



# First Program Year Action Plan

The CPMP 2010 Annual Action Plan includes the [SF 424](#) and Narrative Responses to Action Plan questions that CDBG, HOME, HOPWA, and ESG grantees must respond to each year in order to be compliant with the Consolidated Planning Regulations. The Executive Summary narratives are optional.

## Narrative Responses

### GENERAL

#### Executive Summary

The Executive Summary is required. Include the objectives and outcomes identified in the plan and an evaluation of past performance.

Program Year 1 Action Plan Executive Summary:

#### Introduction

Dane County presents the following One-Year Action Plan for the expenditure of Community Development Block Grant (CDBG) and HOME Investment Partnerships (HOME) funds expected to be received from the Department of Housing and Urban Development (HUD) for the period of January 1, 2010 through December 31, 2010.

The primary objective of the Community Development Block Grant Program as stated in Title I of the Housing and Community Development Act of 1974, as amended, is the development of viable urban communities. This is achieved by:

- Providing decent housing,
- Providing a suitable living environment, and
- Expanding economic opportunities.

Examples of potentially eligible activities include: land/property acquisition, rehabilitation of residential and non-residential property, construction of non-governmental public facilities, infrastructure improvements, public services, and economic development activities.

Each activity funded by CDBG must meet one of three national objectives:

- Benefit to low and moderate-income persons,
- Aid in the prevention or elimination of slums or blight; and
- Meet a particularly urgent community development need.

No less than 70% of funds are to be spent on activities that benefit low and moderate- income (LMI) persons. Spending on public service activities is limited to 15% of the program year's allocation plus 15% of the preceding year's program income.

Four categories can be used to meet the LMI national objective:

1. Area benefit activities (LMA)

2. Limited clientele activities (LMC)
3. Housing activities (LMH) or
4. Job creation or retention activities (LMJ)

#### Area Benefit Activities (LMA)

Activities that benefit all residents of a particular area, where at least 51 percent of the residents are LMI persons. HUD uses a special run of the Census tract block group data to identify these areas. HUD permits an exception to the LMI benefit area for certain entitlement communities. Dane County is allowed to qualify activities based on the "exception criteria" or "upper quartile". Currently, activities that benefit areas where at least 42.8% of the residents are LMI qualify as an area benefit. Communities may also undertake surveys in areas using HUD approved survey instruments and methodology to determine the percentage of LMI in a service area.

#### Limited Clientele Activities (LMC)

Under this category 51% of the beneficiaries of the activity have to be LMI persons. Activities must meet one of the following tests:

- Benefit a clientele that is generally presumed to be LMI. This presumption covers abused children, battered spouses, elderly persons, severely disabled adults, homeless persons, illiterate adults, persons living with AIDS, and migrant farm workers; or
- Require documentation on family size or income in order to show that at least 51% of the clientele are LMI; or
- Have income eligibility requirements limiting the activity to LMI persons only; or
- Be of such a nature and in such a location that it can be concluded that clients are primarily LMI.

#### Housing Activities (LMH)

These are activities that are undertaken for the purpose of providing or improving permanent residential structures which, upon completion, will be occupied by LMI households. Structures with one unit must be occupied by a LMI household. If the structure contains two units, at least one unit must be LMI occupied. Structures with three or more units must have at least 51% occupied by LMI households.

#### Job Creation or Retention Activities (LMJ)

These are activities designed to create or retain permanent jobs, at least 51% of which (computed on a full-time equivalent basis) will be made available to or held by LMI persons.

The HOME Program was created by the National Affordable Housing Act of 1990. The intent of the program is to expand the supply of decent, safe, sanitary, and affordable housing, with primary attention to rental housing, for very low-income and low-income families. HOME funds may be used for:

- Homeowner Rehabilitation – to assist existing owner-occupants with the repair, rehabilitation, or reconstruction of their homes.
- Homebuyer Activities – to finance the acquisition and/or rehabilitation or new construction of homes for homebuyers.
- Rental Housing – affordable rental housing may be acquired and/or rehabilitated, or constructed.
- Tenant-Based Rental Assistance – financial assistance for rent, security deposits, and, under certain conditions, utility deposits may be provided to tenants.

There is a 25 percent matching obligation for HOME funds.

**Resources**

Dane County expects to receive a total of \$1,674,286 in new Community Development Block Grant (CDBG) and HOME Investment Partnerships Program (HOME) entitlement grant funding to carry out its planned activities as outlined in the 2010 Action Plan.

Grant	2010 Allocation
CDBG	\$1,125,511
HOME	\$548,775
Total	\$1,674,286

**Significant Aspects by Which the Plan was Developed**

The 2010 Action Plan is the first year plan developed as part of the 2010-2014 Consolidated Plan. The process for developing the Consolidated Plan began in August, 2008 with the first of three public hearings held around the County in conjunction with regular evening meetings of the CDBG Commission to gather input on housing and community development needs. The meetings and locations included:

- |                    |                         |
|--------------------|-------------------------|
| August 28, 2008    | Middleton Senior Center |
| September 25, 2008 | Sun Prairie City Hall   |
| October 23, 2008   | Fitchburg Senior Center |

In addition to a display ad in the *Wisconsin State Journal* providing notice of the public hearings, letters were sent from the County Executive to the chief elected official in each municipality. The Chair of the CDBG Commission also sent a letter inviting County Board Supervisors to attend the hearings and to provide input orally or in writing.

From August 2008 through February 2009 meetings were held by staff, who were accompanied from time to time by CDBG Commission members, with a number of the participating municipalities of the Urban County Consortium.

Participating Municipalities included:

- |                          |                             |
|--------------------------|-----------------------------|
| Albion, Town of          | Medina, Town of             |
| Belleville, Village of   | Middleton, Town of          |
| Black Earth, Village of  | Mount Horeb, Village of     |
| Blooming Grove, Town of  | Oregon, Town of             |
| Cambridge, Village of    | Oregon, Village of          |
| Christiana, Town of      | Perry, Town of              |
| Cottage Grove, Town of   | Primrose, Town of           |
| Cross Plains, Town of    | Shorewood Hills, Village of |
| Cross Plains, Village of | Springfield, Town of        |
| Dane, Town of            | Stoughton, City of          |
| Deerfield, Village of    | Sun Prairie, City of        |
| De Forest, Village of    | Verona, City of             |
| Dunn, Town of            | Westport, Town of           |
| Fitchburg, City of       | York, Town of               |
| Madison, Town of         |                             |
| Marshall, Village of     |                             |
| McFarland, Village of    |                             |

## Dane County

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Follow-up letters were sent out January 30, 2009 to communities that had not yet responded along with copies of the questions that were posed to elicit feedback. The Village of Waunakee responded via the survey.

Another significant component of the development of the Consolidated Plan was the use of a survey mailed out the first week in February 2009 to 1,500 randomly selected Dane County residents living outside the City of Madison who voted in the November 4, 2008 general Presidential Election. The sampling included a component to pull persons to be surveyed based on the percent of the low-and-moderate income population in the community. The response rate was slightly over 30%.

### **CONSULTATION PROCESS**

Consultation with other public/private entities that provide housing, health services, and social services was made to gather data and needs information in the development of the Consolidated Plan. This included consultation with the following groups:

#### Fair Housing Services

Fair Housing Center of Greater Madison  
Dane County Office of Equal Opportunity

#### Lead-Based Paint

Board of Health for City of Madison and Dane County  
Wisconsin Department of Health Services

#### Planning Agencies

Dane County Department of Planning and Development  
Dane County Emergency Management

#### Public Housing Agencies

Dane County Housing Authority  
DeForest Housing Authority  
Broihahn Management and Consulting, LLC – management company for the Stoughton Housing Authority

#### Social Service Organizations

Dane County Department of Human Services – Joining Forces for Families

#### Organizations Serving Seniors

Dane County Department of Human Services  
Independent Living, Inc.

#### Organizations Serving Children

Dane County Department of Human Services

#### Agencies Serving Persons with Disabilities

Dane County Department of Human Services  
Dane County Long Term Support Committee  
Independent Living, Inc.  
Movin' Out, Inc.

#### Organizations Serving Persons with HIV/AIDS and their Families

AIDS Network  
Wisconsin Department of Health Services – AIDS/HIV Program

#### Organizations Serving the Homeless

Homeless Services Consortium  
United Way of Dane County – Nan Cnare with Families First

Draft and final versions of the 2010 Annual Plan were made available to the municipalities that are participating in the Dane County Urban County Consortium.

## **Citizen Participation**

### Public Notice

A summary of the 2010 Action Plan, 2010-2014 Consolidated Plan, and notice of public hearing was published in a nonlegal section of the *Wisconsin State Journal* on July 29, 2009. A press release of this information appeared on the front page of the County web site and was also sent to all area media, including weekly newspapers serving local municipalities and targeted populations – such as the readers of *Latino Comunidad*.

### Public Hearing

In addition to the three public hearings held to gather input into the Consolidated Plan, a public hearing was held beginning at 5:30 p.m. on August 27, 2009 in the Town of Westport Town Hall by the CDBG Commission. The Town Hall is accessible for persons with disabilities. This hearing provided information to attendees regarding housing and community development needs, the amount of entitlement funding the County expects to receive, the range of activities that may be undertaken, proposed projects and activities, and provided an opportunity for review and comment on the 2010 Action Plan.

### Availability to the Public

The draft versions of the 2010 Action Plan and 2010-2014 Consolidated Plan were posted on the County web site beginning on July 27, 2009. Information on these documents and links to them were sent to applicants for 2010 funding the week of July 27, 2009, to the 55 participating municipalities of the Dane County Urban County Consortium on August 7, 2009, and to the County Board of Supervisors on August 13, 2009. Comments on the Plans could be submitted orally at the public hearing or via e-mail to [cdbg@co.dane.wi.us](mailto:cdbg@co.dane.wi.us)

### Summary of Comments or Views

Comments (8.21.2009-8.26.2009): There were a number of comments shared at the public hearing asking for reconsideration of the cut to the Dane County Housing Authority's First Time Homebuyer education program. Persons furnishing written and/or oral testimony included:

Percy Brown, Deputy Executive Director, Community Development Authority;  
Susan K. Day, Affordable Housing Coordinator, AnchorBank;  
Christine Haroldson, President, Home Buyers Round Table of Dane County, Inc.;  
Dan Miller, Keller Williams Realty;  
Peter Falk, Realtor;  
Laura Croft;  
Kathleen Olson;  
Gloria Mendoza Adams, Realtor;  
Greg Hull, Realtors Association of South Central Wisconsin  
Carolyn Parham, Executive Director, Dane County Housing Authority  
Kate Nardi, Homeownership Coordinator, Dane County Housing Authority

*Response:* This is considered a public service program and is capped at 15% of the CDBG entitlement grant. All persons who receive down payment and closing cost assistance through CDBG and HOME funded programs are required to complete housing counseling; however, not all persons who participate in the Homebuyer education programs become homebuyers or receive assistance through the CDBG and HOME funded programs. Requests greatly exceeded the funds available. It really came down to one basic human service – Joining Forces for Families – against all of the other requests. This is a valued service and with the support shown, it is hoped that other funding sources may be found.

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Comments (8.20.2009-8.26.2009): There were several comments shared at the public hearing asking for reconsideration of awarding funds directly to two communities rather than to Project Home for the major home rehabilitation program. Persons furnishing written and/or oral testimony included:

Judy Aysan  
Gordon Lehner  
Margaret Flood  
Jessica Schmiedicke, representing Village of DeForest  
Jan Reek, Director of Programs, Project Home

*Response:* There is concern among staff and Commission members regarding the timeliness of expenditures by Project Home and the lack of local contractors utilized in communities in which major rehabilitation work has been performed. For the home rehabilitation work being performed in 2009, the dollars are from the 2008 allocation. It is not expected that the funds awarded in 2009 will be tapped until 2010. This is despite a significant waiting list. Only about 10-12 homes are being assisted each year. While the 2009 allocation amount was not received from HUD until May 2009, it is inaccurate to indicate that the lateness of contracts being issued was the reason that 2009 dollars are unexpended.

It is misleading for Project Home to have sent letters to persons on the waiting list indicating that work on their home would not be performed in 2010 due to funds not being awarded to Project Home. These individuals are far enough down the waiting list that the work would not be accomplished in 2010.

However, given the support from the Village of DeForest and City of Stoughton, the Commission will award the funds directly to Project Home for use in those two communities. Staff were instructed to write a tight contract and to keep the Commission informed as to progress. Funds will be reallocated in the event of lack of timeliness of expenditures.

Comments (8.26.2009): There were several comments shared at the public hearing asking for reconsideration of the funding cuts to homeless prevention programs operated by Independent Living and the Community Action Coalition. Persons furnishing written and/or oral testimony included:

Rita Giovannoni, CEO, Independent Living, Inc.  
Emily Curtis, Board President, Community Action Coalition for South Central Wisconsin  
Greta Hansen, Executive Director, Community Action Coalition for South Central Wisconsin  
Bob Salov, County Board Supervisor, and Board member for Community Action Coalition for South Central Wisconsin

*Response:* These services are considered public service programs and are capped at 15% of the CDBG entitlement grant. Requests greatly exceeded the funds available. It really came down to one basic human service – Joining Forces for Families – against all of the other requests. In late 2009, Independent Living and the Community Action Coalition were part of a collaborative that received \$273,118 in Homeless Prevention and Rapid Re-Housing (HPRP) funds for use in Dane County, outside the City of Madison. These funds may be expended through 2010. While the dollars are not the same as CDBG funds and come with their own set of requirements, this is what is available.

Additional comments received may be found in the Commission meeting minutes at: <http://danedocs.countyofdane.com/webdocs/pdf/coclerk/minutes/CD20090827m.pdf>

## Planned Activities for Plan Year 1/Program Year 2010

A complete listing of proposed activities along with the funding priority, objective, and outcome may be found in Table 1.

2010 will see the continuation of multi-year activities that were initiated in prior years, including:

- Revolving loan fund
- Commercial façade improvements
- Housing rehabilitation
- Down payment assistance.

### Decrease in Funding

The CDBG Commission recommends that if there were not sufficient funds available for the programs recommended for CDBG or HOME funding, that first program income be tapped as allowable to offset those reductions. If that source of funds is insufficient to cover reductions in the HOME funding, it is recommended to reduce Habitat for Humanity to \$100,000. If the CDBG entitlement funding is reduced requiring a reduction in public service funds to come in under the 15% cap, then the DCDHS Joining Forces for Families program will be reduced. If additional reductions are needed, it is recommended to reduce the remaining activities on a percentage basis.

### Increase in Funding

In the event additional CDBG funds become available, the CDBG Commission recommends that funding be provided for loans to micro-businesses.

## Objectives and Outcomes

The HUD Outcome Performance Measurement System offers three possible objectives for each activity. As noted in the CPD Performance Measurement Guidebook, these are based on the broad statutory purposes of the programs and include:

- Creating Suitable Living Environments – relates to activities that are designed to benefit communities, families, or individuals by addressing issues in their living environment. This objective relates to activities that are intended to address a wide range of issues faced by low-and-moderate income persons, from physical problems with their environment, such as poor quality infrastructure, to social issues such as crime prevention, literacy, or health services.
- Providing Decent Housing – This objective focuses on housing activities whose purpose is to meet individual family or community housing needs.
- Creating Economic Opportunities – applies to activities related to economic development, commercial revitalization, or job creation.

The system outcome is closely aligned with the objective and helps to further refine the expected result of the objective that is sought. HUD narrowed this to three outcomes including:

- Availability/Accessibility – applies to activities that make services, infrastructure, public services, public facilities, housing, or shelter available or accessible to low and moderate-income people, including persons with disabilities.
- Affordability – applies to activities that provide affordability in a variety of ways to low-and-moderate income people. Affordability is an appropriate objective whenever an activity is lowering the cost, improving the quality, or increasing the affordability of a product or service to benefit a low-income household.

- Sustainability – applies to activities that are aimed at improving communities or neighborhoods, helping to make them livable or viable by providing benefit to persons of low-and-moderate-income or by removing or eliminating slums or blighted areas, through multiple activities or services that sustain communities or neighborhoods.

The objectives and outcomes for each proposed activity in 2010 may be found in Table 1.

**Table 1: Proposed Use of Funds with Objectives and Outcomes**

<p><b>Project: Housing Rehabilitation</b>                  Project ID: 2010-                  Priority Need Category: Owner Occupied Housing</p>								
<p><i>Priority 1:</i> Provide energy efficiency improvements as a means to promote continuing affordability of housing.  <i>Priority 2:</i> Promote the rehabilitation of existing owner-occupied housing as a means to maintain affordable housing.  <i>Priority 3:</i> Provide accessibility improvements as a means to help low-and-moderate income households with disabilities maintain existing housing.</p>								
Activity	Description	Location	National Objective	HUD Objective	HUD Outcome	Funding Source	Amount	2010 Goal
Independent Living – Home Modification	Provide home safety and accessibility modifications to low-income elderly and disabled residents.	Urban County Consortium Communities	LMC	Decent Housing DH 2.1	Affordability	CDBG	\$35,015	35 units
Project Home – Minor Home Repair and Rehabilitation Grant Program	Provide necessary minor home repairs to low and moderate income homeowners.	Urban County Consortium Communities	LMH	Decent Housing DH 2.1	Affordability	CDBG	\$34,000	7 units
Project Home - Repair and Rehabilitation Grant/Loan Program	Provide a major home rehabilitation loan program for low and moderate income homeowners.	City of Stoughton Village of DeForest County-wide	LMH	Decent Housing DH 2.1	Affordability	CDBG HOME	\$66,044 \$164,632	10 units

<p><b>Project: Home Ownership</b>                  Project ID: 2010-                  Priority Need Category: Owner Occupied Housing</p>								
<p><i>Priority 4:</i> Promote homeownership through the provision of loans for down payment and closing cost assistance.  <i>Priority 5:</i> Promote the development of owner-occupied affordable single-family housing units.</p>								
Activity	Description	Location	National Objective	HUD Objective	HUD Outcome	Funding Source	Amount	2010 Goal
Dane County Housing Authority – Down Payment and Closing Cost Program	Provide down payment assistance to income eligible first-time homebuyers.	Urban County Consortium Communities	LMH	Decent Housing DH 2.2	Affordability	HOME	\$100,000	10 households
Habitat for Humanity – Homebuilding Program	Select, finance, and develop quality buildable sites that will provide homeownership opportunities for families.	Urban County Consortium Communities	LMH	Decent Housing DH 1.1	Availability/ Accessibility	HOME	\$100,000	2 units
Movin’ Out – Homeowner Program	Provide down payment and closing cost loans to low-income households that have at least one member with a severe and permanent disability.	Urban County Consortium Communities	LMH	Decent Housing DH 2.2.	Affordability	HOME	\$100,000	2-3 households
Operation Fresh Start – Affordable Homeownership	Develop well-built, energy efficient housing affordable to low-and moderate income buyers within the Village of Cambridge.	Village of Cambridge	LMH	Decent Housing DH 1.1.	Availability/ Accessibility	HOME	\$54,000	1 unit

<p><b>Project: Rental Housing</b>                  Project ID: 2010-                  Priority Need Category: Rental Housing</p>								
<p><i>Priority 9:</i> Provide the rehabilitation of affordable renter-occupied housing units.  <i>Priority 12:</i> Provide affordable rental housing units.</p>								
Activity	Description	Location	National Objective	HUD Objective	HUD Outcome	Funding Source	Amount	2010 Goal
Movin' Out – Stoughton Riverwalk Housing	Finance 11 affordable housing units in a proposed 41 unit rental housing development in Stoughton. The 11 financed units will be occupied by families with at least one member with a permanent disability. Total project cost is \$8 million.	City of Stoughton	LMH	Decent Housing  DH 1.2	Availability/ Accessibility	HOME	\$127,616	0 units in 2010; ___ units 2012
TBD – Rental Rehab Revolving Loan Fund	Provide low-interest loans to make needed repairs to rental property found to be blighted or in violation of local building/habitability codes.	Urban County Consortium Communities	LMH	Decent Housing  DH 2.3	Affordability	CDBG	\$91,166	___ units

Note: Program Standards for the rental rehab program are still under development. The intent is to be a revolving loan program, but this may change as the standards are developed and adopted by the CDBG Commission.

**Project: Economic Development**

Project ID: 2010-

Priority Need Category: Economic Development

*Priority 7:* Provide loans for micro-businesses to start-up or grow.

*Priority 11:* Provide technical assistance for persons wanting to start a business.

Activity	Description	Location	National Objective	HUD Objective	HUD Outcome	Funding Source	Amount	2010 Goal
Wisconsin Women's Business Initiative, Inc. – Microenterprise Development Continuum	Provide interconnected services that help clients start and grow microenterprises and small businesses.	Urban County Consortium Communities	LMC	Creating economic opportunities	Availability/Accessibility	CDBG	\$50,000	___ businesses

<p><b>Project: Public Facilities</b>                  Project ID: 2010-                  Priority Need Category: Public Facilities; Infrastructure</p>								
<p><i>Priority 10:</i> Improve accessibility to public buildings for persons with disabilities.  <i>Priority 12:</i> Provide assistance to provide infrastructure improvements.  <i>Priority 14:</i> Provide assistance to construct or rehabilitate senior centers, youth centers, and other public facilities.</p>								
Activity	Description	Location	National Objective	HUD Objective	HUD Outcome	Funding Source	Amount	2010 Goal
Stoughton Area Youth Center	Restoration of an historic brick warehouse to be used as a youth center to accommodate middle and high school aged teens. Work in 2010 would focus on the top floor and include: ceiling insulation, flooring, framing, and top of the elevator shaft.	City of Stoughton	LMA	Suitable Living Environment	Availability	CDBG	\$25,102	___ people
Town of Madison – Southdale Neighborhood Sidewalk Project	Provide funds for infrastructure improvements including sidewalks as essential to ensure the safety of residents.	Pheasant Ridge Trail, Deer Valley RD, and/or Ski LN areas of the Southdale Neighborhood	LMA	Suitable Living Environment	Affordability	CDBG	\$200,000	___ people

**Project: Public Services**

Project ID: 2010-

Priority Need Category: Public Services

Provide needed public services to low-and-moderate-income persons.

Activity	Description	Location	National Objective	HUD Objective	HUD Outcome	Funding Source	Amount	2010 Goal
Dane County Department of Human Services – Early Childhood Initiative Self-Sufficiency Funds	Provide families who are participants in the Allied DR Early Childhood Initiative with quick access to resources that promote family stability and self-sufficiency including funds for eviction prevention, utilities, food, work clothes, and educational expenses.	Allied DR Neighborhood	LMA	Suitable Living Environment	Availability/ Accessibility	CDBG	\$10,000	___ people
Dane County Department of Human Services – Joining Forces for Families	Provide prevention and early intervention social services to low-income families in two service areas to assist families to meet their basic needs and to maintain stability in their households.	Affected communities: 1) Black Earth, Cross Plains, and Mount Horeb and surrounding townships and 2) Belleville, McFarland, Monona, and Oregon and surrounding townships	LMC	Suitable Living Environment	Sustainability	CDBG	\$138,826	___ people

TBD – Paratransit Services	Through an RFP process award contracts for paratransit projects that help to meet the transportation needs of low-and-moderate income persons living outside the City of Madison.	Urban County Consortium Communities	LMC	Suitable Living Environment	Availability/ Accessibility	CDBG	\$20,000	___ people
<p><b>Project: Urgent Needs</b>                  Project ID: 2010-                  Priority Need Category: Other</p>								
Disaster assistance.								
Activity	Description	Location	National Objective	HUD Objective	HUD Outcome	Funding Source	Amount	2010 Goal
TBD	Set aside dollars to be used to address urgent needs arising from a natural disaster, such as floods or tornados plus provide needed matching funds to access other forms of disaster assistance funding.	Urban County Consortium Communities	Urgent Needs	Suitable Living Environment	Sustainability	CDBG	\$30,255	___ people

**Project: Administration**

Project ID: 2010-

Priority Need Category: Planning/Administration

Provide funding for program planning and administration.

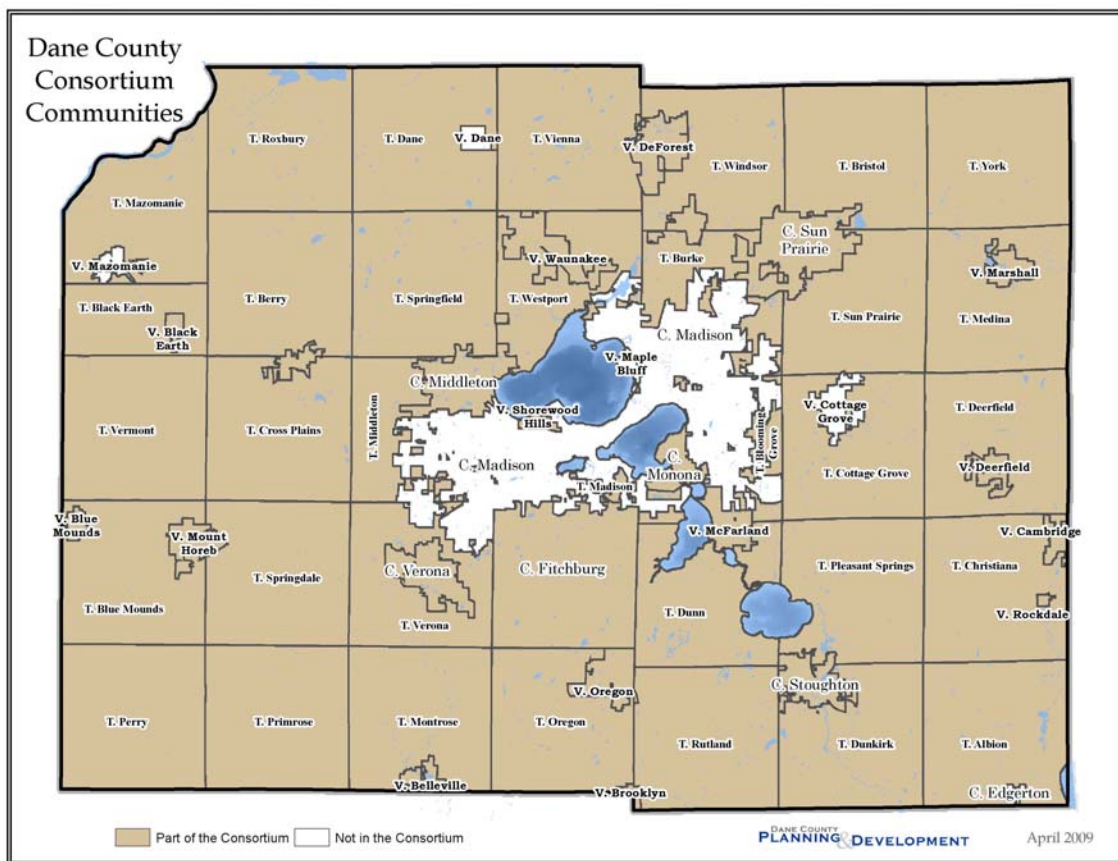
Activity	Description	Location	National Objective	HUD Objective	HUD Outcome	Funding Source	Amount	2010 Goal
Dane County Department of Human Services	Provide program administration and support services.	Not applicable	NA	NA	NA	CDBG HOME	\$215,102 \$54,877	NA
Fair Housing	Fair housing services.	Urban County Consortium Communities	NA	NA	NA	CDBG	\$10,000	___ people

## Evaluation of Past Performance

Dane County strives to continually improve the performance of its operations and those of its funded subrecipient agencies. A more detailed summary of the County's evaluation of past performance may be found in the 2008 Consolidated Annual Performance and Evaluation Report (CAPER) available on the County web site at: [http://www.danecountyhumanservices.org/cdbg\\_reports.htm](http://www.danecountyhumanservices.org/cdbg_reports.htm).

## Participating Municipalities

The participating municipalities of the Dane County Urban County Consortium are shown in Map 1.



## General Questions

1. Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed during the next year. Where appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to target areas.
2. Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) during the next year and the rationale for assigning the priorities.
3. Describe actions that will take place during the next year to address obstacles to meeting underserved needs.
4. Identify the federal, state, and local resources expected to be made available to address the needs identified in the plan. Federal resources should include Section 8 funds made available to the jurisdiction, Low-Income Housing Tax Credits, and competitive McKinney-Vento Homeless Assistance Act funds expected to be available to address priority needs and specific objectives identified in the strategic plan.

2010 Action Plan General Questions response:

### **GEOGRAPHIC AREAS OF THE JURISDICTION**

Dane County is located in the rolling hills of south central Wisconsin. The County contains 61 local units of government: 8 cities, 19 villages, and 34 unincorporated towns; 3 villages and a city are partially in the county.

#### Dane County Urban County Consortium

Communities participating in the Urban County partnership in Dane County include about 223,500 people or 96% of the population and an estimated 97 percent of the low-and-moderate income population (based on 2000 Census data), outside the City of Madison.

Funds are allocated to agencies/programs serving eligible low-and-moderate income households in the 55 participating municipalities in the Dane County Consortium. These municipalities, shown in Map 1, include:

Town of Albion	City of Middleton
Village of Belleville	Town of Middleton
Town of Berry	City of Monona
Town of Black Earth	Town of Montrose
Village of Black Earth	Village of Mount Horeb
Town of Blooming Grove	Town of Oregon
Village of Blue Mounds	Village of Oregon
Town of Blue Mounds	Town of Perry
Town of Bristol	Town of Pleasant Springs
Village of Brooklyn	Town of Primrose
Town of Burke	Village of Rockdale
Village of Cambridge	Town of Roxbury
Town of Christiana	Town of Rutland

Town of Cottage Grove	Village of Shorewood Hills
Town of Cross Plains	Town of Springdale
Village of Cross Plains	Town of Springfield
Town of Dane	City of Stoughton
Town of Deerfield	City of Sun Prairie
Village of Deerfield	Town of Sun Prairie
Village of De Forest	Town of Vermont
Town of Dunkirk	City of Verona
Town of Dunn	Town of Verona
City of Fitchburg	Village of Waunakee
Town of Madison	Town of Vienna
Village of Marshall	Town of Westport
Town of Mazomanie	Town of Windsor
Village of Mc Farland	Town of York
Town of Medina	

Population

In 2000, the Dane County population outside the City of Madison reached 218,472. Based on Demographic Services Center population projection data available from the Wisconsin Department of Administration, in 2000, slightly less than 52% of residents in the County lived outside the City of Madison.

Population estimates from the 2008 American Community Survey (ACS) 1-Year Estimates put the Dane County population outside the City of Madison at 258,810. As noted in Table 2, the population is becoming more diverse. In 2000, persons of color comprised 6.3% of the population and as of 2008 are estimated to be 8.7% of the overall population. Persons who are Hispanic or Latino now comprise 4.7% of the population compared to 2.7% in 2000. A larger percentage of residents are under the age of 5 or 65 years of age or older.

**Table 2:** Selected Demographics of Dane County Population (outside the City of Madison)

	2000 Census	2008 ACS Estimate
<b>Population</b>		
Total Population	218,472	258,810
<b>Gender</b>		
Male (%)	49.8%	50.2%
Female (%)	50.2%	49.8%
<b>Race</b>		
White (%)	93.7%	91.3%
Black or African-American (%)	2.2%	2.8%
American Indian and Alaska Native (%)	0.3%	0.2%
Asian (%)	1.2%	2.5%
Native Hawaiian and Other Pacific Islander (%)	0.0%	0.0%
Some other race (%)	1.2%	1.0%
Two or more races (%)	1.3%	2.2%
Hispanic or Latino of any Race (%)	2.7%	4.5%
<b>Age</b>		
Under 5	6.9%	7.2%
18 years and over	73.0%	73.9%
65 years and older	9.5%	10.5%
<b>Disability Status</b>		
Population age 5 years and over with a disability (%)	11.3%	6.6%*

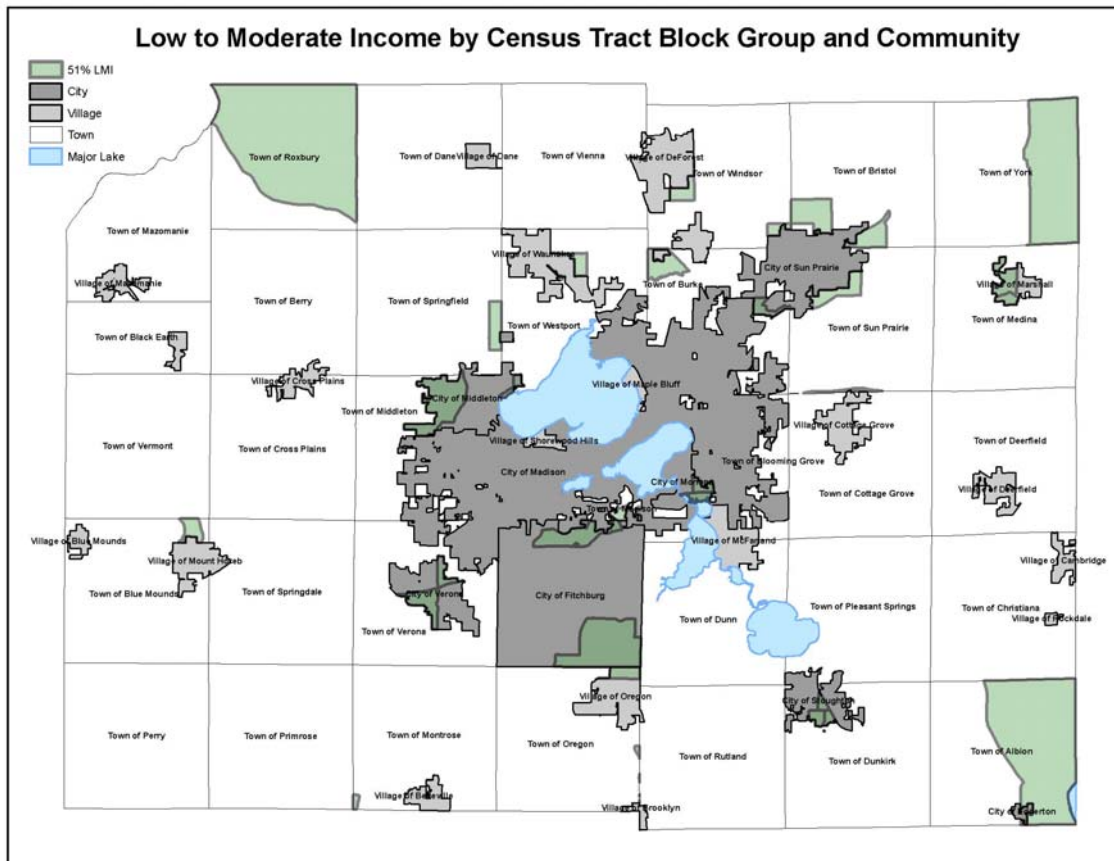
**Table 2:** Selected Demographics of Dane County Population (outside the City of Madison)

	2000 Census	2008 ACS Estimate
Source: U.S. Census 2000 and 2008 American Community Survey 1-Year Estimates * No explanation from the Census data is available regarding this decrease.		

Low-Income Persons

As illustrated in Map 2, low-and-moderate income persons in 2000 were found in the corners of the County and clustered around the larger municipalities. The cities of Fitchburg, Middleton, Monona, Stoughton, and Sun Prairie have pockets of low-income residents. This is true for the Villages of Cottage Grove, DeForest, and Marshall. Among the towns, pockets of LMI residents may be found in Albion, Blue Mounds, Bristol, Burke, Roxbury, Springfield, Windsor, and York.

**Map 2:** Dane County Census Block Groups with 51% and Higher LMI Population



Identifying census tract block groups where 51% or more of the residents are low-and-moderate income helps identify localities where projects may be undertaken that provide an area benefit. Dane County is allowed to qualify activities based on the “exception criteria” or “upper quartile”. Currently, activities that benefit areas where at least 42.8% of the residents are LMI qualify as an area benefit. Map 3 illustrates those communities.



**Table 3:** Percent of Students Eligible for Free and Reduced Lunches by School District

District	Academic Year	
	2000-2001	2008-2009
Verona	15.1	25.6
Waunakee	4.2	7.4
Wisconsin Heights	12.6	17.7

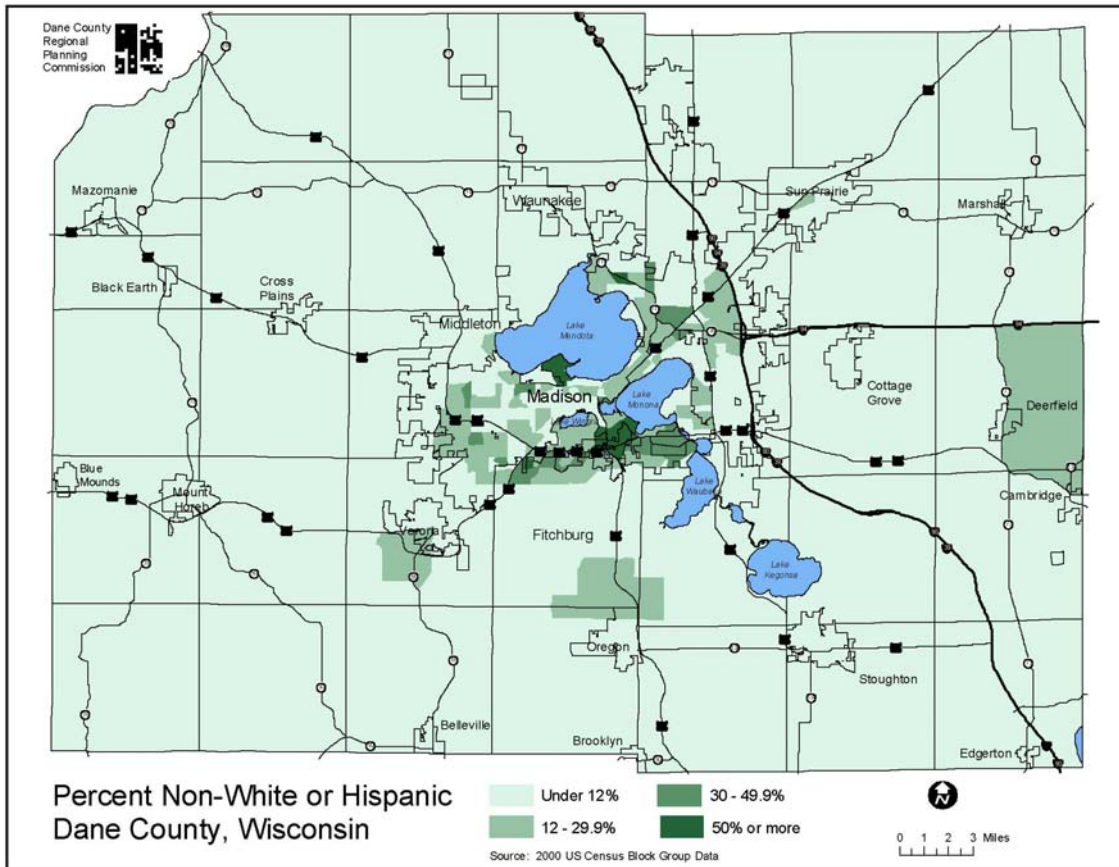
Source: WI Department of Public Instruction web site at:  
<http://data.dpi.state.wi.us/data>

Between the 2000-2001 and 2008-2009 academic years, every school district in Dane County had higher proportions of their students qualifying for free and reduced lunches. The Village of Marshall and cities of Verona, Sun Prairie, and Stoughton have over 20% of the enrolled youth during the 2008-2009 academic year qualifying for free and reduced school lunches. Verona serves children from the Allied-Drive area – a low-income neighborhood with boundaries in both the City of Madison and City of Fitchburg.

Racial/Minority Concentration

Based on the 2000 U.S. Census Bureau data, outside the City of Madison, persons with non-white racial and ethnic heritages are somewhat concentrated in the Town of Madison along the Beltline Highway 12/14/18/151 border with the City of Madison. Other pockets of racial/minority concentrations may be found in Deerfield, Fitchburg, and the Verona areas. This is illustrated in Map 4.

**Map 4:** Percent Non-White or Hispanic



Nearly a decade has passed since the last Census. Dane County is becoming a more diverse community and no more is that better illustrated than in the school district data where the percent of students who are non-white is increasing.

**Table 4:** Percent of Non-White Students by School District and Academic Year

District	Academic Year		
	2000-2001	2004-2005	2008-2009
Belleville	1.0	3.1	4.6
Cambridge	3.1	1.0	2.0
Deerfield	8.3	5.0	7.7
De Forest	7.6	10.7	11.4
Marshall	12.5	14.2	16.3
McFarland	5.6	8.5	11.0
Middleton/Cross Plains	8.3	12.3	15.8

**Table 4:** Percent of Non-White Students by School District and Academic Year

District	Academic Year		
	2000-2001	2004-2005	2008-2009
Monona Grove	9.2	9.7	13.0
Mount Horeb Area	1.8	3.2	4.5
Oregon	4.0	5.1	7.3
Stoughton Area	5.6	6.9	7.5
Sun Prairie	11.3	18.4	23.6
Verona	14.4	18.6	26.6
Waunakee	2.8	3.7	5.4
Wisconsin Heights	5.0	7.3	7.8

Source: WI Department of Public Instruction web site at:  
<http://data.dpi.state.wi.us/data>

During the 2008-2009 academic year, nearly 1 in every 4 students in the Verona and Sun Prairie school districts were students of color.

Disability Status

Based on 2000 Census data, 24,648 persons who live in Dane County, outside the City of Madison are considered to live with a disability. This includes 7.9% of persons age 5 to 20 and 34.5% of persons age 65 and older.

**Table 5:** Disability Status of Civilian Non-Institutionalized Population

Age Group	Outside City of Madison		
	Persons with Disability	Total Population	Percent with Disability
5 to 20 years	4,063	51,249	7.9
21 to 64 years	13,863	130,849	10.6
Age 65 years and over	6,722	19,484	34.5

Source: U.S. Census Bureau, Census 2000

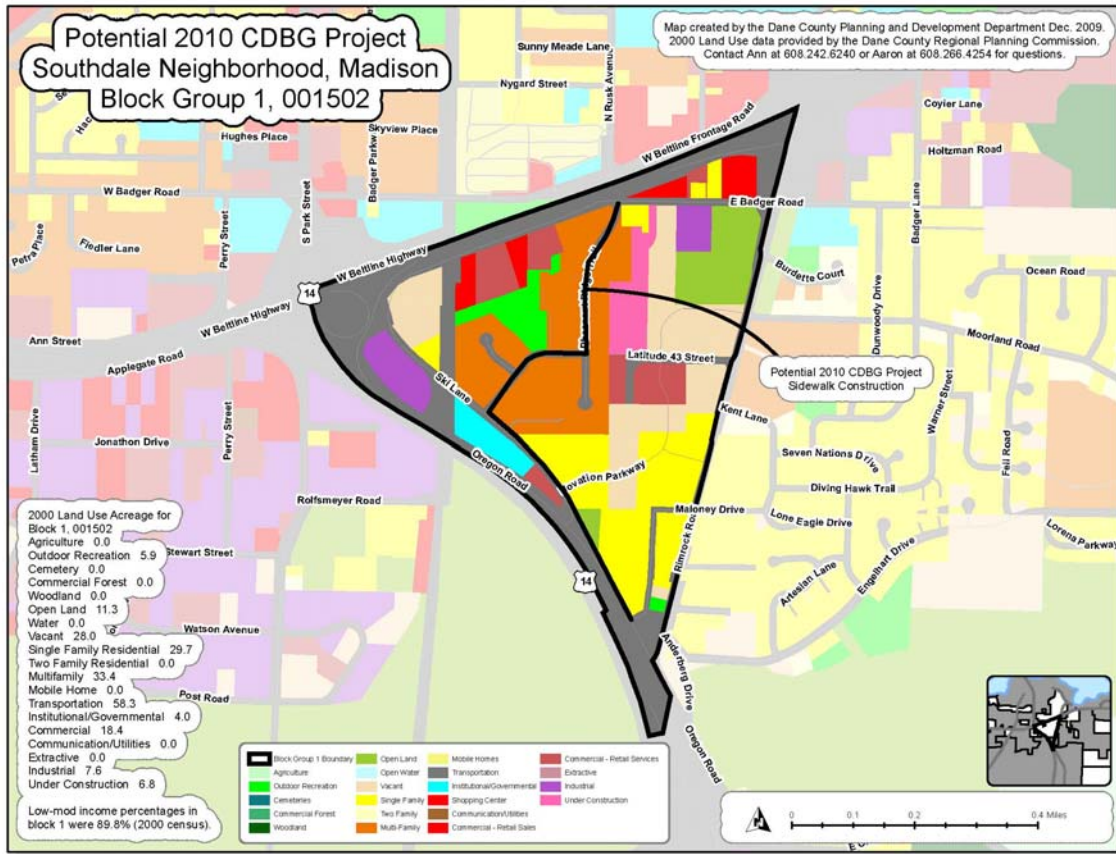
Geographic Areas of Investment

Map 5 illustrates the Southdale Neighborhood Revitalization Strategy Area (NRSA) in the Town of Madison (Census Tract 15.02, Block 1). Census data indicates that 89.8% of the population in this census tract is considered low-and-moderate income. According to data from the U.S. Census Bureau, American FactFinder, the population in this census tract is comprised of persons with the following racial and ethnic heritages:

- 17.3% Hispanic
- 12.8% Black or African/American
- 3.7% Asian
- 3.8% Two or more races

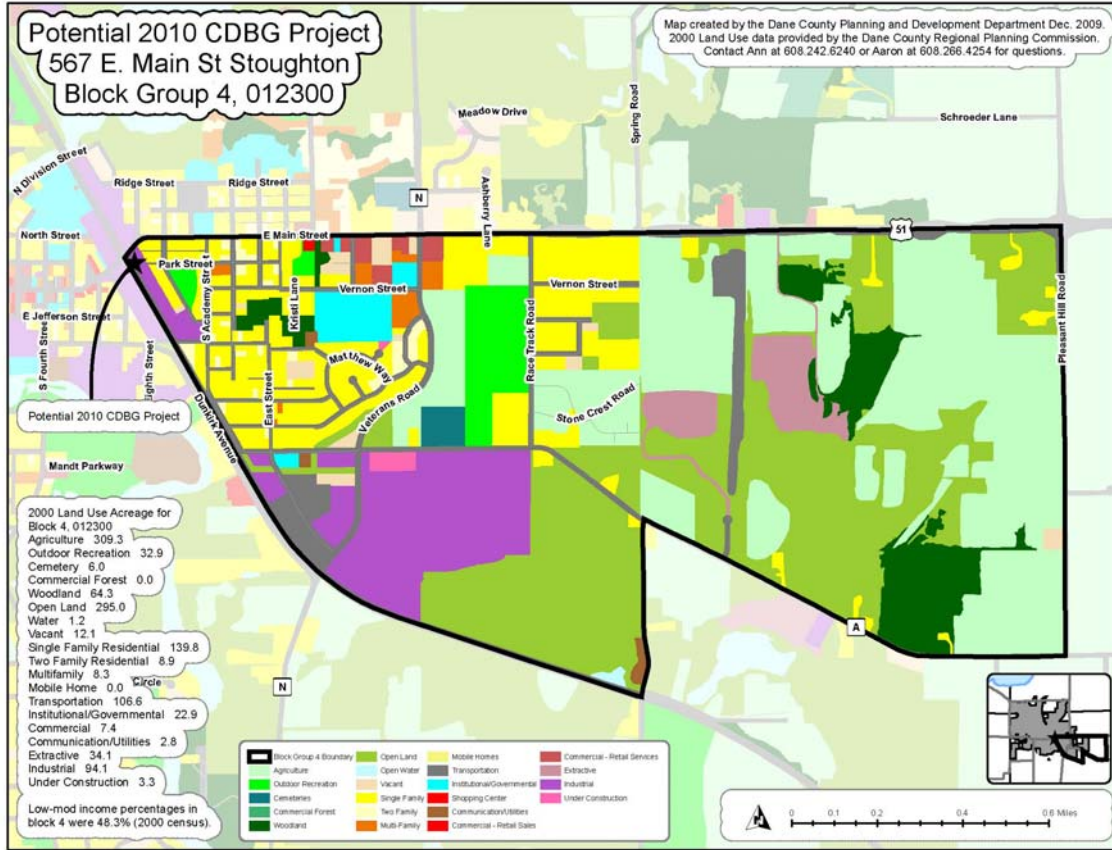
It is proposed in 2010 to allocate \$200,000 in the neighborhood for sidewalks on Pheasant Ridge Trail, Deer Valley Road, and Ski Lane. The sidewalks are anticipated to improve pedestrian safety and improve connectivity. This need was identified in the 2001 Town of Madison Neighborhood Strategy Area Plan and in the *2009 Southdale Neighborhood Plan*.

Map 5: Southdale Neighborhood NRSA Area



\$25,102 in funding is proposed for the Friends of the Stoughton Area Youth Center located in the City of Stoughton. These will be used to continue the rehabilitation of a former warehouse this time focusing on the upper floor. The location of this activity is shown in Map 6.

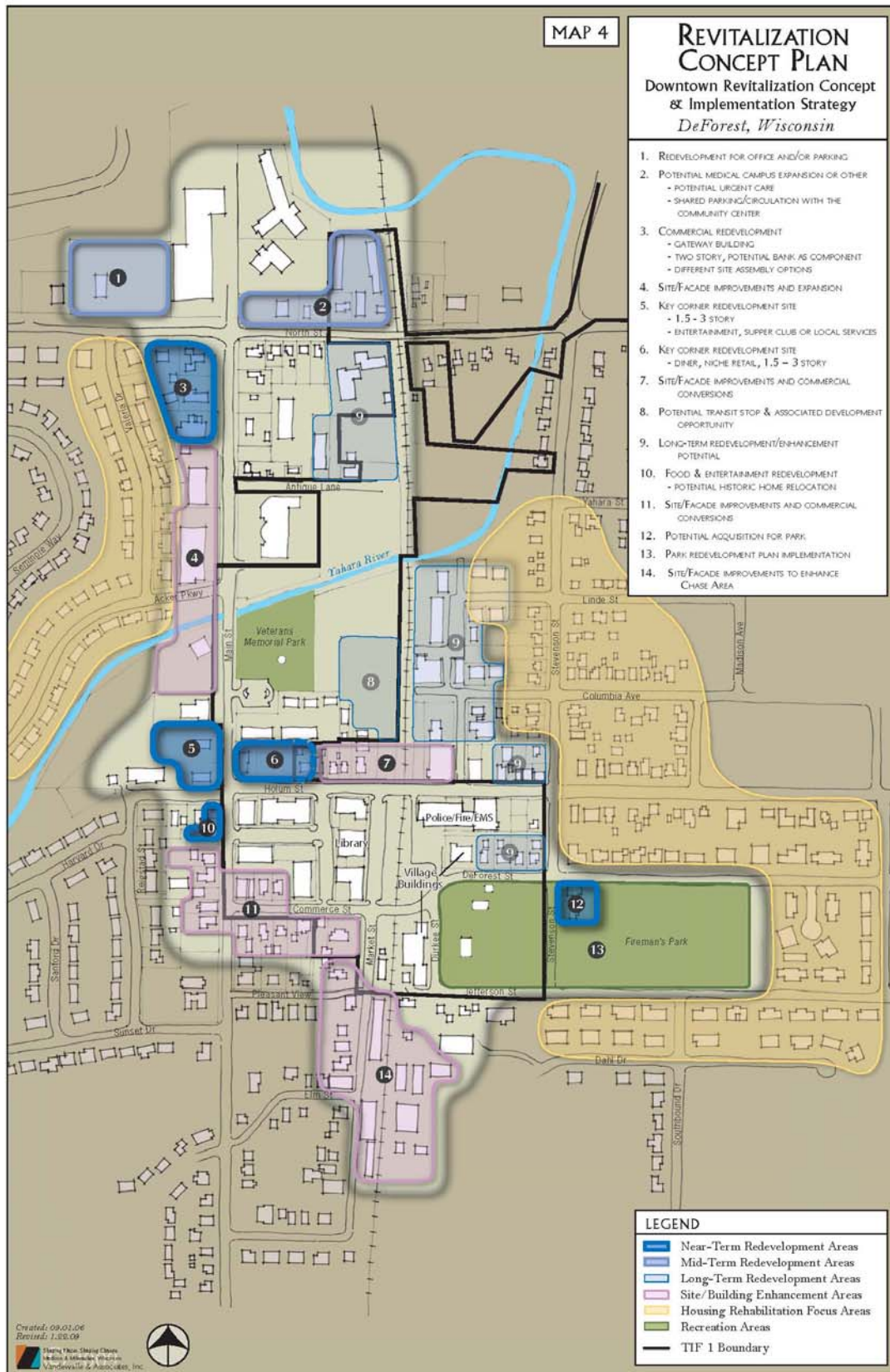
**Map 6:** City of Stoughton Youth Center



The population in this census tract is predominately White (97.1%) according to the U.S. Census 2000 data in American FactFinder. Census data indicates that 48.3 percent of the population in block group 4 is considered low-and-moderate income.

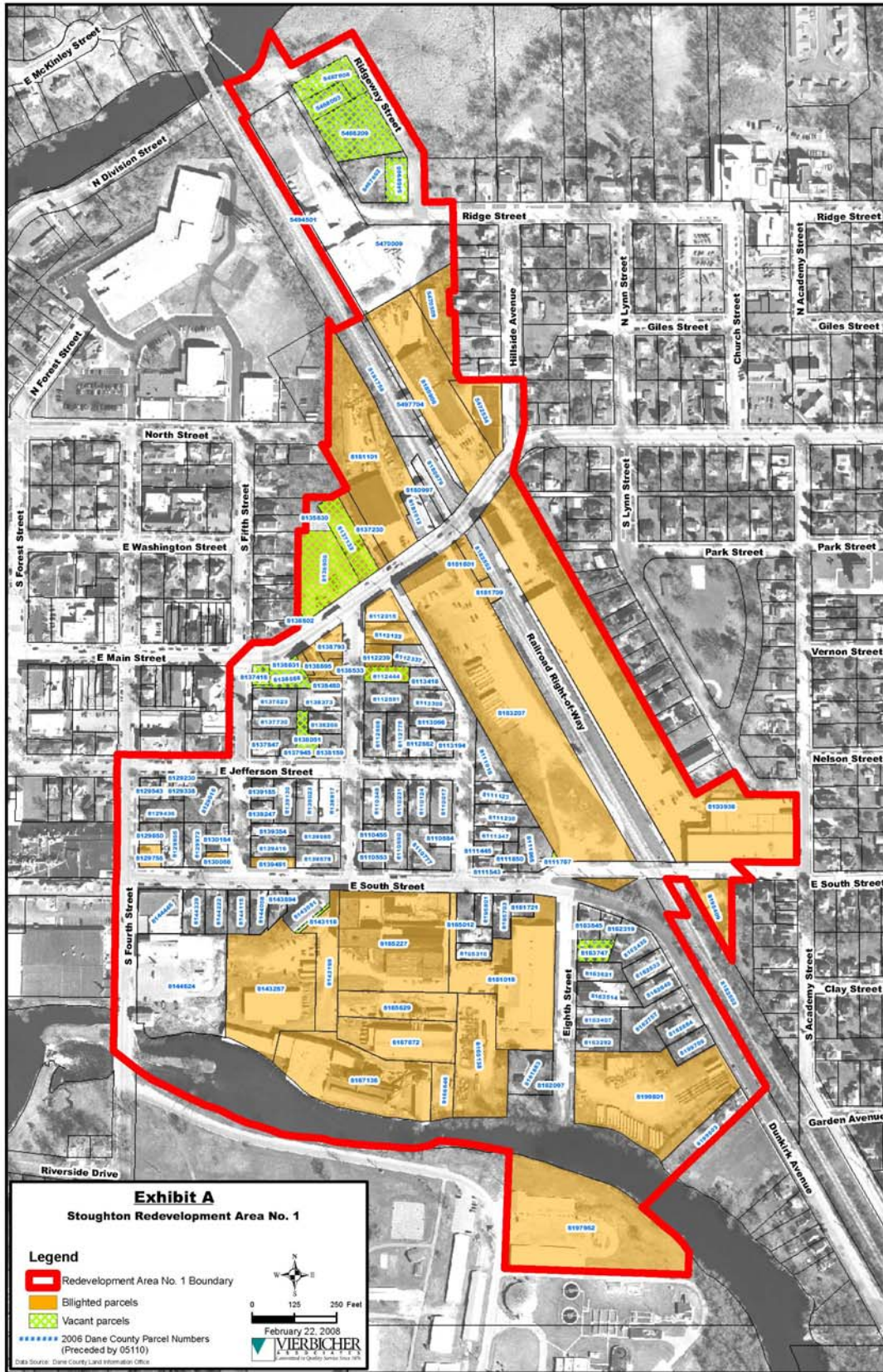
In addition to continuing major and minor home rehabilitation work throughout the County, it is proposed to join with two communities – the Village of DeForest and City of Stoughton - to focus efforts in target areas. Approximately \$115,338 will be allocated in each community. Households in those communities who are on the waiting list for home rehabilitation work will be completed prior to the work beginning in the target areas.

Work in the Village of DeForest will focus on the housing surrounding the downtown revitalization area – Census Tract 133, Block Group 4. The population in this census tract is predominately White (96.1%) according to the U.S. Census 2000 data in American FactFinder. Census data indicates that 37.6 percent of the population is considered low-and-moderate income.



It is proposed to spend \$127,616 in 2010 HOME funds and \$222,384 in prior year HOME CHDO funds in the City of Stoughton for a 41-unit rental housing development with 11 affordable units that will be located in one of the blighted properties along Dunkirk ST overlooking the river. In addition, once the needs of homeowners with pending applications for housing rehabilitation are addressed, then the City hopes to focus housing rehabilitation funds in TIF district #5, shown in Map 8.

The redevelopment area includes portions of census tracts 123 and 122.01. The population in census tract 122.01 is predominately White (96.5%). Census data indicates that 49.2 percent of the population in Census Tract 122.01 is considered low-and-moderate income.



## RATIONALE FOR GEOGRAPHIC AREAS OF INVESTMENT

Allocations are typically based geographically only in that an application is received from a participating municipality for a project primarily benefiting low-and-moderate income households that meets the priorities of the Dane County 2010-2014 Consolidated Plan for Housing and Community Development and is recommended for funding by the CDBG Commission.

The Town of Madison contains a Neighborhood Revitalization Strategic Area (NRSA), which includes census tracts 1401 and 1502. While priority is given to projects in this area, funding is competitive and measured against other community needs and funding resources.

## OBSTACLES TO MEETING UNDERSERVED NEEDS

The primary obstacle to meeting underserved needs is the lack of resources. This is a lack of staff resources both at the County and local level to work with communities to analyze needs and potential resources, to package potential projects for consideration, and to implement projects. There is also a lack of financial resources to bring projects to fruition.

## RESOURCES EXPECTED TO BE AVAILABLE

Dane County expects to receive a total of \$1,674,286 in new Community Development Block Grant (CDBG) and HOME Investment Partnerships Program (HOME) entitlement grant funding to carry out its planned activities as outlined in the 2010 Action Plan.

Grant	2010 Allocation
CDBG	\$1,125,511
HOME	\$548,775
Total	\$1,674,286

The County has been awarded \$1.269 million in funds under the CDBG Supplemental Disaster Allocation – Emergency Assistance Program administered by the Department of Commerce for the reconstruction of a sanitary sewer system for the hamlet of Morrisonville in the Town of Windsor. No contract has yet been executed.

\$305,535 in CDBG-R (Recovery) funds will be used to provide funding for renovations at Tellurian U.C.A.N., Inc.; for major and minor home repairs for low-and-moderate income households; for establishing an Early Childhood Initiative (ECI) program in the City of Fitchburg; and for updating the County's *Analysis of Impediments to Fair Housing Choice*.

The County also plans to continue to use \$284,498 in 2009 Homeless Prevention and Rapid Re-Housing Program (HPRP) funds awarded by the Wisconsin Department of Commerce.

According to Carolyn Parham, Director of the Dane County Housing Authority, federal funding for the Section 8 Housing Voucher Choice rental assistance will be about \$7 million dollars (housing assistance payments and administrative fees) and funding for the public housing program is expected to be about \$262,000 (operating subsidy and capital improvements).

According to Randi Busse with the DeForest Housing Authority, they expect to receive \$40,00 in capital funds and \$18,000 in operating subsidy.

Funds used to provide public housing and housing vouchers for the 3,490 federally assisted housing units in Dane County outside the City of Madison derive from:

Program	Units
Section 42: Low Income Tax Credit Housing	1,718
Section 8: New Construction and Substantial Rehab	382
Section 515: Rural Economic Community Development Public Housing	16
Section 8: Housing Choice Voucher	1,160
Low Rent Public Housing Program (DCHA – 86, DeForest - 36, Stoughton – 92)	214
Total Dane County, Excluding City of Madison	3,490

In addition the County expects to (based on 2010 Adopted Budget):

Receive \$762,040 in HUD Shelter Plus Care funds. Funding is passed through to Housing Initiatives, Inc. for rental assistance for homeless persons who have a serious and persistent mental illness. Goals are to provide residential stability, to increase skill level and/or income, and to increase self-determination.

Earmark \$1,127,247 in local General Purpose Revenue (County levy) funds to address housing and homeless support. These funds are administered by the Economic Assistance and Work Services Division of the Dane County Department of Human Services. Funds are distributed to purchase of service (POS) agencies in Dane County to provide short-term emergency shelter for homeless individuals and families and to assist families in securing permanent housing in the community. (Persons served may also be in the City of Madison). Funds are provided to:

- Community Action Coalition for South Central Wisconsin, Inc. - \$128,726 to provide housing case management services.
- Interfaith Hospitality Network - \$19,796 to provide emergency shelter and meals, a day center, and housing counseling.
- Porchlight, Inc. - \$141,464 for the provision of overnight shelter, food, clothing, personal items, and advocacy services for homeless men.
- Salvation Army - \$732,630 for the operation of an on-site family and women emergency homeless shelter and a motel, food, and transportation voucher program for those persons housed off-site. This includes case management services.
- Tenant Resource Center - \$104,490 for the provision of housing counseling, referral services, mediation, and advocacy services to individuals in search of housing or in need of eviction prevention. This includes staffing a housing kiosk at the Dane County Job Center that provides information about available housing to the public.
- Young Women’s Christian Association (YWCA) - \$141,605 for the provision of housing for homeless and transient women and families. This includes case management services.

Distribute state and local funds of/toward (estimated, based on 2009 Adopted Budget):

- \$9.9 million in Long-Term Care funds for supportive home care services. Services are provided to persons throughout Dane County, including the City of Madison.
- \$5.2 million in residential supports for persons with a mental illness. This includes funding for adult family homes, community-based residential facilities (CBRF), transitional living environments, group homes, and other residential support to enable persons to reside in the community. Services are provided to persons throughout Dane County, including the City of Madison.

- \$38.9 million toward purchase of service and self-directed (SDS) residential supports for persons with developmental disabilities. This includes funding toward supportive home care services, adult family homes, and other supports to enable persons to reside in their own homes. Services are provided to persons throughout Dane County, including the City of Madison.

The County also intends to use \$200,000 in CDBG-R funds to remodel under-utilized space at Tellurian U.C.A.N., Inc. to create 7 beds for aggressive, hard to serve individuals who are being discharged from Mendota Mental Health Institute or who are at risk of admission to Mendota.

## Managing the Process

1. Identify the lead agency, entity, and agencies responsible for administering programs covered by the consolidated plan.
2. Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.
3. Describe actions that will take place during the next year to enhance coordination between public and private housing, health, and social service agencies.

2010 Action Plan Managing the Process response:

### LEAD AGENCY

Dane County, specifically the Dane County Department of Human Services, is the lead agency responsible for overseeing the development of the plan for the Dane County Urban County Consortium.

The Dane County Urban County Consortium includes 55 participating municipalities representing 96% of the population outside the City of Madison. These cities, villages, and towns along with various departments in Dane County will be the major public agencies responsible for administering programs covered by the Consolidated Plan.

Private agencies that help to carry out the Annual Plan are typically selected as subrecipients through a Request-for-Proposal (RFP) process. If there are no respondents to an RFP, then Dane County purchasing standards allow a subrecipient to be selected by either re-issuing the RFP or by selecting the subrecipient on the open market.

The program is overseen by the Community Development Block Grant Commission and the federal Department of Housing and Urban Development (HUD).

### Community Development Block Grant Commission

The 13-member CDBG Commission, by County Ordinance, is charged with recommending to the county board and county executive plans, including amendments for the use of federal housing and urban development funds, including CDBG and HOME funds, that are consistent with federal requirements, effectively address the needs of low and moderate income people, and consider the community and housing development goals of participating communities. The Commission is also charged with fostering citizen input, overseeing a process to award contracts, reviewing proposals, and evaluating performance. The Commission members are appointed by the County Executive and have interest and expertise in housing, economic development, and community services. Two members are county board supervisors, nine members are residents of and represent the towns, villages, and cities of the Urban County Consortium, and two members are at large citizen members.

Dane County Department of Human Services

The Dane County Department of Human Services, Division of Fiscal and Management Services serves as the lead agency for the Dane County Urban County Consortium. This Division houses the administration, contract compliance, and a majority of the accounting functions for the CDBG /HOME program.

The Department of Human Services also provides an array of social services and resources to 30,000 residents annually. This includes such functions as child protective and juvenile justice services, economic assistance and work services, aging services, and services for persons with developmental disabilities and physical/sensory disabilities.

Dane County Department of Land & Water Resources, Land Acquisition Division

The [Land Acquisition Division](#) protects historical, archaeological and natural resource lands for public benefit and provides real estate services for most county departments. The Division also administers the County's land acquisition grant programs.

Dane County Department of Planning and Development

The Department of Planning and Development is a multi-faceted agency. The Zoning Division carries out the County's regulatory authority over many construction and development activities in unincorporated areas of the County including zoning permits, rezoning, conditional use permits, variances, erosion control and storm water management, and land divisions. The Planning Division assists residents, communities, and decision-makers in addressing short-range and long-range comprehensive planning issues related to community and regional development, transportation, environmental resources, community services, housing, and economic development. This Department also administers the County's CDBG-funded Commercial Revolving Loan Fund.

Dane County Department of Public Works, Highway, and Transportation

Highway Engineering plans, designs and manages roadway related construction projects for the County Trunk system. They also may provide these services to the other County Departments and Municipalities. The Highway Engineering section also maintains records of highway plats, plans and other related projects. Highway Engineering issues access permits and permits to work in highway right-of-way. Highway Engineering also prepares requests for proposals for engineering services and prepares plans and specifications for roadway projects. They also let bids for materials and equipment utilized at the Highway Department.

Dane County Emergency Management

No matter the disaster, Dane County Emergency Management helps individuals, families, businesses, communities, and agencies prepare and respond. Information on needs and resources is shared between the CDBG Program and Emergency Management.

Dane County Housing Authority

The Dane County Housing Authority (DCHA) was created in 1972 by the Dane County Board of Supervisors to address the affordable housing needs of low-income families outside the City of Madison. DCHA operates the Housing Choice Voucher Program (Section 8), owns 86 units of conventional public housing throughout Dane County, and through Rural Development owns a 16-unit rental apartment building in Cross Plains.

Dane County Office of Equal Opportunity

The Dane County Office of Equal Opportunity was formed in December 1999 by combining four related equal opportunity functions from three separate county departments. These functions include affirmative action, minority affairs, contract compliance, and equal opportunity. This includes supporting an increase in contracting with emerging, disadvantage, minority and women-owned business enterprises; conducting outreach to persons of color, and promoting equal opportunity through compliance with federal EO laws, state statutes, and affirmative action

related county ordinances.

U.S. Department of Housing and Urban Development (HUD)

HUD's mission is to increase homeownership, support community development, and increase access to affordable housing free from discrimination. Dane County is an entitlement community and receives funding through the Community Development Block Grant (CDBG) and Home Investment Partnerships (HOME) programs. The Milwaukee Field Office provides technical assistance, oversight, and monitoring of these programs.

Wisconsin Department of Commerce

The Wisconsin Department of Commerce was established in 1996. It provides development assistance in areas such as marketing, business and community finance, small business advocacy, and manufacturing assessments. The Department also issues professional credentials for the construction trades and administers safety and building codes. Through this Department, Dane County has received Emergency Assistance Program funds and Homeless Prevention and Rapid Re-Housing dollars. Other dollars for economic development, neighborhood stabilization, supportive housing, and Emergency Shelter Grants have flowed to local communities, such as the City of Madison and to area non-profits.

Wisconsin Housing and Economic Development Authority (WHEDA)

WHEDA was created under Chapter 234 of the Wisconsin State Statutes in 1972 as the Wisconsin Housing Finance Authority and empowered to make construction, rehabilitation, and permanent mortgage loans to eligible sponsors of housing projects for low and moderate-income households.

**Non-Profit Organizations**

Since their inception, the CDBG and HOME programs in Dane County have dedicated a large portion of their resources to working with non-profit organizations to produce and maintain affordable housing. This nonprofit infrastructure functions as the principal housing and social service delivery system, as well as, helps further the economic development goals. These organizations are typically selected as subrecipients through an annual competitive request-for-proposal (RFP) process. In implementing the 2010 Action Plan, Dane County will be working with the following organizations:

Community Action Coalition for South Central Wisconsin, Inc.

The homeless prevention program operated by Community Action Coalition helps families maintain safe affordable housing to avoid the major problems associated with homelessness. Services are offered through a multi-faceted approach that includes: intensive housing case management, housing counseling, direct rent payment assistance, and information and referral.

Habitat for Humanity

Since 1987, through volunteer labor and donations of money and materials, Habitat for Humanity has worked with 150 families to build simple, decent, affordable homes. Habitat homes are sold to partner families at no profit, financed with affordable, no interest loans. Homeowners must invest their own sweat equity into building their own Habitat home, as well as, the houses of others. Each family must also attend educational courses on how to maintain a home, landscaping, budgeting, and insurance.

Independent Living, Inc.

Independent Living is a multi-service agency that assists older adults and persons with disabilities, enabling them to live with dignity and independence and to maintain health and well-being. The homeless prevention program aims to allow seniors to remain in their current housing while awaiting long-term rent subsidies through government programs. The home modification program serves frail, low-income, older and disabled adults, helping to increase their safety and prevent falls by making available affordable safety and home accessibility modifications.

Movin' Out, Inc.

Movin' Out links people with disabilities to safe, affordable, small-scale integrated housing. This includes promoting homeownership and the development of affordable housing – both owner and renter occupied.

Operation Fresh Start

At Operation Fresh Start, low-income young people ages 16-24 work toward their GED or high school diploma, learn job skills, and serve their communities by building affordable housing. The homes are sold on the open market to low-and-moderate income buyers. Operation Fresh Start is able to provide financial assistance to make the homes more affordable to buyers.

Project Home, Inc.

Project Home works to improve the quality and affordability of housing for low-and-moderate income residents in Dane and Green counties. Services include home weatherization, minor and major home repairs, and home purchase programs.

Wisconsin Women's Business Initiative Corporation

WWBIC's mission is to promote economic development through microenterprise by providing access to capital including direct lending, one on one individualized business assistance, business education, asset building financial awareness education programming, with an emphasis on women, people of color, and people of lower wealth and incomes.

**Private Industry**

The private sector supports and complements the County's community development efforts in a number of ways:

Specialized Services

Private industry provides needed skills and services on a fee-for-service basis to implement housing and other community development projects with the facilitation of local municipalities and non-profit organizations that have been awarded CDBG and/or HOME funding. This ranges from providing plumbing services for minor home repairs to construction of public facilities, such as senior centers and storm shelters.

Members of private businesses have also offered their time and talents to a number of efforts such as Hammer with a Heart, the Dane County Paint-a-Thon, and furnace tune-up programs which provide needed assistance for low-and-moderate residents.

Local Lending Institutions

Local lenders have supported housing and community development efforts in Dane County through education efforts, such as partnering with the Housing Resource Center to offer workshops as part of the first-time homebuyer courses, referring consumers for down payment and closing cost assistance, and supporting small business development efforts.

Federal Home Loan Bank of Chicago

The Community Investment Group of the Federal Home Loan Bank of Chicago provides financing and direct funding tools that support affordable housing and local community lending initiatives. Funding under competitive rounds has provided needed infusions to enable affordable housing projects to be developed in Dane County.

**SIGNIFICANT ASPECTS BY WHICH THE PLAN WAS DEVELOPED**

The 2010 Action Plan is the first year plan developed as part of the 2010-2014 Consolidated Plan. The process for developing the Consolidated Plan began in August, 2008 with the first of

three public hearings held around the County in conjunction with regular evening meetings of the CDBG Commission to gather input on housing and community development needs. The meetings and locations included:

August 28, 2008	Middleton Senior Center
September 25, 2008	Sun Prairie City Hall
October 23, 2008	Fitchburg Senior Center

In addition to a display ad in the *Wisconsin State Journal* providing notice of the public hearings, letters were sent from the County Executive to the chief elected official in each municipality. The Chair of the CDBG Commission also sent a letter inviting County Board Supervisors to attend the hearings and to provide input orally or in writing.

From August 2008 through February 2009 meetings were held by staff, who were accompanied from time to time by CDBG Commission members, with a number of the participating municipalities of the Urban County Consortium.

Participating Municipalities included:

Albion, Town of	Medina, Town of
Belleville, Village of	Middleton, Town of
Black Earth, Village of	Mount Horeb, Village of
Blooming Grove, Town of	Oregon, Town of
Cambridge, Village of	Oregon, Village of
Christiana, Town of	Perry, Town of
Cottage Grove, Town of	Primrose, Town of
Cross Plains, Town of	Shorewood Hills, Village of
Cross Plains, Village of	Springfield, Town of
Dane, Town of	Stoughton, City of
Deerfield, Village of	Sun Prairie, City of
De Forest, Village of	Verona, City of
Dunn, Town of	Westport, Town of
Fitchburg, City of	York, Town of
Madison, Town of	
Marshall, Village of	
McFarland, Village of	

Follow-up letters were sent out January 30, 2009 to communities that had not yet responded along with copies of the questions that were posed to elicit feedback. The Town of Berry and Village of Waunakee responded via the survey.

Another significant component of the development of the Consolidated Plan was the use of a survey mailed out the first week in February 2009 to 1,500 randomly selected Dane County residents living outside the City of Madison who voted in the November 4, 2008 general Presidential Election. The sampling included a component to pull persons to be surveyed based on the percent of the low-and-moderate income population in the community. The response rate was slightly over 30%.

## **CONSULTATION PROCESS**

Consultation with other public/private entities that provide housing, health services, and social services was made to gather data and needs information in the development of the Consolidated Plan. This included consultation with the following groups:

### Fair Housing Services

Fair Housing Center of Greater Madison

Dane County Office of Equal Opportunity

Lead-Based Paint

Board of Health for City of Madison and Dane County  
Wisconsin Department of Health Services

Planning Agencies

Dane County Department of Planning and Development  
Dane County Emergency Management

Public Housing Agencies

Dane County Housing Authority  
DeForest Housing Authority  
Broihahn Management and Consulting, LLC – management company for the Stoughton Housing Authority

Social Service Organizations

Dane County Department of Human Services – Joining Forces for Families

Organizations Serving Seniors

Dane County Department of Human Services  
Independent Living, Inc.

Organizations Serving Children

Dane County Department of Human Services

Agencies Serving Persons with Disabilities

Dane County Department of Human Services  
Dane County Long Term Support Committee  
Independent Living, Inc.  
Movin' Out, Inc.

Organizations Serving Persons with HIV/AIDS and their Families

AIDS Network  
Wisconsin Department of Health Services – AIDS/HIV Program

Organizations Serving the Homeless

Homeless Services Consortium  
United Way of Dane County – Nan Cnare with Families First

Draft and final versions of the 2010 Annual Plan were made available to the municipalities that are participating in the Dane County Urban County Consortium.

**ACTIONS TO ENHANCE COORDINATION**

Dane County will continue to participate as a member of the Home Buyers Round Table of Dane County, Inc. a non-profit member organization whose mission is to promote and educate the Dane County community about home ownership. Members include housing industry representatives that believe home ownership will increase family stability and financial security; stabilize and strengthen communities and neighborhoods; and generate jobs and stimulate economic growth.

Dane County will also continue to participate in the Homeless Services Consortium on both the Funders and Service Providers groups.

The County will continue to organize workgroups as needed to address different projects. One such group was pulled together to identify unmet disaster assistance needs stemming from the storms and flooding of June 5 – July 25, 2008. The group included representatives from the County Departments of Emergency Management; Human Services; Land and Water Resources; and Planning and Development; Public Works, Highway, and Transportation. Representatives worked with local municipalities to identify needs, develop work plans, determine budgets, and identify possible funding resources. This group will continue to meet as needed to submit applications and monitor funded projects.

## Citizen Participation

1. Provide a summary of the citizen participation process.
2. Provide a summary of citizen comments or views on the plan.
3. Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.
4. Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.

\*Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.

2010 Action Plan Citizen Participation response:

### CITIZEN PARTICIPATION PROCESS

#### Public Notice

A summary of the 2010 Action Plan, 2010-2014 Consolidated Plan, and notice of public hearing was published in a nonlegal section of the *Wisconsin State Journal* on July 29, 2009. A press release of this information appeared on the front page of the County web site and was also sent to all area media, including weekly newspapers serving local municipalities and targeted populations – such as the readers of *Latino Comunidad*.

#### Public Hearing

In addition to the three public hearings held to gather input into the Consolidated Plan, a public hearing was held beginning at 5:30 p.m. on August 27, 2009 in the Town of Westport Town Hall by the CDBG Commission. The Town Hall is accessible for persons with disabilities. This hearing provided information to attendees regarding housing and community development needs, the amount of entitlement funding the County expects to receive, the range of activities that may be undertaken, proposed projects and activities, and provided an opportunity for review and comment on the 2010 Action Plan.

#### Availability to the Public

The draft versions of the 2010 Action Plan and 2010-2014 Consolidated Plan were posted on the County web site beginning on July 27, 2009. Information on these documents and links to them were sent to applicants for 2010 funding the week of July 27, 2009, to the 55 participating municipalities of the Dane County Urban County Consortium on August 7, 2009, and to the County Board of Supervisors on August 13, 2009. Comments on the Plans could be submitted orally at the public hearing or via e-mail to [cdbg@co.dane.wi.us](mailto:cdbg@co.dane.wi.us)

## SUMMARY OF CITIZEN COMMENTS AND RESPONSES

Comments (8.21.2009-8.26.2009): There were a number of comments shared at the public hearing asking for reconsideration of the cut to the Dane County Housing Authority's First Time Homebuyer education program. Persons furnishing written and/or oral testimony included:

Percy Brown, Deputy Executive Director, Community Development Authority;  
Susan K. Day, Affordable Housing Coordinator, AnchorBank;  
Christine Haroldson, President, Home Buyers Round Table of Dane County, Inc.;  
Dan Miller, Keller Williams Realty;  
Peter Falk, Realtor;  
Laura Croft;  
Kathleen Olson;  
Gloria Mendoza Adams, Realtor;  
Greg Hull, Realtors Association of South Central Wisconsin  
Carolyn Parham, Executive Director, Dane County Housing Authority  
Kate Nardi, Homeownership Coordinator, Dane County Housing Authority

*Response:* This is considered a public service program and is capped at 15% of the CDBG entitlement grant. All persons who receive down payment and closing cost assistance through CDBG and HOME funded programs are required to complete housing counseling; however, not all persons who participate in the Homebuyer education programs become homebuyers or receive assistance through the CDBG and HOME funded programs. Requests greatly exceeded the funds available. It really came down to one basic human service – Joining Forces for Families – against all of the other requests. This is a valued service and with the support shown, it is hoped that other funding sources may be found.

Comments (8.20.2009-8.26.2009): There were several comments shared at the public hearing asking for reconsideration of awarding funds directly to two communities rather than to Project Home for the major home rehabilitation program. Persons furnishing written and/or oral testimony included:

Judy Aysan  
Gordon Lehner  
Margaret Flood  
Jessica Schmiedicke, representing Village of DeForest  
Jan Reek, Director of Programs, Project Home

*Response:* There is concern among staff and Commission members regarding the timeliness of expenditures by Project Home and the lack of local contractors utilized in communities in which major rehabilitation work has been performed. For the home rehabilitation work being performed in 2009, the dollars are from the 2008 allocation. It is not expected that the funds awarded in 2009 will be tapped until 2010. This is despite a significant waiting list. Only about 10-12 homes are being assisted each year. While the 2009 allocation amount was not received from HUD until May 2009, it is inaccurate to indicate that the lateness of contracts being issued was the reason that 2009 dollars are unexpended.

It is misleading for Project Home to have sent letters to persons on the waiting list indicating that work on their home would not be performed in 2010 due to funds not being awarded to Project Home. These individuals are far enough down the waiting list that the work would not been accomplished in 2010.

However, given the support from the Village of DeForest and City of Stoughton, the Commission will award the funds directly to Project Home for use in those two communities. Staff were instructed to write a tight contract and to keep the Commission

informed as to progress. Funds will be reallocated in the event of lack of timeliness of expenditures.

Comments (8.26.2009): There were several comments shared at the public hearing asking for reconsideration of the funding cuts to homeless prevention programs operated by Independent Living and the Community Action Coalition. Persons furnishing written and/or oral testimony included:

Rita Giovannoni, CEO, Independent Living, Inc.

Emily Curtis, Board President, Community Action Coalition for South Central Wisconsin

Greta Hansen, Executive Director, Community Action Coalition for South Central Wisconsin

Bob Salov, County Board Supervisor, and Board member for Community Action Coalition for South Central Wisconsin

*Response:* These services are considered public service programs and are capped at 15% of the CDBG entitlement grant. Requests greatly exceeded the funds available. It really came down to one basic human service – Joining Forces for Families – against all of the other requests. In late 2009, Independent Living and the Community Action Coalition were part of a collaborative that received \$273,118 in Homeless Prevention and Rapid Re-Housing (HPRP) funds for use in Dane County, outside the City of Madison. These funds may be expended through 2010. While the dollars are not the same as CDBG funds and come with their own set of requirements, this is what is available.

Additional comments received may be found in the Commission meeting minutes at: <http://danedocs.countyofdane.com/webdocs/pdf/coclerk/minutes/CD20090827m.pdf>

## **EFFORTS TO BROADEN PUBLIC PARTICIPATION**

Overall, efforts to broaden public participation included holding public hearings throughout the County including one in Sun Prairie which has 28 units of public housing operated by the Dane County Housing Authority. The Community Survey was another means to obtain input from a broader cross-section of persons.

It is Dane County policy to provide interpreters, materials in alternative formats, or other accommodations to access meetings and materials as requested or needed by the consumer in a timely manner. This information is included on the County web site and cited on meeting agendas. Language services are provided at no charge. Interpreters for non-English speaking customers and those needing sign language interpretation through either American Sign Language or Transliterating is provided by Dane County Department of Human Services staff. If an adequate staff interpreter is not available, then an appropriate area advocacy or other available resource is used. Documents are also translated into other languages as needed.

### Outreach to Minorities and Non-English Speaking Persons

Press releases on the Consolidated Plan were sent to area media, including weekly newspapers serving local municipalities and targeted populations – such as the readers of *Latino Comunidad*. The draft version of the Consolidated Plan and 2010 Annual Plan were sent to Centro Hispano for review and comment.

### Outreach to Persons with Disabilities

Efforts to broaden public participation of persons with disabilities included meeting on July 13, 2009 with the 9-member Dane County Long Term Support Committee to gather their input on the Plan. The committee, consisting of citizen and elected representatives, advises the County Executive and Department of Human Services on policies, services and budgets related to Aging

Long Term Care, Developmental Disabilities, Adult Mental Health, Physical Disabilities, Sensory Disabilities and the Badger Prairie Health Care Center. The Long Term Support Committee also has lead responsibility for oversight of the Community Options Program and Medicaid Waiver Programs.

## **Institutional Structure**

1. Describe actions that will take place during the next year to develop institutional structure.

2010 Action Plan Institutional Structure response:

Dane County, as an urban county, is well positioned to coordinate the work of public, private, and non-profit organizations through which it will carry out the Consolidated Plan and Annual Action Plan.

The CDBG/HOME program staff works closely with the County Executive's Office, the appointed 13-member CDBG Commission, the elected 37 member Board of Supervisors, and local officials in the 55 participating communities to implement the Consolidated Plan and 2010 Action Plan.

For 2010 the CDBG Program is looking at holding a workshop for funded agencies that will cover some of the cross-cutting administrative issues, such as WBE/MBE, conflict of interest, and beneficiary reporting. The County is also considering requesting technical assistance from HUD to conduct a workshop for organizations considering becoming a CHDO. The County will continue to participate in training offered by HUD, especially those sessions conducted either locally or in the State of Wisconsin.

## **Monitoring**

1. Describe actions that will take place during the next year to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.

2010 Action Plan Monitoring response:

Dane County is interested in ensuring that subrecipients comply with all regulations governing their administrative, financial, and programmatic operations, as well as, achieve their performance objectives on schedule and within budget. Training of subrecipients in the rules and regulations governing the CDBG and HOME programs is an essential component. The monitoring process includes: training for subrecipients on the program rules and regulations, development of a monitoring plan, performing risk assessments to identify subrecipients that require comprehensive monitoring, development of monitoring workbooks and checklists, in-house desk audits, and on-site visits.

Laying out expectations begins with the application process and is formalized through the contractual process. Technical assistance is provided to all applicants and subrecipients upon request. Beginning in 2008, Dane County began using more detailed contracts that spell out the rules and regulations applicable to all HUD funded CDBG and HOME programs and are customized to identify the rules, regulations, and performance expectations related to each funded activity. Individual meetings are held as needed with subrecipients to discuss the contracts, to respond to any questions, and to identify any needed technical assistance. In addition, copies of the handbook *Playing By the Rules* are distributed to all newly funded CDBG subrecipients.

Risk assessments have been developed to identify high-risk subrecipients. High-risk recipients include those who are new to the CDBG/HOME programs or who have performance problems, such as failure to meet schedules or have questionable reporting practices. Those with questionable practices are handled at the time the issue comes to light. The risk assessment results are used to develop annual monitoring plans including on-site monitoring of high-risk subrecipients. The Contract Compliance Unit with the Dane County Department of Human Services also assists, as their schedules permit, with monitoring for compliance with fiscal controls and requirements.

Monitoring of expenditures is done on an on-going basis. Invoices must be approved by the CDBG/HOME Program Specialists. Approved expenditures are processed by the Accountant assigned to the CDBG/HOME program. These are tracked on Excel spreadsheets available to all program staff on a virtually real-time basis.

In order to assure compliance with timeliness of expenditures, Dane County staff monitors expenditures by subrecipients. Those subrecipients that are not expending funds within the timelines of their contracts, may have their allocations reduced and reallocated to organizations that are able to expend funds more quickly.

## Lead-based Paint

1. Describe the actions that will take place during the next year to evaluate and reduce the number of housing units containing lead-based paint hazards in order to increase the inventory of lead-safe housing available to extremely low-income, low-income, and moderate-income families, and how the plan for the reduction of lead-based hazards is related to the extent of lead poisoning and hazards.

2010 Action Plan Lead-based Paint response:

Dane County works to reduce lead-based paint hazards through making sure housing is lead-safe and by improving the detection and treatment of lead poisoning in children.

Dane County requires, via the agreements with subrecipients, compliance with the Lead-Based Paint requirements set forth in 24 CFR Part 35. This includes meeting the requirements for notification, identification and stabilization of deteriorated paint, identification and control of lead-based paint hazards, and identification and abatement of lead-based paint hazards. The *Protect Your Family From Lead in Your Home* pamphlet developed by the EPA, HUD, and the U.S. Consumer Product Safety Commission is also distributed.

The Wisconsin Department of Health and Family Services maintains an on-line database registry of properties that have been certified as Lead-Free/Lead-Safe. This Wisconsin Asbestos and Lead Database Online, known as WALDO, is of housing (single-family and apartments) and child occupied facilities, such as day care centers, that meet the lead-free or lead-safe property standards established under the State Administrative Code.

Through the City and County Board of Health Environmental Health Division, community education programs are provided. Information about lead is incorporated into the nutritional counseling conducted at the (Women, Infants, and Children) WIC Clinics held throughout the County. Evaluation of homes of children found to have elevated blood lead levels, as well as, consultation for renovation and remodeling are provided through this program.

In 2010, the CDBG Program and the Public Health Department for the City of Madison and Dane County will work together to develop an education and marketing plan, as well as, a means of

referral to the CDBG-funded rehabilitation program for low-income families of children found to be lead-poisoned.

## HOUSING

### Specific Housing Objectives

\*Please also refer to the Housing Needs Table in the Needs.xls workbook.

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve during the next year.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

2010 Action Plan Specific Objectives response:

#### **PRIORITIES AND SPECIFIC OBJECTIVES**

The priorities and specific objectives Dane County hopes to achieve in 2010 are detailed in Table 1.

#### **OTHER RESOURCES EXPECTED TO BE AVAILABLE**

Other resources expected to be available are described in detail in the General Questions-Other Resources section on page 23.

### Needs of Public Housing

1. Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake during the next year to encourage public housing residents to become more involved in management and participate in homeownership.
2. If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation during the next year.

2010 Action Plan Public Housing Strategy response:

#### **NEEDS OF PUBLIC HOUSING AND ENCOURAGE PARTICIPATION OF RESIDENTS**

The Dane County Housing Authority (DCHA) was created in 1972 by the Dane County Board of Supervisors to address the affordable housing needs of low-income families in Dane County (outside the City of Madison). The oversight and governance of DCHA is the responsibility of a five-member citizen commission appointed by the Dane County Executive.

The Dane County Housing Authority owns 102 units of housing throughout Dane County. 86 of those units are funded by the Department of Housing and Urban Development through its Low Rent Public Housing Program and the Rural Development and HUD Section 515 Program fund

16 elderly units. DCHA also provides a total of 1,160 Section 8 housing vouchers to eligible low-income households in Dane County.

Since 1996 Dane County Housing Authority has contracted the management and maintenance of their units to a management company. Currently Wisconsin Management is managing the units. Over the past 5 years Dane County Housing Authority has undertaken rehabilitation work to improve units. Air conditioning has been added, as well as, updated kitchens and bathrooms, updated lighting, replaced flooring, landscaping, and new roofs.

According to Carolyn Parham, Executive Director of the Dane County Housing Authority, “1) During the past year and continuing into this year we have been getting our Public Housing units weatherized which has included furnace and water heater replacements resulting in a savings to the housing authority. This has been possible working with Project Home’s Weatherization Program. 2) Also, after years of providing lawn mowing and yard upkeep to our residents, we decided to engage them in the process and turn the responsibility over to those living in duplexes, townhouses, and single family homes. This initiative resulted in another cost savings for the housing authority.”

The DCHA administers the Section 8 Housing Choice Voucher Program and provides financial assistance to over 1,100 low-income households throughout Dane County (outside the City of Madison).

Through the Housing Choice Voucher Program, DCHA administers a Homeownership Program to transition renter households to homeowners. The DCHA relies on the HCV dollars to reduce monthly homeownership expenses and the CDBG and HOME funded down payment and closing cost program to provide enough subsidies to bridge the gap between the cost of housing in Dane County and the homeowner’s ability to pay.

The DeForest Housing Authority operates 36 units of public housing including 32 one-bedroom units for Seniors and persons with disabilities and 4 two-bedroom duplexes for families. Within the past ten years, the one-bedroom units have received a new roof, windows, and siding. All units are considered to be in good physical condition.

The DeForest Housing Authority holds monthly meetings for the Senior apartment complex during which needs and future plans are discussed.

The City of Stoughton owns 92 units of public housing for seniors. The properties are managed by Brouihahn Management & Consulting, Inc. According to Bev Thompson with Brouihahn, in the past 18 months, they have done ongoing window replacement, repaved the parking lot, and have replaced the retrofitted lifts in four of the six buildings.

The Management company works closely with the Senior Center in Stoughton and encourages their residents to be active. Notices of activities, transportation opportunities, etc. are regularly posted. The company keeps an “open” door policy.

### **DESIGNATION AS TROUBLED**

None of the public housing authorities in Dane County are deemed as troubled nor or are they performing poorly.

### **Barriers to Affordable Housing**

- |   |
|---|
| <ol style="list-style-type: none"><li>1. Describe the actions that will take place during the next year to remove barriers to affordable housing.</li></ol> |
|---|

2010 Action Plan Barriers to Affordable Housing response:

The County conducted an *Analysis of Impediments To Fair Housing Choice* in 2004. It is planned in 2010 to use CDBG-R funds and issue a request for proposal (RFP) to conduct further analysis and review.

The Consolidated Plan identified barriers to affordable housing including:

- housing costs rising at a disproportionate rate to family income,
- need for 11,146 additional affordable apartment units
- increasing land acquisition and land development costs,
- local land regulations, and
- community resistance to higher density.

It is proposed in 2010, that Dane County will provide:

- \$10,000 in CDBG funds to the Fair Housing Center of Greater Madison to provide fair housing outreach and education to agencies that provide housing services and to consumers of housing; and to conduct formal investigations of complaints of housing discrimination.
- \$100,000 in HOME funds to the Dane County Housing Authority for their downpayment and closing cost assistance program to enable low-and-moderate households to become homeowners.
- \$100,000 to Movin' Out for the Dane County Homeowner Program that provides down payment assistance/closing cost loans to low-income households comprised of a least one member with a severe and permanent disability.
- \$100,000 in HOME funds to Habitat for Humanity for the acquisition of land parcels for homes that would be developed for and occupied by low-and-moderate income households.
- \$54,000 to Operation Fresh Start to develop well-built, energy efficient housing in the Village of Cambridge, that upon completion, will be sold to a low-and-moderate income buyer.
- \$127,616 in HOME funds to Movin' Out along with the use of prior year CHDO funds to finance affordable housing units in a rental housing development in Stoughton.
- \$91,166 in CDBG funds will be used to develop a rental rehabilitation program to make needed repairs. Detail on this program are pending the development of program standards.

### **HOME/ American Dream Down payment Initiative (ADDI)**

1. Describe other forms of investment not described in § 92.205(b).
2. If the participating jurisdiction (PJ) will use HOME or ADDI funds for homebuyers, it must state the guidelines for resale or recapture, as required in § 92.254 of the HOME rule.
3. If the PJ will use HOME funds to refinance existing debt secured by multifamily housing that is that is being rehabilitated with HOME funds, it must state its refinancing guidelines required under § 92.206(b). The guidelines shall describe the conditions under which the PJ will refinance existing debt. At a minimum these guidelines must:

- a. Demonstrate that rehabilitation is the primary eligible activity and ensure that this requirement is met by establishing a minimum level of rehabilitation per unit or a required ratio between rehabilitation and refinancing.
  - b. Require a review of management practices to demonstrate that disinvestments in the property has not occurred; that the long-term needs of the project can be met; and that the feasibility of serving the targeted population over an extended affordability period can be demonstrated.
  - c. State whether the new investment is being made to maintain current affordable units, create additional affordable units, or both.
  - d. Specify the required period of affordability, whether it is the minimum 15 years or longer.
  - e. Specify whether the investment of HOME funds may be jurisdiction-wide or limited to a specific geographic area, such as a neighborhood identified in a neighborhood revitalization strategy under 24 CFR 91.215(e)(2) or a Federally designated Empowerment Zone or Enterprise Community.
  - f. State that HOME funds cannot be used to refinance multifamily loans made or insured by any federal program, including CDBG.
4. If the PJ is going to receive American Dream Down payment Initiative (ADDI) funds, please complete the following narratives:
- a. Describe the planned use of the ADDI funds.
  - b. Describe the PJ's plan for conducting targeted outreach to residents and tenants of public housing and manufactured housing and to other families assisted by public housing agencies, for the purposes of ensuring that the ADDI funds are used to provide down payment assistance for such residents, tenants, and families.
  - c. Describe the actions to be taken to ensure the suitability of families receiving ADDI funds to undertake and maintain homeownership, such as provision of housing counseling to homebuyers.

2010 Action Plan HOME/ADDI response:

#### **OTHER FORMS OF INVESTMENT**

Dane County will only be using the forms of investment described under 24 CFR Part 92.205(b).

#### **GUIDELINES FOR RESALE/RECAPTURE**

Dane County will use the recapture provisions to recoup all or a portion of the assistance provided to homebuyers if the housing does not continue to be the principal residence of the family for the duration of the period of affordability. When the recapture requirement is triggered by a sale (voluntary or involuntary) of the housing unit and the net proceeds are not sufficient to recapture the full HOME investment plus enable the homeowner to recover the amount of the homeowner's downpayment and any capital improvement investment made by the owner since purchase, then Dane County will share in the net proceeds (if any).

#### **REFINANCING OF EXISTING DEBT**

Dane County will not use HOME funds to re-finance existing debt secured by multi-family housing that is being rehabilitated with HOME funds.

## **ADDI FUNDS**

No ADDI funds were received in 2009 nor are any anticipated in 2010.

## **HOMELESS**

### **Specific Homeless Prevention Elements**

\*Please also refer to the Homeless Needs Table in the Needs.xls workbook.

1. Sources of Funds—Identify the private and public resources that the jurisdiction expects to receive during the next year to address homeless needs and to prevent homelessness. These include the McKinney-Vento Homeless Assistance Act programs, other special federal, state and local and private funds targeted to homeless individuals and families with children, especially the chronically homeless, the HUD formula programs, and any publicly-owned land or property. Please describe, briefly, the jurisdiction's plan for the investment and use of funds directed toward homelessness.
2. Homelessness—In a narrative, describe how the action plan will address the specific objectives of the Strategic Plan and, ultimately, the priority needs identified. Please also identify potential obstacles to completing these action steps.
3. Chronic homelessness—The jurisdiction must describe the specific planned action steps it will take over the next year aimed at eliminating chronic homelessness by 2012. Again, please identify barriers to achieving this.
4. Homelessness Prevention—The jurisdiction must describe its planned action steps over the next year to address the individual and families with children at imminent risk of becoming homeless.
5. Discharge Coordination Policy—Explain planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how, in the coming year, the community will move toward such a policy.

2010 Action Plan Special Needs response:

### **SOURCES OF FUNDS**

In 2010 the County expects to:

Continue to expend \$284,498 in federal Homeless Prevention and Rapid Re-Housing Program (HPRP) funds administered by the Wisconsin Department of Commerce that were received in 2009 for use outside the City of Madison.

Receive \$762,040 in HUD Shelter Plus Care funds. Funding is passed through to Housing Initiatives, Inc. for rental assistance for homeless persons who have a serious and persistent mental illness. Goals are to provide residential stability, to increase skill level and/or income, and to increase self-determination.

Earmark \$1,127,247 in local General Purpose Revenue (County levy) funds to address housing and homeless support. These funds are administered by the Economic Assistance and Work Services Division of the Dane County Department of Human Services. Funds are distributed to purchase of service (POS) agencies in Dane County to provide short-term emergency shelter for homeless individuals and families and to assist families in securing permanent housing in the community. (Persons served may also be in the City of Madison). Funds are provided to:

- Community Action Coalition for South Central Wisconsin, Inc. - \$128,726 to provide funding for the Family Support program that provides comprehensive housing case management, housing counseling, landlord/tenant negotiation, and information and referral to homeless or near-homeless families and individuals in Dane County living at or below 80% of the County Median Income (CMI).
- Interfaith Hospitality Network - \$19,796 to provide emergency shelter and meals, a day center, and housing counseling.
- Porchlight, Inc. - \$141,464 for the provision of overnight shelter, food, clothing, personal items, and advocacy services for homeless men.
- Salvation Army - \$732,630 for the operation of an on-site family and women emergency homeless shelter and a motel, food, and transportation voucher program for those persons housed off-site. This includes case management services.
- Tenant Resource Center - \$104,490 for the provision of housing counseling, referral services, mediation, and advocacy services to individuals in search of housing or in need of eviction prevention. This includes staffing a housing kiosk at the Dane County Job Center that provides information about available housing to the public.
- Young Women's Christian Association (YWCA) - \$141,605 for the provision of housing for homeless and transient women and families. This includes case management services.

## HOMELESSNESS

The Homeless Services Consortium functions as the local Continuum of Care (CoC), recognized by the U.S. Department of Housing and Urban Development (HUD) as the local planning and decision-making body on programs funded with HUD's homeless assistance programs.

In March, 2005 the City of Madison, Dane County, and the United Way of Dane County held a symposium titled, "Housing For All Community Conversation." The ideas generated during this symposium were combined with other ideas developed through other Homeless Services Consortium planning efforts resulting in the development of *A Community Plan to Prevent and End Homelessness in Dane County* issued in April, 2006. This 10-year plan outlines three goals:

- Provide support services for homeless households and households at risk of homelessness to enable them to access and maintain stable housing.
- Provide a short-term safety net with the ability to help homeless households move to stable housing as quickly as possible.
- Provide an adequate inventory of affordable housing units for low-income households by creating new units or making existing units affordable.

The 2010 Action Plan seeks to further those goals.

## **CHRONIC HOMELESSNESS**

Barriers to eliminating chronic homelessness by 2012 include: lack of resources in terms of support services and an adequate inventory of affordable housing units, the volatility in the current economy, and time – it is nearly 2010.

Two organizations in Dane County have undertaken capital campaigns to increase the inventory of affordable housing units for individuals and families who need greater support to remain housed.

Porchlight, Inc. is undertaking a capital campaign to construct two buildings of housing at 4002 Nakoosa Trail on Madison's east side designed to support the most challenged of those homeless in Dane County. Research demonstrates that housing with professional support services is the most successful in the long-term reduction of homelessness, particularly for those individuals that are most challenged with severe and persistent mental illnesses. One of the proposed buildings is for 14-units of single occupancy housing with a kitchen, offices and program space for Porchlight's Safe Haven program. This is program is focused on shorter term housing to stabilize homeless persons with serious mental illnesses. Safe Haven has staff coverage 24 hours per day, 7 days per week. There are professional case managers on site during the day and night managers over night. In addition, on the same parcel, Porchlight proposes to construct a 24-unit building of efficiency apartments as permanent housing for homeless individuals. It is anticipated that many served through the Safe Haven program will be housed in this permanent housing. There will be a case manager assigned to provide professional assistance for those residents of the permanent housing.

In 2008, The Road Home launched the "Housing and Hope," campaign created for the purpose of raising \$4.5 million dollars to buy and renovate 30 apartments and to create an endowment called the "Forever Fund" to ensure the apartments remain affordable. This is a strategy to pair apartments with long-term support services for homeless families. As of November 2009 The Road Home has purchased two eight-unit apartment buildings on Madison's north side that will provide 15 low-income families with affordable housing, a community room, and on-site case management.

## **HOMELESSNESS PREVENTION**

In 2010, Dane County as part of the Continuum of Care, will continue the objectives outlined in *A Community Plan to Prevent and End Homelessness in Dane County*. The overall goal is to provide support services for households at risk of homelessness to enable them to access and maintain stable housing.

Actions to address the needs of individuals and families with children who are at imminent risk of becoming homeless include:

- Increasing the availability of effective case management services
- Increasing financial resources to households so that they are able to afford the cost of housing
- Providing education to help households better manage their resources
- Build on efforts to improve relationships between those who need housing (tenants) and those who have housing (landlords)
- Protect the legal rights of tenants to ensure that all are treated without discrimination and within the boundaries of the law.

## **DISCHARGE COORDINATION POLICY**

The Discharge Coordination Policy is defined in federal law, state statutes, state administrative code, and local policy.

### Youth

For youth in publicly funded out-of-home placements including foster homes, group homes, residential care centers, and correctional facilities, the Dane County Department of Human Services Children, Youth, and Families Division has primary responsibility for youth under its jurisdiction. Requirements are defined in federal law, including the Adoption and Safe Families Act (AFSA), state statutes, state administrative code, and local policy. The County's Permanency Planning policy (No. 83-11-10) states,

In order to ensure, in a timely manner, either the reunification of a child with his/her family or the location of another safe and permanent home, DCDHS must develop a written permanency plan for each child in out-of-home care. This plan, to be developed jointly with the parent or guardian, must specify the permanency goal for the child and detail the services to be provided to the child and family so they may achieve the identified goal. The permanency plan must be reviewed every six months to assess the appropriateness and safety of the child's placement and permanency goal, and to reevaluate the effectiveness of services in place to help the child achieve a safe and permanent home.

For all youth age 16 and over in out-of-home care, the County policy (No. 9305-03) requires that case plans describe programs and services to prepare the child for independent living. The plans must address the anticipated amount of time available for transition to independent living, the anticipated location/situation to which the youth will move, how the youth's independent living skills were or will be assessed, and a description of the services that have been or will be provided with expected outcomes and time frames for delivery.

### Health Care

In accordance with 42 CDR 482.43(b)(3) and (60), local hospitals in Dane County have a discharge planning process in place that applies to all patients. The discharge plan includes an evaluation of the likelihood of a patient needing post-hospital services and housing options. All local hospitals have agreed upon a policy not to discharge patients to the streets. According to the hospitals, the first option is to work within a patient's natural support system (i.e. family members) in order to find an appropriate housing option in the community. If a patient has no natural support system they refer patients to a community option when available. The hospitals may fund a placement for a discharged patient in a motel if needed. The Salvation Army also has a medical voucher program through which persons with health care needs may be placed temporarily in motels until a more permanent solution is identified. William Middleton Veterans Hospital designates two staff who identify and assist homeless veterans. Most identified veterans are referred to the VA-funded transitional housing programs. HSC members have regular contact with hospital personnel to discuss options for preventing discharge to homelessness and may develop specific plans for each individual. HSC members also meet annually with local hospital social service staff to update them on services available to their homeless patients in the community.

### Mental Health

The Wisconsin Department of Health and Family Services has protocol in place, per state statute (Sec. 51.35(5) Wis.Stats.), to prohibit discharge from DHFS-funded agencies to the streets or to a homeless shelter. This law prohibits placement into a shelter facility unless on an emergency basis and for less than 10 days. In Dane County, there has been an established continuum of aftercare arrangements in accordance with the level of support that an individual may need upon discharge from an institutional mental health setting. Aftercare is coordinated in conjunction with the Emergency Services Unit at the Mental Health Center of Dane County and the Community Housing and Resource Managers (CHARM) at Tellurian. The Emergency Services Unit provides inpatient monitoring and works with the CHARM to coordinate aftercare planning for persons leaving institutions. They work with appropriate county contracted agencies and primary case managers to implement a safe discharge plan. Aftercare placements include crisis homes, adult foster homes, group homes, or the person's own home with additional support services in place. The network of aftercare placements may include agencies in the HSC who provide transitional or long-term housing (Tellurian UCAN, YWCA, Porchlight, Inc.). The Recovery House at the Mental Health Center of Dane County, where homeless individuals are routinely discharged from institutions, provides temporary housing until an alternative housing option is identified. The Recovery House is funded by Dane County.

### Corrections (Jails and State/Federal Prisons)

It is standard practice for the Wisconsin Department of Corrections (DOC) to find community living arrangements for all those being released from its facilities. In partnership with the HSC, the Wisconsin State Legislature has allocated funds to be used for the transition of persons into appropriate housing situations. The DOC requires discharge planning to begin 180 days before a scheduled date of release from the Correctional System. The planning process, at a minimum, addresses housing, employment, treatment and reunification with family members. Parolees may be placed into halfway houses, transitional living programs, or long-term housing facilities, including non-HUD funded permanent housing programs of CoC members (Port St. Vincent, Seton House, Porchlight Inc., Tellurian UCAN, and the YWCA). The DOC currently purchases six beds at Porchlight's Brooks St. facility (females for 90 days and males for 31 days) for inmates being released back into the community. Seton House also contracts with the DOC to provide short-term housing for three women who are either on probation or parole and have no other living arrangement. The Dane County Jail has not implemented a homelessness prevention policy for released inmates. The jail chaplain and the mental health workers assist with hardship cases for those with medical or mental health needs. They work with the Emergency Services unit at the Mental Health Center of Dane County and CHARM at Tellurian to make appropriate community referrals for those with mental health needs. Local CoC agencies have started a dialogue with Dane County officials regarding the lack of any jail discharge policy. The Wisconsin Division of Juvenile Corrections utilizes a committee to develop discharge planning for juveniles being released into the community. Placement options include family placement, a foster home, a group home, a childcare institution, or supervised independent living. Youth over the age of 18 may be placed in adult transitional living programs or community residential facilities. The State of Wisconsin provides aftercare supervision to youth released in Dane County.

## **Emergency Shelter Grants (ESG)**

(States only) Describe the process for awarding grants to State recipients, and a description of how the allocation will be made available to units of local government.
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2010 Action Plan ESG response:

Not applicable.

## COMMUNITY DEVELOPMENT

### Community Development

\*Please also refer to the Community Development Table in the Needs.xls workbook.

1. Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B), public facilities, public improvements, public services and economic development.
2. Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.  
\*Note: Each specific objective developed to address a priority need, must be identified by number and contain proposed accomplishments, the time period (i.e., one, two, three, or more years), and annual program year numeric goals the jurisdiction hopes to achieve in quantitative terms, or in other measurable terms as identified and defined by the jurisdiction.

2010 Action Plan Community Development response:

Information is contained in Table 1 and in the Community Development Needs Table and Summaries Table.

### Antipoverty Strategy

1. Describe the actions that will take place during the next year to reduce the number of poverty level families.

2010 Action Plan Antipoverty Strategy response:

The Dane County Department of Human Services (DCDHS), either directly or through purchase of service agencies, provides an array of programs to help residents meet their basic needs for food, shelter, jobs, and childcare services that enable them to work toward economic self-sufficiency. The Department participates in the Wisconsin Shares Childcare Subsidy Program that assists low-income families in paying for childcare services. DCDHS is a partner agency with the Dane County Job Center which assists job seekers to get the career planning, job placement, and training services they need to get jobs. The Dane County Job Center resource room includes computers for JobNet, Internet computer access, State government job listings, and resume writing computers. An on-site Day Care Center provides care while parents are completing appointments or training at the Job Center. The Department also administers the W-2 program for the region. The goal of Wisconsin Works is to provide necessary and appropriate services to prepare individuals to work, and to obtain and maintain viable, self-sustaining employment, which will promote economic growth. Services include job readiness motivation, job retention and advancement skill training, as well as, childcare.

## NON-HOMELESS SPECIAL NEEDS HOUSING

### Non-homeless Special Needs (91.220 (c) and (e))

\*Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve for the period covered by the Action Plan.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

2010 Action Plan Specific Objectives response:

#### **PRIORITIES AND SPECIFIC OBJECTIVES**

The priorities and specific objectives Dane County hopes to achieve in 2010 are detailed in Table 1.

#### **OTHER RESOURCES EXPECTED TO BE AVAILABLE**

Other resources expected to be available are described in detail in the General Questions-Other Resources section on pages 30-32.

### Housing Opportunities for People with AIDS

\*Please also refer to the HOPWA Table in the Needs.xls workbook.

1. Provide a Brief description of the organization, the area of service, the name of the program contacts, and a broad overview of the range/ type of housing activities to be done during the next year.
2. Report on the actions taken during the year that addressed the special needs of persons who are not homeless but require supportive housing, and assistance for persons who are homeless.
3. Evaluate the progress in meeting its specific objective of providing affordable housing, including a comparison of actual outputs and outcomes to proposed goals and progress made on the other planned actions indicated in the strategic and action plans. The evaluation can address any related program adjustments or future plans.
4. Report on annual HOPWA output goals for the number of households assisted during the year in: (1) short-term rent, mortgage and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as community residences and SRO dwellings, where funds are used to develop and/or operate these facilities. Include any assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.
5. Report on the use of committed leveraging from other public and private resources that helped to address needs identified in the plan.

6. Provide an analysis of the extent to which HOPWA funds were distributed among different categories of housing needs consistent with the geographic distribution plans identified in its approved Consolidated Plan.
7. Describe any barriers (including non-regulatory) encountered, actions in response to barriers, and recommendations for program improvement.
8. Please describe the expected trends facing the community in meeting the needs of persons living with HIV/AIDS and provide additional information regarding the administration of services to people with HIV/AIDS.
9. Please note any evaluations, studies or other assessments that will be conducted on the local HOPWA program during the next year.

2010 Action Plan HOPWA response:

Dane County does not receive HOPWA funds.

### **Specific HOPWA Objectives**

Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the Action Plan.

2010 Specific HOPWA Objectives response:

Dane County does not receive HOPWA funds.

### **Other Narrative**

Include any Action Plan information that was not covered by a narrative in any other section.