Salvation Army's 2026 CDBG Public Service grant activity.

Background

The Salvation Army was one of six approved applications for CDBG Public Service 2026 funds. Their awarded amount is $30,183.05 to fund a Surge Shelter which would be an 18 bed expansion to their current shelter. During the walk through with City Staff, it was determine that the improvements required to the facility for the Surge Shelter made this option infeasible. Because of this, The Salvation Army would like to amend their activity.

Fiscal Impact

None.

Staff Recommendation

Approval.

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

Project Revision Request

The Salvation Army of La Crosse County respectfully requests approval to revise the scope of its 2026 Community Development Block Grant (CDBG) award of $30,183.05. The original project proposed expanding emergency shelter capacity by 18 beds, hiring additional staff to support the expansion, and increasing collaboration with the Pathways Home Social Work Team through enhanced case management services.

Following the grant award, the City of La Crosse conducted an assessment of the proposed expansion space and determined that occupancy of the additional shelter area would require replacement of the building's fire alarm system to meet applicable life-safety and occupancy codes. The estimated cost of these required improvements exceeds $50,000, substantially beyond the scope of the awarded CDBG funds. Given the age of the facility and the organization's ongoing capital campaign to address larger building needs, The Salvation Army's leadership determined that undertaking this capital improvement is not financially feasible at this time. Consequently, the organization is unable to implement the original shelter expansion as proposed.

Rather than relinquish these valuable federal resources, The Salvation Army has intentionally adapted its programming to ensure the funds continue advancing the goals of the City of La Crosse's Consolidated Plan, the Pathways Home strategic framework, and the broader homeless response system. This revised approach represents a thoughtful realignment of services that will strengthen housing stability, improve system coordination, and maximize the impact of existing shelter resources.

Proposed Project Revisions

1. Expansion of Housing Retention Services

The Community Health and Housing Navigator position will devote increased capacity to structured housing retention services for households exiting The Salvation Army shelter into permanent housing. While housing follow-up has historically been a component of this position, staffing limitations have prevented the program from operating at its intended capacity.

Under the revised model, the Housing Navigator will provide post-housing case management for twelve months following placement, including: Two home visits during the first two months following housing placement; Monthly follow-up visits during months three through eight; and Bi-monthly follow-up visits during months nine through twelve.

This enhanced approach is designed to improve housing stability, identify barriers before they result in housing loss, strengthen community connections, and produce measurable outcomes that demonstrate long-term housing retention.

2. Caring for Our Most Vulnerable Neighbors

Each weekday morning, The Salvation Army communicates real-time shelter bed availability to the Pathways Home Outreach Team; approximately fifty percent of available shelter beds are reserved for referrals identified through Pathways Home Monday-Friday.

These referrals frequently include individuals and families experiencing chronic homelessness, significant behavioral health needs, medical vulnerabilities, or other complex barriers that require additional support to successfully access and remain in shelter. Serving this population safely and effectively requires enhanced staffing capacity.

To meet this growing need, The Salvation Army has implemented a dual-staffing model in which two Intake Advocates are scheduled during shelter operations. This staffing structure improves guest engagement, increases staff safety, enhances crisis response and de-escalation, and ensures vulnerable individuals entering shelter receive the individualized attention necessary to begin stabilizing and engaging with housing services.

Request for Approval

The Salvation Army respectfully requests the Commission's approval to revise the approved CDBG project budget to support the salary and fringe benefits associated with Intake Advocate and Community Health and Housing Navigator case management functions.

Although the original capital expansion cannot be completed due to unforeseen code compliance requirements, this revised project will continue to fulfill the fundamental objectives of the CDBG program by expanding access to services for individuals experiencing homelessness, strengthening housing stability, improving coordination within the local homeless response system, and advancing the City of La Crosse's strategic priorities for preventing and ending homelessness.

The Salvation Army remains committed to being responsible stewards of public resources and appreciates the Commission's consideration of this request to redirect funding toward activities that will produce immediate, measurable, and lasting community impact.

Program Overview & Eligibility

Completed by daina.dobbs@usc.salvationarmy.org on 1/8/2026 3:41 PM

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

Program Overview & Eligibility

Please read the following information.

LA CROSSE
WISCONSIN

City of La Crosse
CDBG Public Services Program

2023 APPLICATION FOR FUNDING PUBLIC SERVICES / PUBLIC FACILITIES & IMPROVEMENTS Housing & Urban Development Community Development Block Grant Program

City of La Crosse

400 La Crosse Street

La Crosse, WI 54601

(608) 789-7512

The City of La Crosse is an entitlement City in the US Department of Housing and Urban Development (HUD) Community Development Block Grant (CDBG) and HOME Investment Partnerships Program. Its purpose is to develop viable urban communities by providing decent housing, a suitable living environment, and expand economic opportunities for low- and moderate-income persons.

The City of La Crosse is accepting Public Service applications for projects that prioritized needs listed in the 2025-2029 Consolidated Plan. The 2025-2029 Consolidated Plan is available here .

- Public Service activities shall assist eligible populations with services such as poverty alleviation and increase self -reliance. The total given to all public services is subject to a cap of 15% of the City's CDBG award.

- All Public Service Activities and projects must meet one of the national objectives (24 CFR (570.208)(a)), listed below:
  Low-Moderate Income Area (LMA) - (570.208(a)(1)): An activity that benefits the area, is available to all of the residents in a particular area, where at least 51% of the residents are low- and moderate-income persons (as identified by census data) People with low and moderate incomes are defined as those individuals or families whose annual income does not exceed 80% of the area median income as determined by HUD.
  Low-Moderate Income Clientele (LMC) - (570.208(a)(2)): An activity which benefits a limited clientele or clientele who are generally presumed to be low- and moderate-income persons (abused children, a battered spouse, elderly persons, severely disabled adults as defined by the Bureau of Census, persons experiencing homelessness, illerate adults, persons living with AIDS and migrant farm works
  Low-Moderate Income Jobs (LMJ) - 570.208(a)(4): An activity designed to create, retain permanent jobs where at least 51 percent of the jobs are made available to low- and moderate-income persons.

Project Revision Request

The Salvation Army of La Crosse County respectfully requests approval to revise the scope of its 2025 Community Development Block Grant (CDBG) award of $30,183.05. The original project proposed expanding emergency shelter capacity by 18 beds, hiring additional staff to support the expansion, and increasing collaboration with the Pathways Home Social Work Team through enhanced case management services.

Following the grant award, the City of La Crosse conducted an assessment of the proposed expansion space and determined that occupancy of the additional shelter area would require replacement of the building's fire alarm system to meet applicable life-safety and occupancy codes. The estimated cost of these required improvements exceeds $50,000, substantially beyond the scope of the awarded CDBG funds. Given the age of the facility and the organization's ongoing capital campaign to address larger building needs, The Salvation Army's leadership determined that undertaking this capital improvement is not financially feasible at this time. Consequently, the organization is unable to implement the original shelter expansion as proposed.

Rather than relinquish these valuable federal resources, The Salvation Army has intentionally adapted its programming to ensure the funds continue advancing the goals of the City of La Crosse's Consolidated Plan, the Pathways Home strategic framework, and the broader homeless response system. This revised approach represents a thoughtful realignment of services that will strengthen housing stability, improve system coordination, and maximize the impact of existing shelter resources.

Proposed Project Revisions

1. Expansion of Housing Retention Services

The Community Health and Housing Navigator position will devote increased capacity to structured housing retention services for households exiting The Salvation Army shelter into permanent housing. While housing follow-up has historically been a component of this position, staffing limitations have prevented the program from operating at its intended capacity.

Under the revised model, the Housing Navigator will provide post-housing case management for twelve months following placement, including: Two home visits during the first two months following housing placement; Monthly follow-up visits during months three through eight; and Bi-monthly follow-up visits during months nine through twelve.

This enhanced approach is designed to improve housing stability, identify barriers before they result in housing loss, strengthen community connections, and produce measurable outcomes that demonstrate long-term housing retention.

2. Caring for Our Most Vulnerable Neighbors

Each weekday morning, The Salvation Army communicates real-time shelter bed availability to the Pathways Home Outreach Team; approximately fifty percent of available shelter beds are reserved for referrals identified through Pathways Home Monday-Friday.

These referrals frequently include individuals and families experiencing chronic homelessness, significant behavioral health needs, medical vulnerabilities, or other complex barriers that require additional support to successfully access and remain in shelter. Serving this population safely and effectively requires enhanced staffing capacity.

To meet this growing need, The Salvation Army has implemented a dual-staffing model in which two Intake Advocates are scheduled during shelter operations. This staffing structure improves guest engagement, increases staff safety, enhances crisis response and de-escalation, and ensures vulnerable individuals entering shelter receive the individualized attention necessary to begin stabilizing and engaging with housing services.

Request for Approval

The Salvation Army respectfully requests the Commission's approval to revise the approved CDBG project budget to support the salary and fringe benefits associated with Intake Advocate and Community Health and Housing Navigator case management functions.

Although the original capital expansion cannot be completed due to unforeseen code compliance requirements, this revised project will continue to fulfill the fundamental objectives of the CDBG program by expanding access to services for individuals experiencing homelessness, strengthening housing stability, improving coordination within the local homeless response system, and advancing the City of La Crosse's strategic priorities for preventing and ending homelessness.

The Salvation Army remains committed to being responsible stewards of public resources and appreciates the Commission's consideration of this request to redirect funding toward activities that will produce immediate, measurable, and lasting community impact.

A. Contact Information

Completed by daina.dobbs@usc.salvationarmy.org on 1/8/2026 3:53 PM

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

A. Contact Information

Please provide the following information.

AGENCY INFORMATION

A1. Official Agency Name
The Salvation Army of La Crosse

A2. Mailing Address
223 North 8th Street Lacrosse, WI 54601

A3. Federal ID Number
36-2167910

A4. Unique Entity Identifier (UEI) Number

A5. Type of Organization (check all that apply):

- ☑ **Non- Profit Organization**
- ☐ **Department of City of La Crosse**
- ☑ **Faith Based Organization**
- ☐ **New Organization**
- ☐ **Other**

AGENCY POINT OF CONTACT

A6. Authorized Contact Person
Daina Dobbs

A7. Title
Social Service

A8. E-Mail
daina.dobbs@usc.salvationarmy.org

A9. Phone Number
6087826126251

A10. Secondary Contact Person
Major Jeff Russell

A11. Title
Corp Officer

A12. Phone Number
6087826126

A13. E-Mail
jeffrey.russell@usc.salvationarmy.org

B. Agency Information

Completed by daina.dobbs@usc.salvationarmy.org on 1/15/2026 11:43 AM

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

B. Agency Information

Please provide the following information.

B1. Agency Experience: Include the length of time the agency has been in operation, the date of incorporation, the purpose of the agency, and the type of corporation. Describe the type of services provided, the agency's capabilities, the number and characteristics of clients served, and license to operate (if license is necessary).
The Salvation Army (TSA) was founded on July 2, 1865, in London England. TSA of La Crosse is a Christian-based non-profit organization that has been indiscriminately serving La Crosse community members in need since the 1920's. Services have included shelter, food, vouchers for TSA Thrift Store, and case management. Shelter housing components have variated over the years to meet community needs. For several years until the Covid 19 epidemic, TSA of La Crosse was a 12/7 homeless shelter with mobile beds to allow for community meals during the day. Currently, TSA offers a 204/7, 64-bed, low barrier emergency shelter for unhoused community members. Several other services are provided for residents from collaborations with other agencies in the La Crosse area. TSA provides to-go lunches 7 days/week, a monthly food distribution, and vouchers for TSA Thrift Store for community members in need. Shelter advocates and case managers are experienced in working with shelter residents through a trauma lens to assist in daily living skills, employment, permanent housing, and referrals for needed services within the community.

B2. Personnel/Staff Capacity: Briefly describe the agency's existing staff positions and qualifications, its capacity to carry out this activity.
~~There has been a significant decrease in staff due to decreases in funding. Through this grant and other expected donations, there will be an extra layer of staff to assist in extending shelter services to18 more residents.~~

Intake Advocates currently report to Quinn Devlin, Social Services Director (SSD), with plans to have them report to Mandy Dull, the new Shelter Supervisor starting August 1st. At that point, Intake Advocates will report to Shelter Supervisor, Shelter Supervisor reports to SSD.
Altogether there are 4 Case Managers, only one of which has housing retention functions in their job description, so that is the only position that would be (partially) supported by this grant. Case Managers Report report to the Social Services Director (SSD). The SSD submits grant reports and also reports to the on-site Majors, Jeffery and Dawn Russell. All grant accounts processing will go through the Business Administrator, Joe Duncan.

Documentation

☑ **Agency's affirmative action plan from the personnel policy manual and/or nondiscrimination employment/service policy and grievance procedure. *Required**
Affirmative Action Forms.pdf
Affirmative Action Plan - Capital Area.2019.doc

C. Program Summary

Completed by daina.dobbs@usc.salvationarmy.org on 1/9/2026 10:26 AM

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

C. Program Summary

Please provide the following information.

C.1. Activity Title
Reducing Homelessness Recidivism & Sheltering High-Acuity Guests: A Pathways Home Collaboration
~~Surge Shelter - 18- bed expansion to current shelter.~~

C.2. Amount of CDBG Funds Requested
$50,000.00

C.3. Number of unduplicated Clients Proposed to serve (According to 24 CFR 570.201(e)):
100
(90 [88 housed in 2025 – use as baseline] plus many who have been housed but never followed up with in 2025) + ~~18~~ (106. An average of 4 people per week, and 2/4 of those being new cases. Over 12 months, 212 duplicated and 106 unduplicated.)

C.4. Of the total number of unduplicated clients served, estimate how many will be Low-Moderate Income Clients:
100 ~~18~~

C.5. Location of Proposed Activity and\or Location of the Service Area (be specific such as neighborhood boundaries, census tract, or crossroads)
The location will be within TSA's Emergency Shelter building at 223 N. 8th Street, La Crosse, WI, as well as in the apartments/homes in which guests have moved. There will also be off-site locations of meetings such as coffee shops for check-ins for easy client engagement. All activities will occur in the City of La Crosse. ~~the only physical location able to provide emergency shelter for unhoused individuals. TSA is currently serving 64 people in this capacity, so there are no new neighborhood boundaries or unwanted consequences with a simple addition of residents.~~

C.6. Which National Objective does your activity or project meet?
Low-Moderate Income Clientele (LMC)

C.7. Select the Priority that best describes your activity. (Please click here for details on Priorities)
Prevent and end homelessness

C.8. Select the Outcome that best describes your activity.

☑ **Availability / Accessibility - This outcome category applies to activities that make services, infrastructure, housing, or shelter available or accessible to low- and moderate-income people, including persons with disabilities. In this category, accessibility does not refer only to physical barriers, but also to making the affordable basics of daily living available and accessible to low- and moderate-income people.**

☐ **Affordability - This outcome category applies to activities that provide affordability in a variety of ways in the lives of low- and moderate-income people. It can include the creation of maintenances of affordable housing, basic infrastructure hook-ups, or services such as transportation or day care.**

☐ **Sustainability: Promoting Livable or Viable Communities - This outcome applies to projects where the activities are aimed at improving communities or neighborhoods, helping to make them livable or viable by providing benefits to persons of low and moderate income, or by removing or eliminating slums or blighted areas through multiple activities or services that sustain communities or neighborhoods.**

D. Program Description

Completed by daina.dobbs@usc.salvationarmy.org on 1/9/2026 12:58 PM

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

D. Program Description

Please provide the following information.

D.1. Briefly describe the proposed project or activity. The narrative should include the need or problem to be addressed in relation to the City's Consolidated Plan, goals & objectives, work to be performed including the activities to be undertaken or the services to be provided.

~~The proposed activity is the expansion of the La Crosse County Salvation Army (TSA) emergency shelter by 18 additional beds to address the critical and ongoing shortage of shelter capacity in La Crosse County. This project directly supports the City's Consolidated Plan goals related to preventing and ending homelessness, increasing access to emergency shelter, and stabilizing households experiencing housing crises. TSA currently operates the only 24/7 homeless shelter in La Crosse County, with a capacity of 64 beds and an average nightly occupancy rate of 99.9%, indicating persistent full utilization. On a daily basis, TSA is forced to turn away more than 15 individuals and families due to lack of available beds – this does not include hospitals and community case workers who call on behalf of clients. This unmet need has contributed to increased unsheltered homelessness and strain on emergency services. The City/County Pathways Home partnership has identified emergency shelter expansion as an urgent system gap. While long-term housing solutions remain the ultimate goal, additional emergency shelter capacity is essential to stabilize unsheltered individuals, support coordinated entry, and reduce harm while housing placements are pursued. TSA currently houses nearly 50% of all individuals coming off the Pathways to Housing by-name list, demonstrating its central role in the local homelessness response system. CDBG funds are requested to support operational costs associated with opening and sustaining 18 additional beds, including utilities (heat, electricity, water), general building usage, and 24/7 staffing coverage (minimum one staff person per shift, three shifts daily). TSA can open the additional beds immediately upon securing the required funding, making this project a rapid, high-impact intervention aligned with Consolidated Plan priorities.~~

The proposed activity is salary and benefits for shelter and case management work at TSA La Crosse.

TSA has a new Case Management position that will also focus on follow-up after housing intended to improve long-term housing stability and prevent households from returning to homelessness after obtaining permanent housing. This project directly supports the City's Consolidated Plan goals related to preventing and ending homelessness, increasing housing stability, and reducing recidivism among households exiting emergency shelter. At one point in 2025, the La Crosse Housing Authority reported that approximately 90% of households referred from TSA were losing their housing within 30 days due to lease violations, allowing unauthorized occupants to reside in their units, property damage, failure to pay rent, and difficulty adjusting to independent tenancy. National research consistently demonstrates that structured post-housing case management significantly improves housing retention by providing ongoing coaching, landlord mediation, crisis intervention, budgeting assistance, and connections to community resources during the critical transition from shelter to permanent housing. Without continued support, many households cycle repeatedly through shelters, emergency services, healthcare systems, and law enforcement, increasing both public costs and human suffering.

In emergency shelter operations such as the one in La Crosse: 20/7, low-barrier, 64-beds, it is critical to operationalize double-coverage, mitigating safety risks for staff as well as highly vulnerable, unhoused community members. This activity directly addresses the City's Consolidated Plan priority to preserve and expand crisis safety nets, while directly expanding operational

capacity for Pathways Home: The City-County 5-Year Plan to End Homelessness. By embedding trauma-informed care at the point of entry, the Intake Advocate provides immediate stabilization, basic needs navigation, and direct routing to case management to facilitate rapid exits to permanent housing.

D.2. Indicate the population to be served or the area to be benefited and outreach strategies to identify clients. Provide an estimate of the number of clients to be serviced and describe them in terms of age, gender, ethnicity, income level, and other defining characteristics.

~~The proposed activity will serve homeless single adult men experiencing homelessness or unsheltered conditions, with incomes at or below 30% of Area Median Income, qualifying as a Low- and Moderate-Income (LMI) population under HUD guidelines. By dedicating the 18 new beds to single men, TSA will simultaneously increase system flexibility and improve access for women and families, populations that often face heightened vulnerability when shelter options are limited. Over the 18-month funding period, the project is expected to serve approximately 110–120 individuals, based on average length of stay and bed turnover rates. Clients served will be on the Pathways to Housing by-name list as well as be enrolled in the County's CCS program, giving special access to clients for City-County social work/support staff. Target clients will also be 18 and older, with diverse racial and ethnic backgrounds – more than is reflected in the general population (25%) of the community. Many individuals present with co-occurring challenges, including chronic homelessness, physical or behavioral health conditions, and limited income or employment. Outreach and referrals will occur through: · The Pathways Home Coordinated Entry system · CCS Social Workers · Street outreach teams · Law enforcement and emergency responders · Self-referral from unsheltered individuals As the sole 24/7 homeless shelter provider in the county, TSA is widely known and accessible to individuals experiencing homelessness.~~

The Emergency Shelter Program serves over 400 unique individuals annually. Based on regional Wisconsin Department of Health Services (DHS) and local Point-in-Time data, the target population consists entirely of extremely low-income households (under 30% AMI). Demographics typically mirror regional unhoused trends: predominantly adults aged 18–64, with a disproportionate representation of racial minorities relative to county baselines, and a high prevalence of chronic physical disabilities, severe mental illness, and substance use disorders. Plenty of our guests have conversations with our walls.

Those moving from TSA into permanent housing would be the primary population for the housing retention Case Manager. By providing post-housing case management, TSA will increase housing stability, reduce returns to homelessness, and improve the overall efficiency of the local homeless response system.

Outreach strategies are integrated into the La Crosse Coordinated Entry system. TSA works in tandem with the La Crosse County Specialized Unit, neighborhood-based social workers, street outreach teams, and the REACH Center to proactively identify and engage isolated individuals, ensuring immediate shelter access for high-acuity clients on the community's by-name list.

D.3. Be very specific about who will carry out the activities, the location in which they will be carried out, the period over which the activities will be carried out, the frequency with which the activities will be carried out, and the frequency with which services will be delivered.

The proposed activities will be carried out by The Salvation Army of La Crosse County, an established nonprofit human services provider with extensive experience operating emergency shelter and case management services. Location: The Salvation Army, various apartments of housed guests as well as coffee shops in the City of La Crosse to increase engagement. ~~Emergency Shelter, La Crosse County~~ · Period of Performance: 18 months · Frequency: Follow up meetings will occur twice the first 2 months, once per month in months 3-8, and then every other month 9-12. Services will include budget check-ins, maintenance, boundaries with homeless friends, continued monitoring of mental health and other needed resources, and referral to any additional services needed. ~~Shelter services will be delivered 24 hours per day, 7 days per week, including overnight accommodation, supervision, safety monitoring, and connection to services. Staffing will include at least one staff member on-site at all times, with three daily shifts to~~

~~ensure continuous coverage, safety, and program oversight. Services will be delivered daily and integrated into existing shelter operations. TSA staff will collaborate with outside case managers to ensure all 18 residents are receiving services.~~

D.4. Describe the site where the activity will be implemented. How will clients get to the facility? What efforts will your agency and partners make to promote your activity and reach isolated individuals? Describe how the facility complies with Americans with Disabilities Act (ADA) requirements regarding accessibility.

~~The activity will be implemented within the existing Salvation Army (TSA) shelter facility; the chapel will be converted to accommodate for the 18 beds. TSA is centrally located and accessible by public transportation, including city bus routes. Clients may also access the facility on foot or via referral transportation from partner agencies. TSA actively promotes shelter availability through City-County partners, coordinated entry, outreach partners, and direct engagement with unsheltered individuals. TSA staff work closely with outreach teams to identify and connect individuals who may be isolated or disconnected from services. Reasonable accommodations are provided as needed to ensure equitable access to shelter services. This extension of shelter space provides even more opportunities to provide accessibility in accordance with ADA requirements.~~

The activity will be implemented throughout the emergency shelter as well as throughout the community, allowing the Case Manager to meet households where they are most comfortable and where support is most effective. Services will primarily be delivered through home visits at clients' apartments, with additional meetings held at nearby coffee shops or other community locations to reduce barriers to participation and strengthen natural community connections. To further promote housing stability, TSA will host a weekly morning Coffee Clutch for individuals and families who have been housed by TSA or other community housing providers. The program is expected to serve 10–15 participants each week and will provide an opportunity for peer support, resource sharing, life skills education, and early identification of challenges before they result in housing loss. Research has shown that social isolation is a significant risk factor for housing instability; by fostering ongoing relationships and a sense of community, the Coffee Clutch will encourage engagement, reduce isolation, and create an environment where participants feel comfortable seeking assistance when problems arise. TSA will coordinate referrals through shelter case managers, Pathways Home Coordinated Entry, the La Crosse Housing Authority, CCS social workers, and other community partners to ensure seamless transitions from shelter into permanent housing. Reasonable accommodations will be provided to ensure services are accessible to individuals with disabilities, and meeting locations will be selected to maximize accessibility, transportation options, and participant convenience.

D.5. Besides the number of clients served, what are other ways that you evaluate activity success?

~~In addition to the number of clients served, TSA will evaluate program success through: · Reduction in nightly turn-aways · Increased shelter utilization without displacement of women or families · Successful referrals to housing, healthcare, and supportive services · Increased stabilization of unsheltered individuals · Improved flow through the coordinated entry system · Housing retention outcomes, supported by TSA's newly hired post-housing support staff Data will be tracked using existing shelter management and Pathways Home reporting systems.~~

1. Open beds, referrals made, intakes as a result of referral, length of stay for high-acuity guests.
2. Number of housing crises prevented through early intervention, number of participants engaging in follow-up CM or group, number of referrals made.

D.6. How do you propose to coordinate your services with other community agencies and leverage resources.

~~TSA will leverage its existing infrastructure, staffing, and administrative capacity to maximize the impact of CDBG funds. Partnerships are also crucial, as the County's Comprehensive Community Services (CCS) program social workers will be taking on the case management/housing navigation for the 18 additional beds, while TSA case managers will continue to provide housing and resource navigation for its 64 residents. While no other funds are currently committed to this specific expansion, La Crosse County and TSA are working collaboratively to obtain funding through~~

~~the La Crosse Area Foundation where there is an account already established. TSA is also contributing significant in-kind resources, including facility space and essential shelter items, administrative oversight, and integration with existing programs. CDBG funding will act as a catalyst, enabling immediate expansion while additional resources are pursued. The County is working with The La Crosse Community Foundation to raise the remaining $250,000+.~~

TSA will collaborate with partners including Pathways Home, St. Clare Health Mission, Great Rivers United Way, Couleecap, Vivent Health, YWCA, YMCA, New Horizons, housing providers, landlords, and other community agencies to connect households with healthcare, benefits, employment, and stabilization resources. TSA will contribute significant in-kind resources, including administrative support, existing systems, staff coordination, and established relationships with individuals experiencing homelessness.

D.7. Describe how the proposed activity will engage with the Pathways Home 5 Year Plan to End Homelessness.
~~This project directly advances the Pathways Home 5-Year Plan to End Homelessness by addressing an identified system bottleneck: insufficient emergency shelter capacity. By expanding shelter access, TSA will: · Reduce unsheltered homelessness · Improve engagement with coordinated entry · Support faster transitions to housing · Stabilize individuals while permanent housing solutions are secured TSA's role as the primary shelter provider and a key housing referral partner makes this expansion a critical component of the Pathways Home strategy.~~

This project directly advances the Pathways Home 5-Year Plan to End Homelessness by addressing an identified system bottleneck: households losing housing shortly after placement and returning to homelessness. By providing dedicated post-housing case management, TSA will:
· Increase housing retention and stability
· Reduce returns to emergency shelter and homelessness
· Improve coordination with community case managers and coordinated entry
· Strengthen transitions from homelessness to long-term housing success

TSA's role as the primary shelter provider and a key housing referral partner makes this project a critical component of the Pathways Home strategy. Supporting households after housing placement will improve system flow, preserve housing resources, and create additional capacity for those currently experiencing homelessness.

D.8. If this activity has been done in the past, please explain any changes in programing or delivery. If this is a new activity, leave this blank.
~~This activity represents an expansion of existing emergency shelter services rather than a change in programming. The only difference will be that the County's Comprehensive Community Services (CCS) program will be providing case management for the 18 additional individuals.~~

While housing follow-up has historically been a component of the CM position, staffing limitations have prevented the program from operating at its intended capacity.
In recent years, there has been only one Intake Advocate working per shift. Not recommended by Safe from Harm or an industry best practice.

E. Budget

Completed by daina.dobbs@usc.salvationarmy.org on 1/9/2026 11:03 AM

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

E. Budget

Please provide the following information.

E1. Total Cost of Project
$291,600.00

E2. Grant Amount Requested
$50,000.00

E3. Total Other Funding
$0.00

E4. Other Agencies Applied to for Funds:

Funding Sources/Revenues	Committed	Non-Committed
Private/Other/Donations	$241,600.00	$0.00
	$241,600.00	$0.00

E5. Proposed Budget:

Funding Uses/Expenses	If Other, Enter Funding Use/Expense below	CDBG	Local	State	Federal	Private/Other/Donations
Salaries and Benefits		$30,183.05	$0.00	$0.00	$0.00	$412,495.00
Client Support Services		$0.00	$0.00	$0.00	$0.00	$1,600.00
		$30,183.05	$0.00	$0.00	$0.00	$414,095.00

E6. What will the funds be used for? If the funds are to be used for staff/salaries, please name the staff who will be paid by this grant, their title, and what percentage of their total salary is paid for by the grant:
~~Alex Townsend and Lauren Johnson's salaries will be paid by this grant. They are Shelter Advocate I and approximately 71% of each of their salaries will be funded through this grant.~~

This grant will pay for salaries and benefits.

E7. : How will CDBG funding help your organization attract or leverage additional financial resources:
TSA will leverage its existing infrastructure, staffing, and administrative capacity to maximize the impact of CDBG funds. ~~Partnerships are also crucial, as the County's Comprehensive Community Services (CCS) program social workers~~

~~will be taking on the case management of surge shelter residents. case management/housing navigation for the 18 additional beds, while TSA case managers will continue to provide housing and resource navigation for its 64 residents. While no other funds are currently committed to this specific expansion, TSA is contributing significant in-kind resources, including facility space, administrative oversight, and integration with existing programs. CDBG funding will act as a catalyst, enabling immediate expansion while additional resources are pursued. The County is working with The La Crosse Community Foundation to raise the remaining $250,000. ---~~

- Securing HUD Emergency Solutions Grants (ESG) and State Funds: Major funding bodies, including the Wisconsin Department of Administration (DOA) Division of Energy, Housing and Community Resources (DEHCR), strictly evaluate an agency's operational capacity and safety infrastructure. CDBG funding guarantees the matching funds and baseline staffing security necessary to remain competitive for state ESG allocations and Transitional Housing Program grants.
- Attracting Private Philanthropy and Foundations: Local corporate foundations and private donors favor projects with proven public-private partnerships. CDBG's rigorous compliance framework acts as a stamp of institutional viability, providing local philanthropic partners (such as the La Crosse Community Foundation) with the confidence that their contributions will directly fund long-term housing solutions rather than being consumed by basic emergency overhead.

E8. Why is this activity a good use of CDBG Funds? How would it affect your organization's proposal if you received a 15 -20% budget cut:

~~We are beginning this project as soon as funding of $50,000 is available. It is imperative to begin in the cold winter months when the safety of unsheltered La Crosse residents is jeopardy. TSA and those from the Pathways Home Initiative are making every effort to prioritize this effort. While the project would still be carried out with a reduction, a reduction in this grant may delay these efforts.~~

This activity is an ideal use of Community Development Block Grant (CDBG) funds because it directly fulfills the federal program's primary national objective: benefiting low- and moderate-income persons—specifically, unhoused individuals living at or below 30% of Area Median Income (AMI).

- Preserving Essential Infrastructure: Rather than funding a speculative pilot, this grant stabilizes the core frontline infrastructure of La Crosse's primary crisis shelter.
- Preventing Systemic Strain: According to implementation data from the U.S. Department of Housing and Urban Development (HUD), robustly staffed emergency shelters reduce the downstream burden on high-cost municipal resources, including emergency medical services (EMS), hospital emergency departments, and local law enforcement.
- Operationalizing Local Mandates: It directly converts federal dollars into local action by building the precise front-end capacity needed to support Pathways Home, the City-County 5-Year Plan to End Homelessness.

E9. Upload Job Descriptions of Staff who are paid with CDBG Funds (Required if you are paying staff with CDBG Funds)

☑ **Job Descriptions**

Shelter Advocate I - Revisions 2024.pdf

F. Audit Requirements

Completed by daina.dobbs@usc.salvationarmy.org on 1/9/2026 11:04 AM

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

F. Audit Requirements

Please provide the following information.

F.1. In accordance with the Office of Management and Budget issuance of 2 CFR part 200, subpart F, the Federal Government requires that non-profit organizations receiving $750,000 or more in federal financial assistance from all sources in a fiscal year must secure an audit. If your agency receives $1,000,000 or more in federal financial assistance, please select one of the following methods for providing audit information to the City of La Crosse (Select all that apply)

☑ **A. If your agency already conducts audits of all its funding sources including CDBG, the agency must submit a copy of its most recent audit, and may, at its discretion, include the CDBG portion of the audit cost in its CDBG project budget.**

☐ **B. If your agency already conducts audits of its other funding sources but has neither received nor included CDBG in the past, the scope of the audit would be modified to incorporate CDBG audit requirements. The associated cost of the augmentation could then be included in the CDBG project budget, accompanied by the auditor's written cost estimate.**

☐ **C. If your agency does not have a current audit process in place, your agency will be required to include a 10% set-aside in the CDBG project budget for the provision of an audit.**

☐ **D. If your agency is not required to do a single audit, please submit a letter from your auditor, Chief Executive Officer, fiscal officer or other responsible party stating the reasons why a single audit is not required.**

G. Conflict of Interest

Completed by daina.dobbs@usc.salvationarmy.org on 1/9/2026 11:05 AM

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

G. Conflict of Interest

Please provide the following information.

The intent behind conflict-of-interest provisions is to ensure that all funding decisions are made on their own merits. It is a conflict of interest for any employee, agent, consultant, officer, or elected or appointed official to provide inside information or participate in approving a Loan or Grant action when the person has business ties with the applicant or is a member of his/her immediate family. "Immediate family" is generally defined as the employee, spouse and children any marriage of either), parents and siblings, by blood or marriage-mother/father, stepmother/father, mother/father-in-law, sister/brother, stepsister/brother, sister/brother-in-law.

H.1. Are any employees, agents, consultants, officers, or elected officials of the agency requesting funds in a position to participate in the decision-making process for approval of this application?
No

H.2. Are any employees, agents, consultants, officers, or elected officials of the agency requesting funds in a position to gain inside information with regard to approval of this application?
No

H.3. Will any employees, agents, consultants, officers, or elected officials of the agency requesting funds obtain a financial interest from this activity?
No

H.4. Will any employees, agents, consultants, officers, or elected officials of the agency requesting funds have an interest in any contract, subcontract, or agreement with respect to funding this application, either for themselves or those with whom they have family or business ties during the applied for activity year and one year thereafter.
No

H. Required Documents

Completed by daina.dobbs@usc.salvationarmy.org on 1/15/2026 11:36 AM

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

H. Required Documents

Please provide the following information.

Documentation

☑ **Articles of Incorporation/ By Laws *Required**

Articles of Incorporation 10-18-2011.pdf

☑ **Non-Profit Determination *Required**

IRS Determination.pdf

☐ **List of Board Directors or List of Oversight Committee - (for government agency)**

***No files uploaded*

☑ **Designation of Authorized Officials**

Authorized Official Documentation must be submitted of the governing body's action designating the agency's representative authorized to negotiate for and contractually bind the agency. Documentation consists of a signed letter from the Chairperson of the governing body providing the name, title, address and telephone number of each authorized individual. *Required

Manual of Advisory Org & Articles of Incorporation.pdf

☑ **Resumes of Program Administrator and Fiscal Officer *Required**

Lynn M Helgeland Resume for SA Fiscal Officer.docx
DainaDobbs-Resume (1).docx

☑ **Organizational Budget *Required**

FY 26 Budget Summary page.pdf

☑ **Organizational Chart (be concise and show your major administrative structure)** ***Required**

org chart dhq.docx
org chart lax.pdf

☑ **Authorization to Request Funds**

Documentation must be submitted of the governing body's authorization to submit the funding request. Documentation of this requirement consists of a copy of the minutes of the meeting in which the governing body's resolution, motion or other official action is recorded. ***Required**

Approval at dhq.docx
SA Advisory Board Minutes 1-7-2026.docx

☑ **Most recent audit (Financial Statement if audit is not required)** ***Required**

Hancock and Robinson Audit 12.15.22.pdf
Internal Audit 2021-2022.pdf

☑ **IRS 990**

IRS Determination.pdf

Submit

Completed by daina.dobbs@usc.salvationarmy.org on 1/15/2026 12:21 PM

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

Submit

Once an application is submitted, it can only be "Re-opened" by an Administrator.

☑ **I understand that for each type of activity undertaken, a sub recipient in consultation with the grantee should determine the comparable data that must be maintained in the individual case files and establish a system of ensuring that every file contains the necessary information. Although the list will vary from activity to activity, each project or case file should include documentation of the National Objective being met, the characteristics and location of beneficiaries, the eligibility of the activity, the compliance with special activity requirements, the allowable amount of the costs, and the status of the case/project.**

☑ **I understand that a Subrecipient must also devote attention to implementing an efficient method for compiling cumulative data on its activities for inclusion in periodic reports required by the grantee. The Subrecipient should develop logs for recording and totaling programatic data (by type of activity, for units of service, numbers of beneficiaries, etc.) as cases are initiated and as they progress to avoid searching through all of its individual case files to obtain aggregate statistics every time a progress report is due**

☑ **I understand that records are to be retained for 3 years from the date of submission of the grantee's CAPER in which the specific activity is reported for the last time, unless there is litigation, claims, audit, negotiation, or other actions involving the records, which has started before expiration of the 3-year period. In such cases, the records must be retained until completion of the action and resolution of all issues which arise from it or the end of the regular 3-year period, whichever is longer.**

☑ **I understand that data and records are expected to be shared. I acknowledge and agree that I am required to provide and continuously update accurate and complete data for the Pathways to Housing List. This may mean I will be required to provide regular updates to the Pathways to Housing List. I understand that this data will be used, while acknowledging that my information will be handled with confidentiality and in accordance with applicable privacy laws. I agree to review and update my data as needed and to promptly report any significant changes up to date.**

☑ **I certify that no federal-appropriated funds have been paid or will be paid, by or on behalf of it, to any person for influencing or attempting to influence an officer or employee of any agency, a member of Congress, an officer or employee of Congress, or an employee of a member of Congress in connection with the awarding of any federal contract, the making of any federal grant, the making of any federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of a federal contract, grant, loan, or cooperative agreement.**

☑ **I certify that I have been authorized by the applicant's governing body to submit this application and that the information contained herein is true and correct to the best of my knowledge.**

Authorized Person Name

Title

Signature
Rochelle McClintock
Electronically signed by daina.dobbs@usc.salvationarmy.org on 1/15/2026 12:21 PM

Telephone
(608) 782-6126

Updated Information

No data saved

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

Updated Information

Please provide the following information.

Updated Accomplishments

Number of unduplicated Clients Proposed to serve (According to 24 CFR 570.201(e)):

Of the total number of unduplicated clients served, estimate how many will be Low-Moderate Income Clients:

Updated Budget

Funding Uses/Expenses	If Other, Enter Funding Use/Expense below	CDBG	Local	State	Federal	Private/Other/Donations
		$0.00	$0.00	$0.00	$0.00	$0.00

Admin Docs

No data saved

Case Id: 31302
Name: The Salvation Army of La Crosse - 2026
Address: 223 North 8th Street, Lacrosse, WI 54601

Admin Docs

Please provide the following information.

Documentation

☑ **Articles of Incorporation**

Articles of Incorporation 10-18-2011.pdf