

## **TRUMAN OLSON HOMELESS ASSISTANCE SUBMISSION**

*Note: Unless noted otherwise, referenced Exhibits can be found within Legistar, Legislative File # 08712 at [www.cityofmadison.com](http://www.cityofmadison.com).*

**Information added to the first draft, dated June 23, 2008, is bolded.**

### **1. Information About Homelessness within the City of Madison**

The City of Madison continues to be faced with a need to provide beds and services to homeless adults and families. This need is documented in the City's Consolidated Plan (Exhibit A), and is further supported by an April 2006 report titled *Community Plan to Prevent and End Homelessness in Dane County* (Exhibit B).

The two homeless-related NOIs received by the LRA call for the creation of new permanent, supportive housing beds. Both homeless NOI submitters noted a significant waiting list for their existing permanent supportive housing facilities. *Exhibit C has been reserved, if necessary, for additional data that may be provided by the CDBG Office.*

### **2. Notices of Interest (NOIs)**

The Madison Local Redevelopment Authority (LRA) received two (2) Notices of Interest from homeless assistance providers. The first is from Goodwill of South Central Wisconsin ("Goodwill"), which proposes eight units of permanent housing. The second is from Porchlight, Inc. ("Porchlight"), which proposes 24 units of permanent housing and 14 units of transitional housing. The transitional units will replace an existing Porchlight facility. A copy of each NOI follows this Submission (Exhibits D and E).

#### **Description of Supported Homeless NOIs**

The LRA is willing to support both homeless assistance providers with the provision of property for the proposals outlined in their NOIs, with priority given to the Porchlight proposal. As is noted in the Redevelopment Plan, the use of the Truman Olson property for the provision of homeless services was not envisioned in the previously adopted land use plan for the property ("Wingra Plan"). **The LRA also discussed the distribution of assisted housing units (Exhibit H), and previously adopted "Fair Share" housing policies (Exhibit I) during its deliberation.** Finally, the LRA stated a desire to enable the homeless providers to implement their projects in a more timely fashion than is anticipated with the 2011 availability of the Truman Olson site. As such, the LRA is in the process of identifying alternative locations for the two proposals.

The Goodwill proposal calls for the construction of a new eight-unit apartment building to provide permanent supportive housing for persons with chronic mental illness who have been previously homeless. A staff summary of the Goodwill proposal can be found in Exhibit F of this document. Upon further discussion with Goodwill, the organization indicated that it is flexible regarding the size of the property identified and the size of the facility (5-8 units). Goodwill desires the site to be located along a bus-line to provide access to resident needs. The LRA is in the process of identifying possible alternative locations.

Porchlight proposes to develop 24 new units of permanent supportive housing for homeless adults with disabilities, as well as to construct a new 14-unit transitional facility to relocate Porchlight's existing Safe Haven program. Safe Haven serves as a portal of entry into the community service system for homeless men and women with mental health problems. A staff summary of the Porchlight proposal can be found in Exhibit G of this document. Upon further negotiation with Porchlight, the organization is interested in a property that is located on a bus line, in travel proximity to a grocery store, and near a drugstore and medical services. Porchlight desires to co-locate both the permanent and transitional housing components together, with the possibility that both could be located within a single building.

The LRA is in the process of identifying possible alternative locations. **One site is currently under consideration, which would allow Porchlight to construct their desired number of units with the opportunity to construct a third building with sixteen (16) additional permanent housing units at a later date.**

**Desired Method of Conveying Properties**

The LRA intends to accommodate the provider(s) by financing the acquisition of an alternative, functionally equivalent parcel of real estate at little or no cost to the provider(s) through a combination of land, funds, or services. The LRA will assume the cost associated with this transaction, effectively making the alternative functionally equivalent parcel of property "free" to the provider(s), as would have been the case had the provider(s) been accommodated on the Truman Olson property. To help facilitate this accommodation, the LRA requests the following consideration from the Federal Government:

- 1. Negotiation directly with the Department of Defense for the purchase of the entire Truman Olson property by the LRA, rather than a public bidding process. As is noted in the Redevelopment Plan, the City of Madison desires to use a portion of the Truman Olson property for the extension of a public right-of-way (Cedar Street) to facilitate the successful redevelopment of the surrounding neighborhood. Securing ownership of the entire Truman Olson property will enable the LRA to work with adjoining property owners to determine the most suitable location for the right-of-way that accommodates both this public infrastructure need and the successful redevelopment of neighboring properties.**
- 2. As part of the aforementioned negotiation, the LRA will request a credit for the cost it incurs to accommodate the provider(s) at an alternative financially equivalent site. This requested credit would likely not exceed the value of the portion of the Truman Olson site that would have been otherwise given to the provider(s) at no cost.**

The LRA looks forward to the opportunity to discuss these two points further with the Department of Defense and the Department of Housing and Urban Development as this Homeless Assistance Submission is being reviewed.

If in the event an alternative functionally equivalent parcel of real estate is not found for Porchlight by the time of the Truman Olson property closing with the

**LRA, then Porchlight will be accommodated on the Truman Olson site subject to regulatory approvals including zoning, land use, and other adopted policies. Under this scenario, the LRA desires to work with the Department of Defense on the conveyance of property in such a manner that Porchlight receives approximately one (1) acre as outlined in their NOI, with the LRA purchasing the balance of the site.**

*Description of Homeless NOIs Not Supported*

The LRA is supportive of both homeless service proposals that it received, with priority given to the Porchlight proposal. As such, an explanation of why remaining homeless-related NOIs were not selected is not necessary.

*Impact of Selected NOIs on the Community in the Vicinity of the Installation*

As the LRA has determined that neither one of the selected homeless NOIs will be located in the vicinity of the installation, a review of the impact that the selected NOIs will have on the community in the vicinity of the installation is not necessary. The LRA did review the impact that the homeless NOIs would have had on the community in the vicinity of the installation, and the impact did play in role in the decision not to include the providers at this location. The specific questions addressed in HUD's *Guidebook on Military Base Reuse and Homeless Assistance* include:

*“Will the selected NOIs affect the character of existing neighborhoods adjacent to the properties proposed to assist the homeless? What impact will the NOIs have on schools, social services, transportation systems, and infrastructure?”*

As is noted in the Redevelopment Plan, the City of Madison recently completed and adopted a plan (“Wingra Plan”) for repositioning the neighborhood surrounding the Truman Olson installation. The adopted Wingra Plan envisioned a mixture of workforce housing, commercial, and employment uses to be developed within and around the Truman Olson site. The Plan did not call for the provision of homeless services at this location. As such, it would not reflect the desired land uses of the existing neighborhood adjacent to the Truman Olson property as expressed by stakeholders through the Wingra Plan.

*“Will the selected NOIs have the adverse effect of concentrating minorities and/or low-income persons in the vicinity of the installation?”*

The LRA devoted attention to the location of assisted and subsidized housing units throughout the City as part of its consideration. A summary of this information can be found in Exhibit H of this document. On previous occasions, as outlined in Exhibit I, the City has committed to a distribution of assisted and subsidized housing units throughout the community through a series of “Fair Share” housing policies.

*“Will the community in the vicinity of the installation ensure that general services such as transportation, police, fire, water, sewer, and electricity are available in conjunction with the proposed homeless assistance activities?”*

The City of Madison is well served by the public infrastructure and services noted above.

### **3. Legally Binding Agreements**

Legally Binding Agreements for Goodwill and Porchlight can be found in Exhibits J and K respectively.

### **4. Balance**

The Homeless Assistance Submission balances the City's need for economic development in the vicinity of the Truman Olson property, along with the community's need for the provision of homeless assistance. As is documented, the City currently faces an unmet demand for permanent supportive housing; however, the Truman Olson facility will likely not be available until 2011 at the earliest for this purpose. As is also noted in the Redevelopment Plan section of this submission, the Truman Olson site is the lynchpin in a larger economic development effort outlined in the previously adopted Wingra Plan, an effort that did not envision the provision of homeless services at this site. **Finally, the LRA considered the distribution of assisted housing units throughout the community, along with previously adopted Fair Share housing policies.**

The LRA was tasked with accommodating the current need for homeless assistance, which would be met in part through the NOIs received by the City, and the long-term economic development potential outlined in the Wingra Plan for the Truman Olson property. It was the opinion of the LRA that the most appropriate manner to balance both needs was to find alternative location(s) for the two homeless assistance submissions, while reserving the use of the Truman Olson site for the public infrastructure and private development outlined in the Wingra Plan.

From a homeless assistance standpoint, this course of action will allow the LRA to provide homeless assistance sooner, rather than the 2011 or later timeframe based on the Truman Olson availability. It will also enable these services to be provided in a manner consistent with the proposals submitted through the NOI process.

**Once again, if in the event an alternative equivalent parcel of real estate is not found by the time of the Truman Olson property closing, then Porchlight, Inc. will be accommodated on the Truman Olson site subject to regulatory approvals including zoning, land use, and other adopted policies.**

From an economic development standpoint, it will permit the City, or its CDA (LRA), to negotiate the purchase of the entire Truman Olson property from the Federal Government for the purpose of fostering the implementation of the public infrastructure and economic development outlined in the Wingra Plan. The Wingra Plan outlines the extension of Cedar Street through the Truman Olson property; however, there is some flexibility regarding its final location. By gaining access to the entire Truman Olson property, the City, or its CDA (LRA), will be able to negotiate with surrounding property owners the most suitable location of Cedar Street and division of remaining property to satisfy the economic development vision outlined in the Wingra Plan.

## **5. Outreach**

HUD's *Guidebook on Military Base Reuse and Homeless Assistance* requests the following information regarding outreach to the homeless community:

*"A listing of all jurisdictions in the area served by the LRA, describing the required catchment area for outreach to homeless service providers."*

The LRA for this project is the City of Madison Community Development Authority (CDA), which only serves the jurisdiction of the City of Madison.

*"A copy of the newspaper advertisement placed by the LRA, including the name of the newspaper(s) and date(s) of publication."*

The advertisement was published in the Wisconsin State Journal on August 24, 2007. A copy of the advertisement can be found in Exhibit L.

*"A listing of homeless assistance providers that the LRA has consulted during the process of preparing its application."*

The LRA directly consulted with both Goodwill and Porchlight through its Community Development Sub-Committee, and indirectly through City of Madison staff.

*"A description of the outreach efforts made to homeless assistance providers in the community in the vicinity of the installation."*

Using the Homeless Services Consortium Directory, the newspaper advertisement noted above was mailed and emailed to approximately 40 homeless service providers. A copy of the letter (with mailing list) and email can be found in Exhibit M.

*"A description of the workshop conducted on the installation during the outreach period."*

Three workshops/tours were held at the installation prior to the NOI deadline. They were held on September 18, 2007, October 17, 2007, and November 13, 2007. Although the workshop on September 18<sup>th</sup> included a discussion of the BRAC process, a tour was not provided due to an unforeseen scheduling conflict at the installation. A tour was included on both October 17<sup>th</sup> and November 13<sup>th</sup>. A list of attendees at the sessions can be found in Exhibit N.

## **PUBLIC COMMENTS**

### **1. LRA Meetings**

The LRA for this project is the Madison Community Development Authority (CDA). The CDA designated its Community Development Sub-Committee to lead the consideration of the future of the Truman Olson site. The Community Development Sub-Committee discussed plans for Truman Olson project during public meetings. Minutes for these meetings can be found in Exhibit O.

**2. Community Meeting**

The Alderperson for the 13<sup>th</sup> District where the Truman Olson property is located, Ald. Julia Kerr, hosted a community meeting on March 26, 2008. The meeting provided an opportunity for each of the NOI submitters to present their proposal for the Truman Olson site, and for interested community stakeholders to ask questions and provide comments about the proposals.

A copy of the meeting invitation, handout, and minutes can be found in Exhibit P.

**3. Public Hearing**

The LRA held a public hearing on July 10, 2008. A copy of the public notice and minutes of public testimony can be found in Exhibit Q.

**4. Common Council Review**

The Common Council of the City of Madison also approved the Redevelopment Plan and Homeless Assistance Submission. As part of this approval process, the documents were referred to several committees. These meetings, all of which were public, were as follows:

- July 15, 2008 - Common Council, introduction
- July 21, 2008 - Plan Commission, recommendation for approval
- July 31, 2008 - CDBG Commission, recommendation for approval
- August 21, 2008 - Community Development Authority, ??????

Future meetings ??????

**5. Additional Public Comment**

Additional written and emailed public comment can be found in Exhibit R.