

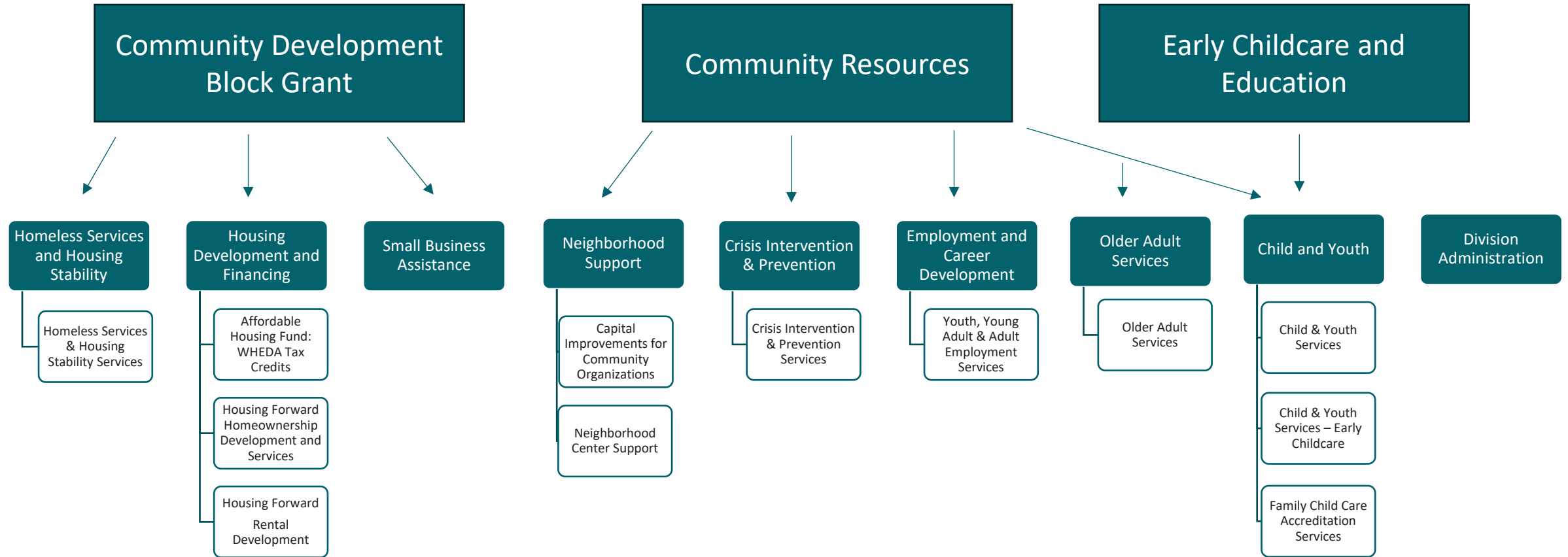


Homeless Resources Update

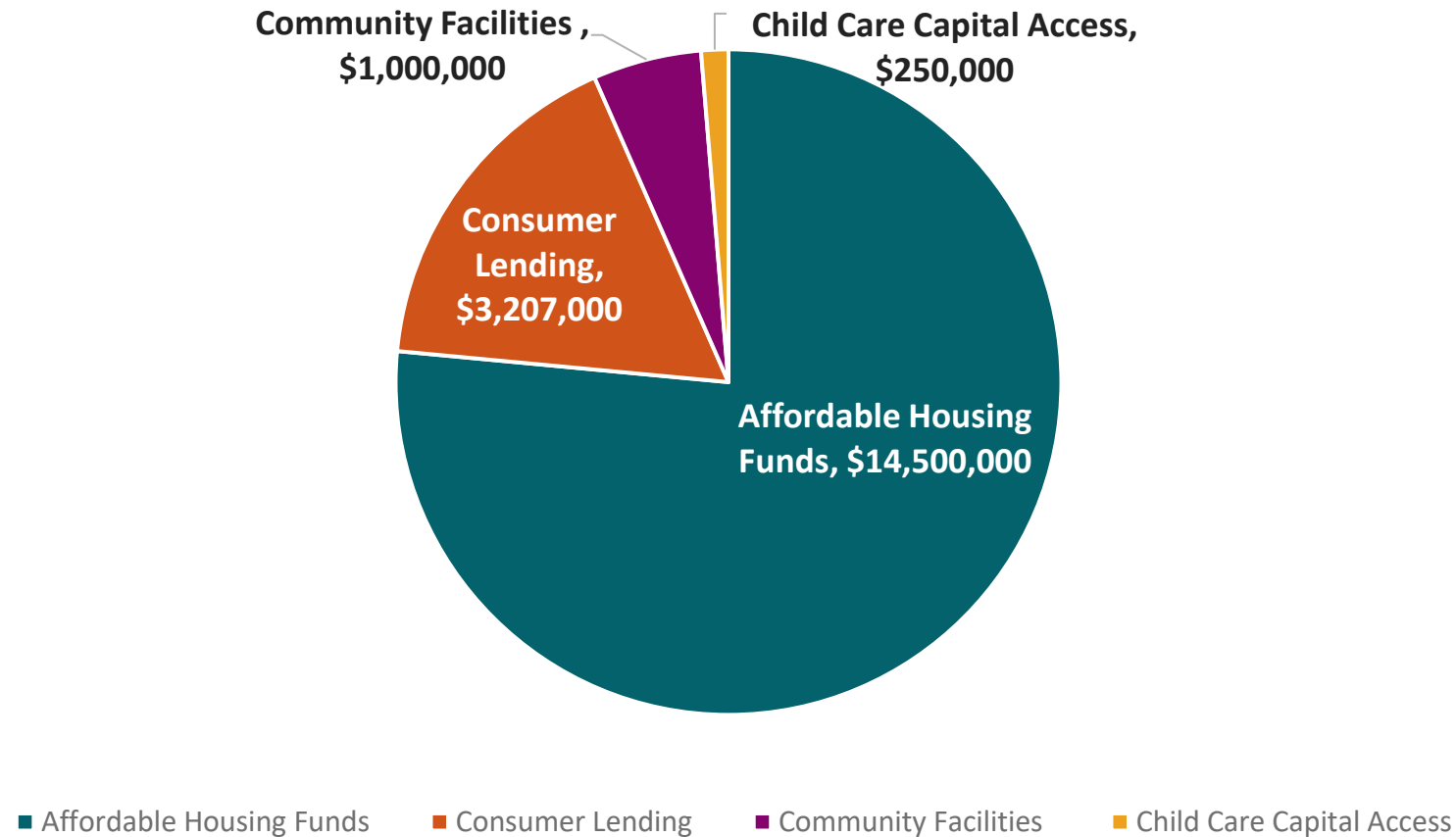
Common Council
September 30, 2025

A. Introduction and Context

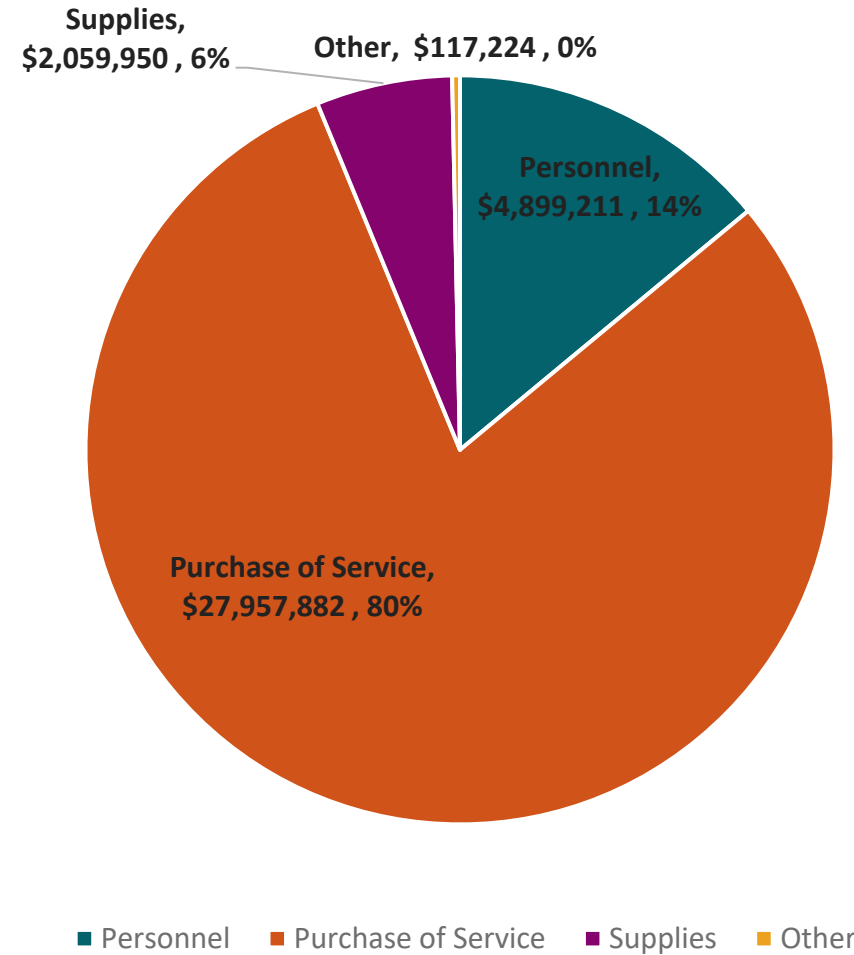
Community Development Division Service Structure



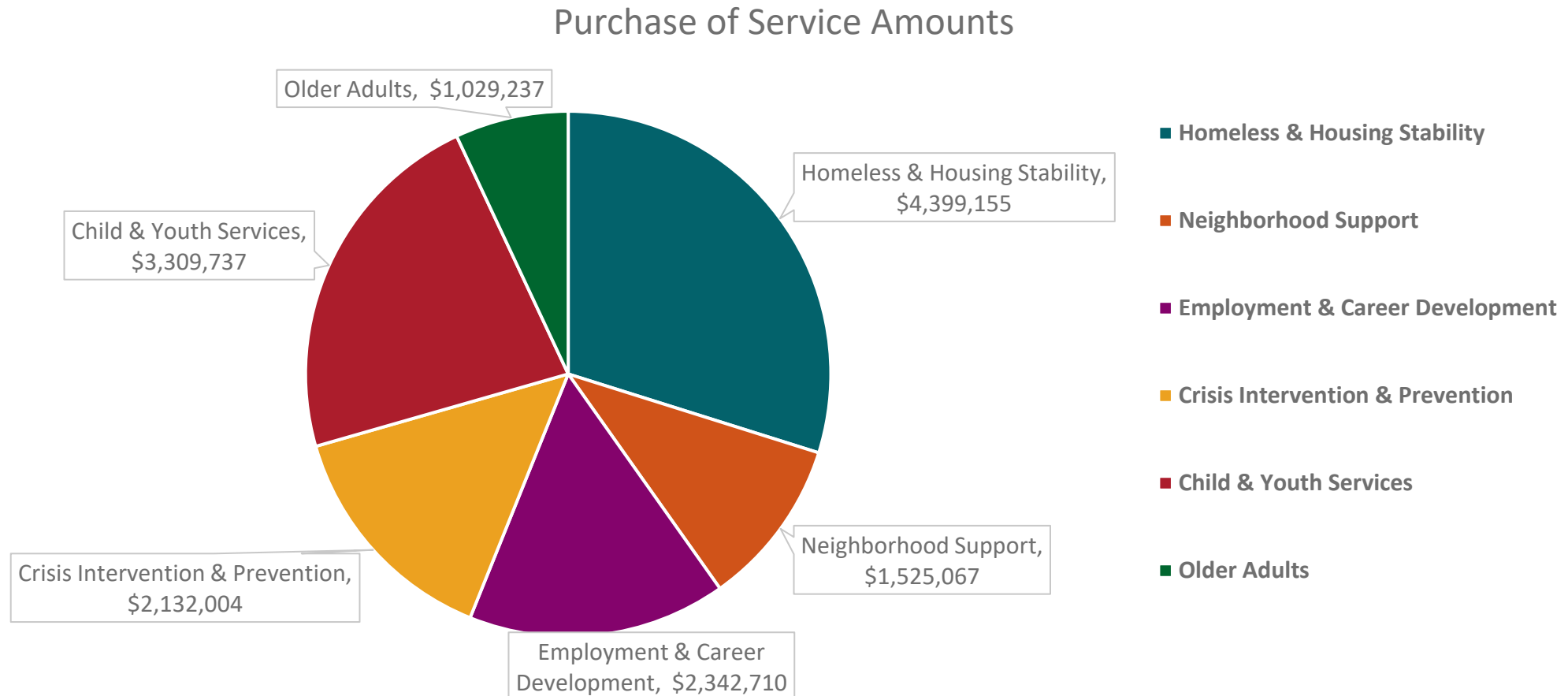
2025 CDD Capital Budget - \$18.9 Million



CDD 2025 Operating Budget - \$34.5 Million



General Fund (City Levy) Purchase of Services by Service Area



B. Homelessness in Our Community

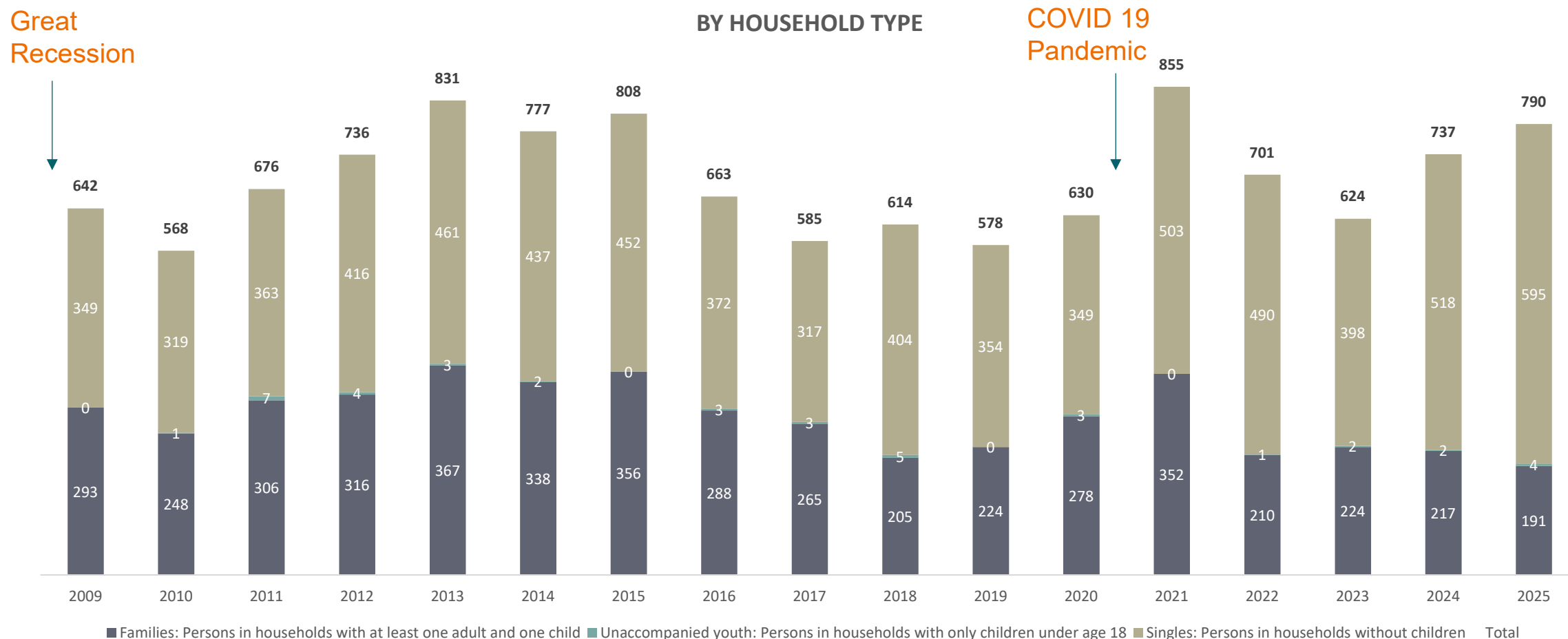
HUD Definitions of Homelessness

- **Category 1 Literally Homeless** : staying unsheltered or at emergency shelter or transitional housing - tracked in PIT, HUD annual number; eligible for Permanent Supportive Housing and Rapid Rehousing programs
- **Category 2 Imminent Risk of Homelessness**: losing primary residence within 14 days
- **Category 3 Homeless Under Other Federal Statutes**: Unaccompanied youth under 25 years of age, or families with Category 3 children and youth, who do not otherwise qualify as homeless under this definition.
- **Category 4 Fleeing/Attempting to Flee Domestic Violence**
- **At Risk of Homelessness**

What is Point in Time (PIT)?

- **A one-night snapshot of homelessness**
- Required by HUD once a year in late January
- Counts people in **emergency shelter, transitional housing, and unsheltered locations**
- Does not include those doubled-up, staying in hotels/motels or in institutional settings (hospitals, jails)
- In Wisconsin, PIT occurs on the **fourth Wednesday in January**
- In Dane County, the **Homeless Services Consortium (HSC) PIT Committee** plans and carries out the count

PIT 2009–2025: By Household Type

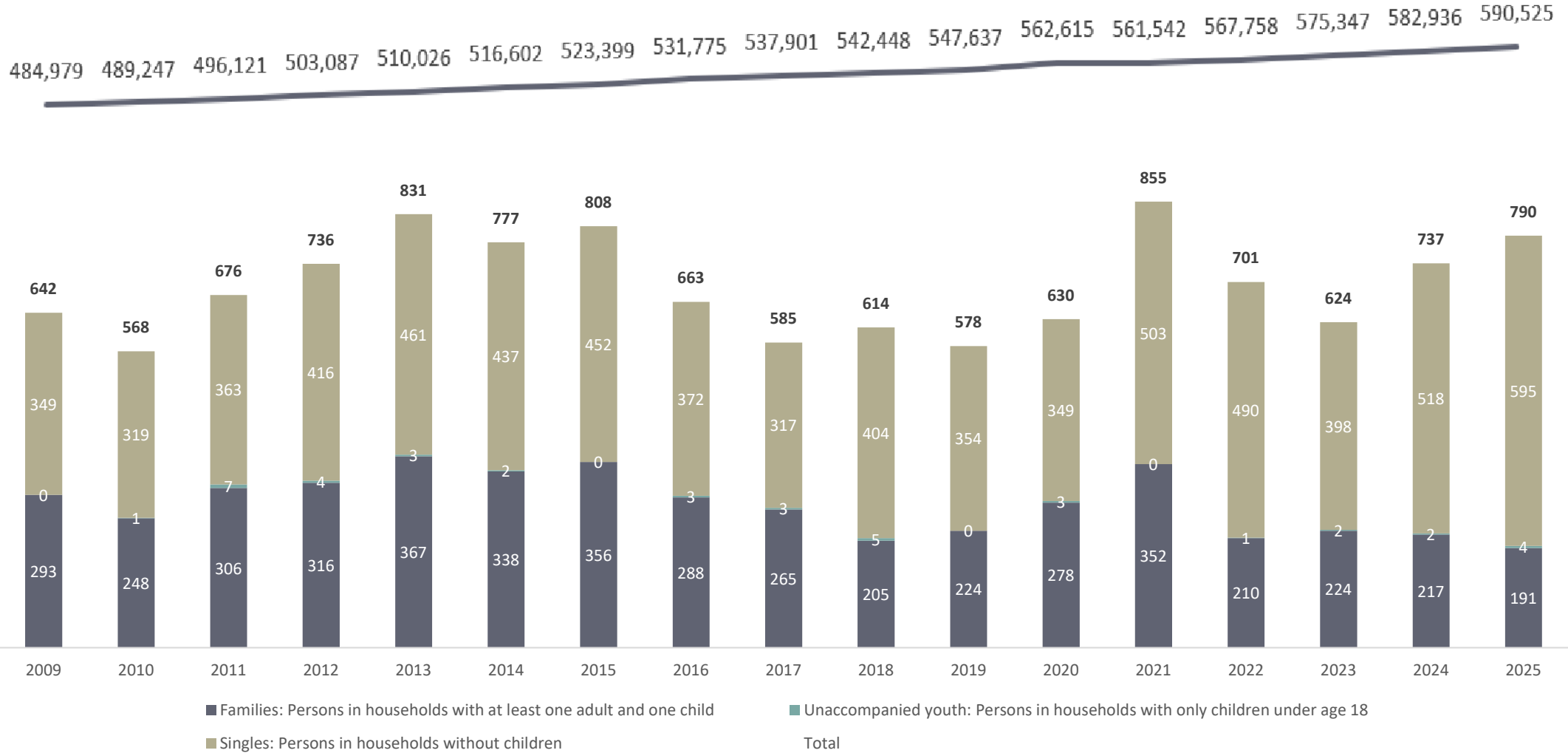


Important Note: Family homelessness is likely under-reported. The numbers have remained low or flat, but this reflects limited family shelter capacity (max 59 rooms across the Salvation Army, YWCA, Healing House and DAIS in 2025) along with a long waitlist.

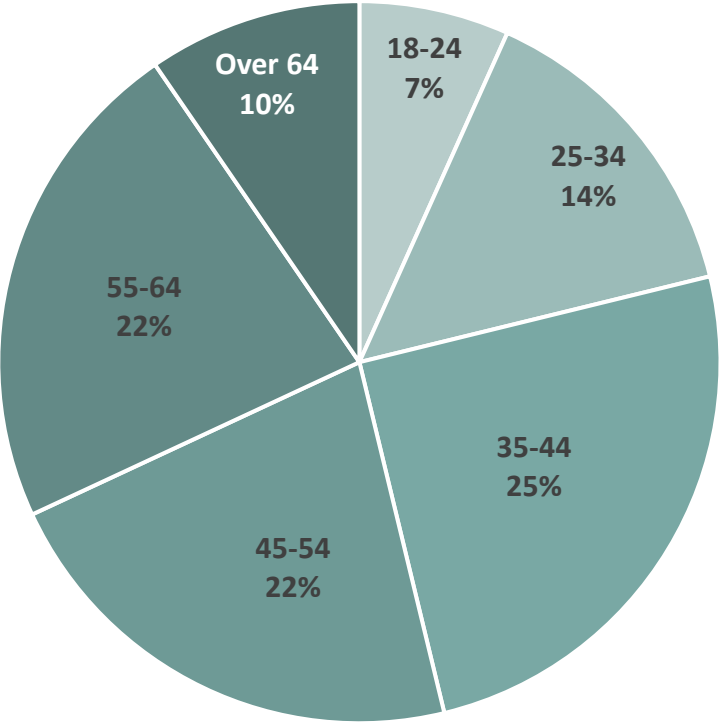
Dane County
Population:
22% increase



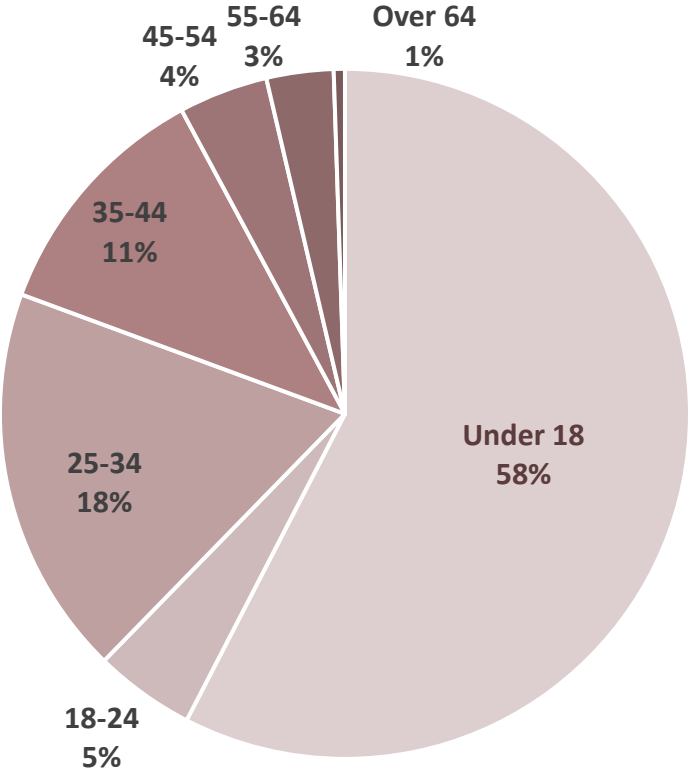
Dane County Total Population



2025 PIT - Age

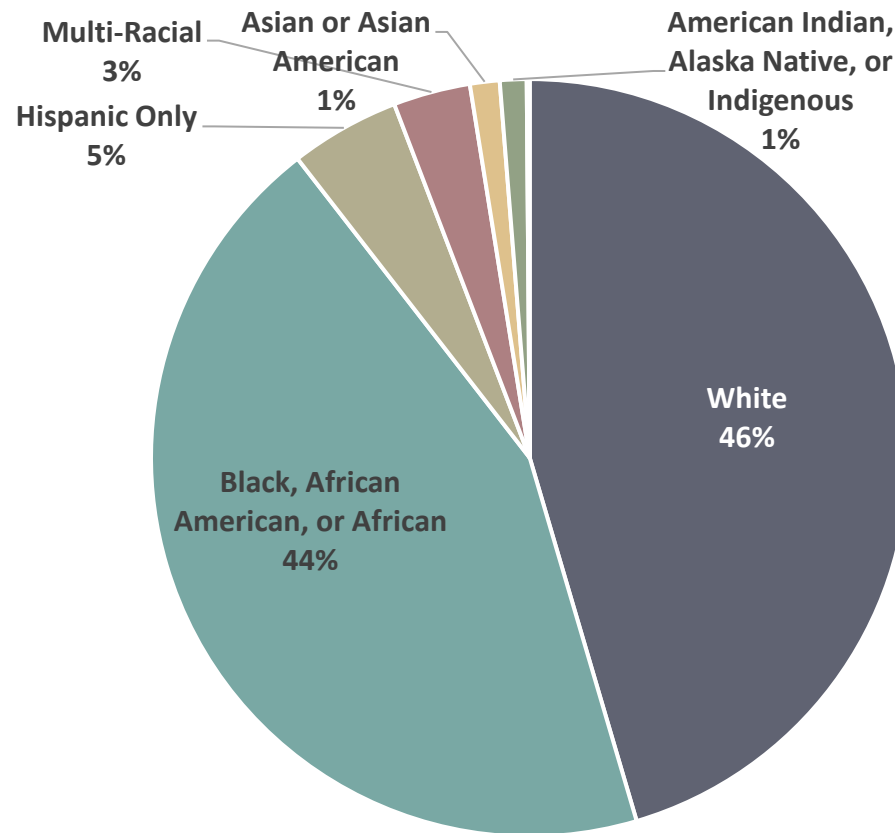


Singles
595 people



Families
191 people

2025 PIT - Race & Ethnicity: All Household Types



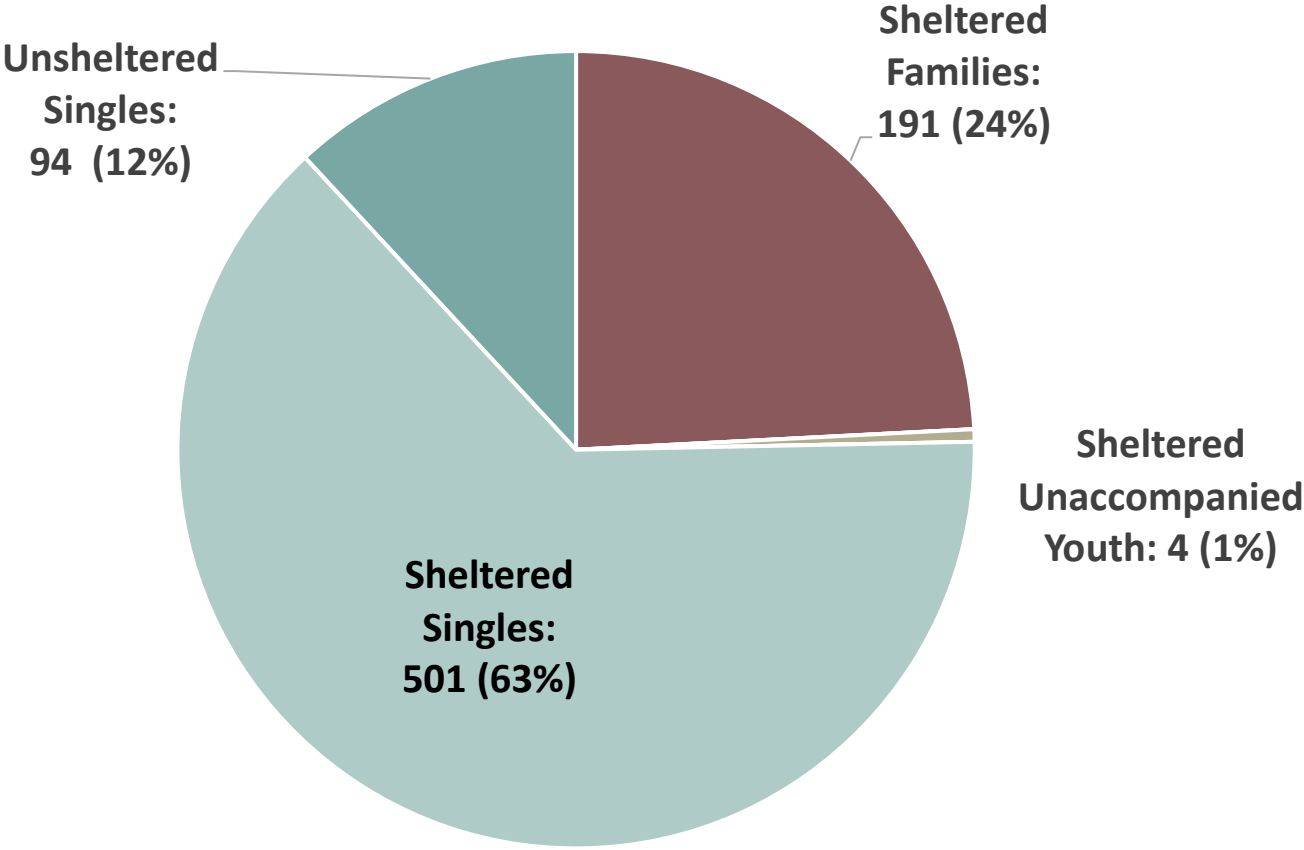
Compared to Dane County Total Population (2020 Census)

- White: 76%
- Black or African American: 6.3%
- Asian: 6.3%
- Multiracial: 4.3%
- Hispanic (of any race): 7.5%

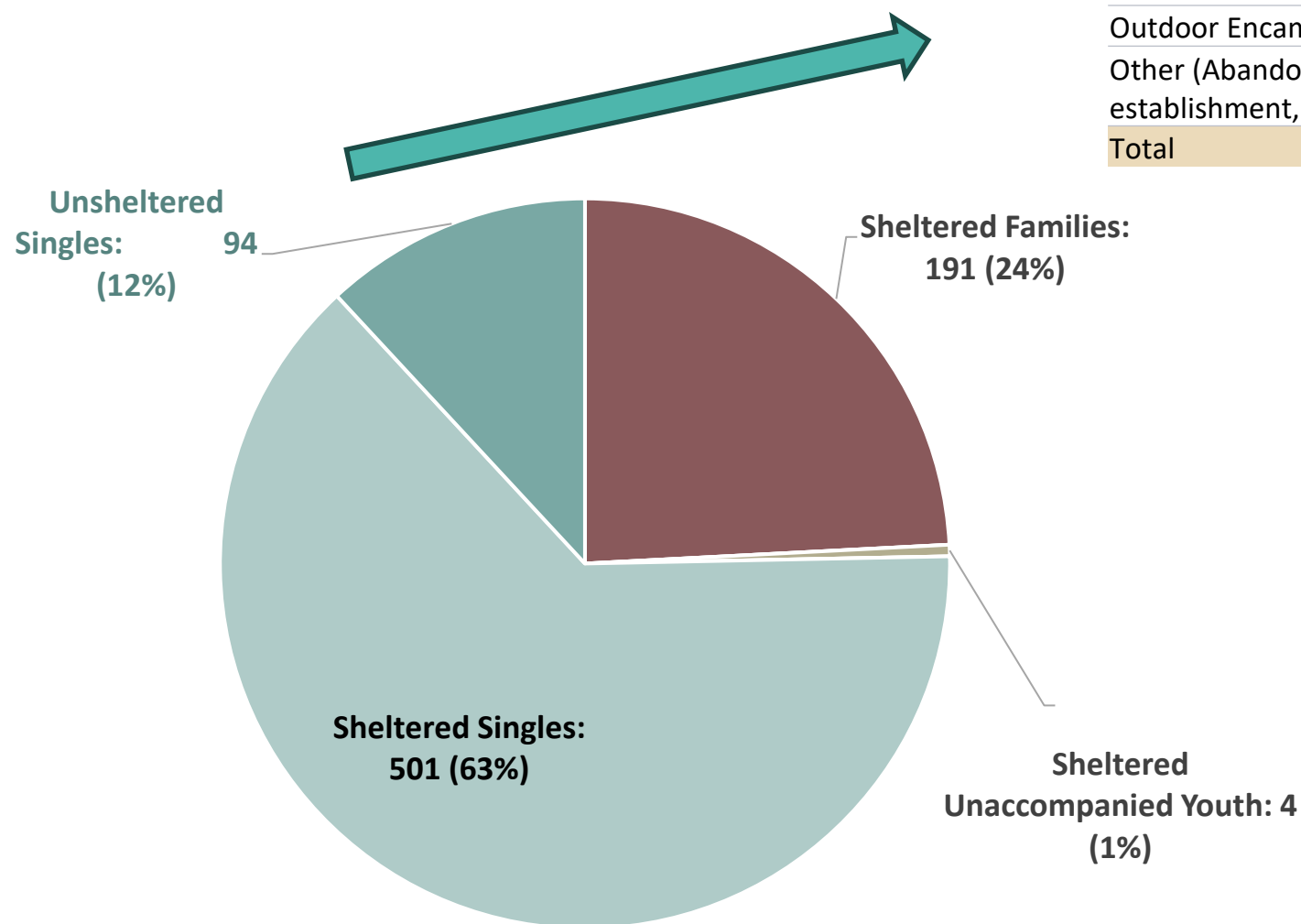
9% (70 out of 790) of all people in PIT identified as **Hispanic**, either as their sole race or as their ethnicity.

2025 PIT - Where People Stayed

Total
790
People



2025 PIT - Location Details



Unsheltered Location	# of Persons	Percentage
Dairy Drive Sheltered Campground & Occupy Madison Temporary Tiny Homes	46	49%
Vehicle	26	28%
Streets or Sidewalk	15	16%
Outdoor Encampment (Woods, Bridge, Park, etc.)	4	4%
Other (Abandoned building, commercial establishment, etc.)	3	3%
Total	94	100%

Notes on Unsheltered Homeless Number:

- Dairy Drive and temporary tiny homes were classified as unsheltered, based on local interpretation of HUD reporting requirements.
- All unsheltered people counted in the PIT were in singles household. On the PIT night, temperature dropped to 7F, triggering activation of the **County-funded extreme weather hotel program**, which is activated when temperatures fall below 20F. 7 families who reported typically sleeping in cars were placed in hotels that night and were counted as sheltered.

2025 PIT Overview

Total
790
people

By Household Type

- **595** people in 588 single households (households without children)
- **191** people in **54 family households** (households with children)
- **4** unaccompanied youth under age 18

By Location

- **676** people in emergency shelters
- **20** people in transitional housing
- **94** people in unsheltered locations

Key Takeaways

Homelessness in 2025 is elevated compared to 2024 and pre-pandemic

- The PIT Count identified **790** people experiencing homelessness — 7% increase from 2024 and higher than pre-pandemic years.
- Pressure on housing stability and homelessness continues to grow, increasing the risk of homelessness.

Significant racial disparities compared to the Dane County total population

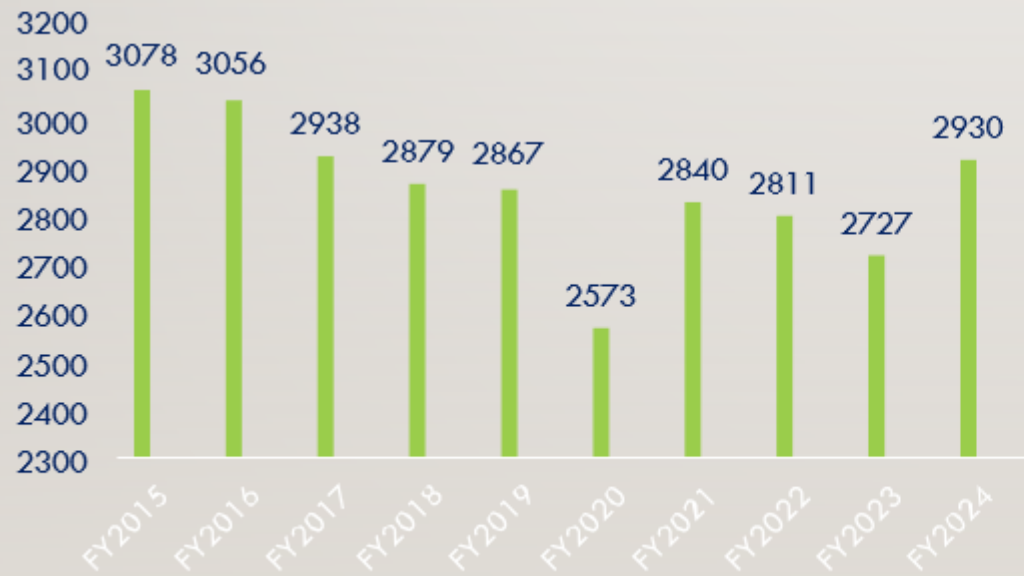
- The total PIT count is nearly evenly split between White (359, 46%) and Black/African American (348, 44%) individuals.
- Black/African Americans in family households make up 75% of all families identified in the PIT (144 out of 191).
- White individuals make up 56% of all single individuals identified in the PIT (336 out of 595).

Chronic homelessness is a critical issue

- 241 individuals (**31%**) meet the federal definition of chronic homelessness.
- This population is heavily concentrated among single adults and is disproportionately unsheltered.

TOTALS:ANNUAL COUNT & PIT

ANNUAL COUNT



POINT IN TIME COUNT



C. Homelessness Response System in Madison/Dane County

What is a Continuum of Care (CoC)?



HEARTH Act = Homeless Emergency Assistance and Rapid Transition to Housing Act - Signed into law on May 20, 2009

A CoC is charged with designing a local “system” to assist people experiencing sheltered and unsheltered homelessness and provide the services necessary to help them access housing and obtain long-term stability.

According to 24 CFR 578.1(B), a CoC must:

- Promote community-wide planning and strategic use of resources to address homelessness;
- Enhance coordination and integration with mainstream resources and other programs targeted to people experiencing homelessness; and
- Improve data collection and performance measurement

The Act **requires** communities to measure their performance as a coordinated system, in addition to analyzing performance by specific projects or project types.

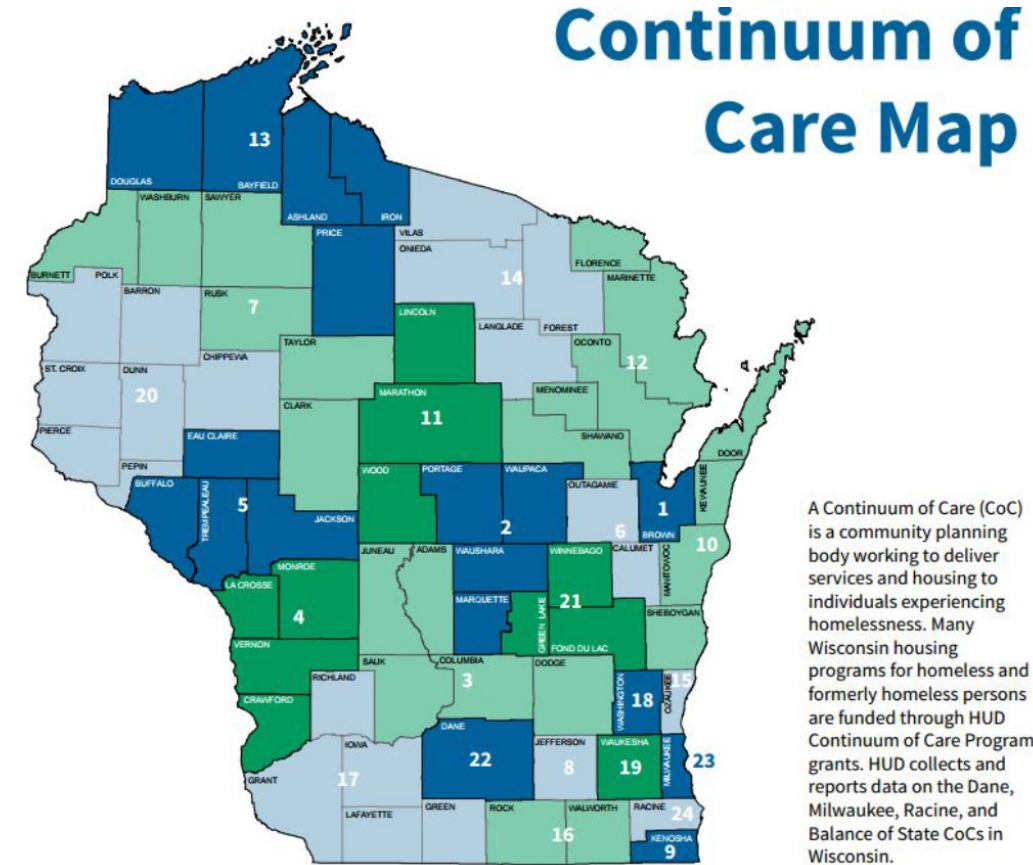
Dane County CoC also known locally as Homeless Services Consortium.

CoCs in Wisconsin



4 CoCs in Wisconsin

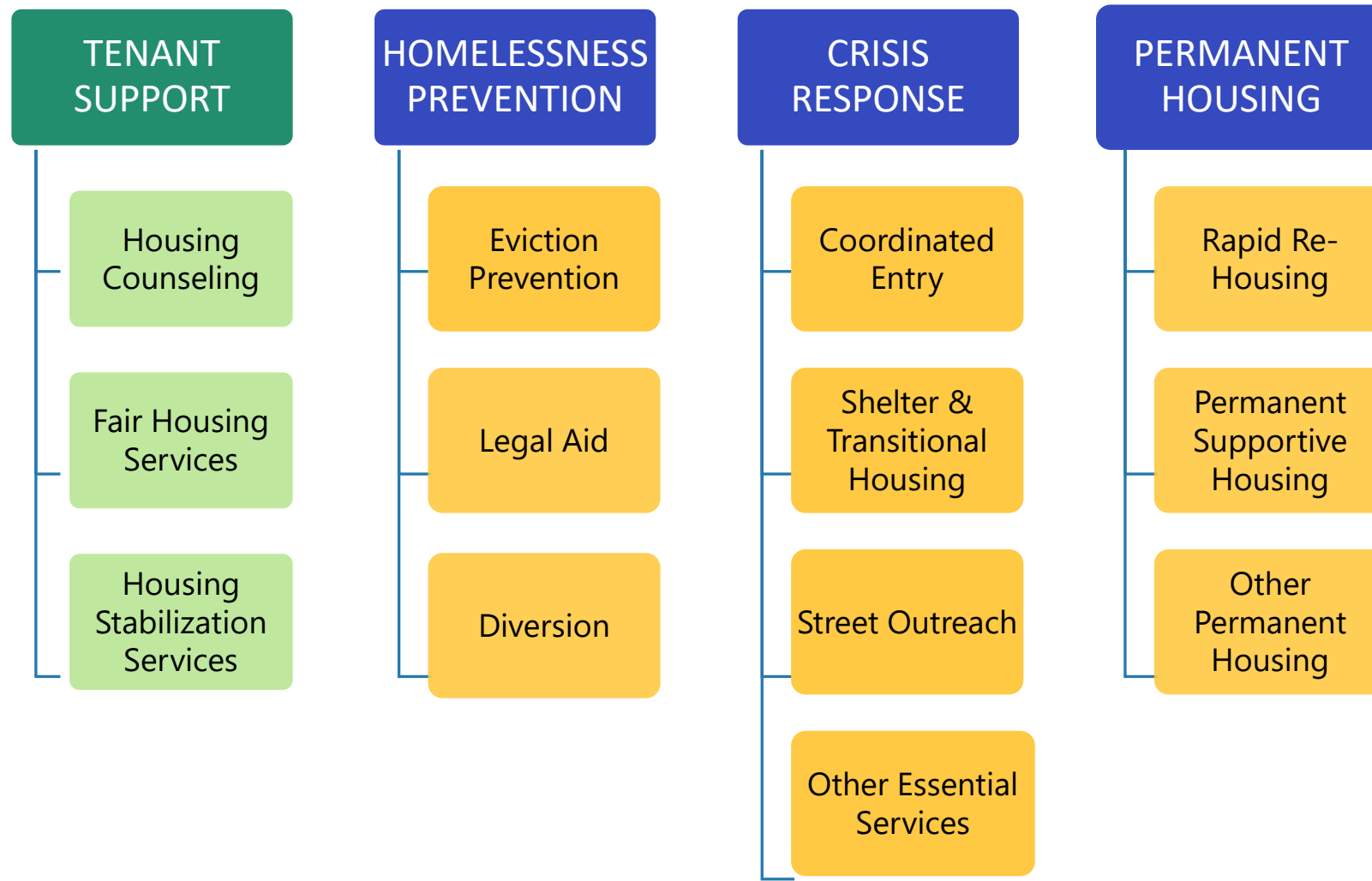
- 1. Madison/Dane
- 2. Racine County
- 3. Milwaukee County
- 4. Balance of State
 - Divided into 21 local coalitions



What is the Homeless Services Consortium (HSC)?

- The Continuum of Care (CoC) for Madison/Dane County
- A partnership of agencies, funders, advocates and people with lived experience of homelessness committed to preventing and ending homelessness
- Vision: The HSC membership shares the vision that all persons should have the opportunity to secure and maintain safe, stable and affordable housing. Members believe that housing is a human right.
- Membership meetings occur monthly
- Board of Directors elected by the Membership meets monthly and makes policy and funding decisions

Tenant Support and Homeless Services System



Dane CoC Crisis Response System

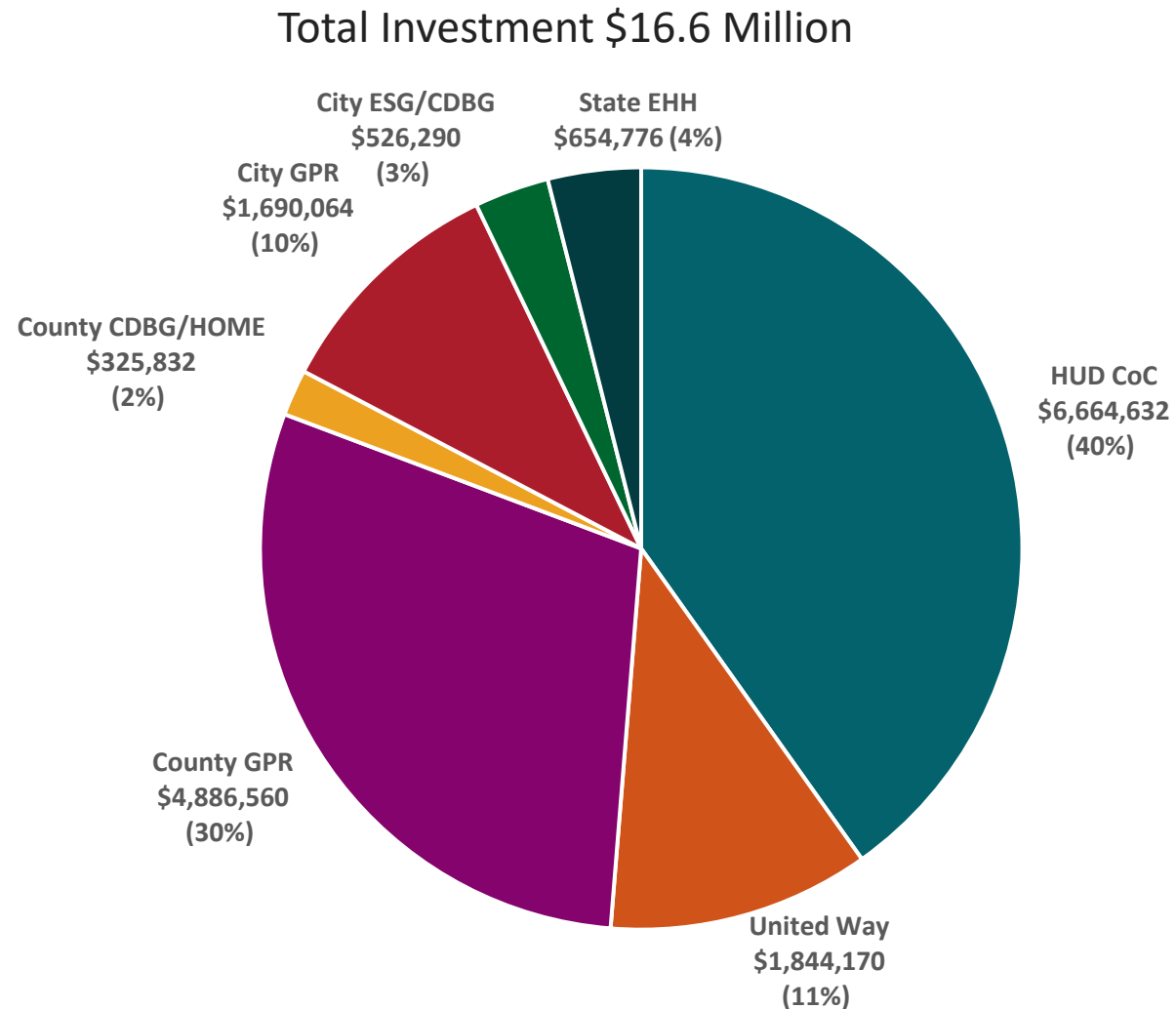
- Emergency Shelters - Families
 - Salvation Army Family Shelter: approx. 35 families, open 24/7
 - YWCA Family Shelter: approx. 11 families, open 24/7, draws from Salvation Army waitlist
 - DAIS – Domestic Violence Shelter: approx. 15 households (families and singles)
- Emergency Shelters - Singles
 - Porchlight Men's Overnight Shelter: approx. approx. 300 men nightly
 - Salvation Army Women's Overnight Shelter: approx. 90 women nightly
- Day Resource Center
 - Beacon Day Resource Center: approx. 250 persons daily, open 8am-5pm
- Street Outreach
 - Two contracted agencies
 - Offer short-term hotel stays during severe weather

CoC System Performance Measures

Six measures

- Number of People Experiencing Homelessness
- Average Length of Homelessness
- Rate of Placement into Permanent Housing
- Rate at Which Persons Exiting to Permanent Housing Return to Homelessness
- Number of People who Become Homeless for the First Time
- Employment and Income Growth for Homeless Persons

2025 Homeless Services System Funding



D. COVID-19

Pandemic Response

Use of Hotels

- High-risk adults moved to hotels to enhance safety
- Families moved from Salvation Army shelter to hotels; clear space for women
- Respite hotel set up to isolate and support persons exposed to COVID-19

Congregate Shelters

- Men's shelter moved to Warner Park Community Rec Center – 80 people
- Men's shelter moved to First Street – 150 people
- Men's shelter moved to Zeier Road – 200 people
- Salvation family shelter moved to former Karmenta Nursing Home – 35 families

Unsheltered

- City authorized and supported several temporary permissible encampments
- Temporary hotel program created for campers and couples as winter nears
- Temporary licensed campground set up on Dairy Drive

Rental Support

- At-risk renters supported through federally-funded Dane CORE program
- Eviction Diversion and Defense Program established to combat evictions

One-Time Federal Funds

- ARPA Funds received by the City of Madison \$47.2M
 - Amount allocated to Government Services – (budget repair) \$24.4M
 - Amount allocated to Community Investments \$22.7M
 - Community Investment Funds Put Toward Homeless Services \$12.7M
- CARES Act \$ 5.9M
- Emergency Rental Assistance \$ 90M

E. Focus on Men's Shelter

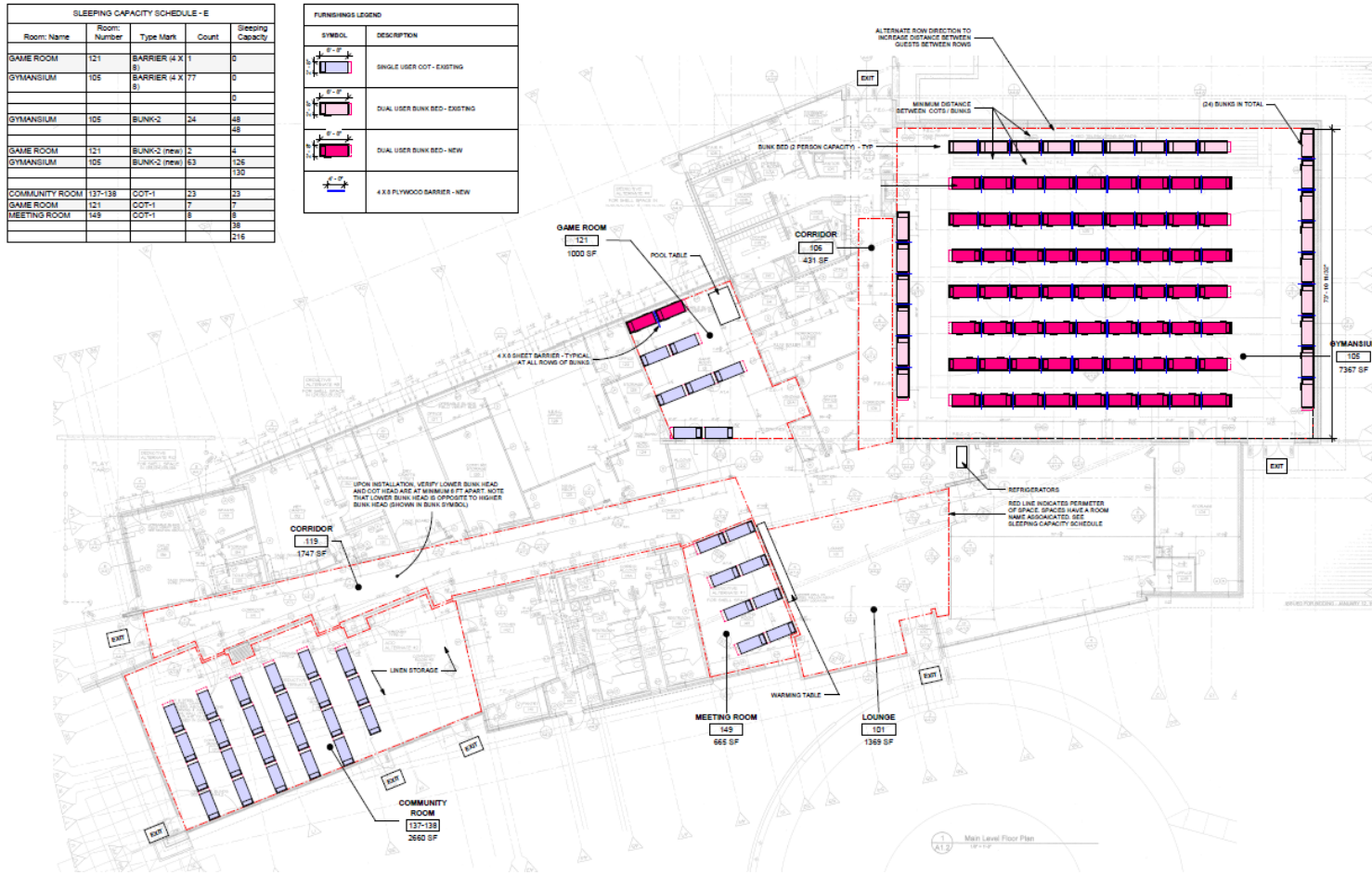
Church Basements as Men's Shelter



For 35 years, basement of Grace Episcopal Church; overflow space at St. John's Lutheran and First United Methodist

- Average: 92 guests per night
- High: 163 guests (11/14/19)

Warner Park –Temporary Shelter Operated March 30, 2020- December 15, 2020



- Average: 81 guests per night
- High: 110 guests* (10/19/20)

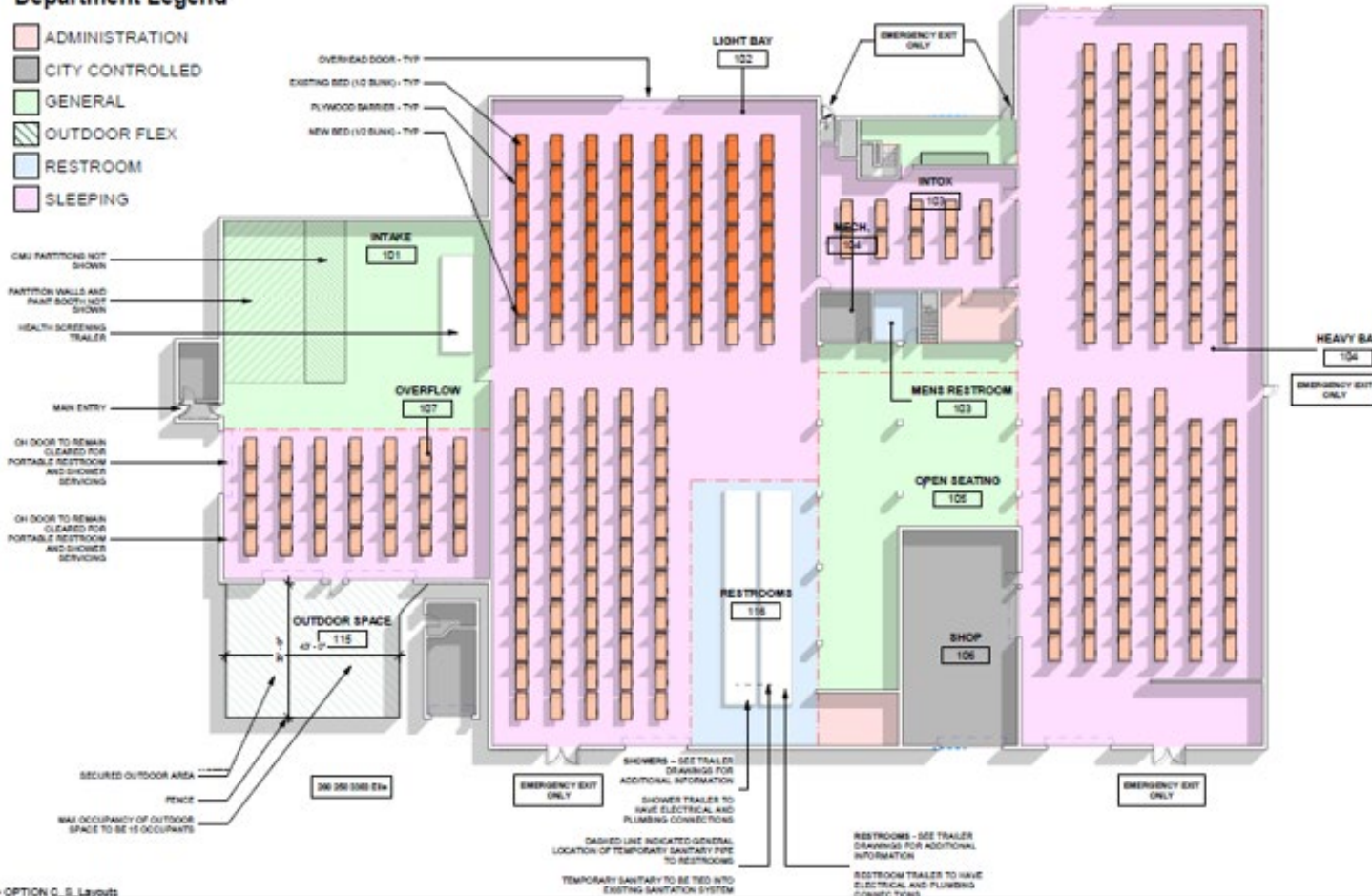
*Overlapped with
Vulnerable Population
Hotel program, through
Dane County

First Street/Fleet Building- Temp Shelter

Operated Dec 16, 2020- October 12, 2022

Department Legend

- ADMINISTRATION
- CITY CONTROLLED
- GENERAL
- OUTDOOR FLEX
- RESTROOM
- SLEEPING



2021

- Average: 99 guests per night
- High: 139 guests (11/10/21)

2022

- Average: 151 guests per night
- High: 207 guests (9/28/22)

Zeier Road- Temp Shelter Operating October 2022- Present Day



2023

- Average: 224 guests per night
- High: 299 guests (12/19/23)

2024

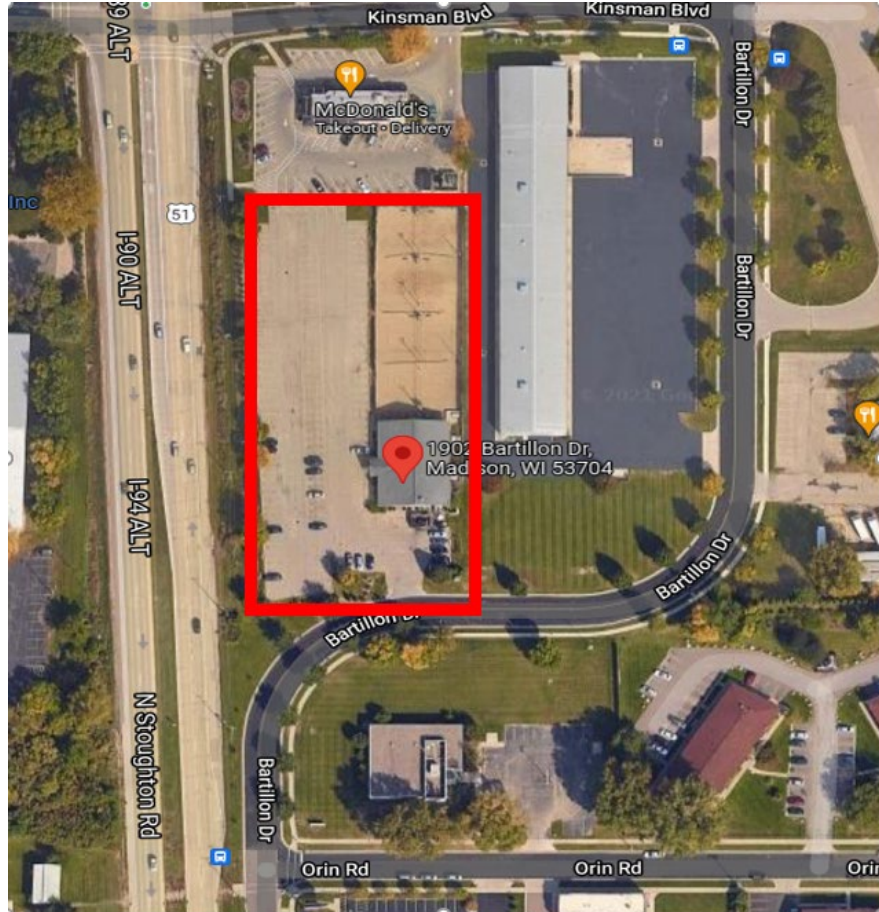
- Average: 279 guests per night
- High: 347 guests (1/22/24 and 12/11/24)

2025 (this was through June)

- Average: 304 guests per night
- High: 363 guests (2/17/25)

F. The Road to Bartillon Drive

Site Considering Factors



- ✓ Active Real Estate Listing – Vacant
- ✓ Zoned Commercial Center – Shelter is Permitted Use
- ✓ Lot size 2.11 acres
- ✓ Site currently served by transit and .4 miles from BRT stop

Key Steps Toward Construction

April 2022

- Common Council designated 1904 Bartillon Dr as site for permanent shelter facility

Aug 2022

- Council selected Dimension IV-Madison and team to provide architectural and engineering design services

Oct 2022

- Council approved selection of Porchlight Inc to operate the new shelter
- Project team gathered community input on design and services (Trauma- Informed Design Assessment)

May 2023

- City staff held series of Public Information Meetings to provide progress updates on design process

Sept 2023

- Second round of Public Information Meetings held to present/discuss floor plans

Dec 2023

- Council approved design plans and authorized the Board of Public Works to solicit bids

July 2024

- Construction begins at site.

With whom did we engage?

- **People with Lived Experience**

- Past experience of homelessness, current shelter users, those who have opted not to access shelter

- **Service Providers**

- Service providers and other stakeholders with insight on service needs

- **Neighborhood residents and business owners near the site**

- Primarily area property and business owners

How did we engage?

- **Public Survey:**

- Door-to-door to area businesses/Email to 500-member HSC listserve
- Received 190 responses; 27 from people with lived experience, 113 from service providers, 50 from neighborhood

- **Trauma-Informed Focus - Led by Shopworks Architecture**

- Interviews, Focus Groups, Surveys
- Staff and guests of Zeier Road, Dairy Drive, Beacon, Salvation Army shelter locations
- Other service providers
- Other individuals accessing homeless services
- Involved 145 people; 77 service providers, 68 people accessing services

What did we hear?

- From people with lived experience
 - Personal safety of utmost importance – problems posed by close quarters, guests under the influence or dealing with **untreated mental health issues**, and insufficient staffing/security
 - Fear theft of personal **belongings**
 - Need access to services around housing, mental health and substance use, with privacy
- From service providers
 - Demand greatest for assistance with housing searches, behavioral health issues and case management
- From City/County/Porchlight
 - Budget pressures

How is input reflected in shelter design?

- Multiple, smaller sleeping spaces instead of traditional single large area
- Separate spaces for guests with medical or behavioral health needs
- Secure storage space at each bed site
- Attention to sight lines, security camera placements and seldom-used spaces
- Manageable capacity - up to 250 guests
- Flexible spaces to meet daytime/service needs
- Commercial kitchen to reduce meal costs
- Geothermal, solar, recycled storm water minimize building costs
- Spacious intake and secure outdoor spaces reduce potential for conflict

Capacity Considerations

- Best Practices from Other Cities
- Safety for Shelter Users & Staff
- Past Experience
- Operation Costs
- Support for Diversion and Prevention Strategies
- Development of Housing Units, targeted to unhoused population

Capital Budget Breakout (City, County, Federal)

Total Project Budget – \$27 Millon

➤ City Sources:

- \$12M City Capital Budget (2021-2024)
- \$1M Land Acquisition Fund (2022)
- \$.5M City Energy Improvements (2024)

➤ County Sources:

- \$10.5M County Capital Budget (2021-2023)

➤ Federal Sources (pass through to City of Madison)

- \$2M Congressional Earmark (2023)
- \$1M Inflation Reduction Act (2024)



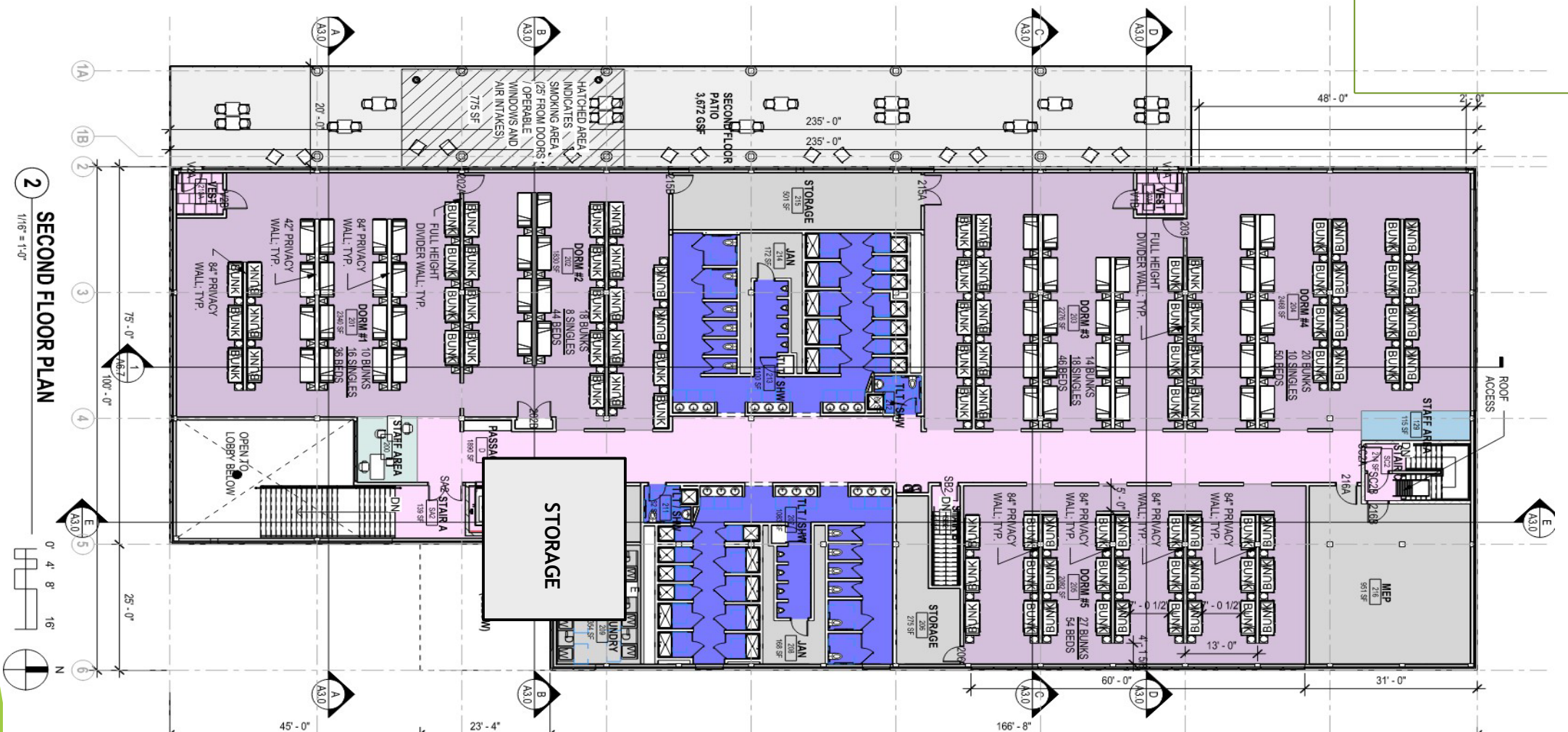
Rendering – View from Bartillon



→ N



Second Floor Overview



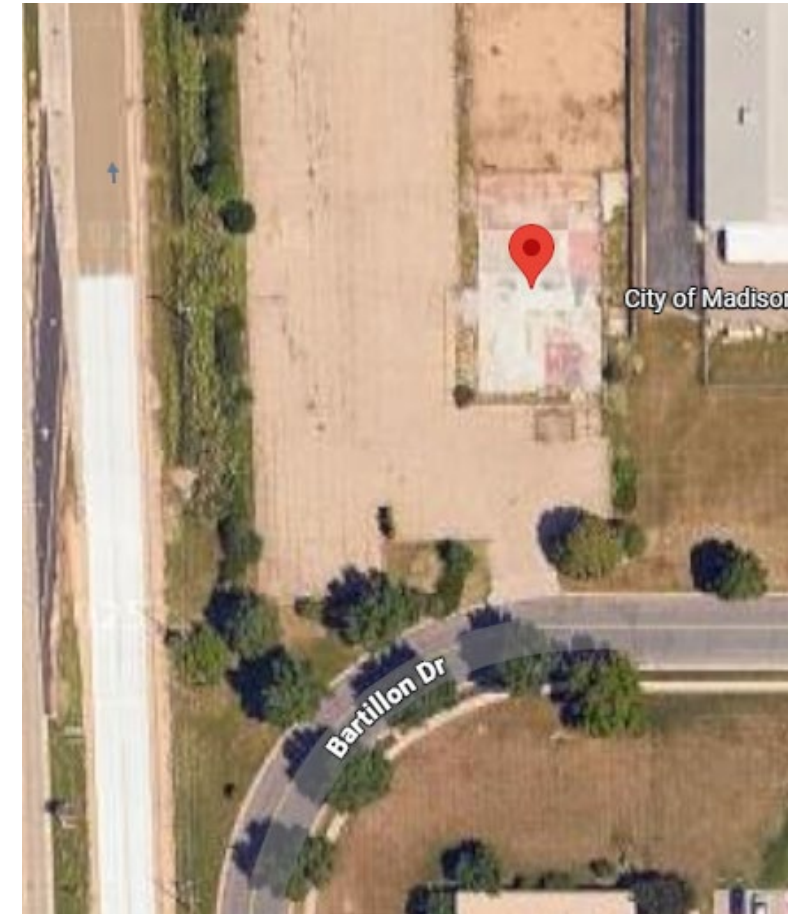
Exterior View (from future Parking Lot)



View from Bike Path (Stoughton Road)



Bike Path Location



First Floor Entry



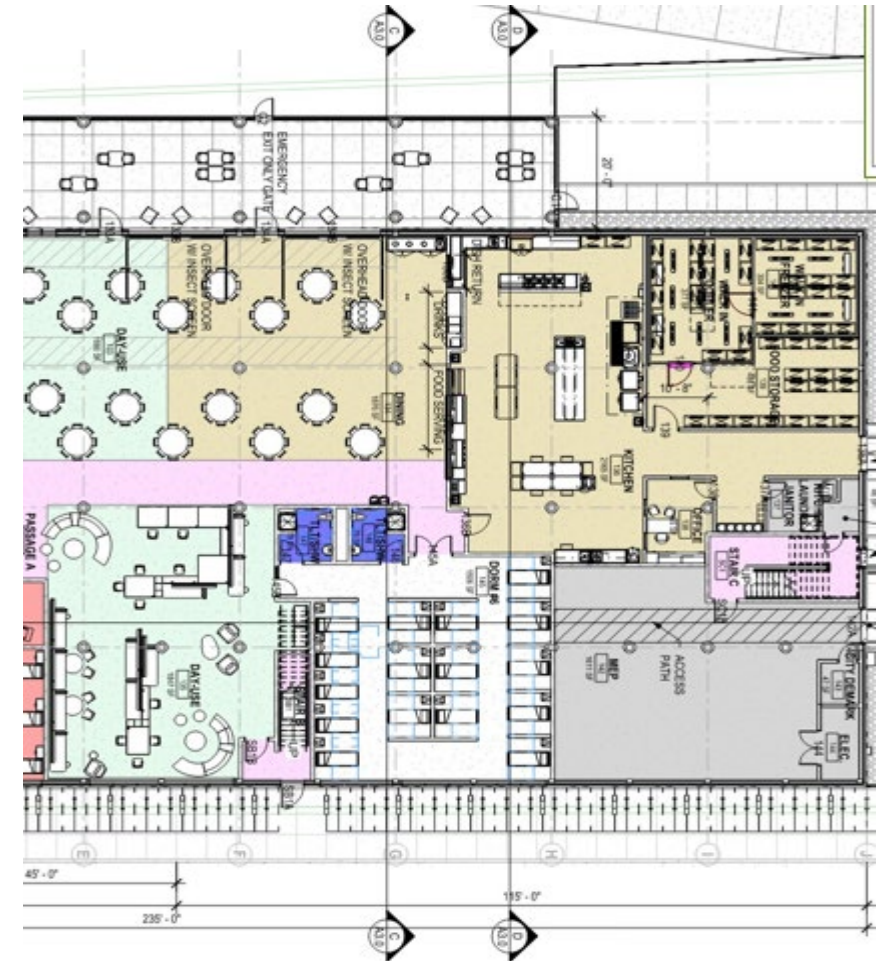
Second Floor Sleeping Pods



Rendering 03/14/24



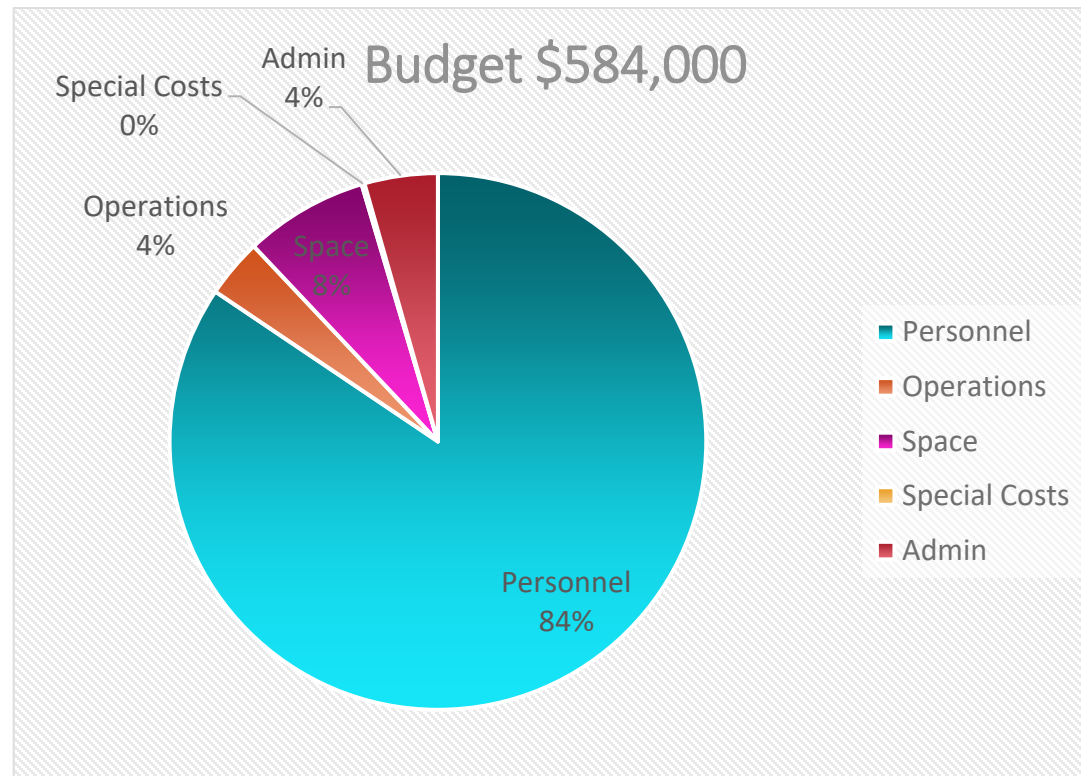
First Floor Kitchen View



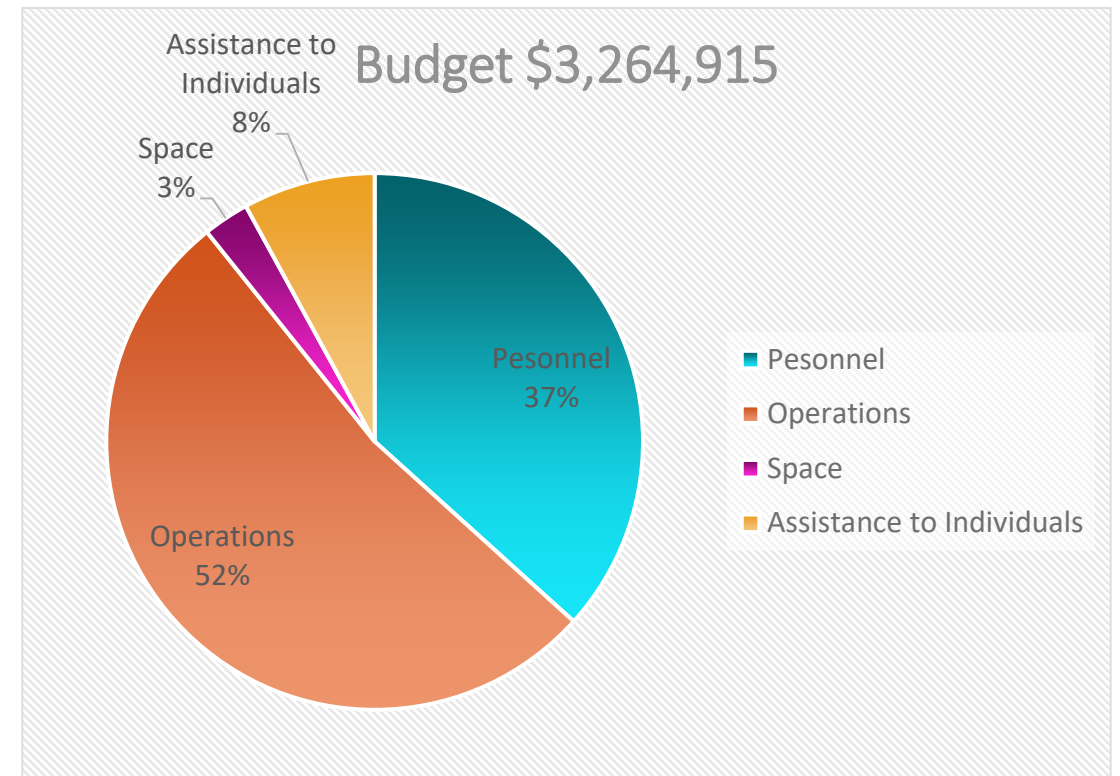
G. Challenges and Opportunities

Men's Shelter Operating Budget

2019 Expenses (pre-pandemic)

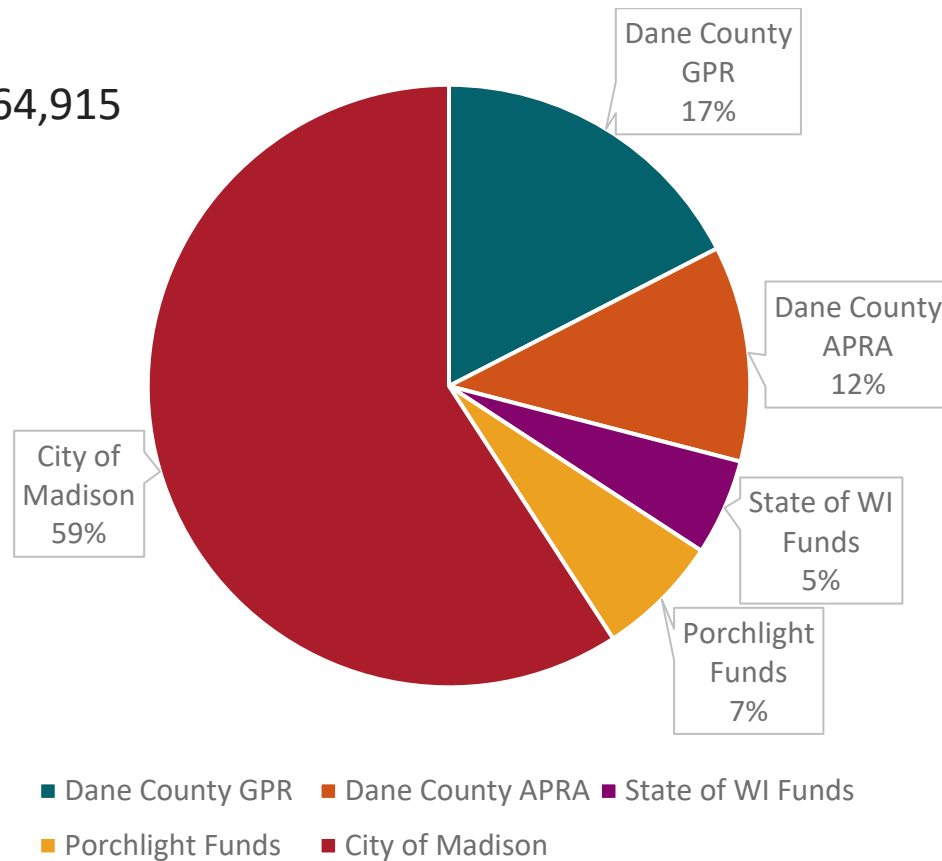


2025 Expenses



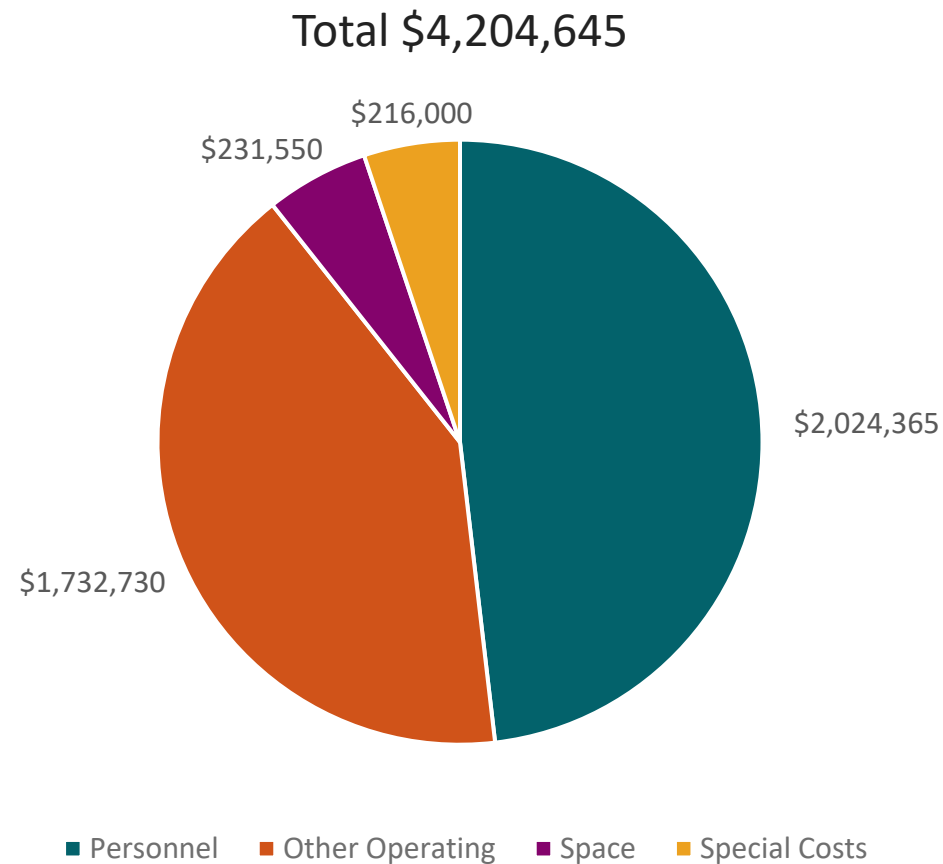
2025 Funding Sources for Operations- Overnight Only

Total \$3,264,915



Source	Amount
Madison CDBG	\$366,000
Madison APRA	\$1,410,064
Madison City Levy	\$11,275
Dane County GPR	\$527,088
Dane County APRA	\$350,000
State of WI	\$156,183
Porchlight	\$200,000

24/7 Proposed Shelter Budget 2026



Operating Details	Amounts
Insurance	\$37,430
Food	\$743,000
Laundry	\$272,200
Security	\$348,700
Cleaning	\$259,100
Admin	\$35,800
Other	\$36,500

Current and Projected Revenues - 09/30/25

2025 Revenues

Source	Amount
Madison CDBG	\$366,000
Madison APRA	\$1,410,064
Madison City Levy	\$11,275
Dane County GPR	\$527,088
Dane County APRA	\$350,000
State of WI	\$156,183
Porchlight	\$200,000

2026 Revenues

Source	Current Estimates
City of Madison	\$1,700,000
Dane County	\$607,088
Porchlight	\$200,000
State of WI	\$150,000

Still to Come

Opening in 2026

- City and County Budget Process
- Update Operational Plans
- Service Plans
- Community Outreach
- Name the building