

**Notes from 30 August 2016 Neighborhood Meeting
on the Proposal from the Salvation Army for 630 E. Washington Ave.**

This is the first presentation of the proposal to the neighborhood.

Alder Zellers, convener of the meeting, welcomed attendees and introduced TLNA President Patty Prime and TLNA Development Committee Chair Patrick Heck. Ledell also introduced Jim O'Keefe, the City's Director of Community Development Division, Heather Stouder, the Director of City Planning Department, Capt. Gloede from MPD, and State Rep. Chris Taylor, whose district includes both the E. Washington Ave. location of the Salvation Army and their location in the Darbo neighborhood.

In addition to neighbors, there were also representatives from the Salvation Army and Commonwealth Development Corporation:

Kevin McDonnell, Commonwealth Development Corporation, Vice President for Great Lakes development

Matt Schreiner, civil engineer with Vierbicher

Lucas Petrie, architect with M&A Design

Melissa Sorensen, SA Director of Social Services

Major Greg Voeller, Coordinator of Dane County SA

Brad Zeman, Chair of the Salvation Army (SA) Advisory Board

Mike Hanson, member of the SA Advisory Board

Jim Pope, member of the SA Advisory Board

LaShell Lentz, member of the SA Advisory Board

Kaitlyn Novotny, Special Events and Marketing Assistant SA

Note: Commonwealth Development Corporation is a Fond du Lac-based company that specializes in affordable housing development. They have a Madison office, but are not associated with Common Wealth Development, the Madison-based non-profit, community development organization.

Ledell then summarized the City process that this proposal is likely to follow:

The proposal will need approval from the Urban Design Commission because it is in Urban Design District-8 that has specific requirements (see <https://www.cityofmadison.com/planning/capitoleast/documents/UDD8.pdf>). Planning Staff and Plan Commission will also evaluate the proposal's conforming to UDD-8 requirements. UDD-8 for this location is zoned as Community Mixed-Use for the front (E. Washington Ave.) two-thirds of the block and High Density Residential on the E. Mifflin St. side. 3- to 5-story facades are allowed on E. Washington with up to 15 stories possible with stepbacks if certain conditions are met (although this proposal is for only 5 stories). On E. Mifflin, 3 stories are possible with a 30-degree stepback required for additional stories. The UDD-8 setback on E. Washington is 15' with setbacks on E. Mifflin required to be 5' to 20'. The Plan Commission will also need to approve the existing structure's demolition that is expected under this proposal.

Ledell noted that it is early in the process, but if the proposal continues as expected, it will need Condition Use Permits from the Plan Commission for having dwelling units in the traditional employment zoning category, for operating a mission house in that zoning category, and for any stories over 5 that they might propose on E. Washington. If they instead choose to seek a different zoning category, they will need Plan Commission and Common Council do any zoning change. SA and Commonwealth have indicated they are applying for WHEDA tax credits and for city affordable housing funds, analogous to what Stone House Development did for their project under construction project on E. Washington in Tenney-Lapham. On August 18, they did apply for the city affordable housing funds and will get word sometime in October. Their WHEDA application is due in late January, so that is TBD.

Ledell noted that the Tenney-Lapham Neighborhood Plan wording for this block is very much in harmony with UDD-8, which is good. Heather Stouder from Planning verified that Ledell's summary of the city process was accurate.

Ledell turned the meeting over to TLNA President Patty Prime who facilitated the remainder of the meeting. After establishing ground rules, Patty asked for a show of hands to learn who was in attendance. A large majority lived within 3 blocks of the proposed development with a few attendees from elsewhere in Tenney-Lapham. Several attendees lived on the isthmus on the south side of E. Washington and a couple of attendees lived elsewhere in Madison.

Melissa Sorensen, SA Social Services Director, then presented several slides (see presentation at <http://www.tenneylapham.org/development.html>). She has worked there almost 10 years and previously held other roles at the SA, including case manager. The SA has three shelters in their E. Washington building: a family shelter, an emergency family shelter, and an emergency women's shelter. The emergency family and women's shelters are the only two of their kind in Dane County. The YWCA and the Road Home do have family shelters too. See slides for 2015 client numbers.

Melissa stressed that the current building was not built as a shelter – it is not big enough, security for residents and staff is not up to par, it costly to operate, and there are maintenance issues. Currently, clients from the 3 shelters intermingle, e.g., kids programming is in the gym where women sleep, so clients in the women's shelter can't put their things down until later in the evening - after a day of walking around town. They use the hallways for sleeping, every space multi-tasks, and the clients are not comfortable and offered dignity. The showers for families are locker room showers, so for example, when a 12-year old boy with a single mom needs a shower, he needs to be accompanied by his mother, so it is awkward and not a dignified way to serve people. They usually have 18 people in emergency shelter with only 1 toilet and they have no bathtubs (just infant tubs) at all. When it is 20 below Fahrenheit or colder they don't turn anyone away and they are at capacity those nights. On average they have 125 clients, but sometimes as many as 150. They are starting a new process in November that will not bring in many more clients, but will create a more dignified space with more space between beds. On

November 1, they will no longer operate the non-emergency family shelter, so that extra space can be used for the emergency/drop-in family and women's shelters.

Kevin McDonnell from Commonwealth Development then presented information about his company. It is the top scoring developer in Wisconsin for Sec. 42 developments. They've been working with the Salvation Army for 2.5 or 3 years on this concept. Commonwealth typically is a long-term owner of their projects, but in this case they will have a portion of the ownership. They will conduct compliance monitoring, etc., for the development. They are developers, property managers and general contractors, so they have experience in all facets of development. They hire local subcontractors and will have onsite property managers, so they support the local economy. They screen residents with criminal and financial background checks. They have developed about 2000 units since 2001 with 95% of those in Wisconsin.

Kevin mentioned that the Tenney-Lapham Neighborhood Plan talks a lot about affordable housing. Its opening paragraph states, "It is a neighborhood that strives to maintain diverse population, a variety of housing opportunities, and high quality of living for all of its residents". They want to follow the Plan in their proposal. They plan to demolish the existing building and modernize what is there now. Above 2-stories of new SA space, they will have a combination of affordable and market rate apartments. During the demolition process, they are working to phase in construction so that there won't be any interruption in SA services. There will be 3-story townhouse apartment units along E. Mifflin. Those will be affordable units for SA clients and/or workforce housing. All tenants will share an exercise room and community room. They will use WHEDA tax credits to build the apartments and will use Wisconsin Green Built Home standards. They also will use funding from the City of Madison Affordable Housing Fund, as well as affordable financing from a bank in Chicago and New Market Tax Credits. There will be total of 70 apartments over the existing SA space and in the townhouse-style units. There will be a total of 81 parking stalls, all at grade level. Some will be underneath the apartment building, but still at grade level.

Ledell pointed out that Alder Marsha Rummel was in attendance. Her district is across E. Washington from the proposal site and includes the Salvation Army's Darbo Drive location.

Matt Schreiner, civil engineer for the project, spoke about the layout of the proposed site. They will use existing automobile access points on E. Washington and E. Mifflin, but will remove one of the two E. Mifflin access points (driveways). The parking layout remains the same on the west half of the site (surface parking on SW side), but some of it will be covered by some of the E. Washington portion of the building. The proposal does meet city parking requirements.

Lucas Petrie of M&A Design presented the architectural concept - 70 apartment units, with the front portion on E. Washington at 5 stories. There will be fenestration along E. Washington to provide visual interest. They will keep the playground and it will have privacy walls. There will be 33 covered parking stalls under the apartment building and a

total of 81 stalls. Floors 3 to 5 will be for the apartment tenants. The townhouses will be only 3 stories, so the building steps down towards E. Mifflin to respect the neighborhood. The townhouses will have a row house feel with individual entries.

Patty Prime then opened up the floor for questions/comments.

Paul Ongioni, President of The Colony Condo Association, which is in the middle of this block and adjacent to the proposal site, said that a number of their residents are here. We want to know how this new building will change their view. How will the backside look - that is what they will see? The developers said that the building will be 3 stories in the rear and 5 towards E. Washington. The 5 stories include the ground level parking area, so it isn't 6 stories as originally indicated. It will be well designed on all sides.

Richard Linster asked why, if the SA doesn't plan to increase client numbers, did it take, 2 years of planning to bring this proposal forward. Why didn't they talk with the neighborhood and/or TLNA as they were working on this? We haven't heard anything - it is a missed opportunity. Melissa Sorensen said that the need for their services continues to grow and with their Nov. 1 shelter reconfiguration, they expect by the end of this year, they will again be at capacity. They want some room for growth.

William McGrath, who has been in the neighborhood for 40 years, said that the problems the neighborhood sees are often with people who are tag-alongs with clients. This issue hasn't been addressed. He lives across from Reynolds Park where SA-related women and children also create a mess. He sees disturbing things in the neighborhood and they haven't been addressed, yet the SA wants to expand. When will they address these issues? Melissa Sorensen said she knows this - she has picked up garbage in the area. They hope that by having more green space and a covered courtyard, some burden will be taken off the neighborhood. They will have green space that clients can hang out in. An SA Advisory Board member added that with the new day shelter at the Chamber of Commerce site across E. Washington, the integrated family units in the new development will be a much different dynamic. Kevin McDonnell added that the apartment management offices will have windows overlooking the parking area, so they can act, whereas now SA staff can't see anything. SA staff will also be able to watch clients better. William McGrath asked what about 2 blocks away? He thinks the SA brings people into the neighborhood and they haven't addressed it.

Barb Wilson, resident of the Colony, wants more clarification on the exterior that they will see - will it be as nice as the ones on the street side? What sort of roof? Kevin McDonnell answered that they haven't gotten to that stage yet, but they have ideas. They want to get to neighborhood steering committee to get more ideas - their thought is that a more traditional look like Colony and other buildings will work, but some modern features to fit in with nearby modern buildings down the street will help it fit into the neighborhood. Lucas Petrie adds that will be a flat roof.

Steve, who lives close to the Salvation Army, said that the SA and Commonwealth have not addressed any of the main complaints by neighbors - "we are working on it" is all

they always say. He's seen 20 years of this and the development team has no answer. He's seen the same problems emanating from the SA. If they were producing widgets, there would be an environmental impact study because of the damage to the neighborhood. Their business is to provide a service, but they push the costs of their business onto the neighbors, e.g., the cost of calling the police. Why haven't they engaged with the neighbors in the last 20 years? He pays his taxes in full and he calls 911 three times a week – it is their luxury and it is our cost. He thinks problems will triple. They need fully staffed security and whatever else they need so there is zero impact. He thinks the new shelter should be far away.

Major Greg Voeller, the SA Coordinator for Dane County says he has been on the job in Madison for only 6 weeks, but the reason they are here is to listen and hear – he thinks they should act on what they hear and it is his intention to act. This is one of many times we will get together and they will incorporate that into what we are doing. He doesn't have a solution, but it is on their radar and he wants to move forward as a partnership.

Jay Ferm, who lives in Alder Rummel's district near the Darbo SA location, says he echoes the institutional problems with the SA there. He thinks the SA fills an important need, but there has been a long-term inability of the SA to engage that neighborhood too. He appreciates that Greg Voeller has been there only 6 weeks, but how will he change the way the neighborhood is treated? In his other SA jobs, how has Greg developed strong working relationships with neighborhoods? Greg said that he came from Kansas City and many times has attended neighborhood meetings on service expansion and they were able to come to consensus, etc.

Brad Hinkfuss, Chair of the SASY Neighborhood Association and also in Marsha's district, asks how they will be able to demolish the current building and have no interruption to client services. Will the services and clients be displaced, perhaps to Darbo? Also, he wants to know about the various income levels allowed for the affordable apartments.

The SA says that they are studying a staging plan that will allow their services to be uninterrupted. They will be phasing this in and they are looking at various options, including temporary facilities on the current site. They do not plan to relocate to another site during demolition and building.

Kevin McDonnell broke down the percentage of apartments that will have various income requirements:

- 20% will require income of 30% County Median Income (CMI) or less
- 40% will require income of 50% CMI or less
- 25.7% will require income of 60% CMI or less
- 14.3 % will be at market rate, i.e., no income restrictions.

He noted that they would manage all 70 apartments in partnership with the SA. They also would provide any supportive services through the SA case management team. Would

obtaining those services be optional for residents? Yes, but the integrated housing support units at 30% CMI will be especially targeted for services.

Senay Goitom, who lives in The Colony, said they see the lights and sirens in the SA parking lot and nearby, but it is perfectly fine. He asks how services for children would change in the new project. Melissa Sorensen says that all families are offered case management and all services would be continued. She adds that with a bigger space, they might be able to provide more services.

Michael Moody asked about the relationship between the SA and Commonwealth. He also asked how much impact the housing will have on current SA clients. SA/Commonwealth said that this project will offer the next level of assistance (housing), so it is a big benefit to clients. Michael asked how many of the current SA clients could afford the first tier of apartments (30% CMI). Melissa Sorensen said that some have a lot of income, but have an eviction or other legal problems on their records. Kevin McDonnell said that there would be a waiting list for the apartments where SA clients who are in SA programs would get priority. He added that the project is a 50/50 partnership between the SA and Commonwealth and that Commonwealth understands the financing because this is their business.

Pat Kelly asked if on the building roofs, the a/c and other venting would make noise that will impact nearby neighbors like The Colony. Commonwealth said that they are still in the design phase on HVAC, but they assume it would be okay. They will be using Energy Star wherever possible and it will be modern equipment. Ledell added that the project will be subject to design scrutiny through the Urban Design Commission and that the TLNA steering committee will also work on some of these kinds of issues.

Bob Shaw pointed out the email sent by Ledell announcing the neighborhood meeting indicated that the proposal had 150 parking stalls, but tonight we are hearing there will be 81 stalls. Commonwealth said that the 150 number was established before they had solid plans. It was asked how many of the parking stalls will be for SA and how many for apartment tenants. Commonwealth said that they are still working on that. All parking will be at grade level – nothing underground.

Bob Klebba said that the SA provides a wonderful service to the community but they aren't the best neighbors. This is the first time we've had the opportunity to interact with them in the 16 years he's lived in the neighborhood. He thinks the hangers-on are the problem. The response that is given by the SA is that it isn't the SA's responsibility when problems are off-property. Given that we know we will have the problem with this population, how will it impact the marketability of these apartment units? Kevin McDonnell says that having the apartments in the same property as the SA is one of the proposal's strengths – they have to make sure the curb appeal is there, so they must make it work. Their onsite property management will make sure to address some of these issues. Kevin added that the rents won't be at the top of the market, but it is a great site for apartments, so they will have demand. Bob stressed again that he thought the problems will be next door rather than on the site itself.

A neighbor said that have been trash problem that he has reported, but it was dealt with promptly. There is a broken bottle out there now though. He thinks it is not easy to call the SA; they need to be more accessible to neighborhood. Melissa Sorensen said that there is a receptionist number and evening supervisor number that could be given to Ledell for these issues. She is willing to provide her number too.

Nearby neighbor Steve said that he sees the clients, their friends, families and/or strangers fighting and yelling. He thinks the clients aren't stupid - they go somewhere where the SA can't see them. There is profanity in front of their children and in front of the neighborhood. They need 24/7 security outside to reign in the crowds. We (the neighbors) are there and we call the police but the problems are often finished by the time the police arrive.

Gordon Cnare, who lives in Illinois, says he thinks it isn't going to be that bad, but it is heading towards being a bad neighborhood like Cabrini Green, etc. It isn't the people at the SA that cause the problem; it is their friends. This is not a new story. He concludes saying he thinks it is going to be a mess and property values will go down.

Laura Van Slyke, who lives across a bridge from the SA Darbo site, says that the SA needs to have their own security people – that would be fair to tax payers and fair to the police. She has incredible respect for the police, but is hesitant to call them about problems at the Darbo site. It not okay to leave this to the neighbors – the SA should be required to provide 24/7 security.

LaShell Lentz, a member of the SA Advisory Board, reiterated that the current space is multi-use and over used. If the SA had more space with people not on top of each other, the situation should be helped. They also could explore instituting outside rules - Melissa Sorensen agreed. Currently, the gym has a capacity of 45 women. Often, there is programming with kids in the gym, so after checking in at 6:30 and after dinner, the women go down to a park, a green space, etc. In the new facility, they wouldn't have to leave because there would be space.

Rick Hughes asked if there is a comparable facility with similar goals in another place in Wisconsin. Kevin McDonnell said not that he knows of, but Higher Ground in the Twin Cities does this type of thing and they did tour that. He suggests that everyone check it out online. They have a continuity of care, but their property is in a different type of location, on the outskirts of the urban area. Higher Ground is also very low income focused. Rick says he wants to know about one in a residential/urban setting – can you learn from their challenges and design according to a successful model, so that this isn't an experiment? Kevin says that St. Paul has another facility by Catholic Charities that has similar features. The SA has toured that and studied it, and hope to follow their same success. Rick asks what alternate sites were considered in the Madison area. The SA says that they've looked at multiple sites - they own the Darbo site and they own 7 total sites in the area on Park St, Regent St., and elsewhere but the population they are serving is in E. Washington area.

Marsha Rummel asked why the Heartland Alliance, e.g., their Rethke Apartments, and other Housing First models and groups haven't been they mentioned. Kevin McDonnell said that some believe having the near homeless population in one building is good, while others believe integrated housing is better. They believe mentors within the population living within the same building is good - mixing the population is better from Commonwealth's experience.

Mitchel Her, a new resident of The Colony, has seen drug exchanges, noise, etc. He's new at this, but his understanding is that this is a shelter and now they are adding homes – will those homes be permanent or temporary? Kevin McDonnell says that floors 3-5 of the larger building will be a traditional affordable housing project with some market rate – they are meant to be permanent. He adds that the SA space is staying in about the same space. Mitchel says that he is willing to work with the SA, but they do need to address the hang out crowd.

T. Wall of T. Wall Enterprises asks if they currently have a curfew for SA clients and will they in the future? Melissa says yes, that at 10pm doors are locked and no one comes or goes except when there is a domestic violence situation that requires late entry. T. Wall says he came to the meeting with a negative mindset, but he gives the SA and Commonwealth credit. In his opinion their plan and holistic approach could solve many of the expressed concerns. Permanent residents will be all over the managers to keep things under control. He likes the design and that the density is not too large. He adds that the SA is not the problem - homelessness is the problem - and that the SA is part of the solution, they do it voluntarily, and they are helping,

David Waugh says that he is excited that the new building is going in and that improved programming might help with some of the issues. He has 2 questions – what is ownership model and can they address how security is handled now? Kevin says that the SA and Commonwealth will own the development 50/50, but SA will own the land. Commonwealth will own floors 3-5 of the larger building. Melissa says that since Major Gregg has come to town, they have been talking about security; it has stepped up.

Mike Hanson, Vice Chair of the SA of Dane County, says that for 3 of the 4 years that he has been involved, they were in the red and could barely provide their programs. Because of the hard work of the board and the SA team, they can now start working on things such as improvements and this development, but remember that they are all volunteers too.

Marsha Rummel asked if since 20% of the apartments will require 30% CMI or lower – will there be services or priorities for veterans and will there be wrap around services provided by others. The SA says they will be the service provider. Their target populations are veterans and people who are at risk of homelessness. The new model and building will also provide increased cash flow to the SA since they will own some of it. Marsha asked if the Housing First model will be followed – will that be part of the relationship with clients – will they be first in line for housing? The SA says yes.

Steve Maerz, who has lived across from the SA for 25 years, says that we've had assurances before and none of them are followed thru on. The problems he deals with are just off the property – not on it. The answer he gets when asking about these problems is that the SA and the police can't do anything. He's not concerned about the SA property and what happens there. He's concerned about the drug deals outside his window, urinating, and what goes on in the parking lot next door. An SA security force would just move them next door – they can't do much more. He also thinks that the credibility issue suffered by the SA is because of their predecessors making assurances and not following through. All the neighbors have gotten is a garbage can in the SA parking lot on E. Mifflin. He thought the new development would orient more towards East Washington, taking some pressure off the neighborhood. A few housing units doesn't solve the problem in the few blocks around the site. He also wants to know if selling the Darbo SA site is still on the table and/or if would they be consolidating at the E. Washington SA site? Greg Voeller said that there is no chance that they would move to Darbo given the City's resistance.

Kevin McDonnell clarified that the ownership of all apartments will be 50/50, but they would eventually return to the SA. There will be ten 3-bdrms townhouses, with 5 along E. Mifflin and 5 between those and the larger building.

A neighbor said that he hopes that there will be a relationship between the day resource center and the SA. There will be an increase in clients going back and forth across E. Washington – he hopes the SA and the day resource center can work together to address the security issues.

Barb Wilson is in total sympathy with the issues that have been mentioned, but sometimes we get into a negative spiral – we don't see the other side. Her husband and she are at street level at the Colony – they are retired and often leave their windows open - she knows what is going on. When they first moved in, they didn't want to encourage people so they put no chains on their porch furniture. No one has ever taken anything in 6 years. She has had really kind interchanges with SA clients when they are coming and going. She walks her dog nearby and has had many great chats with SA clients. The only public urination she's seen has not been from SA-related people, but a guy from one of the new apartments down the way – after leaving, he came back the next day and stole something off her porch. She does hear bad language, but often when the population from the new apartments is going by. Her point is that it is hard to have neighbors who have problems, but we shouldn't think they are the only problem causers.

Paul Ongioni said that his balcony overlooks the SA parking lot. He saw a drug deal today in the parking lot. He asks if the SA is really serving the residents of T-L or are people coming from around the city? He has no problem living next to the SA, but if we are expanding the services it will get worse. Are there not enough beds, hence it will be expanded? Melissa answers that there currently are not enough beds – they have turned families and children away every night. Starting Nov. 1, just the drop-in family shelter and the drop-in women's shelter will operate. There will be another 18 beds available.

Kevin McDonnell says that the population is coming from the urban downtown area - where the population is. Melissa adds that this location is best for transportation, resources from other sources and services. Paul says that he sees people driving and parking at the SA more than he sees people walking from the square and elsewhere. He wonders if they have numbers about where the clients come from. Melissa says no, but family homelessness is completely different – families aren't sleeping at shelters around the square. Children are often the largest homeless population and they are in the background.

Marsha Rummel says Major Greg is new – we should welcome him. She hopes he will communicate with the Darbo neighborhood too. She thinks this is an ambitious and needed project. The SA is in a unique position to see the need. She agrees that many homeless people and families live in cars, under viaducts, etc. – the population is diverse.

In the interest of time, Patty drew the meeting to a close and thanked everyone for their input. Ledell echoed that thanks and also thanked city staff for attending. Ledell and Patty reiterated that neighborhood feedback and input on the proposal will be handled by a TLNA steering committee that will form out of this meeting. Patrick Heck will coordinate that process. Patrick said he would be contacting everyone who signed up via email.