

## Notes

### **TLNA Steering Committee Meeting for the Dane County Proposal to Create a Day Shelter and Resource Center for the Homeless at the Messner site, 1326 E. Washington**

**8 Dec. 2015, Christ Presbyterian Church Fellowship Hall, 944 E. Gorham St.**

#### **Attendees -**

TLNA Representatives, City and County Staff, Contractors, Elected Officials:

Patty Prime, TLNA President  
Patrick Heck, TLNA Development Chair  
Heidi Wegleitner, District 2, Dane County Supervisor  
Ledell Zellers, District 2 City of Madison Alder  
Todd Violante, Director, Planning and Development, Dane County  
Lynn Green, Director Human Services, Dane County  
Dawn O’Kroley, Dorchner Associates

Neighbors and Interested Parties:

Richard Linster, Bob Klebba, Deborah Boehm, Michael Ryanjoy, Susan Springman, Jon Becker, Steve Maerz, Richard Freihoefer, Steve Wilke, Marsha Cannon, David Staple, Jeremy Cesarec, Shawn Kapper, Joe Hoey, Pat Kelly, Karla Handel, Tom Kapper, Cameron Field, Laura Andrews, Brandon Andrews, Tim Olsen, Michelle Peria, Mary Lang Sollinger

#### **Meeting Introduction -**

After introductions, Patty Prime referred to the meeting ground rules that should be observed to keep the meeting running smoothly. She then invited Supervisor Heidi Wegleitner to give an update on the County’s proposal.

Heidi said that since the last Steering Committee meeting, the County’s 2016 budget process has been completed. They included an additional \$30k for the Day Resource Center’s operating budget, as did the City. The County’s Request for Proposals (RFP) now recognizes a total of \$330k from the County and City. She expects that there will be more added as the project evolves. United Way is possibly going to pitch in too, for a total of about \$390k for operations. There is \$2.6 million for the capital budget: \$1.4 million for the site purchase so \$1.2 million remaining for renovation. The \$1.2 million is just an estimate since they don’t yet have plans from the winner of the architectural and engineering scoping RFP (Dorchner and Associates).

Sue Springman, representing the Mullins Group, asked if the \$1.2 million includes soft costs, i.e., architectural costs, etc. Heidi answered no, the \$1.2 million was for the renovation itself. Sue

also asked if there would be a discussion about the house next door that is part of the site. Yes, absolutely, but they are currently focusing on the Messner building.

Heidi mentioned that the operations RFP evaluation team will include a spot for a TLNA representative. The deadline for responses to the RFP has been extended to Dec. 18 due to the need clarify/expand on some aspects of the RFP. The County has also appointed a point person for the RFP process, Carlos Pabellon, the Interim Chief Administrative Officer and Director of Administration.

Lynn Green added that there have been two opportunities for potential operators to check out the site - 4 or 5 did so. Those potential operators are listed on the County's purchasing site. Richard Linster asked if she could say who they were. Lynn said they were Catholic Charities, St. Vincent de Paul, Bethel Lutheran, Porchlight, and ATTIC Correctional Services.

It was asked when the RFP went out, how it was advertised and if it went just locally or nationally. Lynn said it was released in the beginning of November and, that based on her experiences with similar RFPs, the window for submittal was relatively lengthy - one month is typical. The RFP was published in the newspaper and posted on the County's purchasing site. Vendors are accustomed to looking at the site for opportunities.

Joe Hoey asked Dawn O'Kroley, the project architect, if given that Heidi said earlier that they had no idea what would happen inside the Day Resource Center (DRC), that the number of clients is unknown, how can she design the Center? As a taxpayer, Joe wants to know what she will be doing.

Dawn said that they are assessing the existing building; they are using structural, mechanical, plumbing, and electrical engineers. Currently, the building has a series of 5 buildings/additions with the one closest to E. Washington the most recent. That is likely to be removed. There are 2 non-insulated additions on the sides, also likely to be removed. The 1928 Coke bottling factory with a 1940s addition would be left. They are trying to remove the layers to see what can be reused and support program needs. They haven't done that yet. Joe Hoey asked what about the building's condition can she share. Dawn said that the information is very rough – they need to take out the additions. They think they can provide something that is structurally sound, sustainable, energy efficient, have insulation, appropriate roofing, and a new aesthetic. Joe asked about the brick – there is a lot of crumbling brick, and about the water in basement. Lynn Green interjected and said that the RFP was issued on Oct. 23, not early Nov. Lynn added that Dawn's firm was also the architect for the Martin St day shelter proposal, so she is informed about the DRC's needs.

Sue Springman asked if they were aware of mold problems and when those would be addressed. Lynn confirmed the County is doing an environmental assessment. Jon Becker said he was pleased they were considering sustainability and efficiency in the renovation. He asked if the core structure could hold additional floors. Dawn said that they have no original building drawings, so footing and foundations are unknown. There are no stubbed-up columns, etc., so there is no indication that more was originally planned/engineered for. There are second floor areas in the main building and some of the additions, but she assumes more than one floor is not

likely, but anything is possible.

Cameron Field asked Dawn and Heidi if when the county purchased were they anticipating the removal of the 3 additions and was the cost anticipated? Dawn said they will do a detailed cost estimate as they always do, but that is not yet done. Heidi said that the budget amendment to purchase a site was in the budget before the site was identified and purchased. They haven't added more funds because they just don't know the scope yet. Lynn Green said the architectural contractor doesn't look at what they can do for \$1.2 mil– they look at the site and tell it like it is. Cameron asked if the remaining square footage remaining is enough. Dawn said that 19k square feet was not one of the requirements, but they did want it on one floor. The goal has been one story and 8-10k square feet

Tim Olsen asked for clarification as to whether or not the City has granted a conditional use permit. Does the County presume it will get the conditional use permit? Are there deals made already between government, staff, officials, etc. How much money will they spend until they know that there will be no adverse effect on the hood? TLNA historically has not looked kindly on developers who assume they will get a conditional use.

Dawn discussed the scope of the RFP for architectural services. Phase I is for them to make the application for the conditional use permit and the budget for that effort is \$48k for their team. Todd Violante from County Development and Planning says there is no presumption about the permit. His staff will be helping to prepare the application. Their office has had initial conversations with City staff, including what is needed, what is the schedule, etc. The County knows that the operator has to be engaged before they have an appropriate application to the City. They also have to set up a pre-meeting with city staff 30 days in advance of submittal.

Pat Kelly asked about the oldest two buildings that they plan to save. Dawn reiterated that they were a total of about 9k square feet. How far back from E. Washington would this be? Dawn said it appears to be a 20' setback. The E. Washing Build Plan requires a 15' setback with trees, etc., so they can meet that. Pat asked if they will have building sprinklers. Dawn says no, they are not likely to be required. Pat asked if there will be 9k square feet, how many people will it hold? Patty Prime asks what was the designed capacity for the proposed Martin Street shelter. Lynn says 7k, including storage areas and it would have had a capacity of 99 individuals. She adds that the 9k square feet for the Messner site is the first floor only and a rough number. The building code looks at the number of people, building quality, etc., but Dawn's first guess is that it doesn't need a very high level of fire safety.

Shawn Kapper asks if the original offer to purchase was for the entire square footage or just the 9k? Lynn Green said that \$1.4 million purchased the entire site. Dawn O'Kroley said that they are working on how the space should be with the programming, but based on previous meetings they are aware that people need to arrive/depart and that there will be transportation needs. They know that they will be not to empty people onto E. Washington. They will have a family and children's areas, including a play area outside. Lynn Green said they have goals for gardens, and other features. She said staff never envisioned a 19k space – they aimed for a smaller space.

Dawn O'Kroley said that attached to the RFP was a report of what they were aiming for,

features, etc. Shawn Kapper noted that the neighborhood was never made aware of the space reduction. Heidi Wegleitner said there was no intention to hide anything. She gets what Dawn is saying – the building has good bones underneath, but this is the beginning of the conversation of how the DRC fits into the space and how it interacts with the exterior. Dawn adds that they want the neighborhood's feedback on what should be on the site. Lynn Green hears the skepticism, but they are trying to share what they know and at this point they don't know everything. She had visions of using the space for other reasons, but that is not what the county is pursuing. They are still in the process of figuring out what part of the building is useable for the DRC.

Deborah Boehm says she doesn't want us to spin our wheels. When will the architectural report be declared a conditional report or a post mortem? Dawn says that the 2 structures are definitely useable and she can say that now. Deborah asked if \$1.2 million will do the trick? When will we find out? Dawn says they have to answer that question in the \$48k contract that they won. Deborah pressed for a date when we will know. Dawn says that operator selection will be after the holidays in mid-January, so she says mid-February is their goal for answering the question. They plan to have some of those documents pulled together (drawings, etc.) so all can react.

Sue Springman says she thinks what Dawn is doing is correct. Mullins Group agreed that a large part would need to be torn down, but they were told 18k sq ft was what the county needed. If 8k is all that is needed, those who have been looking for other sites are confused. Is the County planning to expand to 19k later? Lynn says the report that was issued and guided their pursuit of the site, is what they have always been looking at; it said 8k. Sue said that verbally, no one was saying 8k. Patty Prime says she heard 19k was a great opportunity, but she earlier heard that they had been looking in the 8-10k range and it was serendipitous that this site was 19k. Lynn added that everyone has dreams – the site Bellini's would have come with 3 houses so they could have made shelters in those houses but then and now her focus is to get a quality DRC for the county.

Marsha Cannon said that last summer she heard the City was looking at the building on Fairchild St. What is the strategy for people with no homes or who are on the verge of homelessness? It doesn't make sense for people to be shipped from the DRC to the overnight shelters. Lynn Green said that the solution for street people is to get them services and housing - a DRC is for those people who are homeless or near homeless - they can get services there. Lynn added that studies show that combining overnight and day services in the same facility is not always good; the focuses of the programs don't necessarily mix. Ledell Zellers said that one City goal is the housing first program, e.g., last night another affordable housing development was approved by the City, but those buildings will take time to build. The vision is a housing first model, but unfortunately it doesn't happen just by saying it needs to happen. We aren't there yet. The Fairchild site is being assessed now, similar to what Dawn is doing, for being an overnight men's shelter. Current overnight shelters were not designed as shelters, so they hope for a facility that is designed to be an overnight shelter. Marsha asked where does the DRC clientele would go at night. Heidi Wegleitner said they would go to existing shelters. Marsha said that those are all around the square, so the proposed DRC location doesn't make sense.

Cameron Field said he is concerned about paying for 19k square feet, yet only using half the space. He asked Todd Violante if the County has a timeline or goal for the filing for the Conditional Use Permit. Todd answered that they can target the start of the process. If plans are

gelling by mid-February (at that point they will know about the design and the operator), they will set a pre-meeting with city staff, hopefully in late February. The latter part of March is when they hope to actually apply. It will go before Urban Design Commission, Plan Commission, and Landmarks Commission, so they have to flush out those processes. Some of those processes may run concurrently, there will be reactions to public testimony/input, and possible postponements, so the schedule isn't fixed. They hope to address as many neighborhood issues as possible, design a good project and try to get it up and running by next winter. Cameron asked if there is a resource where the county stockpiles the studies that steer them and he asked if there any capacity studies that the neighborhood can see. Lynn said that the study done a couple of years ago does have some of that info, including identifying a few other DRCs nationally. Occupancy-wise, they are using what they learned from past experiences on E. Washington and current experiences at Bethel and at Hospitality House – they estimate about 80 to 100 individuals. Heidi said the DRC is not just a County project. It is a recommendation from Madison Urban Ministry and the County Board has prioritized it, as has the Homeless Services Committee. The County and City have committed to affordable housing, but we need to do a lot more. The DRC fits in with what HUD has said is good practice; people get connected to an array of services. They think it can make homelessness rare, brief and non-recurring.

Steve Wilke said that \$1.2 million is the County budget – that is our tax dollars. Is there a line in the sand when it is too much, including when it is too much for the neighborhood? Heidi said that she doesn't think the County would have purchased this site if it wasn't possible. The County Board is motivated to move it forward, but they don't want to unwisely spend dollars. A lot of the Board hears from constituents that homelessness needs to be addressed. After Dawn's firm does their thing, they will have a better idea. Steve said that it is already very expensive - could it need to be \$2 million or even \$3 million to make it useable? Couldn't that much money be used to help homeless people elsewhere? Is there a budget maximum after which it will be considered too much? The process is bass-ackwards. We will just keep spending. Heidi said that she doesn't think that is what she or the County Board is saying, but there are 37 supervisors and they have different lines of thinking. If it is too much, it is too much. She doesn't like the Judge Doyle Square spending hundreds of thousands and they just keep going and keep going. The County Board will have real discussions about the budget after Dawn's estimate is made.

Bob Klebba says that the DRC population of 80-100 was new. Previously, he heard 150-200. What will it be in about in 10 years? Lynn Green answers that the highest estimate they have had 125. At one point in time, it was less. In the future, she hopes it will be a lot less; Housing First will hopefully help. Patrick Heck says he has the 150-200 figure in the notes. Bob, following up on what Steve Wilke was saying, says that this is the third winter in a row with no shelter. Lynn says we have shelters - Bethel during the week and Hospitality House 7 days a week. Bob says that given the schedule and, based on what Todd Violante said, that it is optimistic for it to be open winter 2016-17 and given the neighborhood opposition and the site problems, is there a plan B? The County didn't do a rigorous property search from what he's heard. Todd says that it will take time to get through the city process, so construction process will take a while – it is very optimistic to say it will be open for winter 2016-2017. Lynn added that there has been a rigorous process to find a site; she personally has been involved. She has been in many, many buildings, has put out 2 RFPs asking for anyone with sites to come forward. They've called numerous developers and landlords, have looked at properties for sale and sought out properties

not for sale. It has been rigorous and tough. Their plan B is to have a DRC and shelter. Plan B is now – to fund day services in multiple sites (laundry, showers, all distributed, van service, etc.). They are already talking to the service providers to make sure they can do it next year if the DRC is not open until 2017-2018. Bob asked if are they currently looking for another site for the DRC? Heidi said she is not aware of that, but she knows there have been property owners and developers that have mentioned alternates, but no one has come forward with anything tangible or on a definite time frame. She recognized that she is not the County Real Estate Division, so doesn't know everything on the subject.

Pat Kelly asked Sue Springman if now knowing that the desired size is 9k square feet with 80-125 clients make her search easier. She asks Sue if it is possible to find a 9k space that people can move into quickly. Sue answers that they did identify several other buildings, but using the other criteria. She thinks the proposed site is not walking distance to the Square and other services, so she thinks a site that requires buses is okay - distance is irrelevant since the proposed site is already too far away. She thinks a mixed-use development is best, but it could have separate entrances/floors, depending on use. The Fairchild site could have a DRC on one floor and the shelter on another, but don't co-mingle the clients – it makes a lot of logical sense. It does put the time frame out to next winter though, but it looks like that anyway at the Messner site. She thinks there are options. There are other sites outside the isthmus that don't butt up against a day care center or neighborhood. Dawn adds that everyone shouldn't take the 9k square footage as fact – they need to finish their assessment.

Pat Kelly says that there was an article in the paper recently reporting that the company that services the port-a-potties downtown that are used by the homeless is quitting because of needles, bad hygiene, smeared feces, etc. She says it is hard for us to read those articles; we live in a typical neighborhood with kids, parks, a nursery school – how do we not feel trepidation? Help us understand? Heidi says that there are a range of people with a range of needs who use the downtown toilets. We should have a safe places for needles to be disposed of - there are insulin users, drug users (homeless and not homeless), and people with health disabilities that can cause problems with feces disposal, but many have mental and/or physical health issues. She hopes the DRC will identify those people and get them into housing. She uses the City-County Building every day and never experienced threatening conduct/behavior; she also works with homeless folks every day, but she gets that some have been some incidents. Lynn Green said that most people, including homeless people, would say that the City-County Building issues are not typical of the population. Most homeless in Dane County are children/families. Most are respectful, passionate about why they are in their situation and many are a paycheck away from not being homeless. The operators of DRCs are cognizant of not loitering, i.e., keeping homeless people from loitering when possible. She thinks there may be less of that problem in the future due to operators interacting with the clientele consistently. Pat Kelly said that they still haven't acknowledged that there are some with challenging behaviors. Pat says we have them in our neighborhood now. Lynn adds that the DRC won't mean you'll have more – maybe you will have less.

Steve Maerz says that when the day shelter was on E. Washington, Reynolds Park hosted many more people and it was a mess. Since the change at the City-County Building, people have been shitting next to his house – there are many more people since they were forced to leave the CCB.

The corridor between the Messner site and the Square will make it worse. Todd Violante says that the County hears the concerns; they want to work with the operator to address some of these issues. He also has had no problems at the CCB - usually the problems were in the evening when no one else was around. They are aware of the issue, so the design and operations will address this. Pat Kelly notes that at night the operators won't be there – combination DRC and overnight shelter would be better.

Tim Olsen thanks the County for being clear and explicit that there is no presumption on the conditional use. He says that the neighborhood will show up during the CU process. Everyone here wants to end homelessness, including him - he's a Road Home volunteer. The last two day shelters were in Tenney-Lapham. Why can't this go elsewhere? 94% of overnight shelters are in the area from the Square to Fordem Ave. It has the highest density of Section 8 and many services for disenfranchised/poor. The Homeless Issues Committee said that a DRC should be sited between Camp Randall and the Yahara, but only our neighborhood is considered. That is redlining if we were talking about race. We are creating a district where the burden falls on us. It is time for someone else to put up. Ledell Zellers said that in terms of emergency shelters, yes that area has the highest concentration. But for other types of assistance, section 42, etc., District 2 is in the middle of the list of city districts - toward the top of middle. Tim said that Senior Housing is Section 42 and so are some forms of benevolent housing, but if you remove those, District 2 has a lot.

It was asked if the County has done or will do a ground water assessment; the site had industrial cleaning (both organic and inorganic solvents) – is there a contamination plume. Todd said we can raise the question. Dawn added that they will check into that too.

Joe Hoey asked about the operators - on the 18<sup>th</sup> will we know how many put in application? Will the County commit to this neighborhood that anyone who submits will come to the TLNA Steering Committee? Before you choose, can we hear directly from them and ask questions – at least the answers will come from the horse's mouth. Heidi answered that the contract will be negotiated after an operator is selected by the team and then will be approved by the County Board. The winner can certainly come to the committee after the contract is approved and signed. Joe wants to know the different approaches of the applicants and the neighborhood should know before you choose. Heidi asked if Joe wants every applicant to appear at the Committee - Joe said yes. Heidi can't answer that question; she doesn't know purchasing. Lynn said that it has never been done, but rules are made to be broken. She thinks Heidi fought to get a TLNA Steering Committee a seat on the selection committee, and now we are upping the ante. They are bound by purchasing regulations, etc., so don't know if it is possible.

Patty Prime interjected that there is no answer yet to the question – the selection process is complicated. She likes the goal Joe presented, but there are logistical questions about how it could be done. She advises that we let Heidi look into it with County Purchasing.

Dave Staple, a board member from the Tenney Nursery Center asked how far the operating budget goes. Lynn answered that the operating budget is year to year, but there is a big commitment from the County. The expectation is that the operator will bring other resources to bear and also bring in in-kind contributions. David asked if the county budget items for Bethel

Lutheran, Porchlight, etc., will be impacted by the DRC. Lynn said not necessarily, but it is also possible that Bethel, for instance, could close its day program. Heidi added that there are expectations that some funding would be redirected and that the current operators are considered plan B. There are budget items for storage, etc., so the budget will draw from Bethel and other providers. Lynn mentioned that the best DRC nationwide have no government money in them - it is the way others in the country do it.

Michael Ryanjoy asked about the operator selection criteria – would the selection favor those who offer more services? Will that drive the score for bidders? Lynn said that the selection criteria focus on providing referrals rather than onsite services. There is an RFP addendum that went out and this was one of the areas that was causing misunderstanding. The rewording is that the minimal expectation is that the operator will have referral capabilities, not services. She gave a mental health example – they would evaluate, figure out insurance, make referrals, etc. Services don't have to be onsite, but they can do it if they propose to. Confidentiality, etc., are problematic for some onsite services, so it would likely be limited. They've already talked to Journey Mental Health about having someone there for intake, evaluation and referrals. Michael asked if substantial direct services are expected. Lynn said no, but if they come with an RFP that details it and has service sources, it could weigh in their favor, but she's not sure.

Lynn said that the neighborhood representative on the RFP selection committee will have to refrain from discussion until the operator is contracted. The TLNA Steering Committee will not be able to give input or hear about the selection committee's proceedings until the contract is signed because the County would potentially give away negotiating advantages.

Deborah Boehm asked if the County has any wet housing (where alcohol is not banned). Lynn said no, there is none - no active drinking or drug use is allowed. Heidi said that Housing First will provide that option. She added that currently Tellurian and Housing Initiatives do some of that work. Deborah said that she likes wet housing; Heidi agrees and says that Housing First needs to be just that, partially because HUD has mandated it too. Deborah asked if a vulnerability assessment is done for each person who is homeless. How do we know what we are building for if we don't have solid numbers? Lynn says that the HUD data for the "point in time count" are used; they look at them every week and are constantly updating their data. That is what is happening in shelter – they are getting a vulnerability assessment - but a focal point like the DRC will get people connected. Lynn added that there is a standardized assessment at intake.

Deborah said that DRC proximity to the Square is only needed if we have services there, otherwise we follow a Trail of Tears concept – going to get assessed here, eat here, sleep here, etc. The DRC doesn't have to be on the isthmus. The Shopko building on Aberg Avenue is empty, big enough for day care, parking, green space, housing, etc. Paying expenses for temporary fixes are moneys we don't have for permanent solutions. If we can't afford to build 4-story dormitory-style housing, we can't afford to do anything on the Messner site. Use something like Shopko and use shuttles. When she visited Porchlight their van was broken. There won't be room for clinical space in a 9k square foot building even if an operator wants to do it.

Mary Lang Sollinger asked about the previous E. Washington shelter – what was it? Lynn – it was a day shelter, not a DRC. Mary asks if the Messner site DRC is a pilot. No – it is intended to

be permanent. Mary asked what are the two cities mentioned who have good DRCs? Heidi says Green Bay and the Twin Cities. Where in the Twin Cities? The information is on the County's website. Mary asked if they can take a typical day in the new DRC and describe it: maybe several scenarios. Lynn said that the DRC would open at 7:30am, close at 5:00pm. Mary wants her to give us an hour by hour. Lynn said she knows what happens at Hospitality House, so she has hopes as to what will happen at DRC. She also thinks it will be a resource center for anyone. If you need help enrolling in Obama Care, she wants anyone to come do that. Not everyone is going to go to a shelter, so having a real resource center could attract other people. People will be cycling through to do wash, to warm up, to take a shower, to go to the housing help desk (help with evictions, security deposit, etc.), resume writing, mental health referrals, clinical services, etc. She mentioned that clinical and mental health services are usually paid for by many different providers, so there would be too many onsite providers – referrals are more likely. Heidi added that every day looks different depending on who is there and services change daily. She added that the partnership and in-kind contributions really were helpful at the E. Washington Day Center - classes, support groups, etc., came in. As they develop the space, they will have privacy and group space - their partnership experience taught them that and also that partners will participate.

Sue Springman says we need to focus on the Conditional Use process. Who from the Tenney-Lapham Steering Committee will participate? Patty Prime said yes, we need to focus on the City Conditional Use process and choosing who will be on the selection committee. Who ever that is, it needs to be someone who will agree to confidentiality. The RFP submittal deadline is Dec. 18, so the County will need a name by the week of Dec 21.

Jon Becker suggests that he doesn't want to sit through 15 minutes of presentations from each RFP respondent. Instead, we should put together a matrix of issues and feed it to our representative on the selection committee.

Cameron Field thanks Patty and all for coming, although he's frustrated. He is working on and circulating a letter opposing the site that he wants neighborhood business owners and developers to sign. Those who want to sign should contact him.

Patty thanks all for coming and reiterates that we will be focusing on the City Conditional Use process at the next meeting. That meeting is set for **January 20, 2016, 7pm** at Christ Presbyterian Church.