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## Executive Summary

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### ES-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

The City of Madison Community Development Division (CDD) receives federal formula funds annually from the U.S. Department of Housing and Urban Development (HUD). As a condition of receiving these funds, the City is required to develop a five-year Consolidated Plan that articulates the community development goals on which it will focus these funds. This Consolidated Plan covers the period January 1, 2020 through December 31, 2024. During this five-year period, the City anticipates it will receive the following Federal formula funds:

- Community Development Block Grant (CDBG)
- HOME Investment Partnerships Program (HOME)
- Emergency Solutions Grant (ESG)

In addition to the formula funds listed above, the City also expects to administer U.S. Department of Energy (DOE) Energy Efficiency and Conservation Block Grant (EECBG) funds and HUD Continuum of Care (CoC) funds during the Plan timeframe.

These funds will be used to meet goals and objectives established and approved by the Division's CDBG Committee and the City of Madison Common Council. The Plan's goals and objectives were developed in consultation with citizens, nonprofit organizations, developers, businesses, funding partners, schools and other governmental bodies. Their overarching purpose is to support the development of viable communities with decent housing, suitable living environments and economic opportunities for the City's low- to moderate-income households.

The Community Development Division will pursue these goals and objectives by working with the nonprofit community, housing developers, neighborhood groups, associated businesses, stakeholders, labor union representatives, other local government entities, residents and partners. The Division will also work closely with several other City agencies to jointly plan, implement and evaluate the Plan's core activities.

#### **Summary of the objectives and outcomes identified in the Plan Needs Assessment Overview**

The 2020-2024 Consolidated Plan includes the goals outlined below, targeting community needs related to affordable housing, economic development and employment, and strengthening neighborhoods.

#### Goal 1 - Affordable Housing (Homeownership)

- Owner-Occupied Housing Rehab
- Homebuyer Assistance (Down Payment)
- Owner-Occupied Housing Development (New Units)

#### Goal 2 - Affordable Housing (Rental)

- Rental Housing Acquisition and/or Rehabilitation
- Tenant-Based Rental Assistance (TBRA)
- Rental Housing Development (New Units)

### Goal 3 - Individual, Family and Household Stabilization

- Services for Homeless and Special Needs Populations
- Housing Resources

### Goal 4 - Micro-Enterprise and Job Creation

- Technical Assistance to Micro-Enterprises
- Support to Businesses Expanding to Create Jobs

### Goal 4 - Neighborhood Resources & Stabilization

- Development and Maintenance of Community Facilities
- Neighborhood & Revitalization Plans

### Goal 5 - Program Administration

The Plan's goals are based on assumptions about future funding levels. Because funding levels are subject to annual Congressional appropriations and changes in funding distribution formulas, the Plan's accomplishment projections and planned activities may be subject to commensurate changes.

For details regarding specific outcomes associated with the goals and objectives listed above, refer to the Goals Summary at section SP-45 of this Consolidated Plan.

### **Evaluation of past performance**

The City of Madison continually strives to improve the performance of its operations and that of its funded agencies. During the period 2015-2018, the Community Development Division made the following investments in the community to meet the goals and objectives outlined in the 2015-2019 Consolidated Plan:

- 2015: \$7.9 million
- 2016: \$7.4 million
- 2017: \$7.0 million
- 2018: \$7.0 million

CDBG, HOME and ESG funds were targeted primarily toward affordable housing, economic development and employment opportunities, and strong and healthy neighborhoods. The chart in Section SP-45 of this document shows the use of these funds in relation to each objective. For a more detailed summary of the City's evaluation of its past performance, previous Consolidated Annual Performance and Evaluation Reports (CAPERs) can be viewed on the City's website at [www.cityofmadison.com/cdbg](http://www.cityofmadison.com/cdbg).

### **Summary of citizen participation process and consultation process**

The City's Community Development Division, in coordination with its CDBG Committee, developed the 2020-2024 Consolidated Plan with consultation from a diverse group of individuals and organizations. The City conducted three focus group meetings between February 13, 2019 and March 1, 2019 to gather input regarding Madison's top community development needs. Citizen participation was also solicited through two electronic surveys, one

for residents and one for stakeholders, sent to over 700 email recipients, forwarded through several community listservs, and made available on the City of Madison CDBG Office's website, accessible via Madison Public Library computers. Paper copies of the survey were distributed and mailed out upon request to individuals and at The Beacon homeless day shelter. A total of 511 individuals responded to the survey. A summary of comments can be found in Appendix A.

The Community Development Division will post a full draft of the 2020-2024 Consolidated Plan on September 9<sup>th</sup> and continue seeking citizen feedback on the Goals and Objectives until final approval. Another Public Hearing will be held October 3, 2019 on the final Consolidated Plan draft.

# City of Madison Citizen Input Appendix for the 2020-2024 Consolidated Plan

This document summarizes the citizen participation and consultation process for the five-year 2020-2024 Consolidated Plan for the City of Madison, including findings from public meetings, focus groups, surveys, and other feedback received through the public comment period.

## Process Overview

The public participation and stakeholder consultation process for the Consolidated Plan integrates findings from numerous recent sources including:

- Focus groups led by City of Madison Community Development Division (CDD) staff about housing, homeless services, economic development, and community resources in two venues on Madison's north side and Isthmus area. One hundred three stakeholders were invited to participate in these conversations, and 14 individuals participated in these groups, which were held during February and early March 2019; and
- A stakeholder survey (138 participants) and a community survey (373 participants) fielded by the CDD for the development of the Consolidated Plan.

The focus groups and CDD surveys fielded for the Consolidated Plan development are supplemented by other relevant recent resident and stakeholder research. This includes:

- Qualitative feedback received through individual e-mail responses to messages sent to stakeholders requesting participation in the community and stakeholder surveys; and
- Resident and stakeholder outreach through holding bean polls at various venues and community events throughout the City of Madison. CDD staff attended five events in January and February 2019 to collect feedback from City residents on how they believe the City's federal HUD funds should be prioritized. This exercise also allowed us the opportunity to talk with residents and educate them about the programs that the City is able to fund with federal CDBG, HOME, and ESG funds.

## Participant Profile

Over 600 Madison residents and stakeholders from across the City and Dane County participated in public input and stakeholder consultation opportunities to inform the development of the Consolidated Plan.

## Focus Groups

The CDD focus groups were conducted across the City at two venues accessible to the majority of the City's stakeholders: The Warner Park Community and Recreation Center on the City's north side and the Madison Central Library downtown. The conversations were structured, but included informal dialogue from diverse groups of members of the Homeless Services Consortium, Homebuyers' Roundtable, and Third Sector, as well as neighborhood center directors, housing developers, and community and

economic development experts discussed the priority needs for housing, homeless services, and community services. Of the 14 individuals who participated in the focus groups:

- Five were involved in homeownership and homebuyer activities
- Three were involved in affordable housing development and related programs
- Four were involved in efforts to end and prevent homelessness
- One was the director of a local neighborhood center
- One was involved in job creation initiatives

### **Partner Survey**

The over 130 stakeholders who responded to the Partner Survey represent professionals working across the housing, human services, and community development spectrum in the public, private, and nonprofit sectors. The respondents provide services throughout Madison and Dane County, serving the needs of diverse low income and vulnerable populations:

- Over three in five serve families;
- Over 50 percent provide housing or services to persons with disabilities;
- Approximately one-third serve veterans;
- Over 50 percent with persons experiencing homelessness.

Other populations served by respondents' organizations include elderly (40%), youth (42%), and other special needs populations (21%) such as survivors of domestic violence; immigrants; formerly incarcerated individuals; foster families; individuals living with HIV or at risk for HIV; and victims of sex trafficking.

### **Community Survey**

The majority of respondents to the Community Survey own their home (53%) and eight in 10 has, or knows someone who has had difficulty finding an affordable place to live in the City. All household sizes are represented: 25 percent live alone and seven percent have households of five or more members. Approximately one-quarter of respondents has a household income of less than \$35,000 and an additional 12 percent has incomes of between \$35,000 up to \$45,000. About 81 percent of respondents lives in Madison, and 19 percent in in the balance of Dane County, outside of Madison.

### **Bean Poll**

The City of Madison took an additional, creative approach to soliciting resident feedback for the current Consolidated Plan, which involved CDD staff going out to various public events throughout the City and asking people about what they believe should be the City's funding priorities. Feedback was collected through the use of a bean poll, which involved setting up six mason jars and giving respondents a set of different colored beans (participants placed red beans in the jars for programs that mattered most to them and placed pinto beans in the jars for programs they thought mattered most to the community). CDD staff attended five events and collected feedback from 98 residents. Residents, by a fairly large margin, believed that using federal funds to support efforts to end and prevent homelessness is most important to themselves and to the community as a whole. Over 26% of red beans were put in this jar and over 28% of pinto beans were placed in this jar, indicating that over one in four residents believe that preventing and ending homelessness should be a funding priority of the City.

## Housing Context

Nearly all stakeholders and residents describe an urgent need for more affordable housing. The specific nature of the affordable housing need ranges from a lack of units affordable to a specific low-income population to units that are unsafe or need repair. Other barriers to housing relate to a household's background, and in particular, housing discrimination, past evictions, and poor credit histories.

In surveys and focus groups, stakeholders and residents described the housing market and conditions. Many described that supply has not kept up with demand for owner-occupied housing, which is driving the aggressive increase in housing sales prices in the City. Almost all respondents agreed that the City needs to do more to address the affordability challenges in the housing market that is driven by the City's historically low rental vacancy rate – a finding consistent with data from the 2019 Analysis of Impediments to Fair Housing Choice (AI).

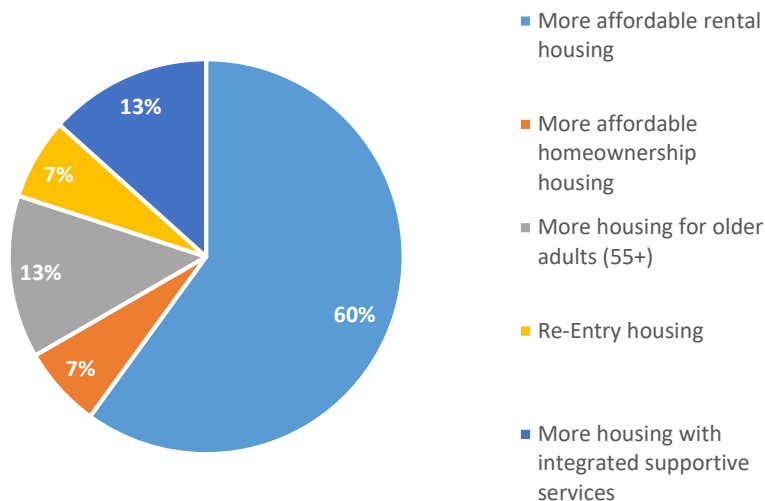
### Increased demand for affordable rental and owner-occupied housing

By far, the majority of stakeholders' characterizations of the most significant issue in the local housing market related to an increased demand for housing, and affordable rental housing in particular. Stakeholders associated the increased demand with several factors, including housing prices keeping households out of the for-sale market; lack of product for first-time homebuyers; flat or falling household income; and population growth paired with an existing low vacancy rate. Four out of five respondents to the Community Survey had either personally experienced or knew someone who had difficulty finding affordable housing in the past five years.

### Summary of Results of Partner Survey

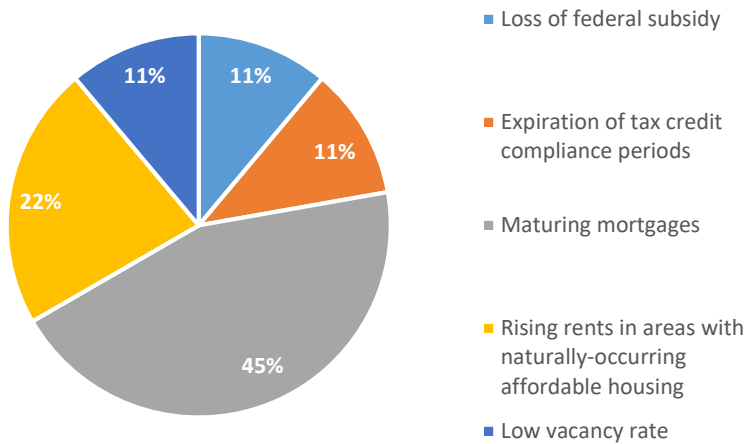
Of the 138 respondents to the partner survey, 15 were developers of affordable housing in Madison and Dane County. Sixty percent of that group believed that the highest priority affordable housing need in Madison and Dane County is additional affordable rental housing, while the remainder believed that providing additional housing for specific groups is a more pressing need.

**Figure PS1: What do you see as the highest priority affordable housing need in Madison & Dane County?**



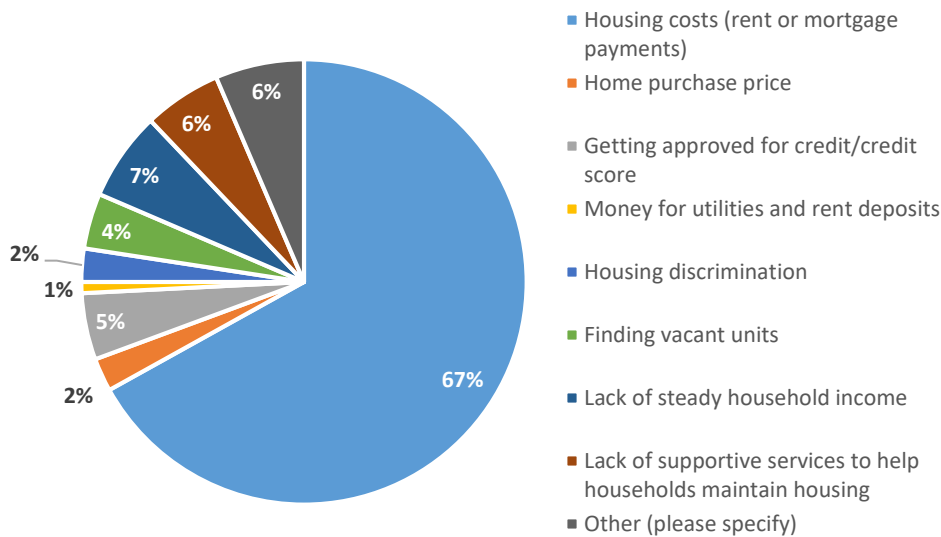
That same group was asked what they believed was the most likely reason behind why affordable housing units in Madison will be converted to market-rate units in the near future. While most responded that it will be due to properties with expiring tax credits converted to a market-rate property, other stakeholders believed that rising rents and Madison’s low vacancy rate will drive up the housing prices in naturally-occurring affordable housing higher.

**Figure PS2: Over the next five years, affordable housing units in Madison and Dane County may be lost through conversion to market-rate housing. Please indicate what you believe to be the primary reason for this loss.**



Among all stakeholders who responded to the partner survey, over two-thirds believed that housing costs was the most significant barrier to residents finding and maintaining housing in the area.

**Figure PS3: What is the most significant barrier to people finding and maintaining housing in Madison and Dane County?**



Stakeholders from all backgrounds agreed in the survey that additional affordable rental housing is the most needed program for renter households in Madison and Dane County, with nearly 70 percent of stakeholders putting this as their first choice. Following the need for additional rental housing, stakeholders noted that emergency rental assistance and case management services (both important components of successful rapid rehousing programs for formerly homeless households) were listed highly as respondents' second choices.

**Table PS1: What housing programs and activities for renters are most needed in your community?**

	First Choice	Second Choice	Third Choice	Total
Additional affordable rental housing	68.55%	14.05%	4.20%	107
Additional affordable rental housing for older adults (65+)	6.45%	9.92%	2.52%	23
Rehabilitation of existing rental housing	4.84%	11.57%	12.61%	35
Accessibility improvements for renters with physical disabilities	0.81%	4.96%	3.36%	11
Emergency rental assistance	3.23%	15.70%	8.40%	33
Medium term rental assistance (3-24 months)	0.81%	9.09%	11.76%	26
Long term rental assistance (over 24 months)	4.03%	9.92%	7.56%	26
Housing case management assistance	4.03%	14.88%	16.81%	43
Eviction prevention	4.84%	5.79%	11.76%	27
Assistance paying energy bills	0.00%	0.83%	2.52%	4
Security deposit assistance	0.81%	3.31%	11.76%	19
Other debt payment assistance	1.61%	0.00%	6.72%	10

When posed the same question, but specifically as it related to current and prospective homeowners, nearly 40 percent of respondents answered that additional affordable owner-occupied housing supply is the most needed program. The two most commonly selected second choices for the most needed homeownership programs in Madison and Dane County were additional down payment assistance for first time homebuyers and emergency home repair programs for low-income homeowners.

**Table PS2: What housing programs and activities for homeowners/prospective homebuyers are most needed in your community?**

	First Choice	Second Choice	Third Choice
Additional affordable owner-occupied housing	38.94%	6.25%	6.25%
Different homeownership opportunities (e.g. co-ops, cohousing, etc.)	3.54%	13.39%	8.04%
Opportunities for older adults to age in place	7.96%	5.36%	5.36%
Loans to incentivize conversion of renter-occupied homes to owner-occupied homes	6.19%	8.04%	3.57%
Down payment assistance for first time homebuyers	20.35%	21.43%	13.39%



Emergency home repair programs for low-income owners	4.42%	15.18%	8.04%
Major home repair programs for low-income homeowners	2.65%	9.82%	16.07%
Accessibility improvements for homeowners with physical disabilities	0.88%	1.79%	5.36%
Homebuyer education	3.54%	6.25%	4.46%
Home improvement/home maintenance/energy efficiency education	0.00%	1.79%	3.57%
Foreclosure prevention assistance	4.42%	2.68%	15.18%
Assistance paying energy bills	0.00%	4.46%	1.79%
Other debt payment assistance	7.08%	3.57%	8.93%

On the topic of homelessness, there was generally a consensus about what the top two priorities should be in Madison and Dane County to address the issue. Namely, respondents noted that an increase in permanent housing and increased/improved behavioral health services are the two activities that would most help the homeless population.

**Table PS3: What are the most urgent priorities for people experiencing homelessness in our community?**

	First Choice	Second Choice	Third Choice	Total
Increase emergency shelter spaces	17.27%	8.11%	8.18%	37
Increase services provided at emergency shelters (e.g. case management, help finding work)	10.00%	15.32%	20.91%	51
Increase emergency rent assistance	10.91%	14.41%	12.73%	42
Increase permanent housing	34.55%	18.92%	11.82%	72
Homeless support services (transportation voucher, services, centers)	6.36%	13.51%	21.82%	46
Medical and dental services	0.00%	4.50%	0.91%	6
Behavioral health services (mental health, substance use)	20.91%	22.52%	21.82%	72
Food services	0.00%	2.70%	1.82%	5

There was a similar consensus among respondents when asked about how the community can best help individuals and families at-risk of becoming homeless. The choice selected by the greatest number of respondents as both the first and second choice for this question was an increase in supportive services for at-risk persons currently living in some form of housing, selected by over a third of respondents. The second most commonly selected response given on how to best help those at-risk of becoming homeless was increased funding for eviction prevention.

**Table PS4: What are the most urgent priorities for people at risk of becoming homeless in our community?**

	First Choice	Second Choice	Third Choice	Total
Increase funding for eviction prevention	26.79%	16.22%	14.81%	64

Tenant-landlord mediation services	6.25%	10.81%	6.48%	26
Provide greater assistance to help people find housing	10.71%	13.51%	17.59%	46
Increase funding for legal services	3.57%	3.60%	5.56%	14
Increase in supportive services for at-risk people currently in housing	34.82%	33.33%	12.96%	90
Increase funding for tenant-based rental assistance	14.29%	9.01%	21.30%	49
Re-entry services for formerly incarcerated individuals	3.57%	13.51%	21.30%	42

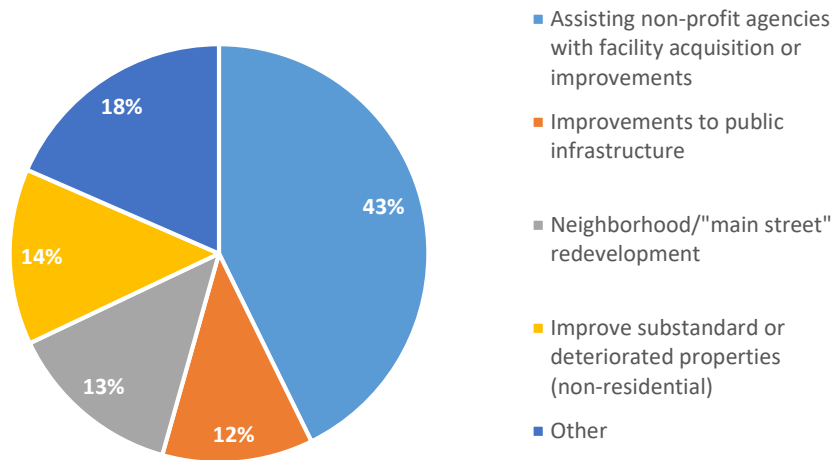
Over half of respondents answered that housing assistance is the most needed social service in Madison and Dane County, with an additional 20 percent of participants selecting this as the second most needed service in the community. Over 45 percent of participants believed that behavioral health services was the most needed or second-most needed service of low-income persons.

**Table PS5: Which of the following social services are the most needed by low-income persons?**

	First Choice	Second Choice	Third Choice	Total
Medical and dental assistance	7.77%	10.78%	15.15%	34
Food assistance	0.97%	7.84%	9.09%	18
Housing assistance	53.40%	20.59%	12.12%	88
Veteran services	0.00%	0.00%	2.02%	2
Behavioral health services (mental health and substance use)	20.39%	26.47%	14.14%	62
Youth services	2.91%	3.92%	2.02%	9
Legal assistance	1.94%	3.92%	8.08%	14
Services for families with children	10.68%	9.80%	15.15%	36
Services for older adults	0.00%	2.94%	5.05%	8
Services for people with disabilities	0.97%	8.82%	12.12%	22
Services for victims of domestic or sexual abuse	0.97%	1.96%	4.04%	7
Violence prevention services	0.00%	2.94%	1.01%	4

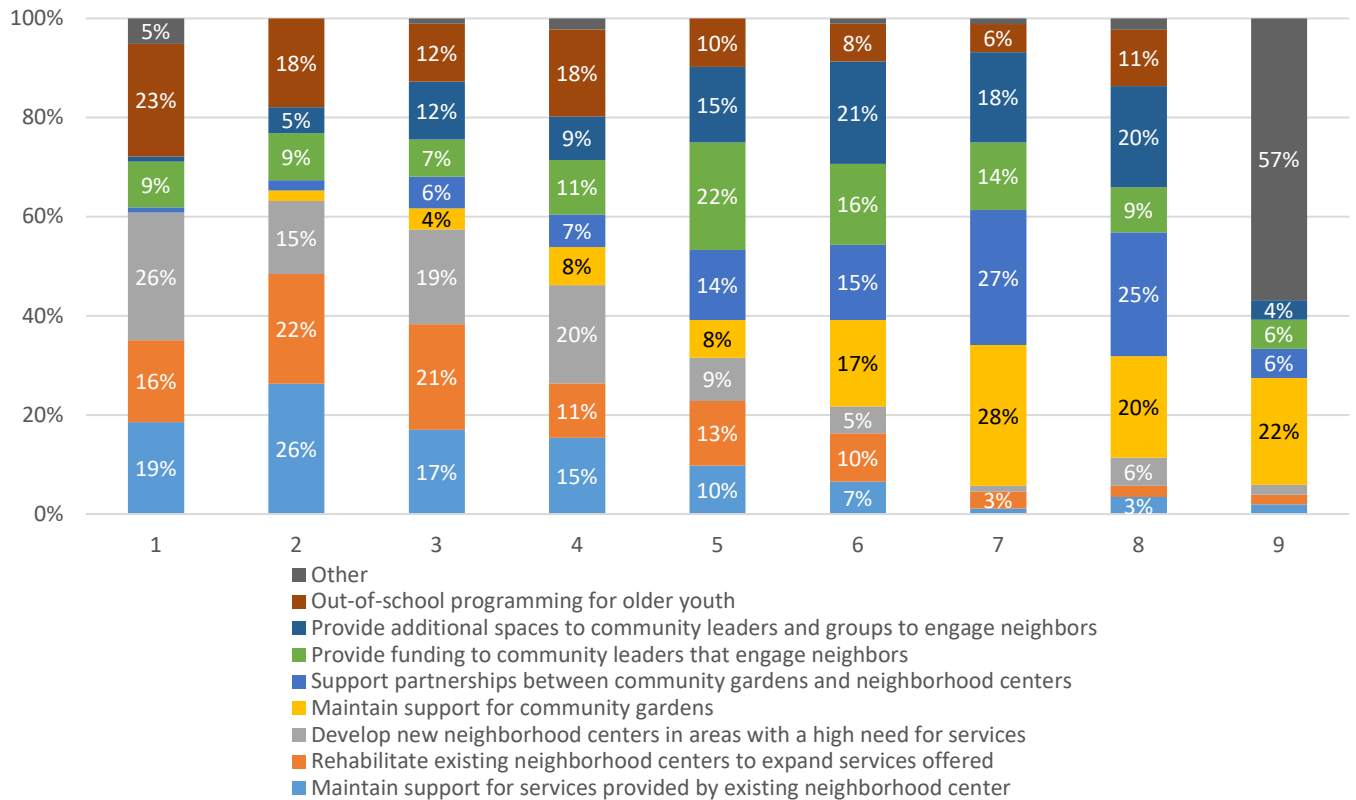
Shifting the focus from housing and homelessness issues to community and economic development issues, over 40 percent of stakeholders felt that assisting non-profit organizations with improvements or acquisitions of facilities for their use was the most needed activity that the City should fund.

**Figure PS4: Which of the following community development activities are most needed in our community now?**



When asked about ways that the City could better engage the community and build the leadership skills of those in the community, there was a mixed response among stakeholders about which of the activities provided were the most important to fund. A common theme, however, was that respondents valued the services provided by the City's neighborhood centers. Maintaining support for neighborhood centers, rehabilitating neighborhood centers, and developing new neighborhood centers each received over 15 percent of votes for the top two rankings for this question.

**Figure PS5: Please rank the following to indicate your level of importance for funding the following community leadership and engagement activities.**



In the survey, stakeholders were asked which economic activities were most needed in the City and were provided with a list of 11 possible economic development activities from which they could choose. Despite the breadth of choices available, two activities were overwhelmingly selected as the top two economic activities most needed in the community: creating jobs in low-income neighborhoods and increasing job training programs for people currently or at-risk of becoming homeless.

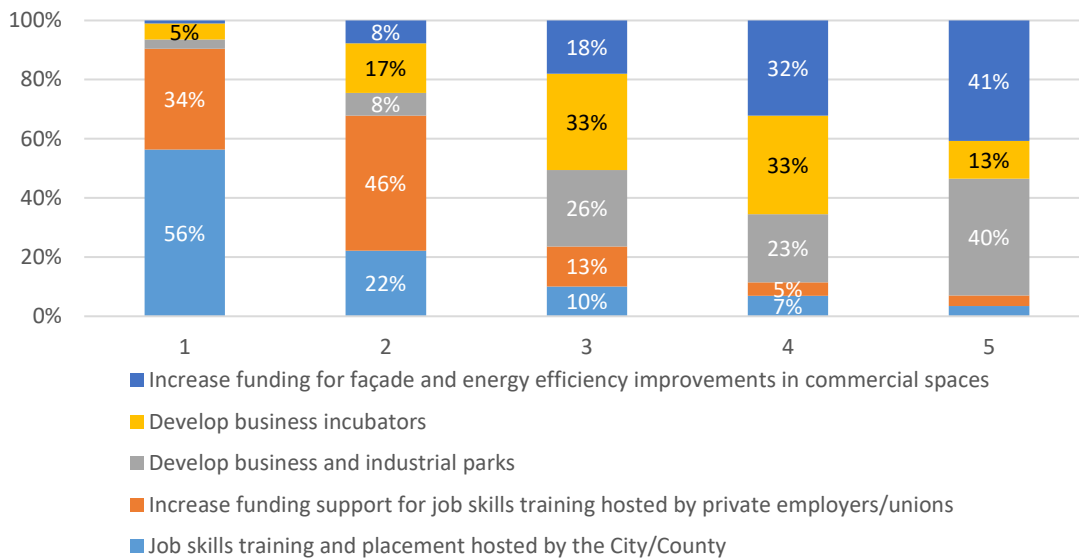
**Table PS6: What economic opportunities and activities are most needed in your community?**

	First Choice	Second Choice	Third Choice	Total
More loans to entrepreneurs and micro-enterprises	2.02%	3.03%	2.02%	7
More technical assistance for micro-enterprises and entrepreneurs (counseling and training for business owners)	0.00%	5.05%	4.04%	9
More technical assistance for businesses owned by women and/or Persons of Color	4.04%	6.06%	10.10%	20
Job creation through micro-enterprise assistance	1.01%	5.05%	2.02%	8
Job creation through small business assistance	4.04%	8.08%	7.07%	19
Creating jobs in low-income neighborhoods	44.44%	13.13%	10.10%	67
Increased amount financial support to entrepreneurs and micro-enterprises led by women and persons of color	8.08%	4.04%	8.08%	20

Increase employment training programs targeted for people at-risk of or currently experiencing homelessness	23.23%	27.27%	12.12%	62
Creating jobs for disabled persons	4.04%	6.06%	8.08%	18
More funding for job training and placement	5.05%	16.16%	16.16%	37
Funding for transitional employment programs	4.04%	6.06%	20.20%	30

Similarly, stakeholders felt that the two most important business development activities that the City could fund with its federal dollars are City-hosted jobs skills training and placement sessions, and funding job skills training and placement programs hosted by the private sector.

**Figure PS6: Please rank the following to indicate your level of importance for funding the following business development activities.**



Anecdotal conversations throughout Madison and Dane County have suggested that there is a severe shortage of workers in certain trades, particularly among persons of color. The two most needed workforce development programs, as identified by stakeholders, are increased apprenticeship and other skills training programs targeted toward low-income persons, and increased employment opportunities in areas where low-income persons already live.

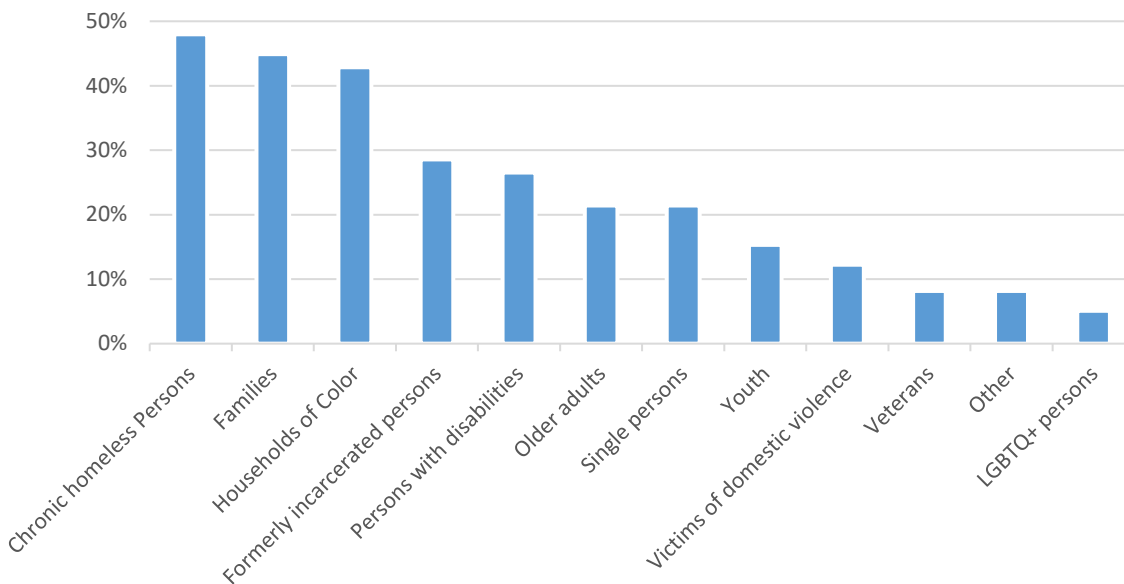
**Table PS7: What workforce development activities are most needed in your community?**

	First Choice	Second Choice	Third Choice	Total
Increased apprenticeship/technical skills training for low-income individuals	32.29%	15.63%	17.20%	62
Increased employment opportunities near where low- and moderate-income residents live (i.e. addressing the job/skills mismatch)	29.17%	28.13%	18.28%	72
Job training and placement/employment opportunities for formerly incarcerated individuals	10.42%	10.42%	21.51%	40

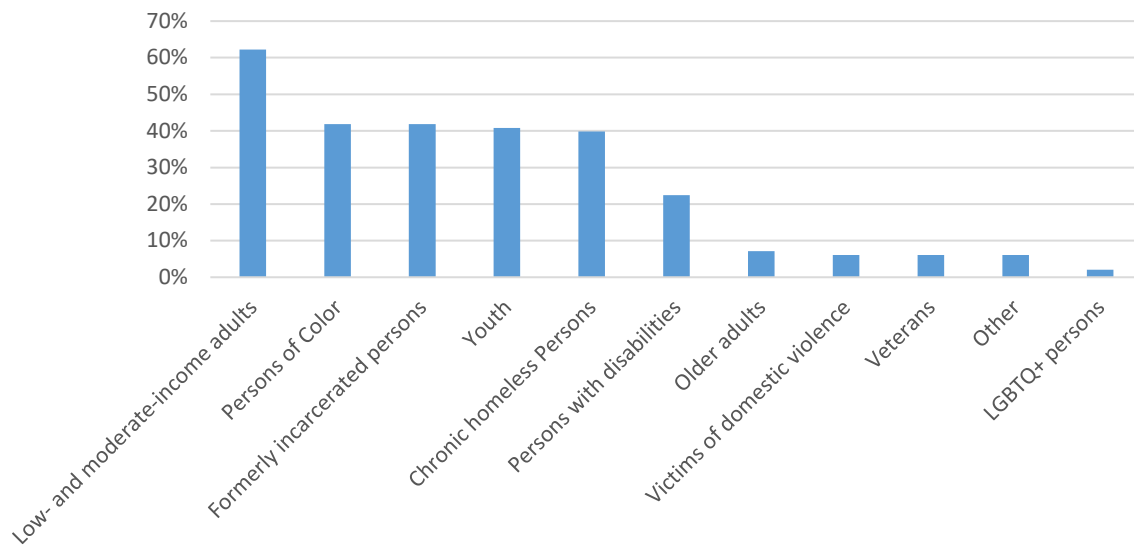
Payment for participation in job skills training programs (i.e. payment for lost wages due to training)	12.50%	14.58%	18.28%	43
Transportation subsidies for low- and moderate-income workers to travel to/from employment	10.42%	27.08%	11.83%	47
Funding businesses that support cohort-style internship/training opportunities for low-income persons	5.21%	4.17%	12.90%	21

Finally, stakeholders were asked to select the groups that they believe are in most need of housing assistance and the groups they believe are in most need of economic assistance/job training. Persons experiencing chronic homelessness, persons of color, and families were the largest groups identified by stakeholders as most in need of housing assistance. Low-income adults, persons of color, and formerly incarcerated individuals were the groups identified as most in need of economic assistance or could benefit most from job training programs.

**Figure PS7: Please rank the following to indicate your level of importance for funding the following business development activities. Please select up to three.**



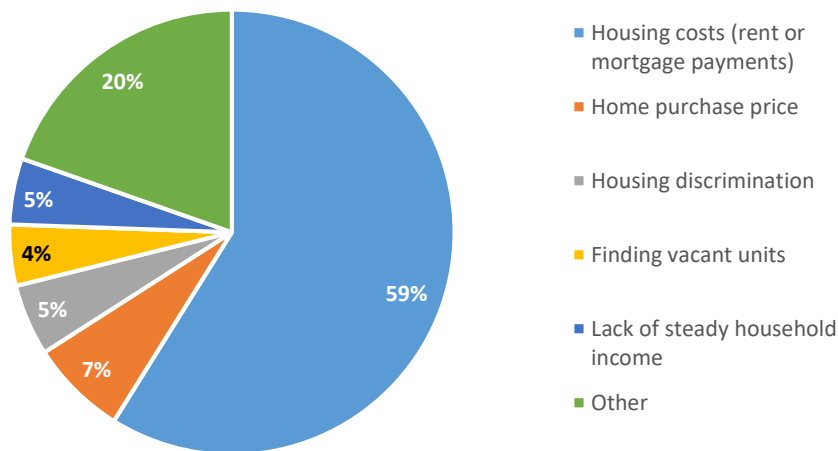
**Figure PS8: Which target population(s) in your community are most in need of economic assistance and/or job training services? Please select up to three.**



**Summary of Results of Community Survey**

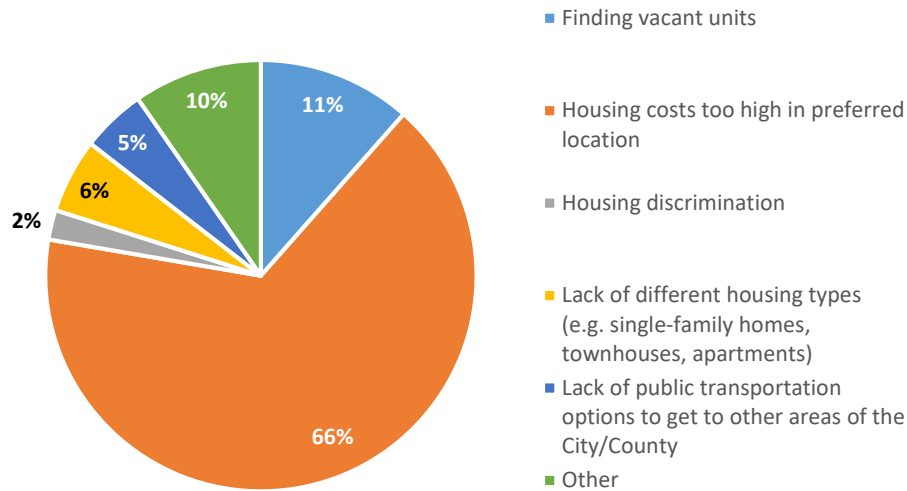
As noted above, the largest share of survey respondents noted that housing costs was the largest single barrier to residents finding and maintaining housing in the area. Other financial factors were similarly reported as barriers to residents in keeping their housing, while a myriad of other factors also contribute to housing instability in the City and County, including a lack of supportive housing units for those needing case management.

**Figure CS1: What is the most significant barrier to people finding and maintaining housing in Madison and Dane County?**



In respondents “areas of choice,” or why they would prefer to live in Madison or Dane County, an even greater portion of residents (nearly two-thirds) shared that housing costs are too high in that location. Over one in ten responses indicated that residents felt that there were not enough vacant units in their preferred location to house everyone looking for housing in that area.

**Figure CS2: What is the most significant barrier to finding housing in your area of choice in Madison and Dane County?**



Similar to the stakeholder survey, residents largely selected additional affordable rental housing as the most needed activity that would benefit renter households in Madison and Dane County. However, unlike stakeholders, many residents believed that the next highest funding priorities for renter households in Madison should be additional affordable housing specifically for older adults and the rehabilitation of existing rental housing as a preservation measure.

**Table CS1: What housing programs and activities for renters are most needed in your community?**

	First Choice	Second Choice	Third Choice	Total
Additional affordable rental housing	63.88%	8.49%	6.77%	207
Additional affordable rental housing for older adults (65+)	8.37%	14.67%	4.78%	72
Rehabilitation of existing rental housing	6.46%	11.97%	9.16%	71
Accessibility improvements for renters with physical disabilities	1.90%	6.56%	5.98%	37
Emergency rental assistance	3.04%	11.20%	7.17%	55
Medium term rental assistance (3-24 months)	2.28%	6.95%	7.97%	44
Long term rental assistance (over 24 months)	2.66%	10.42%	11.95%	64
Housing case management assistance	3.04%	9.27%	11.95%	62
Eviction prevention	3.42%	6.95%	11.55%	56



Assistance paying energy bills	0.38%	3.47%	5.58%	24
Security deposit assistance	2.28%	8.49%	10.76%	55
Other debt payment assistance	2.28%	1.54%	6.37%	26

There was again some agreement among stakeholders and residents in the surveys regarding the highest funding priorities for homeowners and prospective homebuyers in the City of Madison. Nearly one-third of respondents noted that additional affordable owner-occupied housing is the highest need for this population, while additional down payment assistance for first time homebuyers was the most selected second highest priority, like in the stakeholder survey. However, unlike the stakeholder survey, the other second highest priority for homeowners and prospective homebuyers is the option of different homeownership opportunities, such as co-op and cohousing models.

**Table CS2: What housing programs and activities for homeowners/prospective homebuyers are most needed in your community?**

	First Choice	Second Choice	Third Choice	Total
Additional affordable owner-occupied housing	32.05%	10.89%	9.13%	134
Different homeownership opportunities (e.g. co-ops, cohousing, etc.)	15.83%	12.84%	8.33%	95
Opportunities for older adults to age in place	10.42%	10.51%	7.94%	74
Loans to incentivize conversion of renter-occupied homes to owner-occupied homes	5.79%	7.78%	12.70%	67
Down payment assistance for first time homebuyers	13.13%	17.90%	9.92%	105
Emergency home repair programs for low-income owners	3.86%	8.56%	9.13%	55
Major home repair programs for low-income homeowners	3.86%	10.89%	14.68%	75
Accessibility improvements for homeowners with physical disabilities	2.32%	2.33%	2.38%	18
Homebuyer education	3.86%	5.45%	3.97%	34
Home improvement/home maintenance/energy efficiency education	0.77%	5.06%	6.35%	31
Foreclosure prevention assistance	4.25%	3.11%	7.94%	39
Assistance paying energy bills	1.54%	2.72%	1.98%	16
Other debt payment assistance	2.32%	1.95%	5.56%	25

Residents had varying opinions on what the highest and second most urgent priorities should be to address the issue of homelessness in Madison and Dane County. Respondents identified both an increase in emergency shelter spaces and an increase in the amount of permanent housing in the community as the highest funding priorities. An increase in services provided at shelters and an increase in behavioral health services made available to those experiencing homelessness were identified by residents as the second-most urgent funding priorities.

**Table CS3: What are the most urgent priorities for people experiencing homelessness in our community?**

	First Choice	Second Choice	Third Choice	Total
Increase emergency shelter spaces	22.40%	8.03%	11.07%	103
Increase services provided at emergency shelters (e.g. case management, help finding work)	14.80%	18.88%	14.75%	120
Increase emergency rent assistance	7.60%	12.85%	9.84%	75
Increase permanent housing	26.40%	16.87%	11.48%	136
Homeless support services (transportation voucher, services, centers)	7.60%	14.86%	17.21%	98
Medical and dental services	0.80%	6.02%	8.20%	37
Behavioral health services (mental health, substance use)	19.20%	19.68%	22.95%	153
Food services	1.20%	2.81%	4.51%	21

For those not yet homeless, but who are at-risk of becoming homeless, over one-quarter of residents each responded that an increase in funding for eviction prevention and an increase in supportive services for those currently in housing as the most urgent funding need for this demographic in the community. This was identical to the top funding priorities identified in the stakeholder survey. One-quarter of residents also believed that increased supportive services should be the City’s second most urgent funding priority to prevent homelessness.

**Table CS4: What are the most urgent priorities for people at risk of becoming homeless in our community?**

	First Choice	Second Choice	Third Choice	Total
Increase funding for eviction prevention	27.27%	11.20%	11.34%	120
Tenant-landlord mediation services	8.68%	8.71%	9.66%	65
Provide greater assistance to help people find housing	12.81%	17.43%	15.97%	111
Increase funding for legal services	4.13%	7.05%	7.56%	45
Increase in supportive services for at-risk people currently in housing	31.40%	24.07%	13.87%	167
Increase funding for tenant-based rental assistance	8.26%	17.01%	17.65%	103
Re-entry services for formerly incarcerated individuals	7.44%	14.52%	23.95%	110

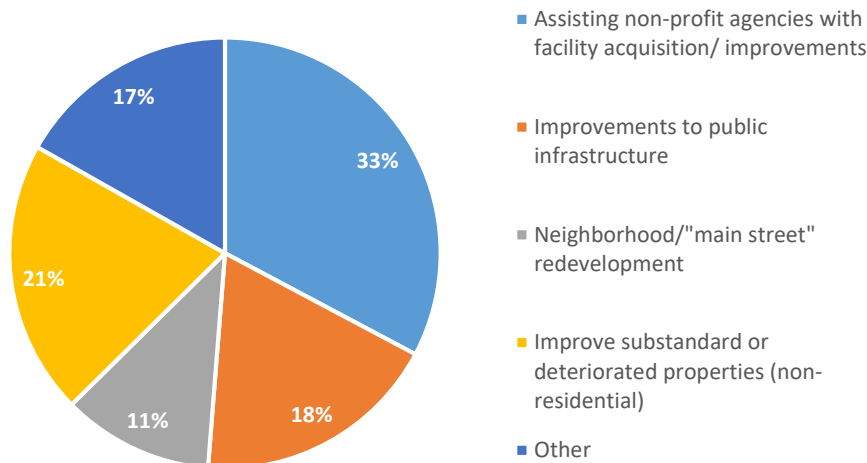
Nearly 60 percent of residents believed that housing assistance is the highest or second-highest priority that the City should fund as a social service for low-income residents. One-quarter of residents also identified that the provision of behavioral health services, including substance abuse, is the second-most needed social service for low-income persons.

**Table CS5: Which of the following social services are the most needed by low-income persons?**

	First Choice	Second Choice	Third Choice	Total
Medical and dental assistance	15.74%	12.88%	18.88%	111
Food assistance	5.96%	13.73%	11.16%	72
Housing assistance	43.40%	15.88%	11.59%	166
Veteran services	1.28%	0.86%	0.86%	7
Behavioral health services (mental health and substance use)	17.02%	23.61%	14.16%	128
Youth services	2.13%	4.29%	4.29%	25
Legal assistance	1.70%	4.72%	8.15%	34
Services for families with children	5.53%	10.73%	13.30%	69
Services for older adults	2.55%	3.43%	2.15%	19
Services for people with disabilities	1.70%	3.86%	4.72%	24
Services for victims of domestic or sexual abuse	2.13%	4.29%	3.43%	23
Violence prevention services	0.85%	1.72%	7.30%	23

Approximately one-third of residents in the survey identified assisting non-profits with facility acquisition or improvements as the most needed community development activity. However, a large share of respondents also believed that improving the City’s infrastructure or improving substandard areas of the area as the highest community development need we could fund.

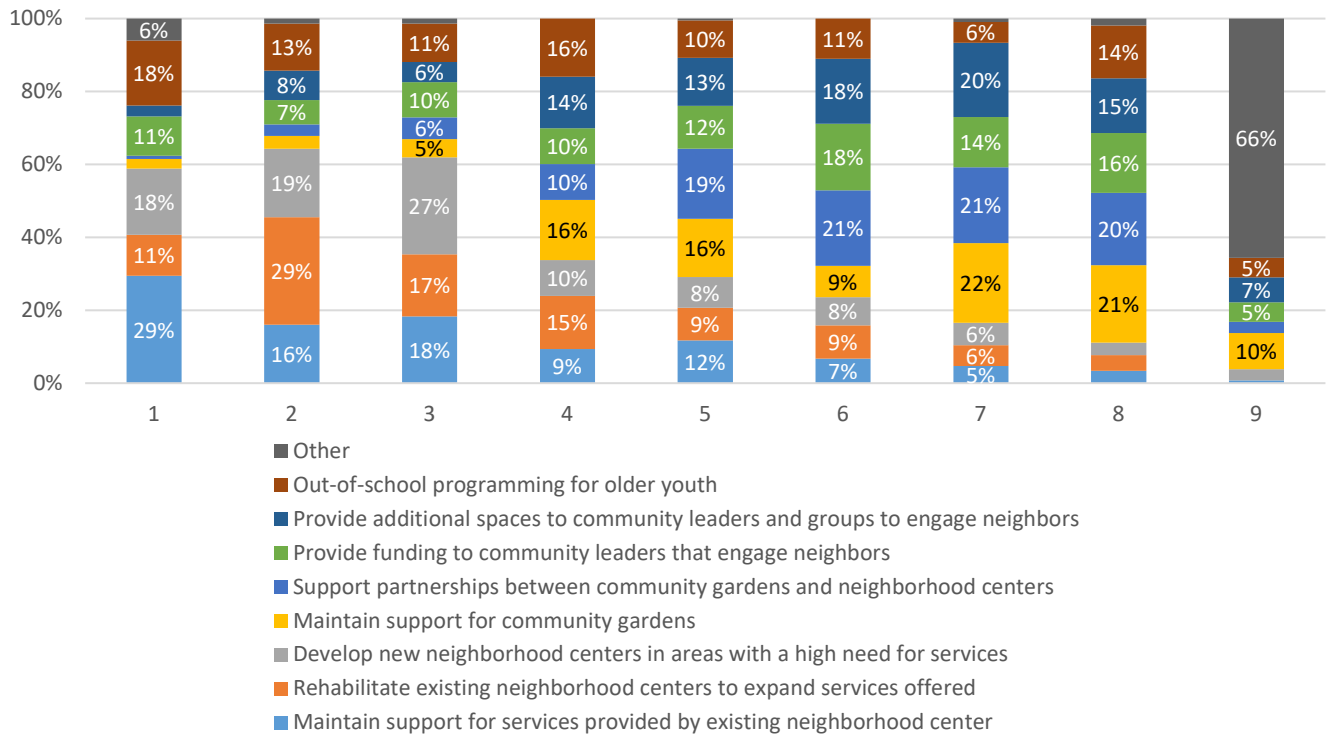
**Figure CS3: Which of the following community development activities are most needed in our community now?**



Approximately 60 percent of residents selected some neighborhood center-related activity are the most important, second-most important, and third-most important community leadership and engagement

activities that the City could fund. This theme is consistent with the results of the stakeholder survey, and the value that residents and stakeholders alike derive from neighborhood and community centers is apparent. Supporting community gardens and providing resources to leaders to engage their neighbors received the lowest rankings of the activities provided in the survey.

**Figure CS4: Please rank the following to indicate your level of importance for funding the following community leadership and engagement activities.**



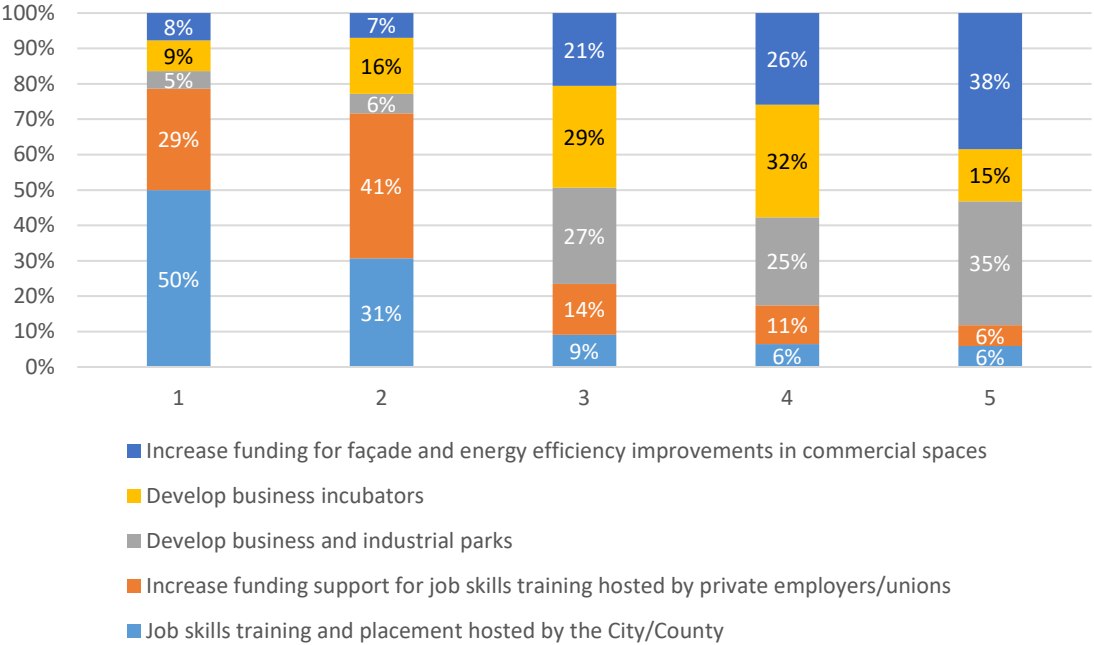
Residents and stakeholders have similar opinions in what economic opportunities and business development activities they believe Madison needs most. As in the stakeholder survey, the two activities selected as the top two economic activities most needed in the community were creating jobs in low-income neighborhoods and increasing job training programs for people currently or at-risk of becoming homeless. The two business development activities that the City could fund with its federal dollars, according to residents, are City-hosted jobs skills training and placement sessions, and funding job skills training and placement programs hosted by the private sector.

**Table CS5: What economic opportunities and activities are most needed in your community?**

	First Choice	Second Choice	Third Choice	Total
More loans to entrepreneurs and micro-enterprises	5.36%	4.07%	2.31%	26
More technical assistance for micro-enterprises and entrepreneurs (counseling and training for business owners)	1.79%	3.17%	3.70%	19
More technical assistance for businesses owned by women and/or Persons of Color	11.16%	9.05%	6.02%	58
Job creation through micro-enterprise assistance	3.13%	4.07%	5.56%	28

Job creation through small business assistance	5.36%	3.17%	5.09%	30
Creating jobs in low-income neighborhoods	37.95%	19.00%	8.80%	146
Increased amount financial support to entrepreneurs and micro-enterprises led by women and persons of color	4.91%	9.95%	6.94%	48
Increase employment training programs targeted for people at-risk of or currently experiencing homelessness	17.86%	27.60%	21.30%	147
Creating jobs for disabled persons	4.02%	4.07%	9.26%	38
More funding for job training and placement	4.46%	9.95%	16.20%	67
Funding for transitional employment programs	4.02%	5.88%	14.81%	54

**Figure CS5: Please rank the following to indicate your level of importance for funding the following business development activities.**



Similarly, residents and stakeholders also appeared to agree on which workforce development activities the City should prioritize with its federal funds. Nearly 60 percent of respondents believe that the first or second highest priority of the City should be to increase employment opportunities in low-income neighborhoods. Nearly one-third of residents think that the highest priority of the City should be to increase skills training to better prepare low-income persons for in-demand jobs.

**Table CS6: What workforce development activities are most needed in your community?**

	First Choice	Second Choice	Third Choice	Total
Increased apprenticeship/technical skills training for low-income individuals	31.08%	14.93%	11.63%	127

Increased employment opportunities near where low- and moderate-income residents live (i.e. addressing the job/skills mismatch)	29.28%	28.05%	12.56%	154
Job training and placement/employment opportunities for formerly incarcerated individuals	12.16%	18.10%	21.86%	114
Payment for participation in job skills training programs (i.e. payment for lost wages due to training)	11.71%	14.48%	18.60%	98
Transportation subsidies for low- and moderate-income workers to travel to/from employment	12.16%	17.65%	18.60%	106
Funding businesses that support cohort-style internship/training opportunities for low-income persons	3.60%	6.79%	16.74%	59

**Summary of Focus Group Feedback**

Throughout February and early March, CDD staff discussed issues related to housing, homelessness, and economic development to stakeholders from around Madison and Dane County. Staff asked the same questions to all participants, based on data from the American Community Survey, Point-in-Time Count, and economic data. Responses were intended to give staff insight into trends seen by experts in the field and not necessarily reflected in the data. The following summary of focus group input will inform our Division’s planning efforts and funding prioritization over the next five years.

**Rental Housing Discussion**

With Madison’s low rental vacancy rate of slightly over three percent, many participants noted that any new housing supply would be a welcome and much-needed addition to the market. The non-profit developers in attendance at the focus groups expressed a frustration with the City’s growing financial support of larger, out-of-state developers when they feel they do just as much, if not more, with fewer City funds. They assert that, given the recent issues demonstrated by one of the permanent supportive housing developers, tax credit developers need to demonstrate that they have the capacity to both build a high quality project and provide sufficient supportive services. The local non-profits feel like they are getting “pushed” by the City more into only delivering supportive services and case management rather than building and rehabilitating more units to serve their populations.

With the Dane County Continuum of Care (CoC) encouraging non-profits and case management providers to shift to a Coordinated Entry model, one housing provider noted that while it is their mission to house homeless and vulnerable populations, the Coordinated Entry model is costing their organization more simply to implement the CoC’s Housing First model. The direction that smaller housing providers are receiving from the CoC, along with the City’s shift in focus to building more units by leveraging Low-Income Housing Tax Credits, is a major part of the reason that the City is seeing a decline in the number of non-profit developers filling and addressing the housing gap.

**Comments and Input on How to Bolster Affordable Homeownership Opportunities**

Many stakeholders have witnessed an exodus of middle class and affluent, predominantly white, households moving outside of the City to purchase homes. This can be attributed to the lack of available land on which to build new housing for homeownership and that much of the available land (including infill) is being developed as either affordable or luxury high-density rental apartments. Further, common feedback received was that housing costs for a typical single-family home in Madison is too high (and

inventory so rarely turns over) for someone earning even a moderate income to afford, so many first-time homebuyers must look to suburban communities such as Sun Prairie to purchase a home under \$300,000. In Madison, the stakeholders noted that a typical household would need at least \$70,000 to buy a home at the median purchase price. Realtors at the focus groups noted that the median sale price of a home decreases by approximately \$70,000 in areas outside of Dane County. The high sale prices of single-family homes and available land in the City have further prevented low- and moderate-income homebuyers from accessing the market, as non-profit owner-occupied housing developers are looking elsewhere in Dane County for reasonably priced homes to acquire and rehabilitate to sell to income-qualified households.

Looking at long-term affordability, there was much discussion about the City prioritizing funding for and subsidy of alternative homeownership activities and owner-occupied development styles, including land trusts, cooperative housing, and shared equity models. Participants noted that generally, condominiums are more affordable than the existing available inventory of single-family homes, but the supply is more limited. The City should consider encouraging more owner-occupied multifamily development as a way to expand homeownership opportunities at a variety of price points.

Other feedback included modifying the zoning code to more flexible in order to allow for the construction of accessory dwellings in areas with small existing homes on large lots. One stakeholder pointed to the recent move by the City of Minneapolis, which allows for up to three dwelling units on a single lot in all residential zones. Expanding on existing programs that the City already offers, stakeholders familiar with homeownership housing noted that the City's down payment assistance programs could go further in helping moderate-income homeowners buy a home by better working with sellers confused by the City's role, especially when there are multiple offers on the home.

### **Equity and Expansion of Opportunity for Persons of Color**

When discussing economic opportunity and ways that Madison can expand its labor force participation among persons of color, stakeholders familiar with economic development cited the City of Milwaukee's requirement that all contractors include persons of color for construction contracts where City funds are involved. A stakeholder familiar with both the Madison and Milwaukee labor markets noted that there are not many people of color who own businesses that can be subcontracted out for work within the City limits. The group encouraged the City to support persons of color (through technical assistance, etc.) to grow their existing businesses so that they can have the capacity to be competitive for construction contracts. The fact that such a low percentage of construction work is completed by Minority-owned businesses and that there is a shortage of construction jobs overall is an opportunity of which the City is not taking advantage.

One suggestion of ensuring that more persons of color get access to well-paying construction jobs is to initiate "community benefit agreements" that can ensure persons of color have more opportunities to learn various trades. In Milwaukee, for example, some housing rehabilitation initiatives utilize trainees and apprentices hired by various subcontractors for trades like painting, drywall, and plumbing to complete the work for a given project, and satisfactory completion of the project has led to full-time employment by the contractor.

The City of Madison currently funds two agencies with CDBG revolving loan funds that support job creation among low- and moderate-income individuals – Wisconsin Women's Business Initiative

Corporation (WWBIC) and Madison Development Corporation (MDC). One suggestion on improving our Division's economic development efforts in a way that more equitably distributes resources was to create a threshold for types of jobs created and funded by WWBIC and MDC. Stakeholders want a way to ensure that these agencies are creating jobs for low- and moderate-income persons of color as well. Despite the heavy discussions at all focus groups on economic development and creative ways to innovate and expand our programs, the consensus was that additional federal funds should not be shifted to fund these initiatives. Stakeholders noted that there is a "chicken and egg" problem where housing is needed to support existing and projected future households wishing to live in the City, but there needs to be an adequate number of well-paying jobs available to accommodate the projected influx of households coming to Madison. However, nearly all stakeholders, including the representative from an economic development organization, agreed that the shortage of available (and affordable) housing is still the most critical issue to address in the City.

Another troubling observation made by some participants actively involved in the homeownership community is that they have seen a decrease in the number of people of color purchasing homes in Madison. They are unsure exactly of the cause of this trend, but asked CDD staff about potential strategies to bolster participation and opportunities among this demographic.

### **Tenant-Based Rental Assistance**

A new program that the City of Madison is contemplating implementing is a Tenant-Based Rental Assistance (TBRA) program, funded with a portion of its federal HOME Investment Partnerships Program funds. When this program was introduced to the focus groups, the response was generally positive, but several points and questions were raised on the program's implementation.

Some stakeholders compared the TBRA program to some difficulties they have seen with their clients' experiences with the Section 8 Housing Choice Voucher program, specifically, they have seen several households returning their vouchers due to the small number of landlords willing to accept them as rental assistance. They assert that a TBRA "voucher" program will encounter similar challenges in finding landlords open to renting to households with this assistance. One stakeholder suggested that it might be necessary to offer landlords some kind of incentive package in return for them accepting households receiving TBRA.

After providing some background on a TBRA program funded with HOME, and how the City of Madison is contemplating using the program to expand our existing Rapid Rehousing (RRH) program, many stakeholders, especially those involved with homelessness, were more receptive to the idea. Like in the City's existing RRH program, residents would be limited to two years of rental assistance, but the benefit of the program would be that a greater amount of state EHH funds would be used to fund the supportive services that formerly homeless families need to be successful in RRH. While it was explained that the City could use HOME to fund a TBRA program for use throughout the County, many felt that it would be more advantageous to limit it to Madison and other areas proximate to transit, jobs, and amenities. Stakeholders asserted that limiting the geography would help families stabilize when they do not need to worry about housing or transportation costs and constraints.

### **Results of Bean Poll Feedback**

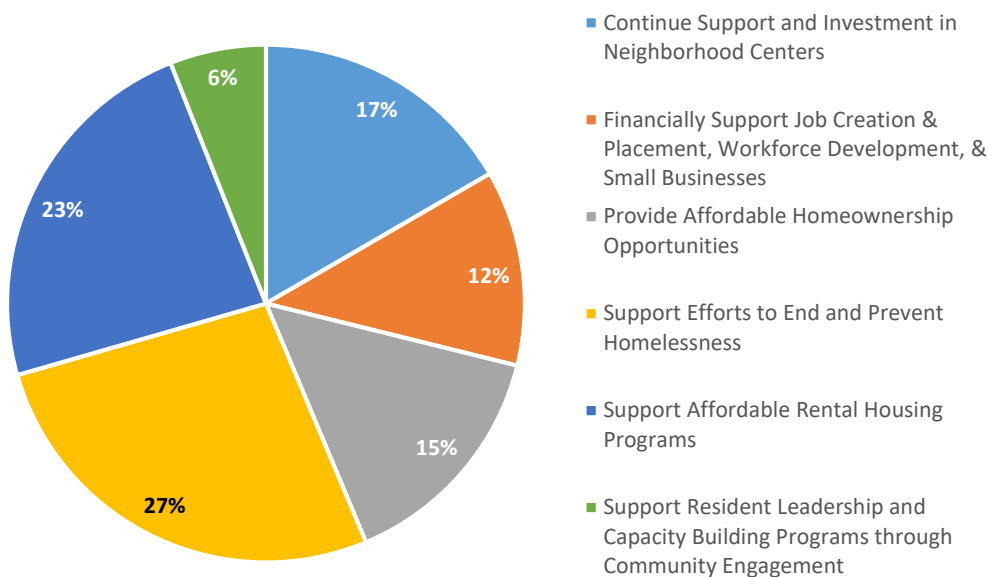


As mentioned above, nearly 100 residents from across the City participated in the CDD bean poll. Staff attended a variety of events, which included attending: an elementary school’s open house, a mayoral forum debate, a family fun night at a local community center, a pop-up event at the homeless day shelter near downtown, and a tax preparation event for low-income families. Through attending these various events, CDD staff learned how residents believe the City should be prioritizing its federal housing and community development funds. This innovative exercise allowed CDD staff to interact with residents on a more informal level, and also allowed us the opportunity to educate residents about the services and programs that the City already offers.

Most notably, the largest share of beans was placed in the jar for those who believed that supporting efforts to prevent and end homelessness should be prioritized. This was the case for those who personally felt that way, as well as those who believed it is a City-wide priority. Close behind, the second largest share of respondents indicated that the City should use its federal funds to support affordable rental housing programs. Twenty-three percent and 22 percent of residents believed that supporting affordable rental housing programs (including supporting development and ongoing operating support of rental housing) was important to them and is a need in the City. We heard from many participants that they have personally had difficulty finding affordable housing and that it is very difficult to find an affordable place to live in Madison.

One interesting trend we found through conducting these bean polls is that while prioritizing efforts to end and prevent homelessness were important to residents overall, participants at the Beacon homeless day shelter did not indicate that this was their top choice for how the City should prioritize its federal funds. Forty percent of respondents at the homeless day shelter indicated that the most important program they felt City could fund with its federal resources is supporting affordable rental housing programs. They also indicated that they felt supporting affordable rental housing is most important to the City at-large, with one-third of pinto beans placed in this jar.

**Figure BP2: What services and programs matter most to you?**



**Figure BP3: What services and programs do you believe matter most to the community?**

