



45 The Dane County Homeless Services Consortium, our Continuum of Care for U.S. Department  
46 of Housing and Urban Development (HUD) homelessness assistance grants maintains a  
47 coordinated entry lists (aka “by-name” lists) for housing for all the families and individuals who  
48 have been identified through our coordinated entry system as experiencing “literal  
49 homelessness” (also known as “category 1”). Persons are placed on this list according to a  
50 common assessment tool and the length of time they have experienced homelessness. In order  
51 to be assessed and placed on the coordinated entry “by-name” list for housing, the person must  
52 have been sleeping in a shelter or another place not meant for human habitation (like an  
53 encampment) for at least 7 days in a row prior to their assessment. Persons are experiencing  
54 chronic homelessness, according to HUD, if they have a verifiable disabling condition and have  
55 experienced homelessness for a total of at least 12 months in the last three years.

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57 As of August 11, 2021, there are 508 individuals on the coordinated entry list in Dane County  
58 who are currently experiencing homelessness and almost half of those persons, 238 people, are  
59 experiencing chronic homelessness. Racial disparities are significant. Black, Indigenous and  
60 People of Color (BIPOC) make up the majority of the people on the coordinated entry list and  
61 221 people (43%) identify as Black. 142 people are seniors (55 and over), 29 are veterans, and  
62 43 are youth (18-24 yrs old) on the list. The average length of time of individuals on the list  
63 waiting for a housing placement is 470 days.

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### 65 ***Thousands in Dane County at Risk of Eviction Due to Rent Owed***

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67 As of July 5, 2021, 8,573 renters (9.2% of 93,189 total renters) in Dane County are at risk of  
68 eviction due to owing back rent.<sup>1</sup> The Centers for Disease Control and Prevention (CDC), on  
69 August 3, 2021, issued a new Order which applies in counties with a substantial or high rate of  
70 community transmission. This Order is in effect for 60 days and protects renters from being  
71 evicted due to non-payment of rent through October 3, 2021 so long as Dane County remains at  
72 a substantial or high rate of community transmission. When the Order is no longer applicable, a  
73 significant increase in eviction filings is expected. More evictions will also add pressure on our  
74 sheltering and homeless services system.

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### 76 ***Growing Number of People Living in Encampments and Cars***

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78 Some of the people who had been in the hotels and who are on the coordinated entry list were  
79 previously living in encampments, including but not limited to McPike Park and Reindahl Park in  
80 the City of Madison. For much of the pandemic, the City of Madison followed CDC [guidance](#) to  
81 leave encampments in place. The City of Madison also authorized temporary permitted  
82 encampments in a few locations. One of those temporary permanent encampments (TPE) was  
83 at Reindahl Park. While the authorization for the TPE expired, the City of Madison, through  
84 direction by the Common Council, is allowing the encampment to remain in place while the City  
85 pursues alternatives to the Reindahl site. Outreach staff have estimated that as of early August,  
86 2021, they have connected with approximately 125 people who are currently living outside in

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<sup>1</sup> <https://www.nytimes.com/2021/07/28/opinion/covid-eviction-moratorium.html>

87 encampments. The actual number of people experiencing unsheltered homelessness and living  
88 outside or in cars is expected to be higher.

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90 State licensed campgrounds operated by the Dane County Parks Department are one of very  
91 few lawful alternatives for people experiencing homelessness who lack access to permanent  
92 housing. Dane County Ordinances, at sec. 53.07, regulate the campgrounds. Requirements in  
93 the ordinances which place limits on reservations, require online reservations, and require  
94 payment for reservation fees are particularly burdensome to people who are using the  
95 campground as their primary residence because they have no other housing available.

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97 In July, 2012, in response to a request from the Dane County Board, Madison-area Urban  
98 Ministry (now known as Just Dane), issued a report to the Dane County Board on alternative  
99 sites for Occupy Madison. Occupy Madison had been operating an encampment in an  
100 abandoned car lot on East Washington Ave. The Report provided immediate, intermediate, and  
101 long term “responses and strategies to address needs and gaps in services”. One of the  
102 immediate responses and strategies was related to car-camping. The report recommended the  
103 following to the County Board over 9 years ago:

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105 Establish car camping sites or parking spots for those living in their cars;

- 106 1. Identify spots on county owned property, businesses and faith communities  
107 parking lots;
- 108 2. Follow other successful car camping models from around the United States.  
109 Examples include Santa Barbara, CA, Eugene, OR, Portland, OR, Los Angeles,  
110 CA;
- 111 3. Create a registration process for those who would like to camp in the available  
112 car camping spots;
- 113 4. Develop a community outreach program to engage neighbors and address  
114 concerns regarding car camping in the neighborhood.

### 115 116 ***The Delta Variant and High Rate of Community Transmission in Dane County*** 117

118 In early August, the CDC determined that Dane County, like much of the country, was at a high  
119 rate of community transmission. On August 17, 2021, PHMDC issued an emergency order,  
120 effective August 19, 2021, which requires that everyone age 2 and older wear a face covering or  
121 mask when in any enclosed building where other people, except for members of the person’s  
122 own household or living unit, could be present. The high rate of community transmission in  
123 Dane County and throughout much of Wisconsin due to the Delta Variant necessitates  
124 alternatives to congregate shelter for persons who are particularly vulnerable to serious illness  
125 from COVID-19.

### 126 127 ***Opportunities for Collaboration with City of Madison on Temporary and Permanent*** 128 ***Housing Solutions*** 129

130 The challenges around unsheltered homelessness in Dane County are not new but, like in  
131 communities around the country, they have been made worse by the COVID-19 pandemic. One  
132 of the issues the community is struggling with is a growing reluctance to use group shelter  
133 settings, in part, for fear of exposure to COVID. As a result, more and more people  
134 experiencing homelessness are choosing to live outdoors, in conditions that are both unsafe  
135 and unsustainable. The City of Madison has allocated \$2M in ARPA funds for strategies to  
136 provide support outside of the shelter system. Funds provided in this proposal are intended for  
137 use to support one or more strategies for people currently living outdoors. Money could be used  
138 for such things as purchasing property for use as an encampment; installing basic services like  
139 running water, bathrooms or electricity; establishing “tiny homes” or similar structures for use by  
140 campers: and paying for on-site staff to support and monitor an encampment site. Additional  
141 funds are needed to support the purchase, and operation of the tiny house village community  
142 and additional sites to support safe and healthy living arrangements for people experiencing  
143 homelessness, particularly unsheltered homelessness. Additional options are also needed for  
144 people who are car-camping as that is not included in potential encampment sites.

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146 The City has also allocated \$2.5M in ARPA funds for the purchase of a hotel to convert to  
147 housing, with some units designated as permanent supportive housing for people who have  
148 been experiencing chronic homelessness. Through the ARPA, Dane County has received a  
149 \$2.25M allocation of funds targeted to the expansion of housing. Dane County’s allocation was  
150 determined using the HUD’s formula used to allocate annual HOME Investment Partnerships  
151 Program funds. While federal guidance for the use of these funds is forthcoming, national  
152 webinars regarding best practices for the use of these funds have encouraged the purchase and  
153 conversion of hotels for supportive housing for persons who have experienced homelessness.

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155 ***Precedent for Making Exceptions and Waiving Fees to Mitigate COVID-19 Hardship***

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157 Throughout the pandemic, Dane County has offered support for property owners and  
158 businesses to mitigate COVID-related burdens. In 2020, the County adopted 2020 Res 20  
159 allowing municipalities to delay property tax payments and waive penalties and fees on their  
160 property taxes. In 2021, the County adopted 2020 Res. 442 which allowed Public Health  
161 Madison Dane County to provide a 30% rebate for license fees for businesses. The rebate  
162 saves business owners with the most common license \$165.

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164 NOW THEREFORE BE IT RESOLVED, Dane County shall continue to pursue hotel  
165 partnerships to provide safe shelter with previously allocated funds to persons designated in the  
166 “vulnerable population” and to avoid returning vulnerable individuals to congregate shelter,  
167 unsheltered homelessness, or other unsafe living arrangements.

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169 BE IT FURTHER RESOLVED, Dane County allocates \$7M in American Rescue Plan Act funds,  
170 to support additional strategies to serve people experiencing homelessness, particularly those  
171 experiencing unsheltered homelessness and living in encampments, with expanded services  
172 and housing options as follows:

- 173 - \$250,000 to expand outreach services to people experiencing unsheltered  
174 homelessness;  
175 - \$1.5M for land acquisition, planning, development and operation of one or more  
176 permanent tiny house village(s);  
177 - \$5.25M for purchase and renovation of one or more hotels or multi-unit buildings  
178 to provide supportive, low-barrier housing for people on the coordinated entry by-  
179 name list.

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181 BE IT FURTHER RESOLVED, provided it is a permitted expenditure under forthcoming federal  
182 guidance, Dane County designates its additional \$2.25M allocation under the federal HOME  
183 funds formula to contribute to the purchase of a hotel to convert to supportive housing for  
184 individuals or couples who have experienced homelessness and are on the coordinated entry  
185 “by-name” list. If allowable under forthcoming federal guidance, funds may be used to support  
186 the acquisition of a hotel in partnership with the City of Madison. Dane County should also  
187 consider authorizing additional ARPA funds or funding in the 2022 Capital Budget for a hotel  
188 purchase outside the City of Madison.

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190 BE IT FURTHER RESOLVED, that the Departments of Human Services, Land and Water  
191 Resources, Planning and Development, Department of Administration, and Public Health shall  
192 convene a staff team to prepare a report on implementation of lawful car-camping options in  
193 Dane County as first recommended to the County Board in July, 2012. The report shall be  
194 presented to the City-County Homelessness Issues Committee no later than 60 days after the  
195 adoption of this resolution.

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197 BE IT FURTHER RESOLVED, Dane County shall temporarily waive the requirements of ss.  
198 53.07(1),(2), (3), and (5), Dane Co. Ords., for people experiencing homelessness, following a  
199 referral from outreach workers, and camping in Dane County campgrounds through March 31,  
200 2022.

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202 BE IT FURTHER RESOLVED, Dane County will continue to pursue reimbursement, to the  
203 greatest extent possible, from the Federal Emergency Management Agency (FEMA) for  
204 expenditures on non-congregate hotel sheltering, particularly for the sheltering of people  
205 particularly vulnerable to serious illness from COVID-19 infection and those in quarantine.

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207 BE IT FINALLY RESOLVED, that Dane County, in its 2022 Capital Budget affordable housing  
208 development commitment, will prioritize partnerships with nonprofits committed to providing  
209 transitional and permanent housing to people who are currently experiencing homelessness,  
210 with a strong preference for set asides for persons and families experiencing chronic  
211 homelessness.

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219 References

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221 Chapter 53 dane co ords <https://www.countyofdane.com/documents/pdf/ordinances/ord053.pdf>

222 April presentation

223 <https://dane.legistar.com/View.ashx?M=F&ID=9343655&GUID=A1A06C85-5781-41DC-8022-24583519C314>

224 Res 11 RRH

225 <https://dane.legistar.com/LegislationDetail.aspx?ID=4922335&GUID=FD4C440B-6C7C-4810-88E4-586E0E616970>

226 City investment chart for housing and homelessness 2021 ARPA and 2022

227 <https://madison.legistar.com/View.ashx?M=F&ID=9500443&GUID=1F47D089-A775-466B-AF13-E22B407E21E1>

228 CDC encampment guidelines

229 <https://www.cdc.gov/coronavirus/2019-ncov/community/homeless-shelters/unsheltered-homelessness.html>

230 NAEH and FEMA

231 <https://endhomelessness.org/fema-response-and-homelessness-during-covid-19/>

232 NLIHC letter re FEMA reimbursement

233 [https://nlihc.org/resource/nlihc-led-disaster-housing-recovery-coalition-calls-fema-release-guidance-extend-full?utm\\_source=NLIHC+All+Subscribers&utm\\_campaign=5082676db4-DHRC-Update-7-8-2021&utm\\_medium=email&utm\\_term=0\\_e090383b5e-5082676db4-291673033&ct=t\(DHRC-Update-7-8-2021\)](https://nlihc.org/resource/nlihc-led-disaster-housing-recovery-coalition-calls-fema-release-guidance-extend-full?utm_source=NLIHC+All+Subscribers&utm_campaign=5082676db4-DHRC-Update-7-8-2021&utm_medium=email&utm_term=0_e090383b5e-5082676db4-291673033&ct=t(DHRC-Update-7-8-2021))

234 FEMA non-congregate sheltering

235 <https://nlihc.org/sites/default/files/FEMA-Non-Congregate-Sheltering-During-the-COVID-19-Pandemic.pdf>

236 Dane Co Out of Reach NLIHC

237 [Out of Reach 2021: Wisconsin](https://rethinkinghomelessness.org/)

238 <https://rethinkinghomelessness.org/>

239 HUD ESG COVID19 grantee guidance

240 [https://www.hud.gov/program\\_offices/comm\\_planning/homeless\\_esg\\_covid-19](https://www.hud.gov/program_offices/comm_planning/homeless_esg_covid-19)

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