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FINAL REPORT

RECOMMENDATIONS FOR A PERMANENT DAY RESOURCE CENTER FOR THE HOMELESS

February 1, 2013

This report was prepared by Dane County Department of Human Services staff
Approved by the Dane County Homeless Issues Committee – January 29, 2013

Introduction/Background

The Dane County Department of Human Services was directed to report to the County Board and appropriate committees six weeks before a March 15 deadline to provide a permanent facilities solution and end the temporary services made available at the interim day resource center. The Dane County Board of Supervisors adopted Sub. 2 to Res. 87, 2012-2013 on September 20, 2012, which provided the funding for an interim “winter shelter”. The temporary program began on November 27, 2012 and will continue until March 30, 2013.

This resolution was one of a series of resolutions adopted by the County Board in 2012 which addressed concerns about housing and homelessness. Substitute 1 to Res. 20, 2012-2013, adopted on June 7, 2012, created the Homeless Issues Committee to explore issues of homelessness and their relationship to community service providers and resources. The committee has overseen development of this report and its recommendations.

On September 20, 2012 the County Board adopted Substitute 1 to Res. 84, 2012-2013, which stated the intent of the County Board to support using money from the general levy to provide funds for a day center in the 2013 capital budget cycle, provided funds are also secured by another source, like the City of Madison and/or other non-profit agencies to share total expenses. This resolution also identified several issues of importance to effective operation of a permanent day resource center:

- centrally located, convenient to transit and provide access to showers, restrooms, personal storage space, mailboxes, and computers and phones to connect to employment opportunities, public benefits and other community supports.
- planning in advance: The City of Madison is interested in participating in the upfront discussions about planning and operating such a center, including determining how costs for capital and operating expenses are shared between the county, city, and other entities.
- coordination and locational issues: The City of Madison is interested in the relationship of the proposed center to other existing daytime efforts, such as Hospitality House, the Bethel daytime program, and the Off the Square Club. Development of the day center should involve the existing Continuum of Care group as well as address how a proposed location would fit with nearby activities, residents, and businesses, and identify ways to minimize negative impacts of such a center on its neighbors.
- coordinated intake systems: The City is considering proposals to establish “coordinated intake systems”, as required under the new Federal HUD rules. A city committee’s current recommendation is to conduct an RFP later this year to solicit more thorough proposals to address the goal of coordinated intake.

The center referenced in this resolution is the permanent day resource center recommended by this report.

Resolution 292, 2011-2012, adopted July 12, 2012, recognizes housing as a human right and affirms that providing access to this basic need both temporarily and permanently for those who desire a place of shelter is a priority. The resolution also affirmed commitment to the goal in the Dane County Comprehensive Plan to “promote and support a full range and adequate supply of housing choices throughout the county that meets the needs of persons of all income levels, age groups, household sizes, and persons with special needs”, as well as the policies that accompany that goal. In addition, Res. 292 directed the development of a county housing plan which is to include:

- Include recommendations for strategies both to provide housing units and shelter beds at affordable levels, and to address the need for accessible housing;
- Consider creation of a staff position responsible for housing policy;
- Provide an approach for reducing the number of homeless children in schools in Dane County by 50% by September 1, 2015; increasing the number of single room occupancy housing units by 100 units and the number of housing units affordable to families supporting themselves on SSI or W-2 by 100 units by Sept 1, 2015; and ensuring that no one seeking shelter will be denied access to shelter; and providing additional daytime shelter space in the downtown Madison area;
- Explore creative uses of public and private dollars to increase affordable housing, accessible housing, and shelter beds, to achieve one-to-one replacement of affordable housing removed from the community, and ensure relocation costs or the right to return for those displaced;
- Consider issues and solutions contained in the People’s Affordable Housing Vision
- Further Fair Housing as required by the U.S. Department of Housing and Urban Development
- Recommend policies to prevent foreclosures, evictions, utility shut-offs, criminalization of homelessness, and to help stabilize people in their housing.

The permanent day resource center is intended to be part of an overall system which is geared toward moving people as quickly as possible from homelessness to employment and permanent housing. One of its primary goals will be to serve as a linkage to a variety of services and resources intended to fulfill the goal of affordable and appropriate housing for families and individuals.

Existing Day Services

Currently, there are several agencies and programs which provide shelter and other services to homeless individuals and families during the daytime hours. There are several programs which provide meals once or more during the week. Varying levels of health care may be accessible through various centers and programs. There is limited availability of showers in a couple of locations. Porchlight, Inc. operates a day center (Hospitality House) with limited capacity (approximately 40 at any one time), which is also located some distance away from the Capitol Square, providing a range of services and help with referrals to and outreach from other agencies. Computers may also be accessed in some locations such as public libraries and community centers. However, there is no centrally located facility which is able to provide all of these services, or which has a capacity to serve a large number of people at one time.

It was in response to this need for additional capacity and a more comprehensive range of services that the County Board provided funding for, and approved creation of, an interim day resource center to begin operation in fall 2012 continuing until April, 2013. Dane County leased a facility at 827 E. Washington Avenue in the City of Madison for the interim center and, as an extension of its contract with Porchlight for Hospitality House, provided funds for the operation of the center.

The interim center has been extremely successful, operating with a small staff complemented by numerous volunteers. Guests at the center have been engaged in its operation, and its governance (Addendum A includes a summary of this model). The Homeless Issues Committee, and testimony from members of the community, has supported this model of governance. The Request for Proposal process for center operation should address the preference for this type of governance. Volunteers have provided security to assure compatibility with the neighborhood. The center staff have been very successful in working with various community partners and resources in obtaining a wide range of donations. Porchlight has provided bus transportation to guests to assist in moving them between night shelters and the day center. The interim center is generally providing services to approximately 125 or more people per day.

Summary of programs in other locations

In preparing this report, DCDHS staff and the Homeless Issues Committee reviewed programming in several other day centers in Wisconsin and other cities. Most of these programs are privately operated, in privately owned buildings. Many are operated by faith-based organizations.

Milwaukee Repairers of the Breach

Repairers of the Breach is a daytime shelter and resource center for homeless people in the City of Milwaukee. Established in 1991 as a 501(c)(3) advocacy organization, they acquired a daytime homeless shelter in 1994, and purchased their current shelter facility

in 1997. Homeless members govern our center, creating an atmosphere of dignity and respect. Among the services provided are telephone, message and mailing services, showers, toiletries, seasonal clothing, health and medical clinic, and employment assistance.. Daily usage is approximately 130 – 150 members

Kenosha First Step Day Center

The First Step Day Center is a private organization which provides basic services for homeless individuals during the daytime hours when shelters are closed. Services available for the homeless include daytime shelter, clothing, showers, breakfast, lunch and snacks provided daily, message service for those seeking employment or housing, use of phone and address for mailing purpose, computers, free clothing and hygiene items, assistance with resume writing and completing job applications, telephone and message service, use of address for postal needs, local newspaper for employment and housing searches, referrals to local agencies, structured groups and activities, assistance with state ID's and bus tokens. An aftercare program is open to all those currently homeless as well as former guests who obtained housing with dinner and group meetings on a variety of topics, including AODA, bible study, health, job and apartment search assistance.

Fort Worth (Texas) Day Resource Center for the Homeless

The Day Resource Center's mission is to provide centralized services and resources for transitioning people out of homelessness. It is the only daytime refuge in Fort Worth, serving individuals living on the streets or in the shelters, and provides case management services, in addition to the essential services such as laundry, showers, health screenings, e-mail/phone/fax, storage for personal items, free haircuts, computer access, intake and referral services, life skills classes, literacy classes. It is located in a building owned by a faith-based organization and operated by a non-profit organization.

Tulsa Day Center for the Homeless

This program was originally founded by Tulsa Metropolitan Ministry 1986 in a renovated warehouse.. In 1990, the Night Shelter opened to provide overnight shelter for women, individuals with mental or physical illness and men over 55. In 1995, the Day Center moved into a brand new 24,000 square foot facility. On June 1, 1999 the TMM Day Center for the Homeless became the Tulsa Day Center for the Homeless, Inc. The Day Center is a 501(c)(3) private nonprofit organization.

The services provided by the center include restrooms, shower and toiletry items, laundry services, clothing room, mailing address, locked storage, bus tokens for work and medical appointments, beverages and snacks, case management, community voice mail, telephone, nurses' clinic, life skills classes, and onsite access to other services providers, including Social Security Administration, addiction treatment and recovery, Tulsa Housing Authority, Family and Children's Services, Veterans Administration, Department of Human Services, and Legal Aid Services of Eastern Oklahoma

Indianapolis Horizon House

Horizon House is the only full-service day center in Indianapolis, serving approximately 200 persons per day. The following services are provided: hospitality/safe haven, basic hygiene & survival supplies, restrooms and showers, laundry, limited food service, mail delivery, property storage, telephones, use of address. Staff are available to make referrals to other resources such as housing and employment assistance.

In addition to those services provided directly by the facility, the following agencies are on-site: IU Medical Group, a fulltime medical clinic staffed with providers who specialize in serving homeless individuals who present unique and complex medical needs; Midtown Mental Health's Homeless Resource Team, providing comprehensive mental health assessment, treatment and medication management; Indiana Legal Services providing legal consultation on civil legal issues such as disability claims and evictions.

Other agencies who provide outreach services at the center include: Marion County Probation (the homeless team), staff of the Veterans Administration (homeless outreach), Hoosier Veterans Assistance Foundation, and the Marion County Health Department (public health medical providers and outreach workers).

Rockford – The Carpenter’s Place

Carpenter’s Place (CP) was established in June 2000 to provide a central, day-time center for people who are homeless. The facility has a large Day Room with a home-style atmosphere, case management area, bathrooms, showers, storage for personal belongings, kitchen, classrooms, art room, laundry facility, donation room, and office space. The Day Room is open from 8:30 a.m. until 3:30 p.m., Monday through Friday.

In June 2002, Linhowe Ministries, Inc. established Carpenter's Place through seed money from a private donation. A comprehensive development plan was initiated. This plan seeks to create a diversified funding base through government, foundation and corporation grants, church giving, individual donors, major gift donors, planned giving, and event fundraising.

CP offers a non-threatening, safe, daytime, drop-in center with a home-like atmosphere with basic necessities like: shower facilities, storage of belongings, a mailing address, phone calls, laundry service.

For those in Case Management, CP staff works with each Guest to develop a personal Life Recovery Plan that addresses key areas of life and maps a direction to a brighter future. An array of support and education groups, voluntary spiritual support, and linkage within as well as outside of the local community are also offered and coordinated.

Carpenter's Place occupies the entire second floor of an 1870's building consisting of 12,000 square feet. The area is divided into lobby, day room, multipurpose room, offices, arts and crafts room, storage, and various meeting rooms. The basement is used for storage of donated furniture and household items that are given to the homeless when housing is secured for them.

The Carpenter's Place operates a Day Room with an open door policy as the first step to engaging a street person in the process of improving their life situation. Any person who is homeless may come into the Day Room, as long as they are not violent or intoxicated, and receive a lunch ticket for 7 days. After 7 days they must meet with a case manager, if they have not already done so, to continue receiving a lunch ticket.

The Day Room is a safe, structured space where people who live on the street can seek shelter for the day in a positive environment. An average of 90 – 100 Guests per day make use of the Day Room. Practical and essential basic services are coordinated by Day Room staff and include: A comfortable common gathering area with tables and chairs, lunch, shower, a change of clothing, telephone for appropriate local calls, message service for appropriate messages, referrals, and positive conversation.

By first meeting these most basic human needs, CP provides an atmosphere that allows the homeless person to focus on something other than moment-to-moment survival. Through the encouragement of Day Room staff, and seeing their peers attain levels of success, Guests are encouraged to actively participate with case managers and develop their own individualized Life Recovery Plan for success.

Recommended Services and Facility Attributes for a Permanent Day Resource Center

The Homeless Issues Committee discussed the desirable services that should be made available at the permanent day resource center in Dane County. Some of these items are in part dependent on the attributes of the facility which is ultimately acquired to host the programming.

Check-in desk	Children's area/child care
Multi-purpose rooms	Private offices/meeting rooms
Rooms for quiet resting	Computer lab
Mail/message center	Telephone access center
Day room	Kitchen and food storage
Meals	Haircuts
Showers (including private and accessible)	Laundry
Storage for personal items	Garden
Outdoor area	

It is recognized that the availability of a children's area and/or child care services may be limited by the open nature of the facility – that some of the visitors may not be appropriate in an area for child care. The preference in this report is to state that, at least ideally, there would be resources available at some level for young children who may be at the center with their parents or guardians. Whether this would be simply an area or

room in the facility which has resources for children, such as books, games and toys, or a more formal setting with some level of provided staff, will need to be determined after a facility and an operator for the resource center are selected.

One of the needs identified in current resources is for sleeping space for second and third shift workers. These individuals are currently general not served by the overnight sheltering system due to the specific hours of admission and operation. While it is not recommended that shelter beds be provided at the day resource center, it is desirable that a limited number of quiet rooms be available for those who may need to rest during the day.

A mix of multi-purpose rooms, private offices and meeting rooms is desirable. Space is desirable for larger group meetings as well as small discussions. Offices should be available where confidential conferences can occur between guests and services providers, outreach workers, etc.

Outside space is desirable both for those seeking to simply be outside, as well as for a designated smoking area.

The following services should be provided in readily available space at the day resource center on a frequent, regularly scheduled basis, using community resources:

Legal services
AODA services

Mental health services
Health/medical facilities

Convenient availability of low cost or free mass transit is extremely desirable and important for the effective operation of the day resource center. Siting the facility on, or very near, main bus routes will be a key criteria for the location of the facility. In addition, availability of bus passes or other ready access to transportation will be important. In addition, innovative use of bicycle transportation options would be desirable.

The Homeless Services Consortium, a partnership of service provider agencies, funders, and advocates, is working to organize and implement a coordinated intake system for services to homeless persons. The federal Department of Housing and Urban Development is fostering the creation of coordinated intake systems. There seems to be an emerging consensus among participants in the Dane County system that a day resource center can play a key role in anchoring the coordinated intake system. As the permanent center is organized, the ability to host such a coordinated intake system, but from a facility and programmatic standpoint, is considered essential.

Background on siting and location

The County considered several sites for the location of the interim day resource center. There were strengths and weaknesses with each. In some cases, neighbors were

reluctant to have the center located in their area. In some cases, nearby businesses were concerned about the impact the center might have. One promising location presented challenges from the standpoint of being able to work through the city's zoning and conditional use process quickly enough to open in a timely fashion, by the time cold weather arrived.

In determining a location for the permanent center, adequate notice to the public and affected neighborhood is important, as well as beginning the approval process as early as possible, if necessary for zoning compliance.

Criteria for siting

The Committee considered the following to be important considerations for the choice of a building and location of the permanent day resource center:

- Central/Isthmus location
- Near bike path and major bus route
- Proximity to compatible services
- Sensitivity to nearby services/facilities
- Commercial or mixed-use area
- Appropriate zoning
- 4-8,000 sq. ft. minimum

General location: From First Street on the East to Randall St. on the West
 Between the lakes to Wingra Drive south on Park Street

The consensus is that a downtown or central location is preferable for several reasons. Many of the potential users of the center use the downtown night shelter system. All of the emergency overnight shelters are located very near to the Capitol Square. Other services which are used by the homeless are also most often located downtown. Access to major bus routes is crucial for access to employment opportunities as well as a range of services. There may be sites outside the general boundaries described above that could be effective for the center, but it is likely there would have to be special advantages with that site or facility.

Choosing a location that already has the appropriate zoning would almost certainly allow the facility to be opened for business sooner than if a zoning change or conditional use approval had to be sought. If such approvals are needed, sufficient time and effort must be allowed for in the timeline for opening.

The temporary day resource center is located in a building using approximately 5,215 square feet, including mechanical spaces, restrooms, kitchen, and corridors. The "usable" area (less corridors and circulation space) is approximately 3,200 square feet. It is very likely that the permanent center will need more space to provide all of the services that are desirable.

Process for siting

- County real estate staff search
- Consult with local officials to identify potential sites
- Request for Proposals (optional)
- Input from temporary resource center operator
- Public hearing(s) prior to acquisition to get community input on general location or specific sites
- Neighborhood meetings for each prospective site
- Identify location – seek county board approval
- Application for zoning/conditional use if necessary (10 weeks lead time)

Timeline

The following outlines a general framework for moving forward with the process of opening the permanent day resource center, including some key dates:

Temporary facility closes	March 30
RFP released for operator	March 1
RFP released for facility (optional)	March 1
Location determined/facility leased or purchased	May 1
Operator selected/contract negotiated	May 1
Renovations completed	October 15
Permanent facility opens	November 1

Although there is satisfaction with the management of the interim center under Porchlight, there is a general consensus that the county should proceed with a Request for Proposals to seek a contract provider for the management of the permanent center. Typically, an RFP is “open” for responses for approximately 30 days, and then at minimum another 30 days would be expected to review and score the proposals,

interview applicants, select a successful bidder and negotiate a contract. The final contract would have to be approved by the County Board, and that approval process, including review and approval by multiple committees and approval by the County Board, would take at least one month.

County real estate staff are already looking for potential sites for a permanent center. They have consulted with City of Madison real estate staff to identify potential sites. In some cases, the county has used the Request for Proposal process successfully to site facilities. There may be some advantages to doing so again. However, it isn't clear that it will be necessary for this process. If an RFP process is going to be used, that process should be undertaken as quickly as possible in order to stay within a timeline of opening the permanent center no later than November 1.

Funding and Governance

While the county has appropriated \$600,000 in the 2013 Capital Budget for acquisition of a site, it is anticipated, and perhaps desirable, that a mix of funding sources be used for the ongoing operation of the day resource center. Both Dane County and the City of Madison included relatively small amounts of funding in their 2013 budgets for operational expenses for a day center (\$30,000-County, \$25,000-City). A provider agency that submitted a bid to operate the center could bring additional resources to the table, which might include not only revenues for operations, but perhaps also a facility solution or some other contribution to facilities costs. A consortium of agencies and entities with different areas of expertise and resources might seek to operate the day resource center together.

Much of the current shelter system is supported by a varying mix of City of Madison, Dane County, privately raised, and federal funds. This cooperative funding mix for the permanent day resource center is consistent with the existing system and would provide for the cooperative linkages which currently exist through the Madison/Dane County Continuum of Care and the Homeless Services Consortium.

ADDENDUM A

Relationship-Based Community Justice

As practiced by the staff at the current Daytime Warming Shelter, our programming is centered on the practice of creating mutual respect and an uplifting atmosphere. Below are some key aspects of this practice.

Townhall meetings

From the start of the Daytime Warming Shelter we have focused on building investment from participants. We have had regular Town Hall meetings to give updates and receive feedback. This gives people a sense of belonging and ownership. People speak out about concerns they have and how we can all work together to ensure we have a thriving facility.

Volunteer roles and Leadership

Our center is largely run by residents playing committed volunteer roles. We have asked people to volunteer to run the kitchen, the computer room, donation table, neighborhood watch, welcome table and cleaning. Staff support and manage the operations, but give lots of leadership responsibility to volunteers who work, in most cases, 40-50 hours doing these roles. In addition to the core volunteers, over 150 people have volunteered in some way to keep the shelter going.

Advisory Council

The core volunteers and a few other residents are part of an Advisory Council to discuss the operations of the Shelter. This group meets weekly and are people that staff check in with regularly to discuss questions and concerns that come up. We think it is invaluable to have people who are directly effected to consult with for their opinion on questions about how the shelter is operating.

Conflict resolution trainings

All residents are encouraged to attend our regular conflict resolution trainings. We rely on residents to assist in minimizing conflict when it starts and especially before it starts. We ask people to look out for their friends and keep one another calm. Staff handle most conflicts that get to the point of loud yelling and arguing, or any physical contact.

Uplifting culture

Again, “stop it before it starts” is our main motto. The best way to do this is to create a culture that is uplifting where people feel very respectful and positive. If people are in good moods, respect one another and feel their self-esteem lifted, there is going to be less conflict. Having appropriate resources, interest groups, support groups, volunteer opportunities, townhall meetings, and leading with a warm and welcoming presence is key to this.

Relationships:

The staff work to make people feel respected and welcome. We work to learn people's names and as much of their situation as they want to share. We go out of our way to provide what resources people need whether that is helping get a pair of socks, or signing a lease to their own apartment. We see this as an opportunity to connect and support people in living a more healthy and full life. Having respect from the residents helps when negotiating conflict. People generally want to be respectful of staff, one another and the space because they appreciate the space and feel appreciated.