

Legislative Agenda Topic: Homelessness

GOAL: Prevent and end homelessness

ISSUES: The City of Madison in partnership with community organizations and other government agencies provides significant funding for eviction prevention, outreach services, short term shelters, and permanent supportive housing for the homeless and at-risk population. Data from the Community Development Block Grant Office of the City of Madison indicate over 3,000 individuals were served in shelters in 2011 and another 2,000 individuals were turned away without shelter in 2011. In recent months, homeless issues have been highlighted both in the news (development of the new County Homeless Day Center) and in the business of the Council (panhandling ordinance and reports to alders of more people living on the streets and in cars).

BACKGROUND: The Community Development Division (CDD) of the City of Madison contracts with local non-profits to provide housing and services to homeless or near-homeless individuals and others with special needs. The CD Division provides for expansion of affordable housing rental units; improvement of the quality and diversity of units available to lower income individuals; improvement of services to homeless and special populations; stabilization and improvement of the housing situations for homeless and those at risk through supportive services; and access to housing resources and employment/ job skills training for low income individuals. These CDD programs are housed in the Community Development Block Grant Office. In 2012, the CDBG Office, through the use of federal, state and levy funds, spent \$1.4 million on housing and services for homeless and at-risk persons. This accounts for approximately 60% (\$1,440,000) of the total \$2,302,000 Community Development Block Grant Agency expenditures.

The Homeless Services Consortium (HSC) identifies three goal statements to further their mission of preventing and ending homelessness: 1) provide support services to enable homeless and those at risk to access and maintain stable housing; 2) provide short-term safety nets moving homeless into stable housing as quickly as possible; and 3) provide an adequate inventory of affordable housing units through creating new units or making existing units affordable. A priority is placed on using available resources on creating permanent supportive housing rather than increasing the number of shelter beds (Community Plan to End Homelessness updated 2011). The HSC also seeks to address populations within the homeless community which are more resistant to utilizing current services and may have mental and substance abuse disorders.

In 2010, a coalition of local service and housing providers and funders developed a plan to meet the needs of 66 individuals identified in the community who had a combination of high usage of detox, 4+ police contacts, multiple emergency room visits, mental health commitments and shelter stays. A service model was developed and funds applied for a \$500,000 grant to U.S. Health and Human Services. While the grant was not funded the coalition is continues to look

for new opportunities to fund this critical work with the homeless population that is resistant to services.

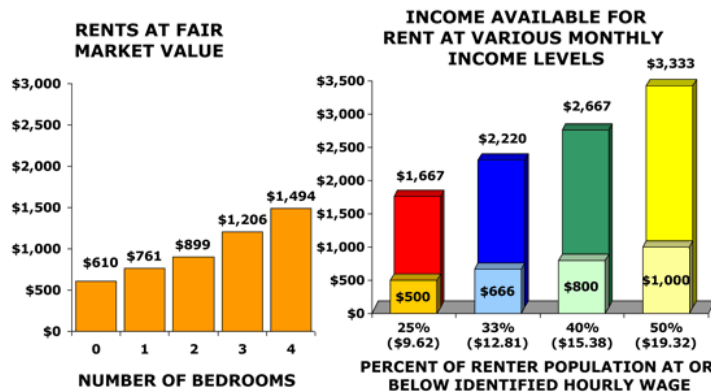
OPPORTUNITIES: Addressing homelessness requires a coordinated effort among a variety of agencies and organizations along with sufficient resources and a commitment to address the root causes. Madison has demonstrated leadership as a partner in the HSC, working collaboratively to help keep people in their homes and provide housing for the homeless.

RESULTS: In 2011, between 69%-84% of HSC homeless clients receiving housing and services maintained stable housing at 6 months and 64%-84% of clients maintained stable housing at 12 months. The HSC helped **over 1,000 households to prevent eviction and subsequent homelessness through financial assistance, housing counseling and mediation.** Through outreach efforts, 64 adult street homeless and 21 unaccompanied youth were moved into stable housing. Since 2006, HSC agencies created an additional 183 supported housing units bringing the total to 975 units providing affordable housing and supportive services. The efforts are yielding demonstrable results as the number of homeless served and turned away is declining slightly, yet unmet needs remain.

CHALLENGES

Madison has a low rental vacancy rate, in 2011 the rate was approximately 2%. The vacancy issue is related to the price of rental units. The graph shows that approximately 25% of the renter population is unable to afford a studio apartment.

WHY HOUSING IS NOT AFFORDABLE IN DANE COUNTY



SOURCE: 2008-09 DATA FROM HUD. MEDIAN INCOME WITHOUT REGARD TO FAMILY SIZE.

STRATEGIES

Changes in State Policy

- Advocate for longer potential shelter stays for children and teenagers. Representative Chris Taylor (D-48) is championing a change in state law which limits a shelter stay for unaccompanied minor to only 14 days.
- Support efforts of the WI Coalition to End Homelessness and their recommendations regarding resources for new transitional housing and prevention activities.

Target Funds

- Continue and expand on homeless prevention efforts such as financial assistance, tenant and financial education, housing counseling and mediation to keep households from becoming homeless.
- Continue efforts to increase the number of affordable supportive housing units through both creating new units and making existing units affordable through rent subsidies.
- Seek out opportunities to increase support to homeless populations which are resistant to service provision or who have substance abuse or mental illnesses. The HSC

identified this population as a group which needs a higher level of intervention and has pursued federal funding for this program but not received funds.

Incentivize Affordable Housing

Consider how the development process can be enhanced to deepen incentives for non-profit and for-profit housing developers to construct new affordable housing units. Recognize partnerships with HSC providers to include supportive services.

MOVING FORWARD:

Relevant City Departments and Committees:

- City-County Liaison Committee
 - Common Council Organizational Committee
 - Community Development Authority
 - Community Development Block Grant Committee
 - Community Services Committee
 - Economic Development Committee
 - Education Committee
 - Board of Estimates
 - Plan Commission
 - Public Safety Review Committee
 - Urban Design Commission
- Finance Department
 - Madison School District
 - Planning & Community & Economic Development
 - Police Department

External Partners:

Homeless Services Consortium (group of over 50 housing and service providers, funders, advocates and formerly homeless)
Providers Currently Partnering with CDBG Office: Community Action Coalition, Dane County Parent Council, Goodwill Industries, Housing Initiatives, Legal Action of WI, SVdP, The Salvation Army, Tenant Resource Center, YWCA, Porchlight, Domestic Abuse Intervention Services, The Road Home, Tellurian, and Youth Services of Southern WI.

Timeline:

Multi-year effort

Milestones/Tracking Progress:

The Community Plan to End Homelessness contains a suite of metrics to track progress

2011 Homeless Persons/Households Served in Shelter

	Total # Individuals¹	# of Individuals in Families and # of Families	# Minor w/ Children	# Couples w/o Children	# Single Men	# Single Women	# Youth²
Served in Shelter in 2010	3,136	1,363 individuals 522 families w/ 1,055 children	7 ³ individuals	0 individuals	1,235 individuals	509 individuals	29 individuals < 18 yrs
Served in Shelter in 2011	3,079	1,282 individuals 394 families w/ 803 children	0 individuals	0 individuals	1,257 individuals	508 individuals	32 individuals < 18 yrs

	Total # Individuals⁴	# of Individuals in Families and # of Families	# Minor w/ Children	# Couples w/o Children	# Single Men	# Single Women	# Youth⁵
Turned Away without Shelter in 2010	1,605	1,371 individuals	NA	NA	195 individuals	35 individuals	4 individual
Turned Away without Shelter in 2011	2,003	1,830 individuals	NA	NA	135 individuals	38 individuals	0 individual

¹ Includes shelter programs operated by Domestic Abuse Intervention Services, The Road Home, The Salvation Army, Porchlight, YSOSW and the YWCA.

² Youth served through Youth Services of Southern Wisconsin – Briarpatch. HUD uses the term "unaccompanied youth", term used by agencies working with the population is "runaway/throw away youth".

³ This number is also included in the Individuals Served in Families because they were all served by the TSA Warming House.

⁴ Includes shelter programs operated by Domestic Abuse Intervention Services, The Road Home, The Salvation Army, Porchlight, YSOSW and the YWCA.

⁵ Youth served through Youth Services of Southern Wisconsin – Briarpatch. HUD uses the term "unaccompanied youth", term used by agencies working with the population is "runaway/throw away youth".

Responses to Questions Posed by Mayor on Related Homelessness Topics

10/4/2012

Sue Wallinger

Last permanent address of homeless persons served in shelter – 59% of homeless single men, 56% of homeless single women and 48% of homeless families with children reported that their last permanent address was in Madison. Source: WISP data collected by local agencies

Length of time in Dane County prior to being served by men's Drop-In Shelter – 2% report living in Dane County one month or less; 27% report living in Dane County for less than 1 year; 1% report living in Dane County for 1-2 years; and 58% report living in Dane County for 2 or more years. Source: WISP data collected by local agencies

Reported deaths in 2011 – Source: Tellurian ReachOut worker

Man in 50's found dead at Monona Terrace Parking ramp described as a person who had been homeless for a very long time and had resisted services; ReachOut worker unable to engage in services with individual; believed to have lived in Madison a long time; had some contact with Bethel Homeless Ministries.

Man in 20's found drowned had been client of ReachOut worker who had assisted him with accessing a number of services and treatment; individual suffered from mental illness but was not known to have substance abuse issues; believed to have come to Madison while a teenager; ReachOut worker questioned whether this individual was homeless at the time of his death.

Use of Porchlight's Drop-In-Shelter by Inebriated Homeless men – Source: Porchlight's Director of Property Development and Maintenance

Year-round policy is to require a breathalyzer at intake from persons identified as having been drinking. If the reading is .08 or higher the individual is denied shelter for that night. For nights when the temperature is 20 degrees or colder including the wind chill the breathalyzer is still required for persons identified as having been drinking. If the reading is .08 or higher the individual may not come into Grace Church (referred to as shelter #1) but the individual are told they can go to St. John's Lutheran Church (referred to as shelter #2) when it opens at 8 pm.

Identification of Homeless Frequent Users of Services - Source: MPD; Porchlight; St. Mary's, Meriter and UW Hospitals; and Dane County Human Services, United Way

In 2008, a group of local providers began meeting to create a local model based on best practices to serve those persons resistant to services and who have a combination of high usage of detox, 4+ police contacts, multiple emergency room visits, mental health commitments and shelter stays. The group identified 66 individuals during a 10-month period in 2008. These 66 names were cross-referenced with local hospital emergency room visits, Dane County mental health commitments and visits to the detox center. An analysis by United Way determined that annually this group costs \$51,312 per person for services. This information was used as part of a 2010 application to SAMHSA for the local Stairways to Success program to service chronically homeless men and women with mental and substance use disorders. Chronically homeless persons would be provided intensive treatment, housing and other services out of the HEALTH Hut which is a street medicine clinic funded through Meriter Foundation. The application for \$500,000 (annual budget) was not funded by HSS; no new competitive funding process has been announced from SAMHSA.

This model for Stairways to Success was designed by homeless and community service providers who work with the targeted population; the goal was to serve 50 chronically homeless individuals. Entities that provide housing and services to the homeless population involved in this process include: Porchlight, DCHS, Community Action Coalition, W. Middleton Veterans Hospital, The Salvation Army, Tellurian, St. Vincent de Paul and Goodwill Industries. Other treatment, housing and services organizations involved in developing the program include Meriter HEALTH Program, Open Doors, CDA, DCHA, UW Hospitals, MPD, Journey Mental Health Center and DMI. The City CD Division and United Way also participated.

Until such time that Madison can participate in another round of SAMHSA funding or identify other funding sources, a small amount of ESG funds (\$25,000) are being used to purchase mental health services through an agreement with the HEALTH Hut which currently provides medical treatment to homeless persons.

Current Efforts To Serve the Chronically Homeless Population

There are three agencies that provide outreach workers to connect with homeless persons at street-level. Tellurian operates the PATH-funded ReachOut program which funds 3 outreach works – two located at Tellurian and one located at Porchlight. The ReachOut program is funded specifically to work with unsheltered persons with mental health issues. Porchlight's City-funded outreach program consists of one employee who provides services to unsheltered persons regardless of mental health status. Youth Services of Southern Wisconsin operates a street outreach program, employing two workers and a varying number of AmeriCorps volunteers. They are funded through HSS to provide services including STD prevention to homeless young adults and unaccompanied youth on the street. YSOSW also licenses 7 host-homes available for short-term placement for homeless youth under the age of 18.

Meriter's HEALTH Hut provides a full time nurse and part-time doctor to serve homeless persons at their location off Fish Hatchery Road. Their primary focus is primary medical services however they are collaborating with Porchlight to hire a psychiatric RN to provide needed services.

MEDiC Program is a student-run program of the University of Wisconsin School of Medicine and Public Health and operates five clinics dedicated to providing medical services to homeless persons. Clinics currently operate at the men's Drop-In-Shelter at Grace Church, The Salvation Army shelters for families and single women and Safe Haven shelter. MEDiC operates a preventative clinic at Porchlight's N. Brooks Street facility and a clinic at ARC Community Service.

Porchlight and Housing Initiatives have beds set aside to provide housing specifically for long-term chronically homeless persons. HHI has 11 beds at four locations; Porchlight has 12 scattered-sites operating on the housing first model. SVdP, Tellurian, The Salvation Army and the YWCA also provide housing for chronically homeless single adults though not in specific set-aside units.

**City of Madison
2012 Homeless Funding**

SERVICES

Community Action Coalition for South Central WI. Housing Counseling	\$24,077 City ¹	Information and referral and short term housing and budget counseling for very low income persons to enable them to find and maintain housing.
Community Action Coalition for South Central WI Rentable Program & Case Management	\$138,670 City ESG ² HPP ³	Provides financial assistance and support services to persons to prevent an eviction and to move homeless persons into housing.
Dane County Parent Council Case Management Hope House	\$4,770 ESG	Case management services for young homeless single women with small children in Early Head Start program.
Domestic Abuse Intervention Services Housing Related Aid for Victims of Domestic Abuse	\$29,000 City	Motel vouchers to housing victims of domestic abuse when there is no room in the shelter.
Legal Action of Wisconsin Legal Advocacy	\$4,706 ESG	Provide legal services to low income persons at risk of homelessness
Lutheran Social Services Off the Square Club	\$37,500 City	Daytime resource center for persons with mental illness.
Porchlight Eliminating Barriers to Housing and Employment	\$25,000 City	Financial assistance provided to prevent homelessness or to move from homelessness to housing for case managed persons.
Porchlight Hospitality House/DIGS	\$72,060 City \$24,331 ESG	Day time resource center staff to assist persons in finding housing, jobs, etc. DIGS makes financial grants to persons in need to housing in the form of first month's rent or payment of back rent to avoid eviction.
Porchlight Maintenance and Training	\$4,000 ESG	Trains residents of transitional housing program in skills needed to prepare a vacated rental unit for another program participant.
Porchlight Outreach	\$40,000 City	Outreach program that helps homeless persons connect with needed services and housing.
Porchlight STABLE	\$18,000 THP ⁴	Transitional housing and support services for formerly homeless single individuals
Porchlight Support Services/Operations	\$87,026 City	Supportive services for persons in previously homeless persons in transitional and supportive permanent housing as well as after-hours services at the Brooks Street SRO facility.
The Road Home of Dane County Case Management	\$12,856 ESG	Case management services for homeless families in shelter to help find and maintain housing.
Society of St Vincent de Paul Seton House Case Management	\$4,725 ESG THP	Provides transitional housing and support services for homeless families with children and single women.
The Salvation Army Warming House	\$15,000 City \$25,750 ESG	Operation of year round overflow shelter for families with children when there are no shelter beds or motel vouchers available. Also pays for case management to assist family to find housing. City pays a portion of budget; Dane County HS and private funds pay the balance.
The Salvation Army Medical Shelter	\$10,499 ESG	Financial assistance to pay for motel vouchers to shelter homeless individuals who for medical reasons are unable to stay at the emergency shelters.
Tellurian UCAN Job Coach	\$14,400 WI THP	Support for previously homeless single individuals in becoming job ready and finding employment according to their ability.
Tellurian UCAN ReachOut Financial Housing Assistance	\$12,503 City	Financial assistance grants for first months rent and rent subsidy to help homeless individuals move from the street into housing.

¹ City tax levy

² Federal Emergency Shelter Grant funds

³ WI Homeless Prevention Program funds

⁴ WI Transitional Housing Program funds

Tenant Resource Center Housing Mediation, Housing Counseling and Outreach/ Education	\$8,267 ESG \$61,474 City	Mediation services for tenants and landlords to reduce homelessness as a result of evictions in small claims court. Also housing counseling one-on-one and through workshops and group presentations on tenants rights.
YWCA of Madison Second Chance Tenant Education Workshop	\$35,267 ESG	Six hour tenant education workshops to assist previously homeless tenants in finding and maintaining housing.
Youth Services of Southern Wisconsin Shelter/Case Management for Homeless Youth	\$10,000 ESG	Case management services for homeless unaccompanied youth (under 18 years of age) to help them find safe housing.

CAPITAL

Porchlight Safe Haven Relocation	\$312,559 HOME ⁵	New construction of 14 units as shelter for homeless single individuals with mental illness.
The Road Home Dane County Housing and Hope Phase II	\$308,000 HOME	Purchase and renovation of 15 units for homeless families with children.
Goodwill Industries Renovation of Special Needs Housing	\$100,000 HOME	Renovation of 28 housing units for homeless persons with mental illness.

⁵ Federal HOME Program funds

To: Mayor Paul Soglin
 From: Sue Wallinger, CDBG Office
 Date: 1/18/2012

Homeless Data on Households Served in Dane County

Zip Code for Last Permanent Address (at intake to homeless shelter programs)

Over half of all single men (59%) and single women (56%) report their last permanent residence prior to homelessness was in Madison; 48% of families with children reported a Madison address. Compared to 2010, all homeless households reported a higher percentage of Madison residences. Homeless families with children are the most likely of homeless households served to have moved from outside of Dane County.

Single Men	2010		2011	
City of Madison	55%		59%	
Dane County (outside City of Madison)	5%		5%	
Wisconsin (outside of Dane County)	20%		16%	
All Wisconsin Zip Codes		80%		80%
All Illinois Zip Codes		7%		7%
All Other States		13%		13%
		100%		100%

Single Women	2010		2011	
City of Madison	48%		56%	
Dane County (outside City of Madison)	8%		5%	
Wisconsin (outside of Dane County)	18%		17%	
All Wisconsin Zip Codes		74%		78%
All Illinois Zip Codes		14%		8%
All Other States		12%		14%
		100%		100%

Families with Children	2010		2011	
City of Madison	41%		48%	
Dane County (outside City of Madison)	13%		8%	
Wisconsin (outside of Dane County)	7%		11%	
All Wisconsin Zip Codes		61%		67%
All Illinois Zip Codes		36%		22%
All Other States		3%		11%
		100%		100%

Percentage of Households Who Reporting Living in Dane County 2 Year or More Prior to Seeking Shelter

Single homeless men are the most likely to have reported living in Dane County for 2 or more years.

Comparing data in the first six months of 2011 to previous years, the trend indicates an increase in residency for homeless single men and a decrease in longevity for both homeless single women and families with children.

	2008	2009	2010	2011 <i>(first six months)</i>
Single Men	43%	50%	3% ¹	59%
Single Women	52%	62%	48%	48%
Families with Children	50%	54%	38%	44%

¹ Incomplete data available for accurate comparison.