



AGENDA OF THE EQUAL RIGHTS COMMISSION

THURSDAY, JULY 11, 2024, 6:15 PM
City Hall, Room 604 - The Harry Maier Room.
Virtual attendance is also available via Zoom.

A. Zoom Meeting Information.

1. Join Zoom Meeting Online:

<https://us06web.zoom.us/j/87139363656?pwd=MHRlU1VyY3dmd2x6eHhsN0x3Ry9yZz09>

Or call in by phone: +1 312 626 6799

Meeting ID: 871 3936 3656

Passcode: 182212

If you wish to speak at this public meeting or leave a comment, please fill out the online [Comment Form](#) prior to the meeting. More detailed [Zoom Instructions](#) can be found online.

B. Roll Call.

C. Approval of the Agenda.

1. Approval of the Thursday, July 11, 2024 Equal Rights Commission meeting agenda.

D. Approval of Minutes.

1. Approval of the June 13, 2024, Equal Rights Commission meeting minutes.

E. Regular Business.

- 1. For consideration and possible action on the next steps regarding the 2023 Housing Report.**
- 2. For consideration and possible action on the next steps of the Visibility Initiative.**

F. Informational.

- 1. Chair update.**
- 2. Clean Energy Outreach Plan Presentation from Clean Energy Connector**

G. Adjournment.

- 1) THIS MEETING IS RECORDED: THE VIDEO OF THIS MEETING AND MINUTES ARE AVAILABLE ONLINE AT www.greenbaywi.gov
- 2) ACCESSIBILITY: Any person wishing to attend who requires special accommodation because of a disability, should contact the City Safety Manager at 920-448-3125 at least 48 hours before the scheduled meeting time so that arrangements can be made.
- 3) QUORUM: Please take notice that a majority or quorum of the Common Council will attend this Equal Right Commission meeting and will constitute a meeting of the Common Council for purposes of discussion and information gathering relative to this agenda.
- 4) REPRESENTATION: The party requesting the communication, or their representative, should be present at this meeting.



Report to the
Equal Rights Commission
of the City of Green Bay

MEETING DATE

July 11, 2024

PREPARED BY

AGENDA ITEM # E.1

For consideration and possible action on the next steps regarding the 2023 Housing Report.

BACKGROUND

RECOMMENDATION

FISCAL IMPACT

ATTACHMENTS

- I. ERC Housing Report - I-16-23



GREEN BAY EQUAL RIGHTS COMMISSION

Life, Liberty, and the Pursuit of Happiness:
Recommendations to Promote
Equal Housing Opportunity in Green Bay

EQUAL RIGHTS COMMISSION

The following members are appointed by Mayor Eric Genrich and confirmed by the Common Council:

Chair Tara Yang

Vice Chair Jon Shelton

Cristina Ortiz

Michael Vinson

Marcus Grignon

Elizabeth Kostichka

Said Hassan

Stephanie Guzman

Aldersperson Jim Hutchison

More information about the Equal Rights Commission can be found online at the City of Green Bay website: <https://greenbaywi.gov/1234/Equal-Rights-Commission>

Life, Liberty, and the Pursuit of Happiness:
Recommendations to Promote Equal Housing Opportunity in Green Bay
EXECUTIVE SUMMARY

In 2021, the city's first Equal Rights Commission was charged, in part, "to prepare and provide timely reports to the mayor and council on efforts to promote equal rights, equal opportunities, positive community relations, and to eliminate discrimination and inequities in City government and the City." Over the course of the ERC's first meetings, it became apparent that housing represented a significant challenge to equality in Green Bay. A series of public hearings hosted by the ERC in 2022 showed that the city's most vulnerable residents—racial minorities, immigrants, victims of intimate partner violence, and LGBTQ youth, for example—have faced particular struggles in accessing quality, affordable housing. Based on these hearings, the ERC crafted this report, which highlights our findings and offers a series of recommendations to ensure that all of Green Bay's citizens have fair and equal access to housing, one key pillar of the American promise of economic security.

Access to a good place to live is a promise deeply woven in the American creed of "life, liberty, and the pursuit of happiness." From the Homestead Act (1862) during the time of Abraham Lincoln to the Franklin D. Roosevelt's administration's economic bill of rights (1944), with housing as a foundational piece, American leaders across the political spectrum have increasingly seen the necessity of good housing. Civil rights activists like Martin Luther King, Jr. organized, at great risk, to eliminate the grossly unequal access to housing African Americans and other minorities experienced. Finally, religious traditions—including the Catholic church, Judaism, and Islam—all point to the necessity of the right to housing.

Unfortunately, access to housing in Green Bay is embedded in a crisis of national proportions. Those of limited means, virtually everywhere in the country, struggle to find a stable, affordable place to live. There are cities where the crisis is worse than in Green Bay, but the struggle for housing has grown more drastic here in recent years. This struggle, the Commission found, has become particularly acute for specific groups of people as the lack of affordable housing stock has given landlords an excessive amount of power in the rental marketplace.

- Single women, particularly victims of intimate partner violence, struggle to secure safe, high-quality affordable housing as they transition from temporary shelter facilities.
- LGBTQ youth, some of whom are estranged from parental support, struggle to find quality affordable housing and/or fear available rental spaces will be safe for them.
- For African American families in Green Bay, the struggle to find housing is particularly acute, as disproportionate, unwarranted surveillance by landlords combined with disproportionate, unwarranted surveillance by the police seriously limits many Black families' rights to safe, affordable, high-quality housing in Green Bay.
- Immigrants and refugees, particularly large families, struggle to find good housing because they face language barriers or overwhelming economic barriers from landlords.

The ERC recommends immediate, intermediate, and long-term recommendations to build on the efforts toward more affordable housing already being undertaken by Mayor Eric Genrich's administration and the city council.

- In the immediate term, we recommend the city expand programs, including making more support available in multiple languages, to ensure renters in the city know their rights, and we recommend the city expand advocacy for renters by investing in more resources for housing investigation and to rectify potential discrimination.
- In the intermediate term, the ERC calls on the city to develop a program to ensure the public knows which landlords deal fairly with tenants and which do not. We also recommend the city of Green Bay outlay funding to pay for reasonable repairs to rental units when landlords refuse to pay for them, and that the city redouble its ongoing efforts at zoning reform to increase affordable housing stock.
- Finally, in the long-term, the commission calls on the city to prioritize public investment in producing and subsidizing affordable housing. We urge the city to pass an ordinance that would require developers to produce a substantial percentage of affordable housing in any new development, expand efforts to subsidize affordable home ownership, develop a robust community land trust, and create and manage a dramatically greater number of affordable rental units.

The full findings of the Equal Rights Commission can be found in the report that follows. We thank the Genrich administration and the community organizations who spoke at our public hearings for the insights that went into constructing this report.

*Life, Liberty, and the Pursuit of Happiness:
Recommendations to Promote Equal Housing Opportunity in Green Bay*

Green Bay Equal Rights Commission
Tara Yang, Chair
Jon Shelton, Vice Chair

I. Introduction: Housing in Green Bay

A recent ranking by *US News and World Report* [places Green Bay as one of the top ten cities to live in the United States for 2022-23](#).¹ The report cites the city's affordability, safety, and overall quality of life. The recommendations below start from that premise: we are proud of our city and its national reputation as an excellent place to live.

A key component of the *US News and World Report* rankings is based on net in-migration. Clearly, the city has a history of welcoming others, including new neighbors from other parts of the state and the region, and immigrants, especially Hmong, Somali, and Hispanic/Latino/Latinx immigrants.

Green Bay is in the second fastest growing county in the state, and [recent census numbers show that both the city and the county are growing increasingly diverse](#).² Our growing diversity is something to celebrate, and the appointment of the city's first ever Equal Rights Commission is a testament to that fact. The composition of our commission truly represents the diversity here in the city.

A city is only as strong as the opportunities available for its most vulnerable members, however. To maintain (and improve) the city's reputation as an excellent place to live, we must ensure that every resident of our great city has access to the same excellent opportunities. The ERC was appointed with that goal in mind, and we were charged with the broad responsibility to make recommendations about how to make our city more equitable:

The Commission shall meet not less than four (4) times annually for monitoring the employment, contracting, and program activities of the City, and **prepare and provide timely reports to the mayor and council on efforts to promote equal rights, equal opportunities, positive community relations, and to eliminate discrimination and inequities in City government and the City.**

The ERC understands this charge as a grave responsibility, and as we began meeting over the course of our inaugural year, and as individual members, we talked to policymakers and citizens in Green Bay, one major challenge stood out: the challenge many residents, particularly those of limited economic means, face in securing high-quality, affordable housing.

¹ Devon Thorsby, "U.S. News Ranks the Best Places to Live in the U.S., 2022-23," *US News and World Report*, May 17, 2022. <https://realestate.usnews.com/real-estate/articles/us-news-ranks-the-best-places-to-live-in-the-us>

² "Brown County's Ethnic, Racial Population Grows More Diverse," *NBC26*, Aug. 13, 2021. <https://www.nbc26.com/news/local-news/brown-countys-population-grows-more-diverse>

Of course, this problem is not restricted to Green Bay, and in fact, structural shortage of housing represents a problem that originated at least as early as the Great Recession in 2008.³ It cannot be solved, either in our city, or anywhere else, overnight. It is a problem of significant proportions, and there are many areas, both nationally and abroad, where scarcity of housing is even more serious than in Green Bay.⁴ Indeed, as the *US and News and World Report* ranking points out, the median home price is lower here than the national average. In spite of this, however, there simply are not enough affordable housing units in the city to support the needs of our residents, much less the increased residents our employers would like to see in order to continue growing.

Several studies of housing in the city over the past several years have made clear the scale of the problem:

An [analysis completed by the City of Green Bay, published in April 2019](#),⁵ for instance, has shown that:

- “The supply of one-bedroom units appears to have fallen since 2000, limiting housing options for the most disadvantaged residents. Between 64% and 74% of the City’s housing stock was built before 1980, which also poses a risk for low-income families with children living in these homes. The decrease in one-bedroom units and presence of lead-based paint in older homes are impediments to fair housing choice, as they disproportionately affect non-white and disabled residents for whom such units may be the best, or only, viable housing option.” (23)
- “Very few new single-family or multi-family units have been built since 2010. Interviews suggest a lack of adequate supply of *decent* units in both the single-family market and the multi-family rental market. The lack of supply of acceptable single-family and multi-family units is considered an indirect impediment to fair housing choices, as it makes illegal discrimination easier to hide.” (24)
- “It is widely understood that the 13 housing discrimination complaints filed with [the Metropolitan Milwaukee Fair Housing Council] over the past year underestimate the incidence of discrimination in the City. People in search of housing are generally more concerned about avoiding homelessness. People already in housing are concerned about retaliation by landlords if they were to file a complaint. While we cannot get an accurate measure of discrimination, we know that it is occurring and is an impediment to fair housing choice for various protected classes in the City, especially for minorities and those with disabilities.” (51)

³ Madison Huff, “Housing in the US Has Not Been Able to Keep Up with Buyer Demand over the Past Decade,” *Business Insider*, Sep. 27, 2020. <https://www.businessinsider.com/us-underbuilding-housing-over-the-past-decade-2020-9>

⁴ Deirdra Funcheon, “How Miami Became the Center of America’s Rental Housing Crisis,” *The Washington Post*, Sep. 16, 2022. <https://www.washingtonpost.com/business/2022/09/16/miami-center-america-rental-crisis/>. “Not Chump Change: Home Prices in Canada Strain Affluent Budgets,” *New York Times*, Oct. 8, 2022. <https://www.nytimes.com/2022/10/08/world/canada/canada-real-estate-market.html>

⁵ City of Green Bay, *Analysis of Impediments to Fair Housing Choice*, April 30, 2019.

An [analysis published by the city in October 2020](#) showed that:

- “There is a significant gap at the very bottom of the rental market, an undersupply of 3,715 units for those at 30% or less median income.” (23)
- “While the household income of the top 5% of US households has more than doubled in the past 50 years, middle income households have seen only about a 10% increase in that period. Meanwhile, inflation-adjusted housing costs have risen roughly 50% for rental housing and 70% for home ownership in that period. The result of these trends is that housing is requiring a bigger portion of household incomes. Thirty percent of income has long been viewed as the standard threshold for ‘affordable,’ as defined by the federal government. Twenty percent of owners and 43% of renters in the City currently pay more than 30% of their income for housing.” (69)

An [analysis by the Corporation for Supportive Housing, published in 2021](#), made evident:

- In 2019, 2,039 people in Green Bay experienced homelessness, an increase of almost 15% from the previous year. (5)
- “Black and Native Green Bay residents are experiencing homelessness at a rate 11 times and 4.7 more than their representation in the general population.” (6)
- “Between April 2020 and December 2020, then number of clients experiencing homelessness served each month in Brown County grew by 106%.” (7)

Further, as a series of public hearings we held over the course of 2022 have made clear, the lack of good housing, combined with the lack of economic security for the lowest-earning Green Bay residents, has made access to housing even more difficult for several key groups of Green Bay residents, as it has given landlords the power to price available rental units above the range of affordability (defined as rent that is more than 30% of monthly income) while often failing to provide basic maintenance and safe living conditions. These groups include the following:

- Residents with limited economic means
- Women, especially victims of intimate partner violence
- LGBTQ youth
- African Americans
- Immigrant working families, particularly refugees who have settled here

It is important to point out that recent state legislation—since 2010, in particular—has drastically tilted the balance of legal power in Wisconsin toward landlords. As a recent investigative report from the *Milwaukee Journal-Sentinel* has shown, many of the legislators who voted for these changes personally profited from them since they were landlords in addition to serving in the state legislature. Some of these changes include restricting local governments from preventing landlords from excessive background searches of prospective tenants or from allowing local

governments to increase housing inspections in areas more likely to be marked by landlord exploitation of tenants with limited means.⁶

II. Why does housing matter?

Access to quality, affordable housing is a right for everyone in Green Bay. If one cannot access safe and secure shelter, how can they access the American promise of “life, liberty, and the pursuit of happiness”? Unsafe shelter can sharply limit one’s pursuit of happiness, one’s freedom, and even one’s life. Further, spending more than 30% of one’s income often leads to families foregoing food, medical care, and safe childcare to avoid homelessness. To put it simply, access to quality affordable housing determines whether residents in Green Bay truly enjoy the freedoms promised by American democracy.

There is a significant body of historical evidence—from some of our nation’s most profoundly important political thinkers to international religious leaders—to help illustrate the importance of this need, and the necessity of government action to facilitate safe and affordable housing.

During the Civil War, Congress passed the Homestead Act (and President Abraham Lincoln signed it into law), making 160-acre plots of land available to Americans for a very low price to broaden access to land and homes for working class families. Though white families accessed most of this land, thousands of African American families, particularly after the war, were able to gain access to land and homes through the Homestead Act.⁷

In the 1930s and ‘40s, the United States stood as the globe’s most important bulwark against the rise of totalitarian fascism and Stalinism. The upheaval of the Great Depression allowed fascists—most notably the Nazis in Germany—to exploit the economic insecurity of the time to eliminate democracy. In the United States, only a series of social democratic reforms led by the Franklin D. Roosevelt administration allowed the US to maintain democracy and prepare to defeat fascism in World War II.

In January 1944, FDR summed up the need for a broad investment in economic opportunity to defeat Nazi Germany and prevent future totalitarian states: “We have come to a clear realization of the fact that true individual freedom cannot exist without economic security and independence,” FDR pointed out. “People who are hungry and out of a job are the stuff of which dictatorships are made.”

Building on the promise of American democracy, FDR concluded that “In our day these economic truths have become accepted as self-evident. We have accepted, so to speak, a second Bill of Rights under which a new basis of security and prosperity can be established for all — regardless of station, race, or creed.”

⁶ Cary Spivak and Mary Spicuzza, “Some Wisconsin Lawmakers Double as Landlords—and Have Passed Laws That Undermine Renters’ Rights,” *Milwaukee Journal Sentinel*, Jun. 14, 2019 (Updated Jan. 22, 2020). <https://www.jsonline.com/story/news/investigations/2019/06/14/wisconsin-lawmaker-landlords-change-rental-laws-not-favor-tenants-renters-rights/1210327001/>

⁷ Harry Holzer and Norton Garfinckle, *A Just and Generous Nation: Abraham Lincoln and the Fight for American Opportunity* (New York: Basic Books, 2015), 41-50, 88.

Among the rights FDR outlined included the following, and it is illuminating that housing was recognized as one of these cornerstone rights:

- The right to a useful and remunerative job in the industries or shops or farms or mines of the nation;
- The right to earn enough to provide adequate food and clothing and recreation;
- The right of every farmer to raise and sell his products at a return which will give him and his family a decent living;
- The right of every businessman, large and small, to trade in an atmosphere of freedom from unfair competition and domination by monopolies at home or abroad;
- **The right of every family to a decent home;**
- The right to adequate medical care and the opportunity to achieve and enjoy good health;
- The right to adequate protection from the economic fears of old age, sickness, accident, and unemployment;
- The right to a good education.

As Roosevelt concluded, “All of these rights spell security. And after this war is won we must be prepared to move forward, in the implementation of these rights, to new goals of human happiness and well-being.”

The promise of FDR’s Second Bill of Rights structured American politics during and after World War II. In 1949, for example, Congress passed the Federal Housing Act of 1949, which began by asserting the following:

“The Congress declares that the general welfare and security of the Nation and the health and living standards of its people require housing production and related community development sufficient to remedy the serious housing shortage, the elimination of substandard and other inadequate housing through the clearance of slums and blighted areas, and **the realization as soon as feasible of the goal of a decent home and a suitable living environment for every American family, thus contributing to the development and redevelopment of communities and to the advancement of the growth, wealth, and security of the Nation.**”

Indeed, Congress understood, much as is the case in Green Bay today, that the growth, overall prosperity, and safety of Americans was tied to the necessity of widely available, high quality, affordable housing.

The Federal Housing Act helped to provide many new housing units. Other policies such as the mortgages secured and subsidized by the Federal Housing Administration and other government agencies enabled millions of Americans to purchase new homes. Some Americans, particularly African Americans, were excluded from that promise, a legacy that still structures inequality in housing today. Up until the 1940s, white homeowners could enforce restrictive covenants (in which African Americans could not purchase homes in all-white neighborhoods), and FHA loans disproportionately helped white potential homeowners since Blacks could not get access to loans outside of white neighborhoods. Real estate agents were allowed to discriminate against Black home buyers, and landlords could legally discriminate against Black renters.

In Green Bay, African American Packers players in the 1950s and 60s struggled to buy homes or even find rental housing in the city as a result of discrimination, and many could only access housing with the assistance of Coach Vince Lombardi.⁸

Because of rampant discrimination, housing became a major goal of the civil rights movement, both in Wisconsin and elsewhere. In 1966, for instance, Martin Luther King, Jr. led a movement to end housing discrimination in Chicago, facing intense resistance from whites in the city. As King explained that August, “I’ve been in many demonstrations all across the South, but I can say that I have never seen, even in Mississippi and Alabama, mobs as hostile and as hate-filled as I’m seeing in Chicago.”⁹

In Milwaukee, Catholic priest Father James Groppi led 200 days of marches to ensure Black Milwaukeeans had equal access to housing in a city one historian has called the “Selma of the North.”¹⁰ In 1966-67, prominent civil rights activists A. Philip Randolph and Bayard Rustin advocated a “Freedom Budget” that would have guaranteed every American a quality home, in part by putting unemployed Americans to work, by 1975.¹¹

King’s murder in 1968 in Memphis provided advocates in Congress with the leverage to secure passage of the Fair Housing Act, which allowed victims of discrimination to seek redress through the Department of Housing and Urban Development. In Wisconsin, numerous cities passed their own fair housing ordinances, including Green Bay in October.¹² These ordinances helped to stop overt discrimination, but as we noted above, substantial inequality in the housing market has grown since this time.

Though there are other arenas in which we could find thinkers making the case for the right to housing, including both Jewish and Islamic teachings, which each assert that all people have the right to housing as a broad moral claim to live in dignity,¹³ the Commission would also like to point out the long-standing position of the Catholic church on the right to high-quality, affordable housing.

Pope Leo XIII’s Encyclical from 1891, for instance, pointed out that “Justice, therefore, demands that the interests of the working classes should be carefully watched over by the administration, so that they who contribute so largely to the advantage of the community may themselves share

⁸ Richard Ryman, “Black Players on Green Bay Packers’ 1960s Championship Teams Lauded, But Faced Discrimination,” *Green Bay Press Gazette*, Aug. 2, 2018.

<https://www.greenbaypressgazette.com/story/news/2018/08/02/black-packers-players-1960-s-faced-discrimination-green-bay-lombardi-housing-racism/774591002/>

⁹ Cheryl Corley, “50 Years Ago, Martin Luther King Jr. Fought for Open Housing in Chicago,” *National Public Radio*, Aug. 29, 2016. <https://www.npr.org/2016/08/29/491848087/50-years-ago-martin-luther-king-jr-fought-for-open-housing-in-chicago>

¹⁰ Patrick Jones, *The Selma of the North: Civil Rights Insurgency in Milwaukee* (Cambridge, MA: Harvard University Press, 2009).

¹¹ A Philip Randolph and Bayard Rustin, “A Freedom Budget for all Americans,” 1965.

<https://www.theatlantic.com/magazine/archive/2018/02/a-freedom-budget-for-all-americans-annotated/557024/>

¹² Greg Lutz, Jon Shelton, and Joseph Taylor, “Civil Rights in Titledown: Green Bay’s Open Housing Ordinance of 1968,” *Voyageur: Northeast Wisconsin’s Historical Review*, Winter/Spring 2019, 22-29.

¹³ “Housing Security,” *Jews United for Justice*, <https://jufj.org/our-work/issue-campaigns/housing-dc/>.

in the benefits which they create—that being housed, clothed, and bodily fit, they may find their life less hard and more endurable.”¹⁴

The Second Vatican Council’s *Gaudium et Spes: Pastoral Constitution on the Church in the Modern World* (1965), pointed out that “...there is a growing awareness of the sublime dignity of human persons, who stand above all things and whose rights and duties are universal and inviolable. They ought, therefore, to have ready access to all that is necessary for living a genuinely human life: for example, food, clothing, housing, the right freely to choose their state of life and set up a family, the right to education, work, to their good name, to respect, to proper knowledge, the right to act according to the dictates of conscience and to safeguard their privacy, and rightful freedom, including freedom of religion.”¹⁵

More recently, Pope John Paul II’s *Sollicitudo Rei Socialis* (“On Social Concern”) (1987) pointed out that “The lack of housing, an extremely serious problem in itself, should be seen as a sign and summing-up of a whole series of shortcomings, economic, social, cultural or simply human in nature.” Finally, Pope Francis’s “*Laudato Si*” (2015), forcefully asserted that “Lack of housing is a grave problem in many parts of the world, both in rural areas and in large cities, since state budgets usually cover only a small portion of the demand. Not only the poor, but many other members of society as well, find it difficult to own a home. Having a home has much to do with a sense of personal dignity and the growth of families.”¹⁶

The moral argument for the right to housing, stemming from both American political thought and moral authorities such as the Catholic church, is clear. Fulfilling the American promise of opportunity is the most important rationale for committing, in the short-term, to more resources for renters and potential renters to navigate a difficult market, and in the long-term, to prioritizing investment in more affordable housing.

But focusing on equal housing opportunity also makes good economic sense. As the [City of Green Bay’s Housing Market Study from October 2020](#) points out, “If there is not lower cost housing available for workers, they are less likely to stay in Green Bay, or come to the city. Having the housing workers at these employers are looking for is essential to the vitality of Green Bay’s economy” (15).¹⁷ In other words, if we want to retain our place as one of the ten best cities in which to live, we *must* ensure everyone’s right to high quality affordable housing is upheld, in spite of the headwinds we face from both national trends and restrictive state legislation.

¹⁴ *Rerum Novarum: Encyclical of Pope Leo XIII on Capital and Labor* (1891) <https://www.cctwincities.org/wp-content/uploads/2015/11/Rerum-Novarum.pdf>

¹⁵ Second Vatican Council, *Gaudium et Spes: Pastoral Constitution on the Church in the Modern World* (1965) <https://www.cctwincities.org/wp-content/uploads/2015/10/Gaudium-et-Spes-Pastoral-Constitution-on-the-Church-in-the-Modern-World.pdf>

¹⁶ Pope John Paul II, *Sollicitudo Rei Socialis* (1987) https://www.vatican.va/content/john-paul-ii/en/encyclicals/documents/hf_jp-ii_enc_30121987_sollicitudo-rei-socialis.html. Encyclical Letter, *Laudato Si* of the Holy Father Francis on Care for Our Common Home (2015). https://www.vatican.va/content/francesco/en/encyclicals/documents/papa-francesco_20150524_enciclica-laudato-si.html

¹⁷ Green Bay, WI, *Housing Market Study: October 6, 2020 FINAL*.

Following in the line of these thinkers—both secular and religious—as well as our city’s own history, we call on the Mayor’s Office and the City Council to prioritize equal opportunity to housing as a fundamental task over the next decade in Green Bay, to treat access to high-quality, affordable housing as a right everyone should enjoy and to enact policy accordingly. In Sections IV, V and VI we offer immediate, intermediate, and long-term suggestions for action, respectively.

III. Findings of the Equal Rights Commission

After studying the findings of several reports on the growing shortage of housing the city, the Equal Rights Commission held a series of public hearings in 2022. We sought to study the question of housing particularly from an equity lens: to determine how particular groups in the city might struggle to access their right to high-quality, affordable housing. The commission heard powerful testimony from organizations that work with vulnerable renters and prospective renters.

Over the course of these hearings, we discovered the following barriers that vulnerable groups faced in accessing their right to housing:

Green Bay residents, across the spectrum of identity, struggle to secure and maintain high-quality affordable housing. It is clear, given the broader dynamics of income inequality in the US, in-migration to Brown County, the excessive power provided them by recent state legislation, and the shortage of new sources of affordable housing, landlords hold an inordinate amount of power in the rental market. We heard from numerous representatives of different non-profit groups in Green Bay about the ways their clients struggled to find housing, and in many cases, to get landlords to take care of maintenance issues. Of course, this does not mean there are not many good landlords in Green Bay, only that some landlords are able to take advantage of their relative power in the market.

For instance, it has become increasingly common, as we heard from representatives from COMSA (Community Services Agency, Inc.) for large rental companies, some based outside Green Bay, to purchase apartment complexes and either dramatically increase the rent or terminate existing lease agreements, pricing many Somali families either out of the market (seeking substandard housing elsewhere) or leaving the community entirely.

As Beth Hudak, Director of Outreach for House of Hope put it, in spite of an overall successful rate of placing families experiencing homelessness in the Green Bay area, they quite simply “need more places to put people.”

Further, there appears to be widespread discrimination against renters who, because of poverty or exigent circumstances such as intimate partner violence, require Section 8 vouchers to pay their rent. Wisconsin fair housing law prevents discrimination based on source of income, including a “voucher having monetary value.”¹⁸ But as Erika Villacrez, the Housing Director of NEW CAP, pointed out, though many landlords technically accept Section 8 Vouchers, they only do so

¹⁸ Department of Workforce Development, “Wisconsin’s Fair Housing Law and Complaint Process.” <https://dwd.wisconsin.gov/er/civilrights/housing/complaintprocess.htm>

if the prospective tenant can pay three times or more of the monthly rent upfront, effectively locking renters of limited means out of accessing a substantial portion of housing (in most cases, if a renter had access to that much savings, they would be ineligible for Section 8).

Single mothers, particularly victims of intimate partner violence, struggle to secure safe, high-quality affordable housing as they transition from temporary shelter facilities. This issue is particularly distressing since families recovering from such violence need even more stability than the average family. Unfortunately, a rental market heavily weighted toward landlords allows some to ask for outrageous fees and deposits up front while consistently leveraging the threat of eviction to prevent women from advocating for their own safety.

As Amanda Amon-Brellenthin, Rapid Rehousing Program Manager at the Golden House explained, landlords often ask for three times the rent up-front before renting to the organization's clients, and when victims of domestic violence move in, landlords often threaten eviction if the police are ever called to their apartment. This leaves women in a highly vulnerable position if their former partner attempts to threaten, intimidate, or assault them, since they fear eviction and their children not having a place to live.

This also extends to issues with landlords performing needed maintenance. Amon-Brellenthin told us about landlords who does not respond to entreaties from either the tenant or from their advocate in Golden House. In one case, a landlord did not respond to over 30 polite emails and texts to get basic maintenance issues taken care of. The tenant (and Golden House) feared eviction if they reported the landlord to the city. This is on top of the fact that victims of domestic violence are often not able to talk to landlords during their abuse and are even more vulnerable. To have landlords treat vulnerable people in this way is particularly distressing.

LGBTQ youth struggle to find quality affordable housing. [LGBTQ Americans are twice as likely as other Americans to experience homelessness](#), and this struggle often begins in youth. [Young LGBTQ people \(between the age of 18-25\) are also twice as likely to experience homelessness](#).¹⁹ This struggle is particularly acute, as we heard from House of Hope, for LGBTQ youth under the age of eighteen, who may have been cut off by their family for being gay or transgender. Youth in this situation can access shelter (such as House of Hope), but because of Wisconsin law which bars anyone under the age of eighteen from entering into contracts, youth who are estranged from their families are unable to find permanent housing.

Once LGBTQ youth reach 18 years of age, however, they may still struggle to find housing since they may have been forced to leave their family home and have limited means to secure their own place to stay. As we learned from Nicole Kurth of the Pride Center at UWGB, without year-round housing at UWGB, many students would be homeless since their parents do not accept their sexual orientation or gender identity.

¹⁹ UCLA School of Law Williams Institute, "Homelessness Among LGBT Adults in the US," May 2020. <https://williamsinstitute.law.ucla.edu/publications/lgbt-homelessness-us/>; Matthew Morton, Amy Dworsky, and Sonali Patel, "LGBTQ Young Adults Experience Homelessness at More than Twice the Rate of Peers," <https://www.chapinhall.org/research/lgbtq-young-adults-experience-homelessness-at-more-than-twice-the-rate-of-peers/>

A major challenge for trans youth at temporary shelters, as we also heard from Kurth, is that shelters often will not let them stay if their gender identity does not conform with the preconceived notions of those running the shelter.

For LGBTQ youth who graduate, finding safe housing can still be a struggle. Young LGBTQ folks often feel vulnerable living in a space where they may be targeted for their orientation or gender identity, and this adds a challenge to the already significant challenge other renters face in terms of affordability.

African Americans continue to struggle to find safe, affordable housing. Virtually every organization we spoke to referred to the disproportionate number of minority families with whom they work (very much in line with city wide reports we referenced in the first section above).

For African American families, the struggle is particularly acute. As Chair Yang and Vice-Chair Shelton learned from a conversation with the staff of We All Rise: African American Resource Center, Black renters “live by a different set of rules.” Fear of eviction is constant, as Black renters are targeted by landlords for ordinary activities such as hosting barbecues and playing music. A call from a neighbor to the police, even if it does not lead to a citation, often leads to a landlord considering eviction or biases a future landlord from renting since the incident, and identifying information, can still end up in the public record on Green Bay Crime Reports. Indeed, disproportionate, unwarranted surveillance by landlords combined with disproportionate, unwarranted surveillance by the police seriously limits many African American families’ rights to safe, affordable, high-quality housing in Green Bay.

African American residents of Green Bay are disproportionate victims of problematic policies, too. For example, it has become increasingly common for African American teenagers, whose name ends up on a lease when they are a minor, to end up with an eviction on their record if a parent gets evicted once the teenager becomes an adult. This eviction can go on their record even if they no longer live at the residence, and it still seriously limits the number of landlords willing to rent to them in the future.

In addition, as We All Rise staff reported, landlords continue to ask renters, many of whom are African American, to show up for court-mandated mediation even after they have paid up their rent, in order to avoid eviction. Even though the renter is not actually evicted, they still end up with a record that future landlords can use to discriminate against that renter.

Immigrant and refugee families, particularly those with large numbers of children, struggle to find safe, affordable housing.

As we heard from NEW CAP, many of the city’s Hispanic/Latino/Latinx immigrants live in a few specific areas in the city (Green Bay’s *Impediments to Housing* study in 2019 pointed out that one census tract is comprised of about 40% Hispanic residents), and both income level and language barriers appear to close off options to housing elsewhere for many of these immigrants in Green Bay.

Indeed, we heard in our hearings how language barriers limited both the Hispanic/Latino/Latinx and Somali families' abilities from advocating for themselves in the marketplace as well as they could. For immigrant and refugee communities in particular, the lack of affordable housing for larger families is a significant challenge to accessing safe, high-quality options. As we heard from Said Hassan, Executive Director (and also ERC commissioner) and Adan Hurre, Program Director, from COMSA, immigrant families struggle to find and retain good housing, both because of overall rent increases, especially after COVID, and because of landlords' unwillingness to accept Section 8 vouchers. For families who are fortunate enough to find housing, they often do so at the expense of other important necessities. As Hurre pointed out, immigrant families are likely to forego food before missing rent payments.

Indeed, Somali immigrants desire to stay in Green Bay but often leave, in particular to the Twin Cities, as their families increase in size and they cannot find three-, four-, or five-bedroom rentals. Of course, this is a major missed opportunity for employers in Green Bay. As Hurre put it, Green Bay is a "great place" to live but it can be difficult to retain Somali families because they do not have space in our city.

As Maria Plascencia, Board Member for CASA ALBA Melanie pointed out, CASA ALBA Melanie struggles to find permanent housing for refugees from Nicaragua, Honduras, Congo, and Afghanistan. She pointed out the discrimination they often meet from landlords, particularly as a result of language barriers, and their inability to get things fixed when they are able to secure housing. They also fear eviction if they complain, even if they ask politely for maintenance. She also confirmed, as we have heard from other constituency groups, that landlords often ask for three times the first month's rent from immigrant and refugee families.

Lack of housing for large families is not restricted to immigrants and refugees, however: Both Beth Hudak from House of Hope and Jen Schmo from Freedom House also spoke to the necessity of more 3-5 bedroom rentals that are affordable.

It seems clear that, in addition to the broader shortage of housing impacting the entire city, some groups in particular are struggling with the increased power this has given landlords in the rental marketplace.

IV. Immediate Recommendations

As we have shown, securing safe and affordable housing is a right that is necessary to the fulfillment of the American promise of life, liberty, and the pursuit of happiness. It is fundamental in the trajectory of our city and of our residents' quality of life, and it is necessary for our employers to have the workforce that they need to thrive. In the next three sections we offer a series of recommendations: a set of immediate recommendations that the city can implement with very little planning and limited resources, intermediate recommendations that would require more resources and a longer time horizon, and a set of long-term recommendations we believe city administrators and city council representatives should keep in mind as they build for the future.

It is important to note that we are not starting from scratch. The city administration, particularly under Mayor Eric Genrich, has taken important steps already to improve residents' access to affordable housing. We note these steps below when relevant.

If housing is a right, the most obvious thing for the city to do is to educate the public that housing for everyone is a priority, to educate landlords about their responsibilities, and to educate tenants about their rights.

We have heard from numerous people about the necessity of educating landlords about their responsibilities. We believe this is important, and members of the ERC would be more than happy to attend the trainings for landlords the city already holds. We would also like to see the city administration include findings from this report in their training sessions. Nevertheless, given the significant power landlords have in the market and the increased legal protections landlords have won through state legislation in the past decade, we believe that a more important avenue is to put greater effort into ensuring that tenants understand their rights, and for the city to work closely with non-profit advocates to advance this knowledge. As we heard from one representative in our hearings, "It feels like there are no tenant rights...the majority of people we work with, they don't know their rights. If they don't know their rights, it is easy for landlords to take advantage of them."

As we learned in one of the hearings, the city has a part-time housing investigator, but it seems that much of the public, including many of the groups who directly work on housing, do not know about it. The state also has a Fair Housing Council, and [there is a satellite office in Appleton](#). This is a valuable resource for tenants, but although the resource is listed on the city website, it seems very likely that many tenants do not know about it. As the Corporation for Sustainable Housing Blueprint (2021) explains, according to Wisconsin fair housing law, landlords cannot refuse to rent or refuse to renew a lease because someone uses a Section 8 voucher. (42). The city's equal rights ordinance (which charged our commission) also provides specific protections from non-discrimination to a number of protected classes.

We should begin by helping all of Green Bay's citizens understand their above rights as tenants. The city routinely holds trainings for landlords, and the city, in partnership with GBPD and Legal Action of Wisconsin, recently began holding trainings for tenants. The city should continue this work, expanding the number of training sessions and working directly with service providers to ensure tenants know about it. The city should also meet tenants where they are. Neighborworks has published a [helpful resource guide for renters and landlords in Brown County](#). The city should work with service providers to ensure this guide is kept up to date and disseminated to tenants, particularly those from marginal communities. And, importantly, this guide should be translated into Spanish, Somali, Hmong, and other languages to fit the needs of in-migrants to our region.

The city should also consider deepening existing support for tenant advocacy. Currently, the city contracts with six housing inspectors and one residential housing investigator. They also contract with the Fair Housing Council, which is based out of Milwaukee. But there is more the city can do to help shift the balance of power away from landlords. For starters, the city should

ask the Fair Housing Council to do a fair-housing audit of the city to determine systematically to what extent discrimination restricts opportunities for equal housing in the city.

The city should also consider hiring a full-time housing investigator (right now that position is part-time) and/or working with a local organization that is able to work directly with local populations who might be wary of having to call an office in Milwaukee to make a complaint about discriminatory actions. These positions can be funded through federal block grant dollars.

If we are serious about upholding all of our citizens' rights to affordable, safe housing, we should commit more support to it, and more accessible, local support. As we learned in our hearings, many of the folks who struggle the most to secure housing are our city's most vulnerable, the most likely to be unaware of their rights, experience language barriers, and suffer from the stigma of domestic violence. Many of the representatives we spoke to supported the notion of increased tenant advocacy and the Commission reiterates the necessity of ensuring much of the advocacy is inclusive of different languages spoken in our Green Bay community.

V. Intermediate Recommendations:

The following recommendations are intermediate recommendations. They would require action by the city council or some other community group but would not require a significant amount of expenses.

As we've documented, one of the most significant factors leading to unequal access to housing in our city is the lack of housing and the increased leverage that gives to landlords.

First, as we noted above, we support landlord training and education programs around how to work with minorities and low-income renters. Based on what we learned during our hearings, there is a need to emphasize both appropriate and inappropriate behavior displayed by landlords within Green Bay. **We believe the city should develop a certification program to publicly praise landlords that deal fairly with tenants and prospective tenants and to communicate to the public about which ones do not.** We believe city administration is the appropriate institution to complete this work. If the city is unwilling or unable to do it, however, we recommend a citizen's committee create their own list so we can steer renters toward fair landlords and away from unfair ones. We also believe that such a certification program could be tailored toward the needs of distinct underserved groups, such as a certification for immigrant and refugee-friendly or LGBTQ-safe landlords.

Relatedly, we think the city could outlay a specific amount of funding to pay for necessary repairs to rental units when landlords refuse to make sure necessary repairs occur. The city already does this when a property is declared a "public nuisance" and the city landlords gets billed. But we should extend this possibility to renters who struggle to get landlords to make reasonable repairs. A program of this kind would entail a method for tenants to document the landlord's refusal to take appropriate action. The city could then make those repairs, and then bill the landlord.

Finally, we wish to endorse a specific recommendation from the City of Green Bay’s housing study from 2019, for significant zoning reform, to increase the city’s affordable housing stock. As the report pointed out: “The City should amend the Comprehensive Plan and its Future Land Use Map to add policies that increase the supply of affordable housing for families in all areas and neighborhoods in the City. The City should incentivize the development of a mix of housing types and price points in areas without concentrations of low income and minority households. This could include the identification of High Opportunity Zones (areas with employment opportunities, high performing schools, green space, access to transit, etc.). where new affordable units are specifically encouraged and Low Opportunity Zones where new affordable units are specifically *discouraged*.” (58). The commission has learned that the city administration is actively working to support this reform. Though this reform will not be sufficient to ensure everyone in Green Bay has access to safe, affordable housing, it is a budget-neutral reform that the city council could enact very soon.

VI. Long-term recommendations

Many recent reports on the shortage of housing in Green Bay (and elsewhere) have called for incentives for landlords and developers to improve existing housing stock and build new housing stock. The city of Green Bay, including the Redevelopment Authority and other entities, has done good work to incentivize these initiatives, effectively subsidizing private capital. In spite of these efforts, however, it is clear that focusing first and foremost on the profits of investors and developers, with affordable housing stock as an ancillary investment, is unlikely to ensure our city’s residents right to safe, affordable housing.

As the Green Bay housing study from 2020, pointed out, “There is a significant gap at the very bottom of the rental market, an undersupply of 3,715 units for those at 30% or less median income” (23). The scale of this problem is so significant that incremental measures that largely focus on higher-end housing will not solve it. Simply put, we cannot use magical thinking in the hope that incentivizing developers whose primary interest is profit will ensure everyone has equal opportunity to safe, affordable housing. **If we truly see housing as a human right, and a necessity if the city is going to have an engaged citizenry and a workforce that is supported and committed to working right here in Green Bay, we must prioritize the production of affordable housing in the public investments our city makes moving forward.** To do anything else would be averse to the American promise of life, liberty, and the pursuit of happiness.

There are numerous ways to invest in housing that foregrounds the need for affordable housing.

First, when developers create more housing, we believe they should be required to create a minimum number of affordable units. We strongly urge the city to pass an affordable housing ordinance modeled on [Bloomington, Minnesota’s Opportunity Housing Ordinance](#). Though there is plenty of room for variation with a potential Green Bay ordinance, we see Bloomington’s requirements as a thoughtful starting point: “*New residential construction, regardless of type of dwelling unit.* For newly constructed, converted, or infill multi-family or townhome residential developments with 20 or more newly created units, at least 9% of the newly created units must be affordable to households at or below 60% of AMI [Area Median

Income]. For newly constructed or infill single-family detached residential developments with 20 or more newly created units, at least 9% of the newly created units must be affordable to low-income family households up to 115% AML.” City administration is already in the early stages of proposing a version of this ordinance in Green Bay. We endorse this effort and urge the city to consider a version with an even higher threshold of affordable housing than Bloomington’s ordinance.

There also needs to be an accountability measure in any ordinance passed in Green Bay that ensures that landlords do not discriminate against those who are renting affordable housing units.

Second, according to the Green Bay 2020 housing study, there were 45 parcels owned by the city that are considered “vacant residential properties.” (p. 59). **The city should continue to prioritize the use of that land to build as much new affordable housing as possible, and acquire, including the possibility of creating additional temporary housing for people experiencing homelessness.** (It might be necessary to enact zoning reform, as we outlined in the above section).

We believe the city should explore the creation of a community land trust for part of these parcels, or for other parcels the city acquires. This idea, which allows more residents on the lower end of the income spectrum to purchase housing, effectively subsidizes housing because the city owns the land on which the house is built while the resident owns the house and benefits from any improvements they make when they sell it. In exchange, the owner agrees to sell the house at a restricted price so that it remains affordable.²⁰ The city, in partnership with Neighborworks and Habitat for Humanity, are exploring this possibility already. We strongly endorse this possibility.

We strongly believe the city should continue and expand efforts to proudly and directly subsidize homeownership for low-income buyers. The City works with developers to subsidize often needed gap funding for the construction of larger housing developments through Tax Increment District Affordable Housing Funds, ARPA and HOME funding. The City also encourages affordable single-family homeownership by partnering with non-profits such as NeighborWorks GB and Habitat for Humanity in land donations and providing HOME funding subsidies which in turn allows for the construction of new affordable housing. In late 2022, the City of Green Bay launched the Great Being Home Program, which provides \$10,000 in down payment assistance to a limited number of first-time home buyers. This program is an excellent addition to the existing programs being offered to open up more housing in the city on an affordable basis. There are limits, however: one being workers only qualify for the assistance if they work for the City of Green Bay, or for a Green Bay headquartered non-profit or business with less than 25 employees. For employees of larger companies, they are reliant on the company to offer half of the funding. Although there is additional down payment assistance funding available directly through NeighborWorks GB, the City should continue to seek out other funding sources to provide the greatest opportunity to lower income homebuyers who need additional support in the purchase of a house. Continuing to fund this program with a special emphasis on affordability is essential.

²⁰ “Community Land Trusts,” *Grounded Solutions Network*. <https://groundedsolutions.org/strengthening-neighborhoods/community-land-trusts>

Finally, the city should directly create and manage affordable rental units, using creative sources of funding, including private contributions from large employers. The Green Bay Housing Authority already administers public housing; we call for substantial new investments by the city in public housing—that the authority could manage—moving forward.

To put it simply, we often provide significant tax expenditures to developers and investors to build more housing; we should be able to spend more directly on housing for those who lack access. Given all that we’ve relayed in this report, we should treat the lack of safe, affordable housing as the emergency that it is.

We understand that city resources are limited, but we do recommend using additional resources, in the long term, to invest in creating high-quality, affordable housing for everyone in our city, whether that is through increased property tax revenue or tax increment financing.

Immediately, however, we believe city administration and city council should explore every potential funding stream and direct these sources toward ensuring the right of all of our residents to housing. We suggest immediately using any remaining ARPA fund dollars as a down payment on some of these programs. We also endorse a proposal offered by the Green Bay housing study from 2020, for an affordable housing trust fund that would represent “a general purpose funding vehicle that can serve various affordability initiatives anywhere in the City. This can be used for matching funds, land purchase, new construction, renovation, and down payment assistance. Funds could come from the TIF Affordable Housing One-Year Extension, general obligation bonds, sale of surplus land, general fund budgeting, and private contributions.” (83) We might add that “private contributions” could include large employers who are concerned with retaining workers in our city.

One potential source of funds to help jump start such a trust fund could be the Wisconsin Housing and Economic Development Authority. As the 2021 Greater Green Bay Blueprint points out, one area ripe for exploration is to examine how WHEDA “is currently administering Housing Trust Funds (HTF), and if there are any potential changes that could be made to bring more HTF resources to the Greater Green Bay Region.” (39)

Conclusion

To reiterate the basic premise of our report, access to high-quality affordable housing is a right all Americans should enjoy. If Green Bay is going to continue to be an excellent (and even better and more inclusive) place to live, we must ensure that every resident of our community enjoys this right. We understand the dramatic changes that will be necessary to get to this place, but Green Bay is a community poised to do it. We look forward to working with the Mayor’s Office and the Common Council to secure these rights.



Report to the
Equal Rights Commission
of the City of Green Bay

MEETING DATE

July 11, 2024

PREPARED BY

AGENDA ITEM # E.2

For consideration and possible action on the next steps of the Visibility Initiative.

BACKGROUND

RECOMMENDATION

FISCAL IMPACT

ATTACHMENTS

- I. ERC Visibility Initiative - Final - 12-05-23



DRAFT GREEN BAY EQUAL RIGHTS COMMISSION VISIBILITY STRATEGY INITIATIVE

Revised November 30, 2023

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Executive Summary

The Visibility Initiative Strategy is a comprehensive plan developed by the Equal Rights Commission (ERC) to educate the community about the commission's purpose and initiatives.

Section 1: Purpose, Mission, and Vision - The purpose of the Visibility Initiative is to inform Green Bay residents about the existence of the Equal Rights Commission and Civil Rights Ordinance, encourage feedback and participation, and empower individuals.

Section 2: Goals - The ERC's overarching goals include raising awareness of the commission, advancing equity and social justice, ensuring accessibility to resources, building partnerships, and promoting individual rights through conversations, community events, and partnerships to promote inclusivity and equity.

Section 3: Engagement Guidelines and Messaging - The ERC commits to engaging respectfully, using proper pronouns, avoiding stereotypes, being mindful of language, and asking questions respectfully. They also acknowledge privilege, avoid defensive reactions, educate themselves, and apologize and learn from mistakes.

Section 4: Infrastructure, Audience of Focus, Outreach Methods and Strategies - The infrastructure is focused on planning, promotion, presence, and participation. The audience of focus includes local community members, organizations, and institutions. The various methods and strategies include social media, traditional and non-traditional media, informative materials, forums, and collaborations with local organizations.

Section 5: Outreach Phase Plan and Timeline - There are four outreach phases including internal updates, creation of evaluation and educational documents, ERC introduction to the public, and external engagement. The phases will be executed from September 2023 through September 2024.

Section 6: Evaluation Method - Evaluation involves surveys and questionnaires, focus groups and interviews, and participatory evaluation and feedback loops. The ERC emphasizes SMART criteria for data collection and plans to publish a formal report at the end of the initiative.

The Visibility Initiative Strategy outlines a thorough and well-structured plan to engage the community, promote awareness of the ERC, and advance equity and inclusivity in Green Bay, Wisconsin.

Introduction

The Visibility Initiative Strategy was developed to enable an equitable and comprehensive approach to educate the community about the purpose and initiatives of the Equal Rights Commission. It aims to encourage individual and community engagement through educational materials and vocally at community events.

The Strategic Outreach Plan includes the following:

1. The Commission's mission and vision
2. Goals and Objectives
3. Engagement Guidelines and Messaging
4. Infrastructure, Audience of Focus, Outreach Methods and Strategies
5. Outreach Phase Plan and Timeline
6. Evaluation Method

Section 1: Purpose, Mission, and Vision

City of Green Bay Municipal Code Chapter Sec. 12-2 Civil Rights Purpose

Each sector of society engaged in the life of the City has a role in promoting equal rights, equity, and a social fabric free of discrimination. City government is uniquely positioned to assume a primary leadership role in these efforts. To achieve this leadership objective, each department, agency, and unit of City government shall be accountable for promoting social and economic equity for all residents of the City, and structuring its work so that the outcomes are directed toward social and economic equity for all residents.

Visibility Initiative Purpose

The purpose of the Visibility Initiative is three-fold. The first is to inform Green Bay residents about the existence and responsibilities of the Equal Rights Commission (ERC). The second is to encourage individuals to provide feedback and participate in future public hearings, city programs, and processes. And the third goal is to empower and educate individuals about their rights.

Mission Statement

To grow public awareness of the existence of the Equal Rights Commission by facilitating conversations, being present at community events, and engaging with partners to foster a sense of inclusivity and equity.

Vision Statement

Our vision is to actively engage the people of Green Bay, empowering them to voice their concerns and share valuable input in regards to discrimination. By providing a platform and acknowledging the lived experiences in the community, we aspire to create a city that truly embraces diversity.

Section 2: Goals

The overall goal of the Commission is to reach out to Green Bay residents, particularly individuals from the communities noted and protected under the Equal Rights Ordinance. Specifically, the Commission's goals are:

Goal 1

We aim to raise awareness and promote understanding of the Equal Rights Commission's presence.

Goal 2

Advance diversity, equity, and social justice of the protected groups of people under the Equal Rights Ordinance.

Goal 3

Through effective education, share adequate information about the Equal Rights Commission and verify it is accessible to a wide range of Green Bay residents.

Accessibility considerations include, but are not limited to:

- Technology and/or internet
- Understanding of the political system and political environment which includes the roles and responsibilities of elected officials and disenfranchisement
- Help individuals who are not eligible to vote understand the role and purpose of the ERC and other rights or City services these individuals are afforded. This includes individuals not eligible to vote who may be undocumented, formerly incarcerated, and under 18 years old
- Incarcerated individuals
- Isolated/afraid to engage
- Transportation
- Limited technological or written literacy
- Mobile device accessible
- Cultural and/or Language
- Religion (including holidays & norms of engagement)
- Education level
- Disability

Goal 4

Continue to maintain and develop partnerships with the following groups of individuals:

- Geographically
 - o Villages/Towns
 - o Downtown Green Bay, West side, East side
- Race/Ethnicity
- Residents both documented and undocumented
- Immigrant, Refugee, Native-born
- Non-Profit
- Economic
 - o Small business, big business
 - o Business owner, employers, employee, labor unions
- Religious based organizations
- LGBTQ+, self-identified gender
- Disability
- Age: Youth, adults, seniors (65+)
- Native English Speakers and Limited English Proficiency
- Educational Institutions
- Local Industries, industrial, agriculture
- Homeowners/renters

Goal 5

Build trust, encourage participation, and build awareness of individual rights and the resources available to them through the Civil Rights Ordinance.

Section 3: Engagement Guidelines and Messaging

The ERC's goal is to present itself in the most respectful and cohesive way possible to maximize community impact. The Commission shall (1) engage in a comprehensive and equitable community outreach strategy, ensuring to it's best that the public is informed about the existence of the Equal Rights Commission and Civil Rights Ordinance; (2) establish rapport with local organizations and community members; (3) conduct themselves with integrity and fairness, fostering an inclusive and safe environment for community members to participate in the commission's activities.

The following are guidelines that the ERC will follow when engaging with community members and organizations:

1. **Listen and Learn:** Approach the conversation with an open mind and a willingness to listen and learn. Understand that everyone's experiences are unique, and take the opportunity to gain insight into their perspective.
2. **Respect Pronouns and Identity:** Use the correct pronouns and terminology that individuals use to describe their own identities. Avoid assumptions and respect their self-identified labels.

3. **Avoid Stereotypes:** Refrain from making assumptions based on stereotypes or preconceived notions. Treat each individual as an individual, not a representation of their entire group.
4. **Be Mindful of Language:** Use inclusive and respectful language. Avoid using offensive terms or slurs, and choose words that show your respect for their identities and experiences.
5. **Ask Respectful Questions:** If you have questions about their experiences, ask in a respectful and considerate manner. Be open to their comfort level in sharing information.
6. **Acknowledge Privilege:** Recognize your own privilege and be aware of the potential impact it may have on the conversation. Show empathy and avoid centering the conversation on your experiences.
7. **Avoid Defensive Reactions:** If someone shares their experiences of marginalization, avoid becoming defensive. Instead, express empathy and validate their feelings and experiences.
8. **Educate Yourself:** Take the initiative to educate yourself about their experiences, challenges, and history. Do your research to show that you're committed to understanding their perspective.
9. **Build Genuine Relationships:** Focus on building authentic connections based on shared interests and respect. Don't approach the conversation solely because of their marginalized identity.
10. **Apologize and Learn:** If you make a mistake or unintentionally offend someone, apologize sincerely and use it as an opportunity to learn and grow. Mistakes happen, but taking responsibility and showing a commitment to improvement is key.

All verbiage and messaging will align with the principals written in the City of Green Bay Policies and Code of Ordinances which include, but not limited to:

- Personnel Policy Chapter 24: Social Media
- Chapter 2 Administration and specifically Sec. 2-322 Responsibility of Public Office. Full Article IX Ordinance:
https://library.municode.com/wi/green_bay/codes/code_of_ordinances?nodeId=COOR_CH2AD_ARTIXET

- Chapter 12 - Civil Rights Ordinance. Full Civil Rights Ordinance: https://library.municode.com/wi/green_bay/codes/code_of_ordinances?nodeId=COOR_CH12CIRI

Section 4: Infrastructure, Audience of Focus, Outreach Methods and Strategies

Infrastructure

The ERC has created a high level infrastructure for outreach and engagement activities that will allow the commission to maximize its outreach efforts and target efforts towards the protected groups of population and residents of Green Bay. City staff, along with Commissioners, will build the ground level foundation to support the coordination of outreach activities efficiently and effectively.

The ERC has identified four main segments of coordinating engagement with the community summarized in the chart below with the four “P’s”: plan, promote, presence, and participation.

Plan	Create a detailed list of information that includes the event or campaign name, contact information, location, time, purpose of the event, funding/sponsors, and other important information specific to the event.
Promote	Announce and publicize the event/engagement on proper channels (dependent on event/engagement circumstances).
Presence	Determine whether the event/engagement is in-person or virtual and appoint commissioners to attend.
Participation	Disperse evaluation surveys and collect responses from attendees and/or event/engagement participants.

Audiences of Focus

- Local community members, including marginalized/underrepresented groups.
- Local organizations, advocacy groups, and community leaders.
- Educational institutions, including schools and universities.
- Media outlets, both traditional and digital platforms.

Outreach Methods and Strategies

The outreach methods and strategies below display a detailed list of possible actions the ERC can utilize for the Visibility Initiative. The column labeled “Outreach Method” describes the medium in communication. The column labeled “Strategy” describes the action that will be taken on the medium.

Outreach Method	Strategy
Social Media	Establish a social media presence to share updates, educational content, and engage with the community.
Media Outlets (Traditional/Non-Traditional)	Participate in local traditional and non-traditional media to share ERC's mission (podcasts, email, newsletters, magazines, radio, etc.).
	Produce informative brochures, pamphlets, and flyers about the ERC services and ordinance.
	Engage with local news outlets to share press releases, organize interviews, and publish articles.
Website/ Webpage	Create an informative and user-friendly ERC website/webpage, featuring resources, FAQs, and contact information.
Forum(s)	Collaborate with local organizations and community leaders to host town hall meetings, workshops, and seminars.
	Organize and/or collaborate in the development of public forums and listening sessions to provide platforms for community members to voice their concerns and share experiences.
	Facilitate workshops and training sessions on topics related to equal rights and advocacy.
	Offer online webinars and live Q&A sessions to make information accessible to a broader audience.
	Host "open house" event for the Equal Rights Commission.
Education/ Schools	Develop partnerships with local schools and universities to conduct educational presentations and workshops.

	Engage with schools, universities, and educational institutions to integrate equal rights education into curricula and activities.
Other Local Government	Collaborate with other local government departments and agencies to amplify outreach efforts.
Community Events	Participate in local events, fairs, and festivals to reach a wider audience and to invite Common Council members to events.
	Encourage community feedback through surveys, online forms, and public comment periods.
	Stay updated on emerging events and technologies to adapt outreach methods accordingly.
	Collect and analyze feedback from the community through surveys and feedback mechanisms.
Local Organizations	Build partnerships with community organizations, nonprofits, and advocacy groups to leverage their networks and resources.
	Seek input from community stakeholders and partners to improve outreach efforts.
	Partner with local organizations to host a series of proclamations.

Section 5: Phase Plans

The ERC Outreach Phase Plan is a systematic guide that optimizes the outreach process, leading to better engagement, more effective communication, and higher chances of achieving the overall initiative goals. The phase plans are organized in a chart that includes the stage of the phase, objective, method, task/s, and support.

Phase Plans

Phase 1: Internal Updates

Internal updates refers to the adjustments that are needed within the ERC before engaging with the public to verify that information about the ERC is detailed, cohesive, and accessible.

Stage	Objective	Method	Task	Support
A	Update ERC webpage	City Website	- Update Commissioner Bio's	City Staff and Commissioners
			- Update current initiatives	City Staff
			- Add social media link/info	City Staff
			- Add discrimination complaint processes	City Staff
			- Add other helpful tools/resource links	City Staff
B	Create email signatures for commissioners		- Update Commissioner email signatures	Commissioners
			- Add city logo in email signatures	Commissioners
C	Print business cards for commissioners		- Design business cards and print	City Staff

Phase 2: Creation of Evaluation and Educational Documents

Evaluating community engagement and impact is crucial to understand the effectiveness of the Visibility Initiative. Evaluations will be on-going and will include tracking changes in key metrics such as participation rates, attendance at events, and etc. All surveys and questionnaires will be developed with the SMART criteria. SMART stands for Specific, Measurable, Achievable, Relevant, and Time-bound. A formal report with results and impact will be published at the end of the initiative. Here are the top three ways the ERC will evaluate community engagement and community impact:

1. Surveys and Questionnaires: The ERC will craft well-structured questions to assess the community's level of satisfaction, involvement, and perception of impact. We will also translate surveys that are culturally appropriate. We will make these accessible digitally and in traditional print-form.

2. Focus Groups and Interviews: The ERC plans to engage a diverse range of participants to gain comprehensive insights and in-depth exploration of community members' experiences, needs, and feedback. We will collect narratives and personal stories to humanize the data.

3. Participatory Evaluation and Feedback Loops: The ERC will establish feedback loops that enable community members to voice their in-put and help shape and direct ERC related activities.

Stage	Objective	Method	Task	Support
A	Create an evergreen digital feedback form for ERC	Online Survey Platform	Determine the best survey platform	City Staff
			Create S.M.A.R.T. survey questions	Commissioners
			Upload questions into online platform and add link to webpage	City Staff
			Develop tracking/monitoring system	City Staff
B	Create evaluations for community speaking engagements	Printed Surveys	Create S.M.A.R.T. survey questions	Commissioners
			Translate surveys into multiple languages	City Staff
			Print Surveys	City Staff
			Determine how to collect and analyze surveys	Commissioners and City Staff
C	Develop campaign to evaluate the community's perspective and knowledge of the Equal Rights Ordinance	Social Media (Facebook) and Printed Surveys	Determine the best survey platform(s) and how to best distribute the surveys	Commissioners and City Staff
			Create S.M.A.R.T. survey questions	Commissioners
			Determine partners	Commissioners
			Translate surveys into multiple languages	City Staff

Green Bay Equal Rights Commission
Visibility Initiative Strategy

			Upload survey online	City Staff
			Print and distribute	Commissioners
			Translate, print, and distribute to partners	City Staff and Commissioners
D	Create an evergreen document with general information about the Equal Rights Ordinance and the ERC	Printed and available on ERC web page as a pdf	Determine the top highlights of the Equal Rights Ordinance and Equal Rights Commission	Commissioners
			Design the one page document	City Staff
			Translate the document	City Staff
			Share document with community partners	Commissioners
E	Create a bi-annual ERC Report to share updates with the public	Newsletter (email) and Printed	Develop newsletter template	City Staff
			Create content for newsletter	Commissioners and City Staff
			Determine distribution plan	Commissioners

Phase 3: Formal ERC Introduction to Public

Stage	Objective	Method	Task	Support
A	Announce the establishment of the ERC "anniversary"	Social Media (Facebook)	Take an ERC group photo	Commissioners
			Write a caption to highlight ERC and Commissioners	Commissioners and City Staff
			Post on Facebook	City Staff
			Add call to action: Invite public to share events, news, and information with ERC through the ERC contact information on the website	City Staff

Green Bay Equal Rights Commission
Visibility Initiative Strategy

B	Email partners and local organizations	Email	Write a short email highlighting the updated ERC webpage, current news/initiatives, and contact information	City Staff
			Send to partners	Commissioners
C	Pitch to news stations about our visibility initiative	News/Media Outlets	Write pitch/press release to news/media outlets	City Staff and Commissioners
			Speak with media	Commissioners

Phase 4: External Engagement

The purpose of the external engagement phase is to foster open and constructive communication, collaboration, and participation between the local municipality and its residents. The ERC has already connected and spoke with community organizers and leaders at over 20 organizations in 2022. However, the ERC's goal with the Visibility Initiative is to create deeper connections with the protected populations listed under the Green Bay Civil Rights Ordinance and vulnerable populations that have limited access to resources and information. Vulnerable populations include, but are not limited to the following: people experiencing homelessness, communities of color, marginalized communities, refugees and immigrants, women and children, people with disabilities and special needs, and employees in labor intensive environments.

The ERC has categorized the local organizations and nonprofits that serve, support, and engage with the populations listed above into nine categories based on their services. The list is not indicative of the total number of categories or organizations that the ERC will engage with, however, it will be used as a guide. Engagement events will be scheduled on a rolling basis starting September 2023 through September 2024.

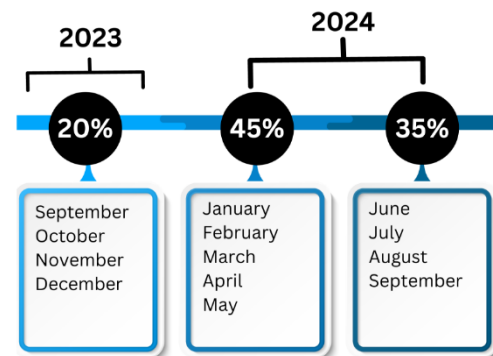
Housing	Workforce	Domestic Violence
Education	Disability	Children
LGBTQ+	Immigrant/Refugee	Seniors/Elders

Stage	Objective	Method	Task	Support
A	Identify local organizations	Online Search Engines	Search for organizations and local services that serve the audience of focus	Commissioners
		Email	Email professional networks and ask for	Commissioners

			contact information	
B	Initiative conversation	Email	Contact partners and organizations	Commissioners
C	Collaborate	Event	Create an engagement event/forum/campaign with the partner organization or partner on an existing event and use the four-P method listed in section four	Commissioners

Section 6: Timeline

The timeline of the external engagement phase is split into three sections for a more manageable execution through the twelve month initiative. The first section contains the last four months of the 2023 year. In these first months, the ERC will focus on phase plans 1, 2 and 3 while also starting to execute phase 4. The second section is split into the first five months of 2024 and the third section contains the four summer months of 2024. The ERC plans to reach out to 20% of the listed organizations above by the end of 2023. In 2024, the ERC will engage with another 40% of organizations bringing the total percentage of engagement to 60% by May of 2024. The last 40% of the engagement will happen in the last six months of 2024. The full initiative will close at the end of September 2024 and a full report will be provided to the Common Council.



Section 7: Conclusion

In conclusion, the Visibility Initiative Strategy represents a robust and proactive approach by the Equal Rights Commission to engage the Green Bay community, raise awareness about the commission's mission and the Civil Rights Ordinance, and promote equity and inclusivity. As we look ahead, it's important to note that this initiative will reach its culmination in September 2024.

At that time, a comprehensive and insightful report will be meticulously compiled, documenting the outcomes of the initiative. This report will not only include valuable

feedback from our community members, but will also present quantifiable metrics regarding our engagement efforts and events.

The report will serve as a testament to our commitment to transparency, accountability, and continuous improvement. It will provide the City Council with a thorough understanding of the impact of the Visibility Initiative, the challenges faced, and the opportunities for growth. Ultimately, this report will be instrumental in shaping the future direction of our efforts to foster a more inclusive and equitable Green Bay.

END OF VISIBILITY INITIATIVE STRATEGY.



Report to the
Equal Rights Commission
of the City of Green Bay

MEETING DATE

July 11, 2024

PREPARED BY

AGENDA ITEM # F.I

Chair update.

BACKGROUND

RECOMMENDATION

FISCAL IMPACT

ATTACHMENTS

None



Report to the
Equal Rights Commission
of the City of Green Bay

MEETING DATE

July 11, 2024

PREPARED BY

AGENDA ITEM # F.2

Clean Energy Outreach Plan Presentation from Clean Energy Connector

BACKGROUND

RECOMMENDATION

FISCAL IMPACT

ATTACHMENTS

- I. Outreach_Plan_v1.0



Clean Energy Outreach Plan, v1.0

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Clean Energy Connector

City of Green Bay

Department of Public Works

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1.0 INTRODUCTION

1.1 Energy Efficiency and Conservation Block Grant (EECBG)

The City of Green Bay applied for and was granted an EECBG formula grant in early 2024 using the Department of Energy's Blueprint 2c: Building Efficiency & Electrification Campaign. This grant aligned with one of the core recommendations of the City's Clean Energy Plan, hiring a Clean Energy Connector (CEC) to create an efficiency and electrification campaign and educate residents, nonprofits, and small businesses about clean energy. The following Outreach Plan constitutes two of Blueprint 2C's Key Activities: Develop a Communications Plan and Materials and Program Outreach.

1.2 PURPOSE

The City of Green Bay will play a leading role in educating residents about rebates and other financial incentives for projects and purchases related to building efficiency and electrification found in the Inflation Reduction Act (IRA) of 2022. This is in keeping with the City's Clean Energy Plan and the intent of preparing the community for wide deployment of the technology, especially to those who need it most. This outreach plan lays the groundwork for a building efficiency and electrification campaign that will effectively communicate, educate, and engage the public on these topics. The campaign will focus on residential sector buildings. Secondary targets will be nonprofits and small businesses.

1.3 SCOPE

The scope of this document is to:

- Define the communications goals, strategies, and objectives for the efficiency and electrification campaign.
- Identify the outreach and engagement methods and channels that will be used, as well as feedback options.
- Identify roles and responsibilities.
- Outline the narratives, content, and language that will be used.

Please note that it is not intended to be a comprehensive document. The outreach plan will become more detailed, iterate, adapt, and grow through feedback from stakeholders, evaluation of results, and experience.

2.0 GOALS, STRATEGIES, OBJECTIVES, & TARGET AUDIENCES

2.1 GOALS

The campaign will have two primary and two secondary goals.

Primary goals:

- Provide accurate and up-to-date information to members of the community to enable them to benefit from the full array of available incentives and programs, especially those created through the Inflation Reduction Act (IRA).
- Build community awareness and support of renewable energy and other clean energy technologies. By 2030, rooftop solar and other clean energy technologies will be more widely adopted in Green Bay.

Secondary goals:

- Communicate progress of the implementation the City's Clean Energy Green Bay Plan.
- Increase awareness of the benefits of reducing greenhouse gas emissions.

2.2 STRATEGIES

To achieve these goals, the plan anticipates using the following strategies:

- Organizing and/or participating in events hosted by the City of Green Bay and partner organizations.
- Engaging directly with residents, nonprofits, and businesses.
- Utilizing a variety of communication methods and channels to provide information to the community.
- Working directly with community organizations and businesses to provide information and support to them and/or their constituents.
 - Partnerships between government, nonprofit organizations, and local businesses create a perception of legitimacy.
 - Seek buy-in from organizations that are perceived as non-partisan, the fire department, for example.
- Reporting the successes of state and federal programs, like the Inflation Reduction Act, Focus on Energy, PACE financing and others, to promote the clean energy transition.
- Leveraging capacities that only the city has when possible.

2.3 OBJECTIVES

The above strategies will meet the following objectives:

- To define and understand multiple types of stakeholders and engage each of them effectively.
- To be a trusted local information resource for Green Bay residents and campaign partners.
- To work effectively with internal stakeholders.
- To leverage digital media, word of mouth marketing, and other cost-effective communication tools.
- To develop a database of individuals, families, and organizations interested in renewable energy and energy efficiency.
- To develop and maintain a database of relevant incentives and programs to serve as a resource for the community.
- To build “libraries” of written, visual, and experiential assets (methods and materials for engaging with the public either one-on-one or in group settings).

2.4 TARGET AUDIENCES

- Residents of Green Bay and the Oneida Nation, including organized community groups like neighborhood associations.
- Nonprofit organizations in Green Bay, particularly ones involved with affordable housing.
- Small Businesses in Green Bay, including retail, food service, real estate developers, professional services, and small manufacturing.

3.0 STAKEHOLDERS AND RESOURCES

The public outreach campaign will create a 'map' of stakeholders, stakeholder groups, and resources that a.) can provide support, amplification, and reinforcement to the campaign, b.) be served by the campaign, and c.) provide material and informational resources to the campaign. Stakeholders are individuals and groups who have a 'stake' in the success of the campaign, either directly or in alignment with their internal goals. When developing communications and outreach activities, all of these must be considered. Internal stakeholders will be involved by reviewing and offering input into the development and approval of communications and other outreach materials.

Internal	External
Leadership	General Public
- Mayor of Green Bay - Departmental Leadership	- Individuals - Organized community groups
City Employees and Departments	Local Business Community
- Resiliency Coordinator - Clean Energy Connector - Department of Public Works - Community and Economic Development - Information Technology and Services Dep't - Document Center - Publicity Committee (Public Relations Team)	- Commercial property owners - Manufacturers - Developers - Green Bay Area Chamber of Commerce - Trade associations - Utilities
Commissions and Committees	Other Governments
- Sustainability Commission - Equal Rights Commission	- Oneida Nation - Brown County - State of Wisconsin - United States
	Nonprofit Community (Not an all- inclusive list)
	- Wisconsin Conservation Voters, Slipstream, Focus on Energy - Housing developers, remodelers, landlord associations - Community nonprofits - Organizations concerned with workforce development (Manufacturing Alliance, Green Bay Public Schools, NWTC, etc.)
	Media

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	• Broadcast Television • Broadcast Radio • Print Media • Podcasters • YouTubers • Bloggers
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Table 1. Stakeholders



campaign.

3.1 CREATING A MAP

Interested members of the public will be encouraged to help ‘map’ the world of stakeholders that they feel have a role to play in the electrification campaign. In this context, ‘resources’ can be anything from the name of someone with a trailer that can be used for a float at the Green Bay Holiday Parade to an institution that has a library of material related to the campaign. The adjacent QR code links to an online tool that will collect this information into a searchable database.

This metaphorical map of stakeholders and resources will be used over the course of the

3.2 RISK/SENSITIVITIES/IMPACT & MITIGATION

Communicating with stakeholders can sometimes carry an element of risk. Individual stakeholders or stakeholder groups may be especially sensitive to different aspects of the outreach plan and its messaging. If possible, these risks, sensitivities, and impacts will be mitigated. This knowledge will be collected and version 2 of this document will contain a Risk and Mitigation table in this section.

4.0 ROLES AND RESPONSIBILITIES

The following describes the roles and responsibilities for the execution of the outreach plan.

4.1 CLEAN ENERGY CONNECTOR (CEC)

The CEC is charged with general implementation of the outreach plan with oversight from the Resilience Coordinator and Green Bay DPW's Utility Manager. Responsibilities include but are not limited to:

- Developing implementation strategy for reaching stakeholders through appropriate communications channels.
- Developing, ensuring, and executing delivery of consistent and accurate information.
- Writing (or reviewing and editing, as appropriate) communications materials.
- Responding to inquiries from stakeholders appropriately.
- Creating and maintaining informational resources, including website and printed materials.
- Proactively and passively collecting information relevant to achievement of goals.
- Reporting as required.

4.2 RESILIENCY COORDINATOR

The City of Green Bay's Resiliency Coordinator will provide oversight and guidance to the CEC. They will also oversee the budget and other aspects of the EECBG grant.

4.3 PARTNER CONNECTORS

In addition to working with external allies like Wisconsin Conservation Voters and the Green Bay Sustainability Commission, over the course of the campaign, CEC will look for partner connectors to help facilitate engagement within specific stakeholder communities.

5.0 NECESSARY ELEMENTS

To be successful, the outreach plan will require the following elements:

5.1 Involved Leadership and Internal Stakeholders

Regular opportunities for CEC and Resiliency Coordinator to meet with leaders and other stakeholders to maintain an ongoing dialog about the electrification campaign, expectations, goals, and opportunities. Further, since the city is highly interconnected, CEC will need to maintain active relationships with key stakeholders.

5.2 Deliverer and Receiver Alignment

The unique characteristics and motivations of diverse stakeholder groups must be recognized and understood for effective communication.

5.3 Effective Feedback Mechanisms

Two-way dialog with stakeholders internally and externally.

5.4 Credibility, Consistency, and Frequency of Messaging

- To be credible, accuracy is paramount, and communicators must be accountable for mistakes.
- Messaging must be consistent and focused.
- Messaging must be highly visible and frequent.

5.5 Branding

Working with IT, the Document Center, and other internal stakeholders, CEC will develop specific branding standards, logos, etc. to create an identity for the public campaign. The goal of the branding will be to maintain aspects of the city's identity while being sufficiently distinct to:

- Feel new, exciting, and different
- Provide visual cohesion to the disparate elements of the public campaign making them recognizable as a whole.

These branding elements will be used in press releases, reports, websites, printed and digital newsletters, briefs, posters, documents, t-shirts, and other communications products.

6.0 NARRATIVES, CONTENT, & LANGUAGE

6.1 NARRATIVES

Narratives refer to the stories that the public campaign will be telling. These stories will be conveyed both linguistically and visually. The ‘content’ of the campaign (programs, incentives, initiatives, scenarios, etc.) will reference and support the following narratives:

Narrative 1: The clean energy transition is happening now. It’s normal. Your neighbors are doing it. The City of Green Bay is onboard.

Narrative 2: Clean energy will save you money, make the air cleaner, our community more resilient, our nation more secure, and help mitigate climate change for our children.

Narrative 3: Federal and state tax credits, incentives, rebates, and programs exist to help you make the transition. The City of Green Bay is here to help.

These narratives make use of several of Dr. Robert Cialdini’s principles of influence: reciprocity, authority, social proof, and commitment. Reciprocity is the idea that by giving something—whether a good or service—the giver is establishing a reciprocal bond that creates an opening for persuasion. Commitment is similar. When someone makes a small commitment, they become open to making larger commitments. Social proof, which is the core of Narrative 1, is reinforcing new ideas by showing that trusted individuals support them. Finally, the City of Green Bay is establishing itself as a source of trusted information and authority.

6.2 CONTENT

6.2.1 Quality Standards and Accessibility

High standards for written and visual content will be maintained. To help ensure quality, accuracy, and consistency, CEC will attempt to get at least two sets of eyes on material created or used by the campaign.

Accessibility is an important value and a valid concern for online communication. As a local government, the City of Green Bay has a responsibility under the Americans with Disabilities Act (ADA) to communicate effectively with people with communication disabilities. In the current context, this is chiefly a concern for online communication. The World Wide Web Consortium, the nonprofit that maintains internet standards, has released a set of web standards for accessibility that has been adopted by the ADA.

To ensure that information is available to as many people in the community as possible, all written materials will be translated into Spanish, Hmong, and Somali.

6.2.2 Scope

Building efficiency and electrification, broadly speaking, will be the dual focus of the campaign. Topics will include programs, incentives, and information on installing more efficient ~~and~~ electric appliances and equipment that can ~~help~~ lower energy bills and improve indoor air quality. Additionally, incentives for renewable energy and electric vehicles will be promoted. The outreach campaign will not be strictly limited to those topics. It is anticipated that members of the public will be interested in other topics, including Green Bay's Clean Energy Plan and related policy initiatives. It is natural that some of these be conveyed through the communications channels that CEC will be developing. Additionally, 'pull' information resources, like webpages, will be developed to inform the public about these topics.

6.2.3 Content Types

Execution of the current outreach plan will involve the following content types and more:

- Factsheets on renewable energy programs and incentives. These will be stored in a database so that this information can be used in multiple ways.
- Informative pieces on renewable energy, energy efficiency, common scenarios, City of Green Bay policies and initiatives, and more.
- Blog posts tied to events, Clean Energy Ambassadors, and other "hooks."
- Photos that illustrate the clean energy transition in Green Bay.
- Illustrated visuals as needed.
- Hands on experiences at public events.

6.3 LANGUAGE

The issues of renewable energy, energy efficiency, electrification, and climate change are viewed by some as political. While the reasons for that are outside the scope of the current document, it must be noted that even lightbulbs can be turned into a political hot button. It is an objective of this outreach plan that it be seen as 'apolitical' and that these kinds of discussions be avoided. To minimize this risk, the campaign will:

- Ensure that all statements and claims are fact checked and sources cited.
- Use the language of science, avoid language that can be viewed as 'politically charged.'
- Continue to research best practices in public outreach on clean energy topics and, to a lesser extent, climate change.

6.4 PATHWAYS AND SCENARIOS

Multiple theories within behavioral and social science support the idea that people are more likely to change their behavior or follow through with a process when they can clearly visualize the 'pathway' towards the completion of that behavior. The Rocky Mountain Energy Star campaign, which led to explosive growth in Energy Star certified home building in Utah, made extensive use of the Social Cognition Model (SCM). SCM posits that people need to feel they have control over their behavior, motivation, and social environment. This sense of control is learned by observing social norms and developing new skills. From the standpoint of a public outreach campaign, this would mean presenting a series of steps that can be followed that reinforce the belief that the new behavior is worth the cost (Keller, S., et al, 2020). This approach has also been studied by Todd Rogers of the Harvard Kennedy School who researched the impact of having voters establish "voting plans" on voting behavior. This was found to be two times more effective than typical campaign techniques, especially when followed by a series of 'nudges' (Nickerson, D.W. and Rogers, T., 2010). While the electrification campaign that is the concern of this document, is not related to electoral politics, it is a safe assumption that similar principles apply. Finally, in its white paper on the role of municipalities in clean energy campaigns, the ACEEE recommends presenting actionable information in a series of a la carte, incremental, and feasible steps (Mackres, A., et al, 2012). Obviously, the first step cannot be a \$30,000 solar PV system.

For the reasons outlined above, the campaign will present a series of 'pathways' in the form of common scenarios. These might include:

- What are some easy ways to get started with energy efficiency?
- Considering a remodel? Here are some things that should be on your radar.
- My furnace is due for an upgrade, what exactly is a heat pump?
- How can I electrify my business?
- I'd like my next car to be an EV, what should I do?
- I love the idea of rooftop solar, but it seems out of reach...
- Let's talk about the "building envelope."

These scenarios will present clear, relatable information in a series of steps. The presentation will include visual elements that can serve as a series of prompts in a one-on-one interaction. A visual presentation will also be engaging online content.

7.0 COMMUNICATION METHODS, CHANNELS, and RELATIONSHIPS

This outreach plan proposes five communications methods. These are: online communication, distribution of printed materials, personal interaction, use of traditional news media, and community partnerships and initiatives.

Most of these methods function as both “push” and “pull” forms of communication. For example, information may be pushed to constituents via online communication or constituents may pull information from online platforms. Both approaches are important and must be considered in the plan.

7.0.1 Guiding Principles

Every attempt will be made to engage with individuals and organizations through the most appropriate method and channel. Too much emphasis on a particular method or channel will exclude important stakeholders. To the greatest extent possible, materials will be communicated in English, Spanish, and Hmong. Further, CEC will follow Web Content Accessibility Guidelines (WCAG-AA) as required by the ADA while maintaining consistency with City branding standards.

7.0.2 Paid Communication

Some communication channels listed below involve paid advertising that may be costly. However, some of these advertising channels can be approached as free PSAs through relationships or in partnership with local nonprofits. CEC will work towards developing these opportunities to extend the reach of the campaign.

7.1 ONLINE COMMUNICATION

7.1.1 Website

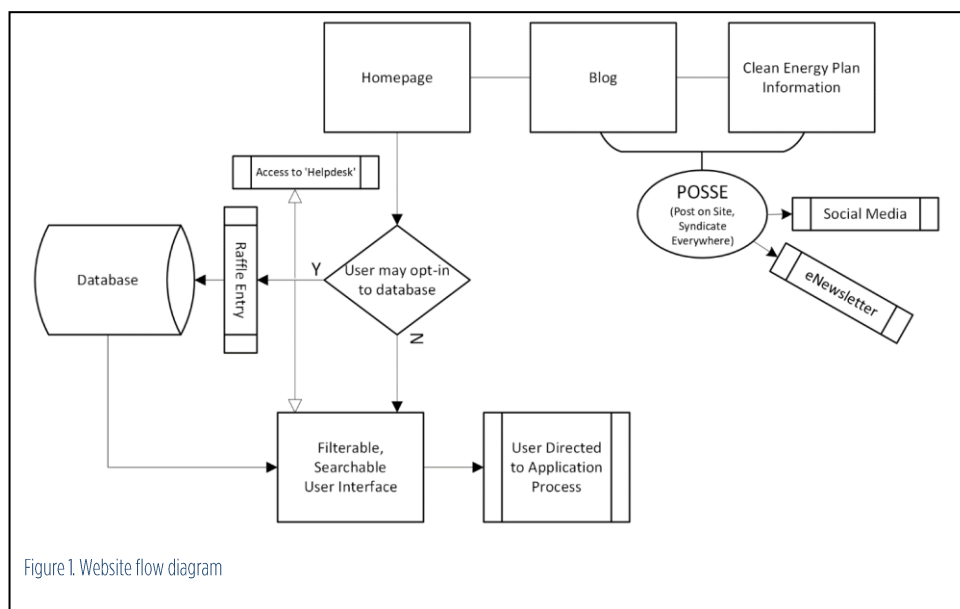
A website will be developed that will be the primary instrument for carrying out the outreach plan’s online communication strategy. It will have three primary functions:

- 1.) to serve as an information resource about renewable energy, energy efficiency, the city’s Clean Energy Plan, and relevant initiatives and policies.
- 2.) to connect individuals and organizations with incentives and programs that are relevant to them.
- 3.) to collect information about individuals and organizations interested in or involved with renewable energy projects.

Necessary elements:

- **Blog.** The website will need a blog to serve as the starting point for the POSSE model. POSSE stands for “Post On (your) Site, Syndicate Everywhere.” Online communication will begin as a blog post with a persistent and controllable permalink. This will then be reposted to any social media and other online channels as appropriate. These posts may be reused as email newsletters. This approach ensures consistency of messaging across multiple channels, a permanent link, and a pathway to bringing users back to the website.
- **URL.** A standalone, easy to remember URL will be easier to promote.
- **Database.** Information about programs and incentives will be stored in a searchable and filterable database. Printed materials can also be made with this database information using pre-formatted templates.
- **Data collection.** A form will be created that will allow users to enter their information. Entering this information will be required for any one-on-one assistance. **However, it will not be required to access the information.** The act of “opting in” will enter the user into a prize drawing. Prizes will be low-cost things that only the city is capable of offering. Collecting this information will be beneficial for grant reporting, understanding the interests of users, and for creating relationships that can be used for reinforcing Narrative 1 (the clean energy transition is happening, your neighbors are doing it).

The following flow diagram illustrates how the website will function.



7.1.2 Email newsletter

Email newsletters will be sent as appropriate, typically with announcements, case studies, and other non-periodic types of information. Email newsletter subscription will be made available via the website and at in-person events.

7.1.3 Social Media Posts

Social media posts will originate as blog posts. They will be 'self-contained' to a point, but will link back to the blog, driving traffic to the website. Effective social media marketing requires frequency. This aspect of the outreach plan requires further discussion by internal stakeholders.

7.1.4 Social Media Advertising

Social media advertising can be a channel for targeting specific demographics with topical information. However, it is less powerful in 2024 than it has been in the past. In order to be effective, social media advertising spending needs to be carefully considered.

7.1.5 YouTube and Video Content

Where opportunities exist to create simple video content, these might be pushed out via YouTube, Instagram, Facebook, and other channels. The City of Green Bay has a presence on Facebook, 1,000 subscribers on YouTube and 2,800 on Instagram. The City's Department of Public Works also has a substantial following.

7.2 PRINTED MATERIAL

The following forms of printed materials may be used based on available time and budget:

7.2.1 Brochures and/or rack cards

An informational brochure will be designed and produced for distribution at events, through 'information centers,' and through partner organizations.

7.2.2 Posters

At the outset of the public campaign, a collection of posters will be designed and hung throughout the city announcing the campaign. It is a truism that for a message to connect with the audience, it must be seen three times. Posters in shop windows and in other public places will reinforce the message. Well-designed posters stay up for a long time.

7.2.3 Green Bay Metro Bus Ads

Green Bay city bus ads circulate throughout the city creating a mobile advertising platform that will be seen by thousands of Green Bay residents. Ads inside of the bus

are free to city departments. However, there is no “inside” pricing for ads on the exterior of the bus and these must be reserved months in advance.

7.2.4 Advertising Billboards

Billboards are highly visible but cost prohibitive. However, if an opportunity arises, they are an impactful form of visual communication.

7.2.5 Postcard Mailings

Postcard mailings are a highly targeted form of printed material.

7.2.6 Newspaper Inserts

The main advantage of newspaper inserts is that they can convey a lot of information. If well designed, they can be pulled out and serve as a resource for months or even years. Inserts may be cost prohibitive.

7.2.7 Informational Briefs

These would take two forms:

1. **Scenario Briefs.** “I am a homeowner who would like to install rooftop solar.” “I am a small business owner interested in installing EV chargers.” These briefs would respond to common scenarios with topical information and available incentives.
2. **Program/Incentive Brief.** Using the database, a one-page factsheet will be generated automatically for each program or incentive. These would be downloadable as PDFs or easily shared digitally.

7.3 PERSONAL INTERACTION

The following channels of personal interaction are proposed:

7.3.1 Speaking engagements at community events, meetings, and other occasions

CEC will develop a “talk” and PowerPoint presentation that will convey information about the clean energy transition, the city’s clean energy goals, the IRA, other incentives, and anything else of relevance to external stakeholders. CEC will be available for community events, meetings, and any other gatherings of people.

7.3.2 Presence at community events, meetings, and other venues

CEC will develop materials and displays for presenting information from behind a table at farmers markets and other community events. Ideally, one of these displays will have moving parts that run on solar energy in order to grab attention.

7.3.3 Planning and hosting events

Events will be planned and hosted by CEC and other stakeholders to focus attention on the campaign and other city initiatives. These will be centered on particular dates, events, and themes; examples might include Green Bay Neighborhood Association monthly meetings, Pop-Up City Hall, Farmers Markets, Arbor Day, the First Day of Winter, etc.

7.3.4 Parade Floats

The City's Holiday Parade may be an opportunity to distribute information and energy efficient products.

7.3.5 Canvassing

Partnerships with organizations like Wisconsin Conservation Voters can help facilitate canvassing opportunities.

7.3.6 "Helpdesk" Services

The CEC will be available to members of the public to help provide general information about programs and incentives. CEC will respond to emails and phone calls promptly and in an appropriate fashion. These services will be logged for grant reporting purposes.

7.3.7 Contacting Business Owners and Nonprofits directly

CEC can approach business owners and nonprofits in person to provide information. "Business districts" can be mapped and divided into efficient routes for delivering information in person. Submitting newsletter articles to BIDs, Chamber of Commerce, Neighborhood Associations.

7.4 TRADITIONAL MEDIA

Traditional media includes newspapers, magazines, broadcast outlets (radio and tv), and podcasts (which are now roughly 20 years old).

7.4.1 Earned media

CEC will seek to recognize and create opportunities for the news media to discuss the City's Clean Energy Plan, the IRA and its tax provisions, successful renewable energy and energy efficiency projects, and other relevant things that reinforce the message.

7.4.2 Op-Eds and guest columns

CEC will seek to place bylined op-eds and guest columns in local newspapers and magazines. These can be written by CEC and other internal stakeholders. Local

publications include the Green Bay Press-Gazette, the Green Bay Press Times, and The Business News.

7.4.3 Clean Energy Ambassadors

“Clean Energy Ambassadors” will be identified. These will be community members who have benefited from tax provisions and other incentives and successfully completed projects. CEC will seek to push their stories through traditional media and other communication methods.

7.4.4 Television Ads

Local television stations may be willing to broadcast 15 second ad spots for free. If, for some reason, the City is not able to do this, then this may be achieved through partnership with local nonprofit organizations.

7.5 COMMUNITY PARTNERSHIPS & INITIATIVES

CEC will seek to form partnerships with internal departments and external community groups, nonprofits, businesses, and other organizations with the intent of finding ways of amplifying the campaign’s message across other groups’ communications channels and activities.

7.5.1 Internal Partnerships

The City of Green Bay and the Oneida Nation are very large organizations with many departments, divisions, and programs. Most, if not all, communicate directly with the public. CEC will look for opportunities to work with other departments to share information with the public. Examples include utility bill messaging, messaging within the Mayor’s State of the City event, Mayor’s monthly newsletter, and working with city parks.

7.5.2 External Partnerships

CEC will reach out to nonprofit housing organizations, trade associations, businesses, organized neighborhood groups, cultural organizations, etc. looking for opportunities to help organizations achieve their own clean energy goals and to collaborate. For example, NeighborWorks (a nonprofit organization that works in affordable housing) has already agreed to help distribute information.

7.5.3 Community Initiatives

There are some excellent models for community initiatives. Los Angeles and Atlanta, for example, have created their own versions of the Department of Energy’s Better Buildings Challenge. This is a challenge to their local business and nonprofit communities to set energy usage goals for their facilities and to implement systems for tracking energy consumption. These programs create opportunities for public recognition and a framework for organizations to achieve measured energy goals. This

form of public recognition would help to reinforce Narrative 1 (“The Clean Energy Transition is happening. Your neighbors are doing it.”) and provide an opportunity for the business and nonprofit community to show civic leadership. Other initiatives could be targeted at residents and other stakeholders.

7.6 RELATIONSHIPS BETWEEN COMMUNICATION METHODS AND CHANNELS

Communication methods and channels are interrelated. For example, personal interactions and community partnerships will create synergies that can be pushed to traditional media, then posted on the campaign’s blog and social media channels. Feedback will be generated that will be useful for evaluating the effectiveness of the campaign. New information will be learned that will inform the campaign, leading to iteration and improvement. The following diagram is intended to show the relationships between methods.

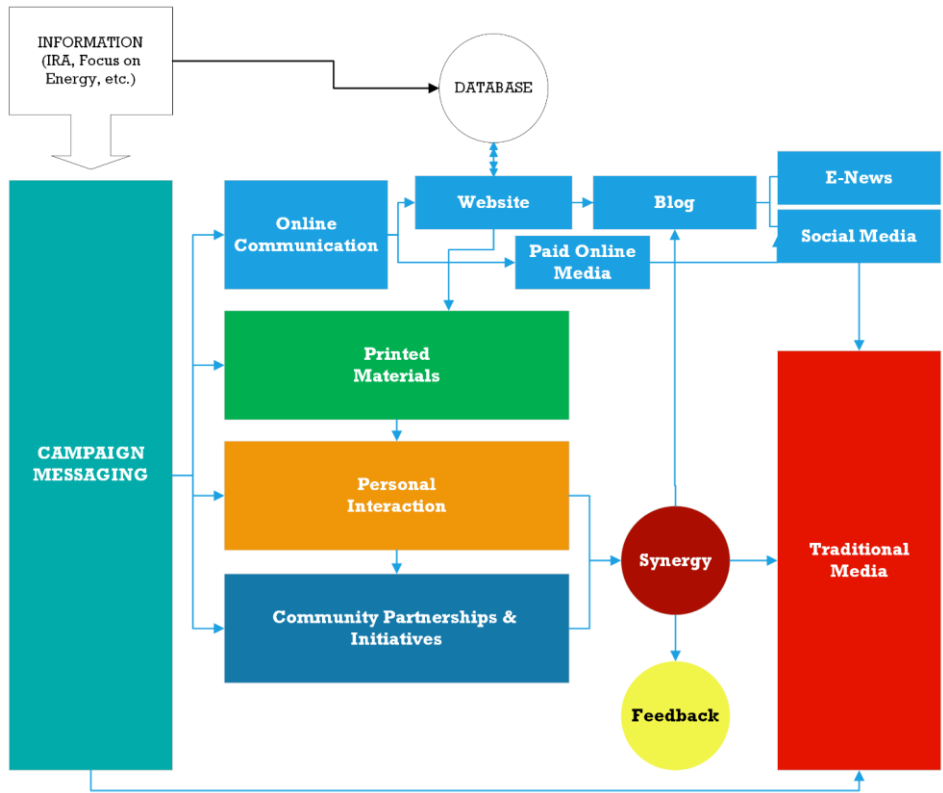


Figure 2. Relationships between communication methods and channels

7.7 TIMELINE

The following timeline runs through the end of 2024 and is intended to provide a sketch of how the above communications methods and channels will be deployed through December 2024. The holiday season merits special consideration because it both provides novel opportunities for outreach and also can be an obstacle.

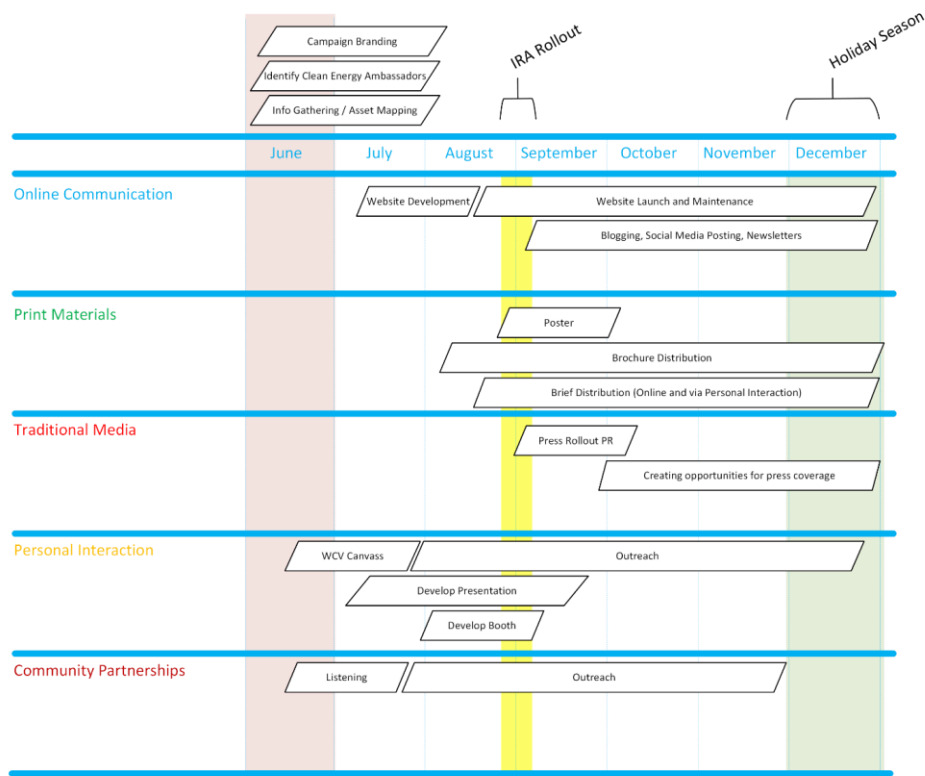


Figure 3. Electrification Campaign timeline through December 2024

8.0 EVALUATION & ITERATION

To be successful, an outreach plan must have a system in place to assess its impacts, review performance measures, and evaluate how it might be improved. To that end, the following information will be tracked:

1. The number of impressions for each outreach activity, method, and channel.
2. Phone calls and email inquiries from community members. Both quantitative and qualitative information will be recorded.
3. The number and types of successful projects that can be traced to outreach efforts. And, if possible, the reduction in carbon emissions and other measures with which these can be credited.
4. Any and all feedback, whether solicited or volunteered.

These will be reviewed on a regular basis with an eye toward iterative improvement.

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